

Comprehensive Plan
Worthington, Minnesota
June 2004

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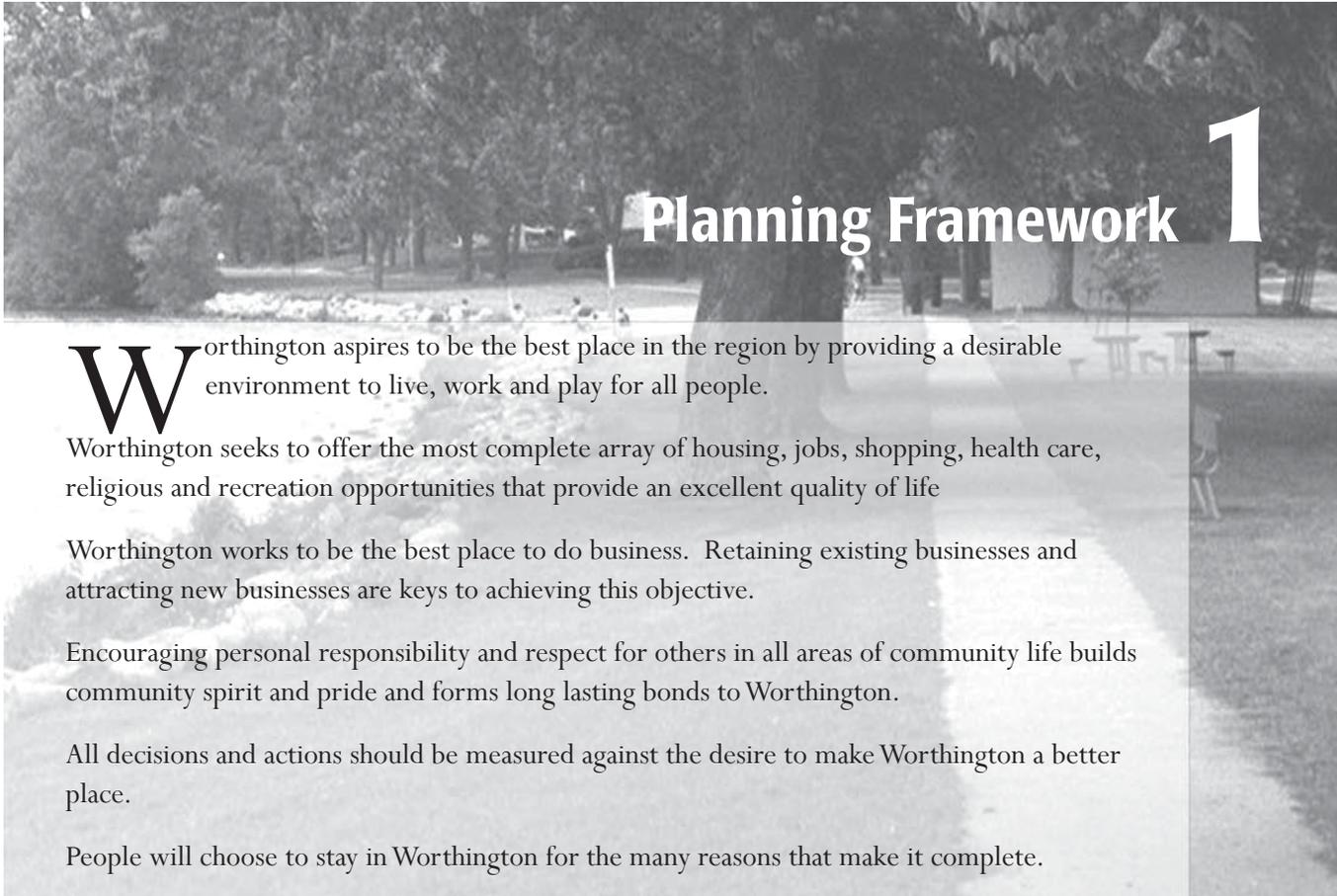
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Planning Framework 1

Worthington aspires to be the best place in the region by providing a desirable environment to live, work and play for all people.

Worthington seeks to offer the most complete array of housing, jobs, shopping, health care, religious and recreation opportunities that provide an excellent quality of life

Worthington works to be the best place to do business. Retaining existing businesses and attracting new businesses are keys to achieving this objective.

Encouraging personal responsibility and respect for others in all areas of community life builds community spirit and pride and forms long lasting bonds to Worthington.

All decisions and actions should be measured against the desire to make Worthington a better place.

People will choose to stay in Worthington for the many reasons that make it complete.

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



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

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

- The Plan seeks to create and sustain the elements that define the character, heritage and identity of the place that is Worthington.
- The Plan influences the economic health of the community. The Plan seeks to attract new investment and guide it to proper locations in the community. The Plan protects the investment in existing properties by promoting strong residential neighborhoods and business districts.
- The Plan shapes the future of municipal government. Public improvements are needed to facilitate and sustain development. The form of development influences the character of the local population and the demand for public services.

The Comprehensive Plan consists of a series of interrelated elements. These elements work

collectively to create a plan for the future. These elements include:

- Land Use and Community Character
- Transportation
- Parks
- Implementation
- Supporting Elements

Land Use and Community Character

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

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

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

To examine land use and development issues in greater detail, the community is divided into eleven planning “districts.” These Districts represent geographical areas in Worthington. Land uses in each District need to work together. The District section of the Plan provides a more detailed discussion of the planning issues and directions in each area.

Other Plans

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

The Transportation Plan describes the elements of the current and future street system in Worthington. It includes current function, targets for improvement and strategies for using investments in streets to leverage broad community enhancements.

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

and sustainability of adjacent property.

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

City investments in parks and open space help to define Worthington. Parks provide places for residents to gather and to play. Parks make Lake Okabena a community asset, not just an amenity for adjacent development. The Park Plan describes the current park system and recommends strategies for enhancing the system. Guidelines for park development provide a tool for building new parks and reinvesting in existing parks.

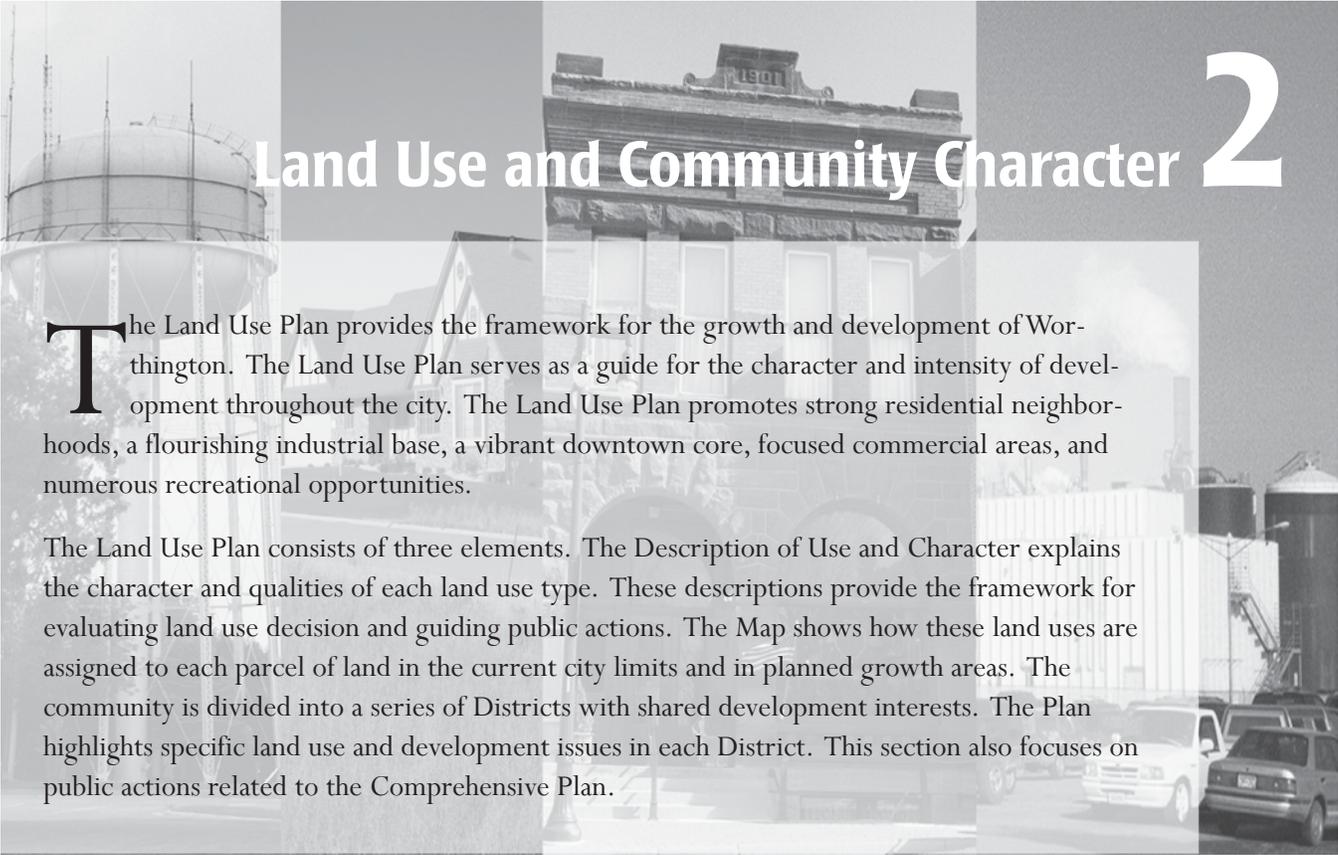
Implementation

Implementing the Comprehensive Plan means more than adopting this document. The Comprehensive Plan is a tool. The Using the Plan section describes how to use this tool in guiding private and public investments in Worthington.

Supporting Elements

Remainder of the Comprehensive Plan contains Supporting Elements. The Elements offer a tremendous informational resource. They compile information about Worthington collected through the planning process. The topics contained in the supporting elements section of the Plan include:

- Housing
- Community Context
- Municipal Systems
- Demographic and Economic Information



Land Use and Community Character **2**

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

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

Description of Use and Character

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

The Comprehensive Plan uses four broad categories of land use to guide the growth and redevelopment of Worthington. 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 are centers of employment for Worthington 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 Worthington.

Residential Land Use

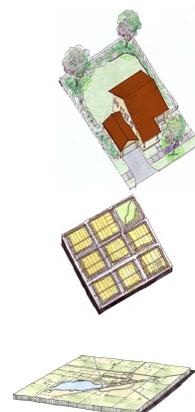
Housing plays an essential role in the vision for the future of Worthington. Worthington's vision is to be the best place in the region by providing a desirable environment to live, work and play for all people. The character of the housing stock shapes the quality of life in Worthington. More land area is allocated to housing than any other type of land use.

Housing provides the foundation for economic growth. Job growth and housing go hand-in-hand. Business growth requires employees. Employees require housing. People living in Worthington provide the demand for goods and services. Housing provides the customer base

needed to support business retention and expansion.

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 Worthington. Residential land use in Worthington 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.
- Worthington neighborhoods occur as part of the broader community with relationships to other land uses.



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

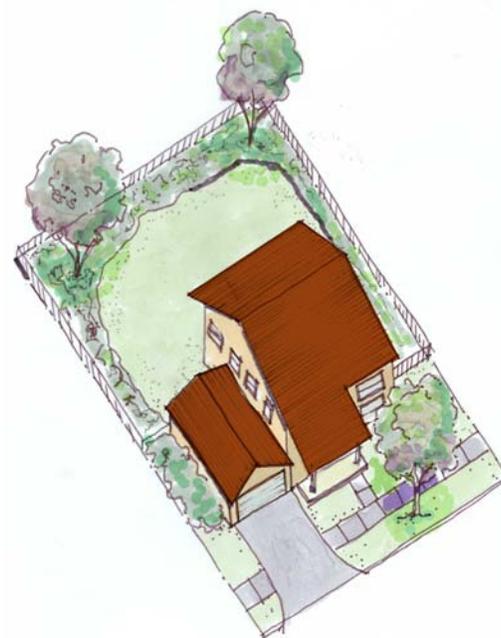
Character of Housing

Planning for residential land use begins with individual housing units. It is the place where people live. Housing changes the character of the land where it is located.

Housing in Worthington is a diverse commodity. Housing comes in a variety of ages, sizes and configurations. Planning and land use controls often focus on the characteristics of the housing unit and the orientation to its unique parcel of land.

Housing Style

Housing styles change over time based on financial considerations, architectural design, construction techniques and consumer preference. A home built in the 1940's looks different than one built in 2003. Despite these changes, housing styles have many enduring characteristics. A description of the basic housing styles in Worthington forms a common language for planning.



Single Family Detached



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

housing in Worthington. The primary variables become the size of the lot and the unit.

Mobile homes fit the criteria of single family detached housing. The size of the units and the lack of permanent foundations require different land use controls than the traditional single family dwelling.

Single Family Attached



Single family attached housing comes in many forms. Duplexes, quads 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 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. A property ownership consists of the building footprint and a share of the common property for the housing development. In these cases, a homeowner’s association is responsible for the maintenance of these common areas.

Multiple Family



In Worthington, 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.”

Variety

The Comprehensive Plan seeks a housing stock that allows people to live in Worthington for a lifetime. Achieving this objective requires an understanding of community characteristics and housing needs. Each stage of life produces different housing demands. In some cases, market forces respond to 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

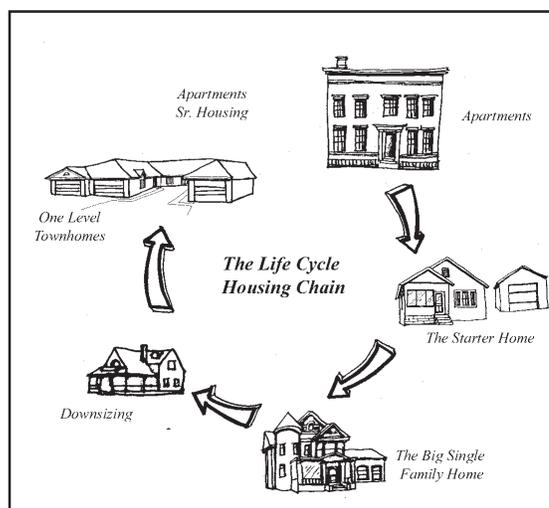


Figure 2-1
Life Cycle of Housing Stock

in) Worthington face challenges in purchasing a home. At this stage in life, the amount of income and assets may pose barriers to home ownership. This age group depends on apartments and other forms of rental housing.

As age, economic status and family size increase, people often seek a shift to owned housing. The smaller and older homes in Worthington 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.

As people age and children leave home, housing needs change. “Empty nesters” may seek to downsize with smaller homes and less maintenance. This trend has fueled demand for alternative styles of owned housing including townhomes, condominiums and cooperatives. 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 seeks to provide 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 other areas.

Worthington encourages the use of quality construction techniques and materials. The positive outcomes of quality construction include:

- Promoting health and safety of residents through sound dwelling units.
- Encouraging energy efficiency.
- Encouraging water conservation.
- Minimizing ongoing maintenance costs.
- Maintaining values and contributing to growth of the local tax base.

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

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

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

Character of Neighborhood

In cities, housing occurs in groups. These groups are called “neighborhoods.” The design and function of neighborhoods plays a significant role in the quality of life in Worthington.

Basic Neighborhood Design

The foundation for neighborhoods is laid when land is platted for development. The design of neighborhoods involves more than situating residential lots on a piece of land. Certain factors should be considered present in every neighborhood. The basic elements of neighborhoods in Worthington include the following:

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

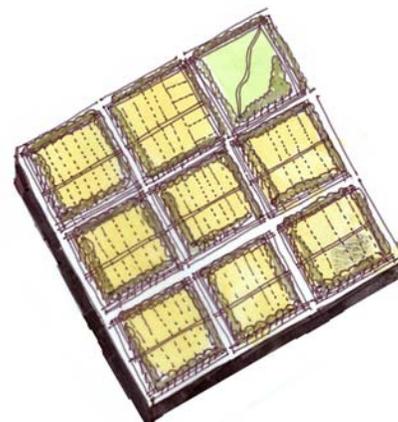
All of these elements work together to create a desirable and sustainable place to live.

Institutional Uses

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

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

- Size. Large church buildings and site areas can disrupt neighborhood cohesiveness. Churches in Low Density Residential areas should not be more than [to be determined] square feet in lot area.



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

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

Attractive

Attractive physical appearance is one of the most common attributes of Worthington neighborhoods. Attractiveness is a combination of design, construction and maintenance. These characteristics apply to buildings and sites. Attractiveness is relevant for both private and public property. Attractiveness reflects individual pride in property as well as an overall sense of community quality.

Private Property

The City uses a variety of regulatory tools to influence the potential for attractive neighborhoods.

- Building codes promote quality construction.
- 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.
- Nuisance ordinances enable the City to prevent and correct undesirable uses of property.
- Other City regulations control other ancillary uses of residential property.

Maintenance of property is a factor in sustaining quality neighborhoods. The tenure (form of ownership) influences the responsibility for housing maintenance. The owner-occupant of a single family detached home is solely responsible for the maintenance of building and grounds. If this same home is rented, maintenance responsibilities are often shared between tenant and owner. 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. In multiple family rental housing, the tenants have no direct responsibility for property maintenance. This discussion does not imply a preference, but is intended

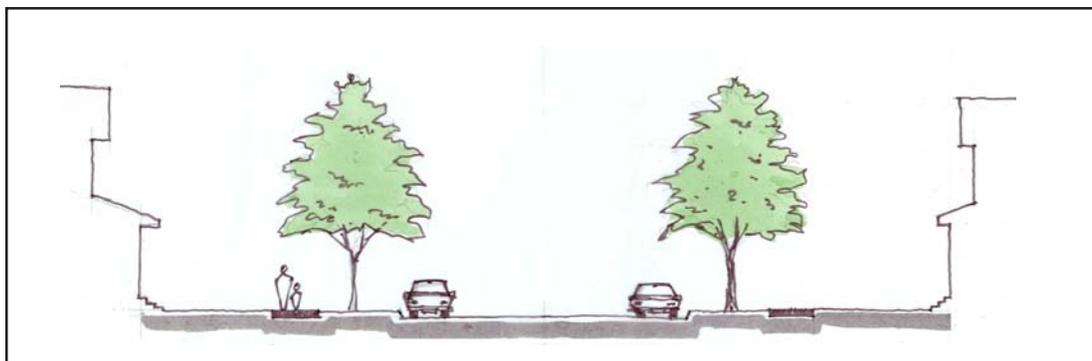
solely to highlight the differences. This understanding becomes relevant when public action is needed to address a failure of the private maintenance approach. Nuisance ordinances are one tool used by the City to address failures in private maintenance and use of property.

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. If left unchecked, this cycle of avoided maintenance produces negative effects. Over time, the 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 spreads as the condition of a home discourages adjacent property owners from investing in needed maintenance.

Public Realm

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

Paved streets with curb and gutter clearly distinguish between space for vehicles and space for people. Sidewalks allow people to move, play and interact. Without sidewalks, these activities often share the street with vehicles. Street lights contribute to both appearance and safety of a place.



*Figure 2-2
Illustration of Public Realm Improvements*

Boulevard trees are important parts of the quality of residential streets. Trees in the unpaved right-of-way (boulevard) add natural beauty and comfort to a neighborhood. Trees also offer visual buffers from traffic and other sources. A sustainable network of boulevard trees requires planning. Some guidelines for planting of boulevard trees include:

- Trees should be placed in locations that do not interfere with the use of the street.
- Branches should not impede the designed use of the street or sight lines from street or driveways.

- Tree size should be appropriate for the location to minimize potential disruption of adjacent street, sidewalks, or utilities.
- Using a variety of tree protects against widespread loss from future disease.

Worthington Municipal Utilities buries electric service lines. While underground lines improve reliability, they also eliminate the visual clutter of overhead power lines and transformers.

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

As with private dwellings, reinvestment and maintenance is needed to sustain the quality of public realm improvements.

Safe Places

Safety is frequently identified as the most desired characteristics of a place to live. Several aspects of the Comprehensive Plan and city government influence these characteristics of neighborhood.



Local Streets

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

The ability to achieve these objectives for local streets is influenced by the design and operation of the broader community street system. A system of larger streets serves as transportation corridors supporting the local streets. These corridors collect traffic from neighborhoods and allow movement within Worthington to jobs, shopping and other destinations. Without this supporting system, traffic “cuts through” neighborhoods on local streets seeking other destinations.

Public Services

Services provided by the City of Worthington are essential parts of safe neighborhoods. Police protection provides real and indirect influences on safety. The police department works to prevent crimes against people and property. The presence of a police car on patrol in a neighborhood adds to the perception of safety. The fire department prevents a fire from spreading to adjacent property. The municipal water system enhances the ability to suppress fires by providing fire hydrants and adequate water pressure throughout the city.

Local streets are essential elements of Worthington neighborhoods. Streets are more than a piece of the transportation system. Streets, sidewalks and other public improvements help define the character of neighborhoods.

Connections and Gathering Places

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

opportunity for interaction between neighbors.

Worthington seeks to create residential areas that build connections among residents and with the community.

Connections

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

The concept of “system” is an essential element of connections. Sidewalks, trails and bike lanes must work together to connect neighborhoods with destinations in Worthington. Potential destinations include schools, parks, and the Downtown. Sidewalks and trails that do not lead anywhere are less likely to be used. It is also important to build sidewalks and trails in complete segments. Missing pieces reduce the usability of the system. These gaps may cause larger segments of sidewalks and trails to go unused.

The long term success of this system of connections requires a vision for the future and a commitment to ongoing improvements. The need for sidewalks may not be apparent in a new subdivision if viewed in isolation. Sidewalks through this neighborhood may become more important as the City grows. Adding sidewalks to an existing neighborhood is significantly more complicated than installing them with initial construction.

There are several strategies for providing this system in Worthington:

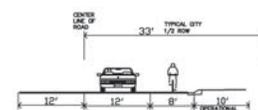
- Require the construction of sidewalks on both side of the street in new subdivisions.
- Identify and fill in gaps in existing trail system.
- Incorporate trails or bike lanes into reconstruction projects for collector and arterials streets within Worthington.
- Evaluate the ability to move throughout the City using sidewalk, trails and bike lanes, identify deficiencies, and establish a program for adding missing links.

Neighborhood Parks

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

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

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



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



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

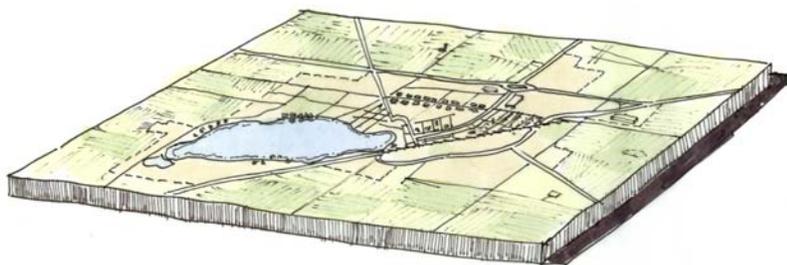
The parks needs of each neighborhood are unique. Generally, the development of a neighborhood park should be a balance of active and passive uses. Active uses are intended to be informal and for local users, with the option of limited use by youth leagues if monitored for over use, noise, parking and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

Other Gathering Places

In some cases, the need for neighborhood gathering places can come from other sources. Community scale parks meet the park needs for neighborhoods around the western shore of Lake Okabena. The Elementary and Middle School provide outside recreation facilities, but are not designed to function as a neighborhood park. The reuse of the old West and Central Elementary School sites provide an opportunity to provide additional park space and other neighborhood gathering features.

Community Housing Considerations

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



Affordability

It is impossible to talk about 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 local government services and local businesses. 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 Worthington. The relationship is simple. People cannot move to Worthington without adequate housing options. This situation applies

to employees for local businesses. It affects the ability of children to return and live in Worthington. It determines if elderly on fixed incomes can stay in Worthington.

- Affordability applies to the housing “system.” The housing system must provide affordable housing at different levels of income and life style. Encouraging housing mobility within the community promotes a desirable mix of options. A young family moving into a bigger home may create an affordable starter home for another person. Housing that allows seniors to transition into alternative units provides units for family housing.
- Affordability has implications for maintenance of the housing stock. Just as affordability influences the disposable income available for other goods and services, it affects spending on housing maintenance. As homes age, parts of the house must be replaced. As families change, houses need to adapt. Failure to address these maintenance needs leads to inadequate and deteriorating housing.

It is important to recognize that there are two sides to affordability - the cost of housing and the income available to pay for housing. Affordable housing strategies in Worthington must focus on both sides of the issue. The community needs an adequate supply of housing with prices and rents that match the income of its residents. The City can also encourage the growth of jobs with wages that support housing available in Worthington.

Housing Conversion

The majority of Worthington’s housing stock was designed to be occupied by a single family. Traditionally, these housing units have been owner occupied. Economic and demand pressures result in the conversion of this use and tenure.

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. Many maintenance responsibilities fall to the landlord. Rental single-family homes are 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 parking tends to degrade the overall quality of the neighborhood. Streets become crowded with unintended levels of on-street parking. Other parts of a lot not designed or developed appropriately may be used for parking.

The lack of maintenance and the increase in automobiles are form of neighborhood blight. Over time, blight often affects adjacent properties. Blighted property lessens the overall quality of a neighborhood and provides a disincentive for investment in other properties.

This conversion of housing produces a loss in ownership opportunities. While the number of units can be replaced by new construction, affordability becomes a concern. New construction is typically more expensive (less affordable) than the units converted to rental use.

Municipal Utilities

Worthington requires housing to be connected to municipal sanitary sewer and water systems. The sanitary sewer system provides a quality and reliable means of collecting and treating wastewater. A community system removes the risks associated with individual septic systems. The water system provides for the supply and treatment of water for homes in Worthington.

Land Use Categories

The Comprehensive Plan uses three types of residential land use

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

In addition, residential development occurs within the Downtown Core and Downtown Mixed Use areas. Distinguishing among the different forms of residential development allows the Plan to focus on the setting, support and guidance required.

Low Density Residential

Low Density Residential provides areas for neighborhoods of single family housing. Single family housing can be described as a building intended to serve as a dwelling for one person or family unit.

The traditional freestanding (detached) home provides the most common example of single family housing. In this land use, single family units may be physically attached to one another subject to two conditions: (1) the housing units have a horizontal orientation and (2) the density does not exceed six (6) units per acre of land. This density limitation also applies to detached forms of housing.

Medium Density Residential

Medium density residential land uses include attached housing like for-sale/rent townhomes and apartments. Some areas of the City have historically developed with small lot residential housing containing lots with 40 feet of frontage and less than 5000 square feet of lot area which would also be allowable in the medium density residential category. The density range is up to 12 units per acre. Medium density areas are located adjacent to higher intensity commercial and industrial uses, schools, and along highway corridors. These uses will inherently produce a higher number of vehicle trips on a per acre basis than low density residential housing areas. Character traits of medium density residential developments can be different than typical single family neighborhoods.

High Density Residential

High density residential land uses include multi-story apartment and condominium complexes. Densities are 12 units or more per acre. The Land Use Plan identifies areas of the community

where these uses are acceptable. High density residential areas are not typically adjacent to single family housing although newly developing areas may be an exception when they are planned in a comprehensive manner. Like medium density uses, high density uses are located adjacent to higher intensity commercial and industrial uses, downtown, schools, and along highway corridors. These uses produce a higher number of total vehicle trips, but fewer trips per unit than low density residential housing areas. High density residential uses should not be located within existing single-family residential neighborhoods. High density residential developments may require a detailed site master plan that organizes public and private space.

Future Residential Growth Areas

This land use serves two purposes. The Future Growth Area designation shows the expansion plans of the City. The land use reflects the locations best suited to future growth. Public and private planning can be based on this expansion. Also, the land use indicates that growth in this area will be residential. Since this area is currently outside of the City, this designation helps to prevent conflicting land use and development patterns prior to annexation.

Commercial Land Uses

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

Characteristics of Commercial Land Use

Planning for commercial land use begins with some definitions. Before discussing the physical nature of commercial land use, it is important to understand the nature of the businesses that make up this land use.

Business Types

Commercial businesses are not a single, uniform commodity. These businesses encompass a wide range of activities. Understanding the basic distinctions among commercial businesses allows for more effective planning and land use management. Commercial land uses typically fall into three broad categories:

- Retail. These businesses provide the sale of goods and commodities to the public. The interaction between the business and the customer (shopping) is an essential factor in this type of commercial land use. Retail uses typically produce the highest amount of vehicle trips among commercial land uses. Traffic, access and visibility influence the location of retail uses.
- Services. Service businesses provide a wide range of professional services. Examples of service businesses include law, health care, banking, accounting and real estate. Services typically entail less business/customer interaction than retail. Many services can be obtained without visiting the premises of the business. This relationship is different for each type of service business. The nature of the interaction with the customer influences the location for service businesses.



- 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 “pure” office uses entail minimal amounts of interaction with customers. Employees are the primary activity generators for offices.

The nature of the business activity and the interaction with customers influences the planning and community development issues associated with commercial land use.

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. For commercial businesses in Worthington, demand for goods and services comes primarily from the following sources:

- Local residents
- Local businesses
- Residents in region surrounding Worthington
- Travelers on highways.

The nature of the demand for commercial development is integrally related to other aspects of community planning and development. As Worthington 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 Worthington. Residents of the surrounding rural areas and towns have the *potential* to shop in Worthington. Part of the ability to capture this market lies with the businesses. Product, price and service are key factors in the decision to support Worthington businesses. The Comprehensive Plan influences this market by creating a desirable place to visit and shop.

People traveling past Worthington on the highway system provide a potential market for local businesses. In 2002, the Minnesota Department of Transportation reported an average daily traffic volume of more than 10,000 vehicles at Interstate 90 and Humiston. The average volume along Highway 60 ranged from 5,500 on the south to 6,700 north of I-90. Capturing this market means attracting people off of the highway and into Worthington.

Economic Objectives

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

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

All of these factors influence the creation and the implementation of the Comprehensive Plan.

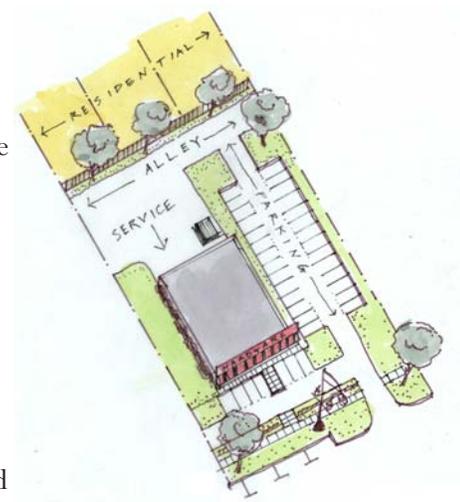
Hierarchy of Commercial Land

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

The Parcel

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

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



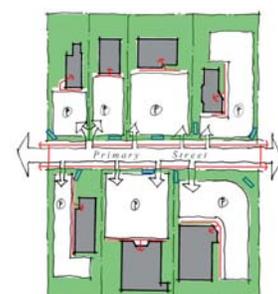
This figure illustrates the characteristics of a “typical” commercial parcel.

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

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

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

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



“Pad” Pattern

The “strip” pattern contains a series of businesses linked together in a common structure. The strip commercial use typically occurs on a single parcel and provides shared parking. The strip

may have single, consistent facade or contain connected, but individual storefronts. The use of shared parking can reduce the number of spaces and the total paved area of the lot. The strip also allows for fewer curb cuts (street access points) and a more coordinated approach to traffic circulation. The physical connection of the uses allows for pedestrian movement within this development. The customer has greater ability to use more than one business without moving the car. Using the strip pattern to facilitate redevelopment along Oxford would unify the development pattern and improve movement.

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

The District

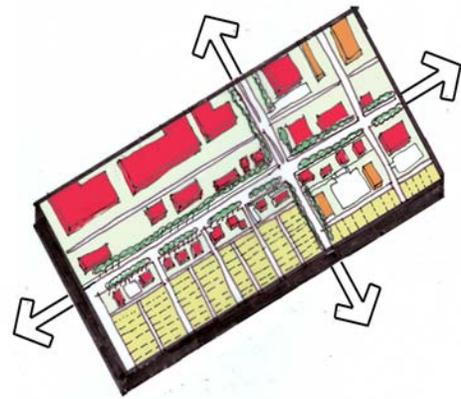
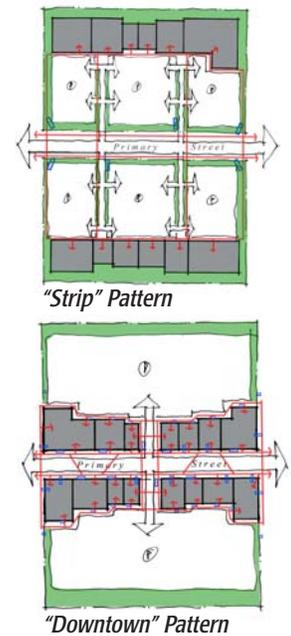
Commercial land use rarely occurs as a single parcel. In Worthington, the street system is a key organizing factor for commercial districts. Streets provide the link between business and customer (see illustration on right). There are a variety of other factors that shape commercial districts:

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

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

The Community

Planning seeks to find a balance between individual business and community needs. All commercial areas need to be good settings to operate a business. Managing commercial develop-



ment requires a perspective that is broader than the individual business. Some commercial land use matters must be viewed at the community level.

Coordination of Land Uses

From a community land use perspective, it is important to understand the differing objectives of residential and commercial land uses.

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

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

Commercial Streets

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

The illustration below shows ways that public actions can use streets to define character in commercial districts.

- Separate turn lanes improve traffic flow and safety.
- On-street parking provides convenient access to businesses.

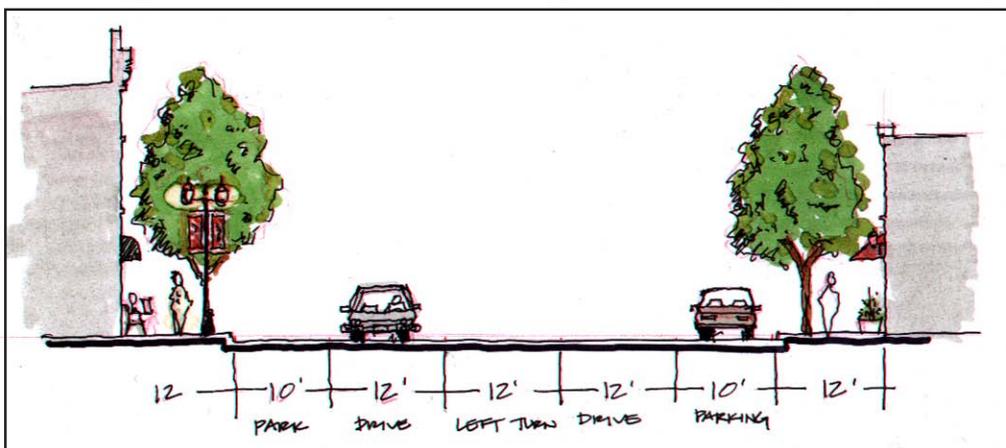


Figure 2-3
Character Elements of Commercial Street



These examples of streetscape in the Downtown show how public investments influence the character of commercial districts.

- Street lights, landscaping, banners and other forms of streetscape add visual appeal to the district.
- Sidewalks provide the opportunity for people to visit more than one business at a stop.
- Buildings oriented to the street with interesting storefronts create a stronger identity for the district.

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

Wayfinding System

Information signs should be treated as more than simply a part of the local street system. Consistent and thoughtful use of information signs is an important aspect of community development. Signs can be used to attract and direct people to differ destinations within the community.

The need for effective signage in Worthington is great because of the location of the Downtown. Downtown does not lie in plain sight for the traveler or visitor to Worthington. The pictures on the right illustrate the current conditions. The top picture shows the intersection of Humiston and Oxford facing south. It appears as though Humiston leads into a residential neighborhood rather than providing an enticing corridor to the Downtown. The situation is similar on South Lake where Downtown is hidden from Highway 58/60 by elevated railroad tracks (see bottom picture).

The design and use of traffic signs is controlled by the Minnesota Manual on Uniform Traffic Control Devices (MN MUTCD). These regulations focus on the appearance, size and location in the right-of-way. With the requirements of the regulations, the City controls the use of information signs. The following guidelines apply to the establishment of an effective wayfinding system.

Prioritize destinations

Every possible community destination should not have signs throughout Worthington. The use of too many signs makes it difficult for a driver to quickly and safely obtain the desired information. Excessive signage increases visual clutter along the street. Primary destinations for visitors to Worthington should receive signage priority along the entrance corridors. These destinations include hospital and downtown.

There are a variety of other destinations may benefit from wayfinding signage. Potential other destinations include city hall, county administration, library, auditorium, schools, arena, and campground. The following questions help guide the use of informational signs for these “secondary” destinations:

- How easily can the destination be found without additional signage?
- Should signage be used to guide traffic onto specific streets?
- Does the volume of people seeking this destination warrant additional signage?



Examples of current informational sign use.

Post at key locations

Signage becomes ineffective unless placed at important locations. These locations include community gateways, intersections with major street corridors, and points of possible confusion. The potential use of signs on Humiston directing people to "Downtown" illustrates these principles. Downtown signs should be placed at three key locations:

- North of Ryan's Road. This location provides information to people using businesses along Ryan's Road.
- North of Oxford. Humiston does not appear to be a route to the Downtown. A more natural tendency would be to seek Downtown off of Oxford. A sign in this location informs driver to continue on Humiston and not to turn on Oxford.
- North of 14th Street. When Humiston intersects 14th Street, the road angles to the right and changes into 5th Avenue. Placing an information sign north of this intersection avoids the potential confusion created by these factors.

The Comprehensive Plan does not present a complete wayfinding system. Additional investigation will be needed to determine the type and location of informational signs on city streets.

Use consistent appearance

A consistent appearance enhances the effectiveness of the wayfinding system. The driver can quickly and easily obtain the information. Changes in color or style create possible confusion and additional distraction for the driver.

- Use a consistent color. Within the specific regulatory criteria, signs may be brown, green or blue. The color for a specific use should be the same throughout the city.
- Consider a color system. Grouping similar destinations into a common sign color enhances the ability of the driver to distinguish among signs. A potential color scheme would be parks and recreational facilities (brown), hospital (blue) and all other destinations (green).
- Use a consistent style. Some signs can use a combination of symbols and words. For example, signage for a library could use the symbol on the right or a sign displaying only text. As with color, a consistent approach should be applied throughout the street system.



Library Symbol Sign

Land Use Categories

The Comprehensive Plan uses three types of commercial land use to guide development: Highway, Community, and Neighborhood.

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

Highway Commercial

Highway commercial uses include high intensity commercial businesses that have a trade area outside of Worthington and/or require a large amount of land for their operations. Uses like auto and recreational vehicle sales, farm implement dealers, motels, nurseries and other outdoor sales, gas stations, restaurants, and “big box” retailers. Due to the potential for these uses to generate high traffic volumes, their location should be on or with adequate access to arterial roadways.

Community Commercial

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

Neighborhood Commercial

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

Business Flex

This area is identified in Business Park and Industrial areas as a retail alternative to respond to market forces that may have the desire for prominent highway commercial businesses. This category provides an alternative location to identified highway commercial areas that may not be able to accommodate what might be a larger scale use for any number of reasons.

Commercial/Industrial Reserve

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

Downtown

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

Among the mixture of uses in the Downtown are:

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

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

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

Land Use Categories

The Downtown consists of two land use categories: a business oriented core and a mixed use transition area.

Downtown Core



The downtown core of Worthington provides areas for a mix of office, retail, service, residential and public uses. Worthington’s Downtown will continue to be the hub of activity in the community by facilitating places for appropriate uses when buildings and site are designed in context with their environment. The Downtown Core is oriented towards businesses. High density residential housing is allowed in the Downtown Core district only in mixed use developments. Street fronts should be preserved for business uses.

Downtown Mixed Use



The downtown mixed use category provides a transitional area on the periphery of downtown and those corridors leading to the downtown. This category anticipates redevelopment will take place in specific areas to provide a mixture of residential, office and commercial uses that are not currently in place. These areas are designed to function in an organized and cohesive manner with a higher level of attention to pedestrian improvements and building prominence along the street corridor. In many ways the downtown mixed use area is a supportive area to the downtown by providing an additional population base and support services necessary for downtown business operations.

Industrial Land Uses

Industrial areas are important elements of Worthington’s identity and its future. Worthington is a major 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 Worthington. These people create the demand for housing and provide the market for commercial development.
- Industry is also part of the market for local commercial businesses.
- Industry creates tax base to finance local government.

Planning for industrial land uses focuses on several factors:

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

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

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

Land Use Categories

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

General Industrial

General Industrial covers the majority of industrial and manufacturing land uses in Worthington. These areas are vital to the community’s employment and economic base. These areas are located along major highway and railroad corridors to help facilitate industrial commerce activities. Significant industrial expansion is planned on the eastern side of Worthington with

the availability of water, sanitary sewer, highway, and rail access. This area also poses the least amount of residential land use conflicts.

Special Industrial

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

Business Park

The Business Park accommodates a wide range of manufacturing, warehousing and transportation related industries along the I-90 corridor. A high degree of building and site design is required for uses because of their visibility from roadways. The area designated as business park between Highway 59 and 60 should be preserved as such to allow this area to build out over many decades.

Public Land Uses

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

Park/Open Space

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

Public/Semi Public

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

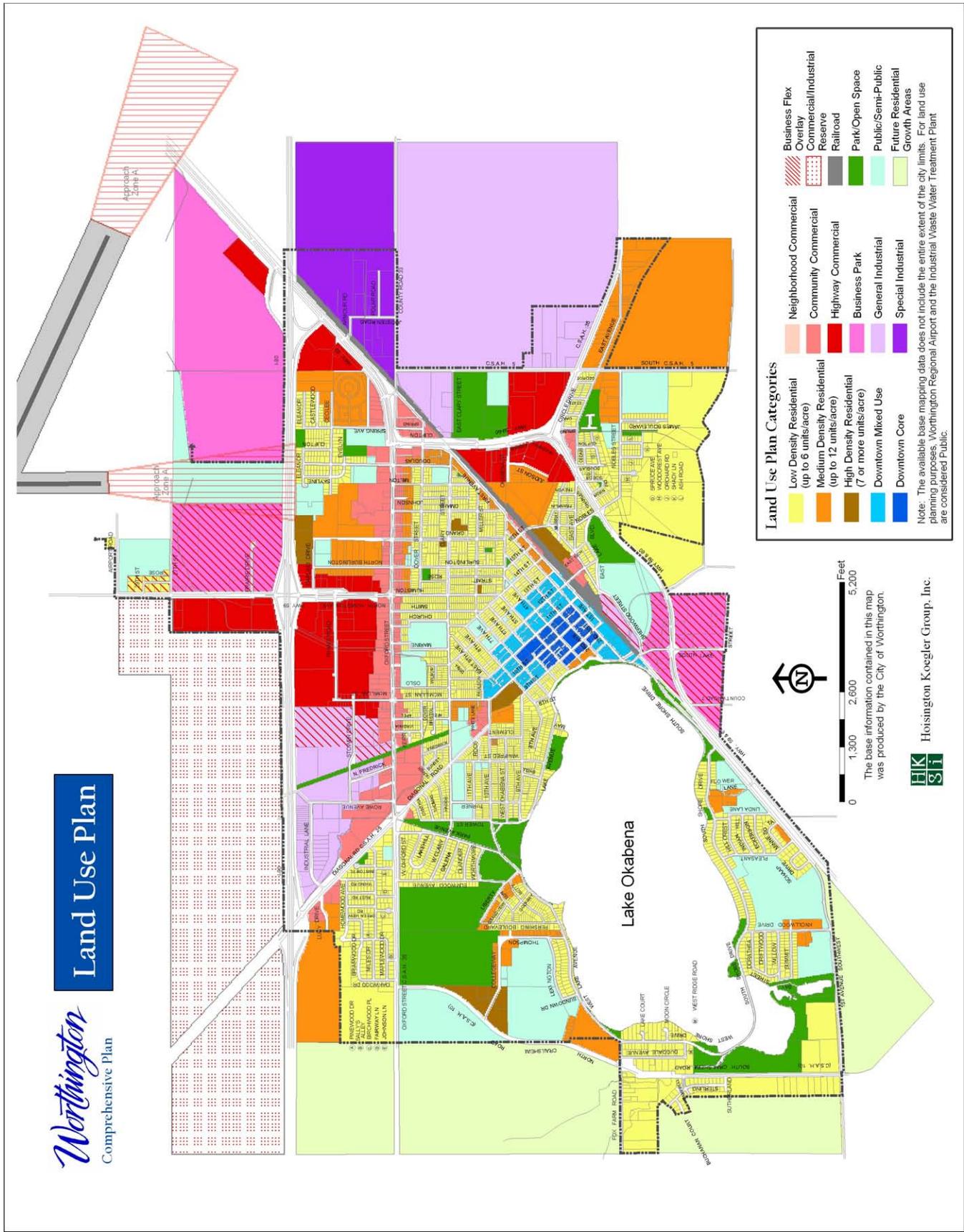


Figure 2-4
Land Use Plan

Land Use Map

The Land Use Map shows the specific land use assigned to each parcel of land. The Plan as illustrated by this map evolved from input and evaluations received through the planning process. The Plan builds on the existing community pattern to achieve the desired vision for the future of Worthington.

Districts

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

Downtown

Downtown is one of the most important districts in the Comprehensive Plan. Downtown defines the character and identity of the community. Downtown blends a mixture of land uses into a functioning and sustainable environment. Downtown provides a unique setting for commercial land uses. It is a collection of smaller retail, service and office uses. These uses can be mutually supportive, attracting people to multiple businesses not just single-purpose trips. The collection of uses and their close relationship creates an environment that is unlikely to be replicated in other commercial districts. Buildings and site design must be uniquely “downtown” and not influenced by highway commercial and suburban form.



Downtown District

The Plan encourages Downtown to serve as the civic core of the community. Currently, Downtown is home to such essential public/semi-public facilities as City Hall, Municipal

Utility Offices, County Administration, YMCA, and Nobles County Library. These uses attract people to the Downtown. Each opportunity to visit the Downtown creates market potential for businesses. These uses should remain in the Downtown. New civic uses (such as a community center) should be located in the Downtown when feasible.

As civic uses age, the issue of long-term use becomes an important consideration. Central Elementary School provides an excellent



*Figure 2-5
Land Use Plan - Downtown District*

example of a civic use in transition. This building is no longer used for its original purpose as an elementary school. From the perspective of community character, Central Elementary School is part of the fabric and heritage of Worthington. Neighborhoods grew up and built connections with the school. Many long time residents attended this school. While reusing older elementary schools is a challenge, the Comprehensive Plan encourages maintaining this building. Public/civic uses of the school allow it to remain as a community and neighborhood gathering place. Housing is another potential use. Conversion of the school to housing loses the public aspects, but retains the character of the building.

Health care is a significant factor in the Downtown. The hospital, clinics and related businesses provide many benefits to the Downtown. Health care is a land use issue. The Comprehensive Plan must provide an adequate supply of land to sustain current uses and to provide the capacity for growth. Health care related uses should be encouraged to cluster in the Downtown District. Health care is an economic factor for the Downtown and for the community. The hospital and related businesses bring people into the Downtown, adding to the market for Downtown businesses. Health care related businesses create jobs and tax base. A Downtown location provides the opportunity for these businesses to create a catalyst for redevelopment.

Downtown mixes commercial and residential uses. Residential development in the Downtown district serves several functions.

- The residents of Downtown housing provide potential customers for businesses.
- Residents add life to the Downtown.
- Downtown offers goods and services in close proximity to housing.
- Residential development may be a key to undertaking redevelopment.

Downtown is an excellent setting for higher density housing. The street system and adjacent land uses are often compatible with greater density. The location provides access to shopping, entertainment and health care. This housing creates additional economic capacity to facilitate redevelopment.

Despite the benefits of housing, it is not suited to every parcel in the Downtown. In commercial oriented locations, residential uses should be limited to second floor (and higher). Housing serves as an effective edge use, a transition between the commercial elements of Downtown and the adjacent residential neighborhoods.

Redevelopment of the ADI/Campbell's site is important to the Downtown and will not occur without city leadership. The facility is physically and economically obsolete with potential environmental issues. While small portions of the facility can be used, the majority of the property requires redevelopment. Without redevelopment, physical deterioration of the buildings will continue. This blight provides a disincentive for investment in this section of the Downtown.

A specific concept for the redevelopment of this property requires further planning and analysis. Continued planning for the ADI/Campbell's property should be guided by the following factors:



The Hospital and health care related businesses are key economic factors for the Downtown.



Redevelopment of the ADI/Campbell's site is an important element of the plan for the Downtown area.

- Industrial uses are not compatible with plans and objectives for the Downtown District.
- The size of the site and the cost of redevelopment increase the necessity for a mixture of uses on this site. The mixture may include retail, entertainment, office and housing. The site also offers potential location for a community center.
- Redevelopment of the site and the adjacent street will create a stronger link between the Lake and Downtown.
- This site is an essential part of building a stronger entry feature to Downtown from Highway 59/60.

Public improvements will play a role in the future development of the Downtown. Streetscape improvements have been made along 10th Street. The broader application of the streetscape beautifies and defines the core area of Downtown. While some form of streetscape should be considered throughout the retail core of the Downtown, attention should be given to the primary entry corridors, including 5th Avenue and 2nd Avenue.

Oxford West

Oxford West is an important commercial and industrial district. There are several different facets of the land use in this district:

- Commercial development along Ryan’s Road and Humiston will be oriented to highway business and commercial uses. The highway access at this location supports commercial uses serving travelers and a broader market area.
- Commercial development along Oxford will be smaller in scale and oriented towards community uses. The Comprehensive Plan will encourage reinvestment and redevelopment along Oxford to maintain a strong and positive location for businesses.
- The remainder of the area focuses on promoting the retention and expansion of industrial land uses.

Individual lots and drive define access to the street. Efforts to facilitate redevelopment should explore ways to reduce access points and improve traffic safety.



Additional streetscape improvements will enhance the character and identity of the Downtown.



Oxford West District

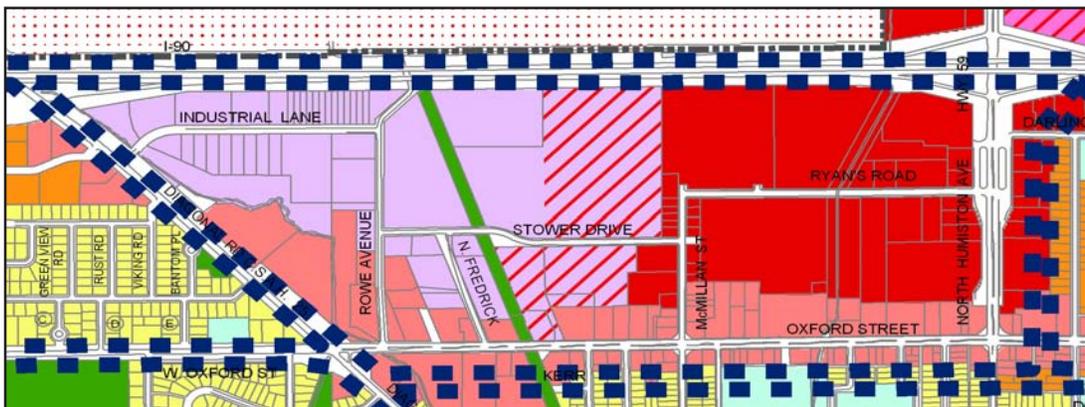


Figure 2-6
Land Use Plan - Oxford West District

Redevelopment may be constrained by lot configuration. The businesses along the south side of the street are located in a narrow band. Care should be taken to maintain a strong edge between businesses and adjacent neighborhoods. Adequate screening and buffering must be balanced with pedestrian connections. Site edges must be defined to prevent the creep of commercial businesses into residential neighborhoods. The scale of any particular commercial use must be considered at the site selection stage by owners and applicable city review process. This approach is especially important for those businesses along the south side of Oxford due to close interaction between commercial and residential properties.

An important initiative proposed by the Comprehensive Plan is the relocation of the County Fairground and Pioneer Village. The location and street system make the fairgrounds an excellent setting for future industrial growth. This change is not intended to be immediate. It is a guide for long-term decision making by the affected parties.

The “Flex” designation provides the opportunity to follow future market trends and community needs. This location is well suited to either “big box” highway commercial uses or the expansion of the existing industrial base. Additional consideration will be given to the land use designation when the fairgrounds move from this location.

Humiston serves as a gateway to Worthington. The street system in this location must serve multiple functions:

- Humiston provides access to the businesses in the immediate area.
- Humiston is a primary corridor in and out of Worthington.
- Humiston leads and directs people to other parts of the community.

Streetscape and signage improvements are needed along Humiston to achieve these objectives.

Oxford East

The eastern leg of Oxford shares some of the land use and development issues of Oxford West. The property along Oxford forms an important commercial corridor. Commercial development along Oxford is smaller in scale and oriented toward community uses.

A node of Highway Commercial use is located on the eastern edge of this district, at the I-90 interchange. Commercial development (and redevelopment) in this area focuses on businesses oriented to travel along the Interstate and Highway 60.

The area north of Oxford provides a wide range of residential land uses, including single-family, manufactured housing and apartments. The Comprehensive Plan builds on the existing mixed residential pattern. Oxford East provides a good setting for the construction of all types of housing. With access to both major employers and retail businesses, this area is well suited to development of work force housing.

As with Oxford West, the Comprehensive Plan encourages commercial redevelopment along Oxford. Redevelopment must occur in a manner that maintains strong edges between commercial and residential uses (see discussion in Oxford West).



Oxford East District



Redevelopment along Oxford provides the opportunity to improve the relationship between businesses and the street.



Figure 2-7
Land Use Plan - Oxford East District

A key redevelopment opportunity in Oxford East is the Northland Mall. At its initial construction, the Mall fit the needs of retailers and shoppers. This type of interior-oriented mall offers an increasingly less viable form of commercial structure. It is more difficult to attract and keep tenants seeking this type of space. Low vacancies and income from leases are the keys to a sustainable building. Without adequate income, the property owner cannot make needed improvements to the interior and exterior of the building. The inability to maintain a desirable atmosphere tends to perpetuate the struggles of commercial property. The changing use of the Mall also requires attention to the overall site. Current parking lots are underutilized given current use of this facility.

Revitalization or redevelopment of the Mall is an important initiative for the Comprehensive Plan. The physical design and economic constraints of the Mall make it unlikely that change will occur without the involvement of the City. The benefits to the City of facilitating redevelopment include:

- Bringing more shoppers to the Mall area increases exposure to other Oxford East businesses.
- Improvements to the building and site enhance the area and may encourage other property owners to make improvements.
- Encouraging business development in a redevelopment setting provides growth without investment in new street and utility systems.

Potential strategies for redevelopment of this area were identified in the planning process. Potential strategies include:

- Redevelopment of the Mall structure to eliminate the interior mall and to provide exterior oriented storefronts.
- Construction of new retail adjacent to the street with the conversion of the Mall to office or other commercial use not requiring direct visibility from the street.
- Demolition of the Mall to be replaced with retail adjacent to Oxford and new medium



Redevelopment of the Northland Mall is an important redevelopment initiative.

to high density housing built on the interior portions of the site.

Each of these alternatives would be consistent with the Comprehensive Plan.

The pending reconstruction of the Highway 60 corridor creates redevelopment opportunities for the Oxford East district. Although the final design has not been determined, the redesign of the current intersection with Oxford seems inevitable. Design of this intersection and planning for adjacent land uses should consider the following:

- Creation of gateway presence at Oxford/Highway 60 intersection to attract travelers off the highway.
- Ability to use highway reconstruction as a catalyst for redevelopment of adjacent properties.

The property in the southeast section of the Highway 60/Oxford intersection is shown as Community Commercial. Existing access to the area makes it best suited to commercial uses that do not rely on highway traffic. The actual design of the Highway and the supporting local streets will determine the land use(s) suited to this location after redevelopment.

Grand Avenue is another transportation system improvement with development implications. The street is currently underutilized as both a transportation corridor and a foundation for development. Grand Avenue is built with an attractive parkway design between Oxford and 4th Avenue. The street links to, but not past, Oxford. On the south end, the street ends at a small triangular open area with no clear orientation to Downtown or any other destination. Grand provides the potential for a strong community oriented link between the commercial districts on Oxford and in the Downtown. The existing parkway design has an identity with no clear purpose.

Central Residential

The residential neighborhoods in the Central Worthington District are essential elements of community character. The mature and well maintained neighborhoods in this District model many of the desired qualities and characteristics of residential land use. The focus of the Comprehensive Plan is on the preservation and enhancement of these neighborhoods. The primary objectives of the Plan for this District include:

- Avoid unwanted conversion of single family housing to multi-family housing.
- Provide adequate edges and buffers between neighborhoods and commercial areas.
- Prevent the erosion of these edges and the creep of nonresidential uses into these neighborhoods.
- Clean up substandard and under-maintained properties.
- Prevent conflicting land uses

Only one neighborhood-type park (Millard Walker Park) is located in this district. The size and location of this park suggest that additional park space is needed in the western portion of the Central Residential District. Bristol Park is located west of Humiston, but is inadequate in size



Central Residential District



Figure 2-8
Land Use Plan - Central Residential District

and facilities for the needs of this area. In a fully built environment, the opportunities for park development come from redevelopment projects. Construction of a neighborhood park provides an option for the replacement of existing homes that have deteriorated to a point that revitalization is not practical. Parks and recreation uses should be considered in planning for the reuse of West and Central Elementary Schools. Both sites are accessible for homes in Central Worthington west of Humiston.

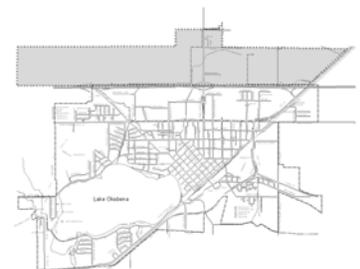
The Central Residential District contains some of the oldest housing units in Worthington. The age of the housing stock raises several community development issues. Maintenance needs increase with age. Ideally, the home owner has both the desire and the means to make necessary improvements. In monitoring the condition of housing in Worthington, the City should look for failures of private investment in adequately maintaining the housing stock. The identification of market failures leads to the exploration of root causes and potential solutions. Possible public actions in promoting the maintenance of the housing stock include:

- Local housing and nuisance regulations that compel appropriate maintenance and/or prevent undesired use of property.
- Financial assistance programs that make home maintenance affordable.
- Redevelopment projects that remove the cause of blight from neighborhoods.

North Growth

The North Growth District lies north of Interstate 90. It includes property within the city limits and area requiring future annexation. The North Growth District provides a place to create a quality setting to facilitate industrial and future commercial growth. The area east of Highway 59 is guided primarily for business park. This area east is the easiest to serve with municipal utilities. The business park builds on the existing investments in the Prairie Expo area. This location provides minimal land use conflicts for future industrial growth. The primary constraint will be use and height limitations from the airport and runways.

A portion of the area east of Highway 59 and adjacent to I-90 is guided as "retail flex" land use.



North Growth District

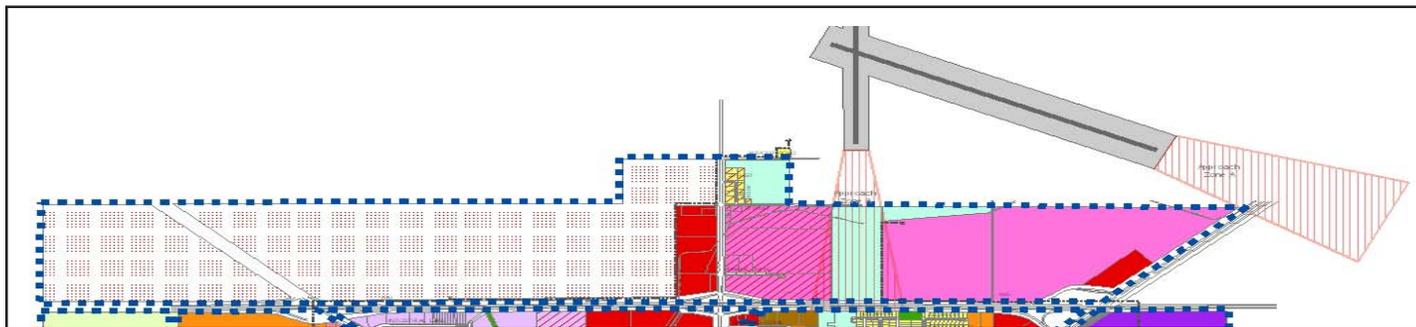


Figure 2-9
Land Use Plan - North Growth District

The objective is to capture the potential for commercial growth seeking highway exposure and access in ways that do not conflict with overall business park orientation. The Plan limits short-term commercial growth to encourage fill in of available area south of I-90.

The area immediately west of Highway 59 provides a location for larger commercial projects requiring strong highway access and visibility.

The majority of the area west of Highway 59 is held in reserve for future commercial and industrial growth. The future reserve status of this area has several important objectives:

- The City has a financial stake in promoting the development of existing areas before opening new locations for development. Streets and municipal utilities are built prior to development. The City finances these improvements with the revenues produced by new development. Without development, other funds must be used to support the improvements. The reserve area does not have the street system or municipal utilities needed to support development. The City has an existing investment in the Prairie Expo area. Additional improvements will be needed to link back to Highway 60.
- Additional planning must occur prior to opening this area for development. A collector street should link Highway 59 with the viaduct under I-90 at North Fredrick. The water system must be sized and looped to provide adequate pressure. Locations for future highway commercial growth must be provided to meet community needs when areas south of I-90 become fully developed.
- The status seeks to block residential expansion in this area that would impede future commercial and industrial growth.

The reserve area currently lies outside of the City limits. The City should work with Nobles County and Worthington Township to implement this approach.

East Industrial Growth

The primary focus of the East Industrial Growth District is to provide a location for the development and expansion of industrial land uses. The plan for this district promotes the success and expansion of existing businesses and provides a location to attract new businesses in Worthington. This planning approach seeks to prevent conflicting land uses that impair these objectives.



This district includes the Special Industrial land use to provide a setting for more intensive industrial uses and businesses. This land use creates an area specifically targeted at intensive industrial uses, such as Swift. Transportation and utility systems can be built in a manner to support these uses. Adjacent land is provided for other less intensive industrial uses desiring a location in this part of Worthington.

Land use around the Highway 60/Oxford intersection will be shaped by the final design of the highway improvements. The highway right-of-way and the supporting local street system will influence the nature of land uses adjacent to the highway. The City should work with MnDOT to coordinate land acquisition for the improvements.

Property not needed for right-of-way may provide good sites for redevelopment. The Comprehensive Plan shows an extension of the adjacent industrial land uses. This portion of the Plan should be reviewed after final design and prior to construction.

The Highway Commercial area on the southeast edge of the District is intended for the redevelopment of a node at the intersection of Highway 60/59 and CSAH 35. Highway reconstruction may provide the catalyst for new commercial development. Attention to the design of the highway and supporting local streets will be needed to provide the access required for commercial development. New industrial and residential development in the eastern portions of Worthington may support more community level retail at this location.

The Prairie Wetland Learning Center is located in the East Industrial Growth District. Planning for street and trail access is needed to ensure that the area does not become isolated and disconnected from the rest of the community.

Southeast Residential

The Southeast Residential District combines existing and future residential neighborhoods.

A key element of the Comprehensive Plan is the designation of a large area for growth as Medium Density Housing. This location provides the opportunity for new housing with convenient access to current and future employment on the east side. The Plan guides the area as Medium Density Residential to allow flexibility in style, density and price. Possible uses include single family detached dwellings on small lots, manufactured housing, townhouses and smaller apartment buildings.

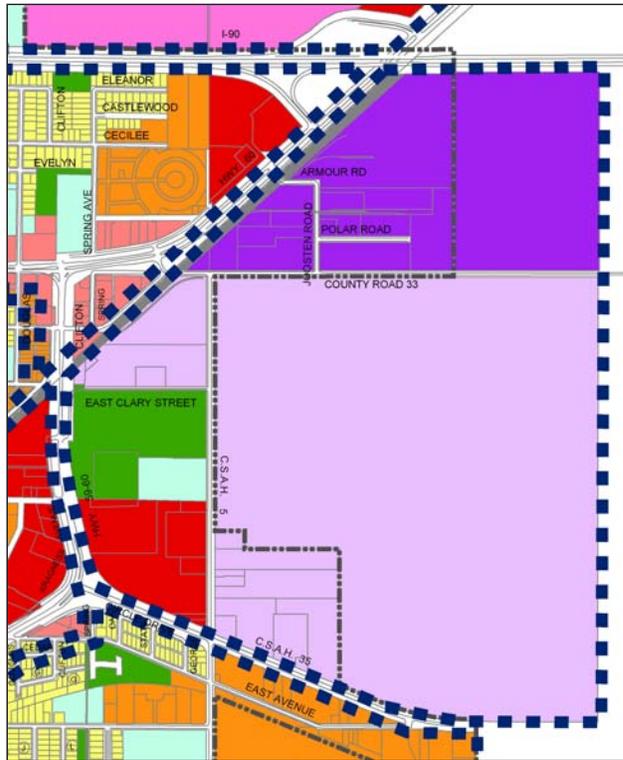


Figure 2-10
Land Use Plan - East Industrial Growth District



Southeast Residential District

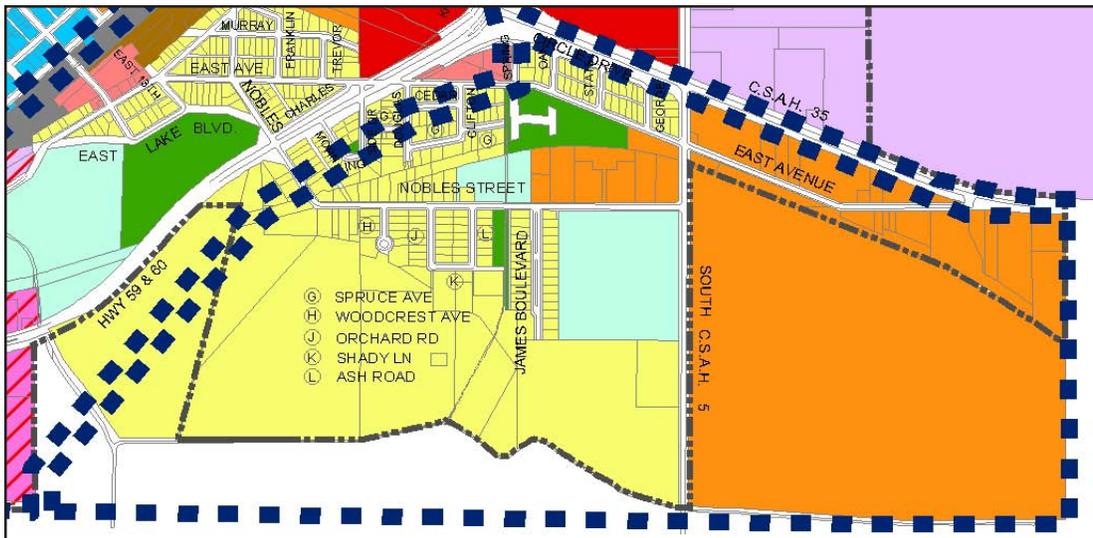


Figure 2-11
Land Use Plan - Southeast Residential District

This District has been identified as a good location to explore new approaches and collaborative ventures for housing development needed to support employment growth. The concept seeks to pool the resources of all stakeholders to provide quality and affordable housing needed to facilitate the employment needs of local businesses.

- Business input on the housing needs of current and future employees.
- Public-private programs to assist with the construction and purchase of housing.
- Use of local manufactured housing builders for a portion of new housing stock.
- Explore changes in public infrastructure design to reduce costs without impairing function.

Alternative approaches to new residential development do not lessen the need to seek the elements of residential character in this Plan. The policies with particular application in this area include:

- Provide collector streets with good connections to CSAH 35 and Highway 60/59 to prevent cut-through traffic on neighborhood streets.
- Include trails, bike lane and sidewalk connections to employment, shopping and other destinations.
- Incorporate adequate parks and play areas into neighborhood design.
- Promote quality construction of public and private investments to promote long-term sustainability of neighborhoods.

Highway 59/60 Corridor

This District includes the property adjacent to Highway 59/60. The District includes property located on the east edge of the railroad corridor.

An important objective of the Comprehensive Plan for this District is the creation of a strong gateway presence at the Highway 59/60 intersection with South Lake Street. This intersection provides the primary access point between Downtown and the Highway. The current development pattern effectively hides the community from travelers.

The railroad tracks pose a continuing barrier to visually linking the highway corridor and Downtown. An expanded viaduct would provide a greater roadway opening and potential view. Exploration of the technical and financial feasibility of this improvement will be needed if this concept is to receive additional consideration.

The Flex overlay reflects the nature of future land use management around the intersection. The pattern will be a continuation of mixed industrial and commercial uses. The Intervet campus is the key use in the area. The Plan encourages the expansion of Intervet and other similar business park type uses. Other general industrial uses should be directed to other districts guided for industrial development. Using redevelopment to cluster highway oriented commercial uses at the intersection provides an opportunity to capture demand from highway traffic and to direct people into other parts of Worthington.

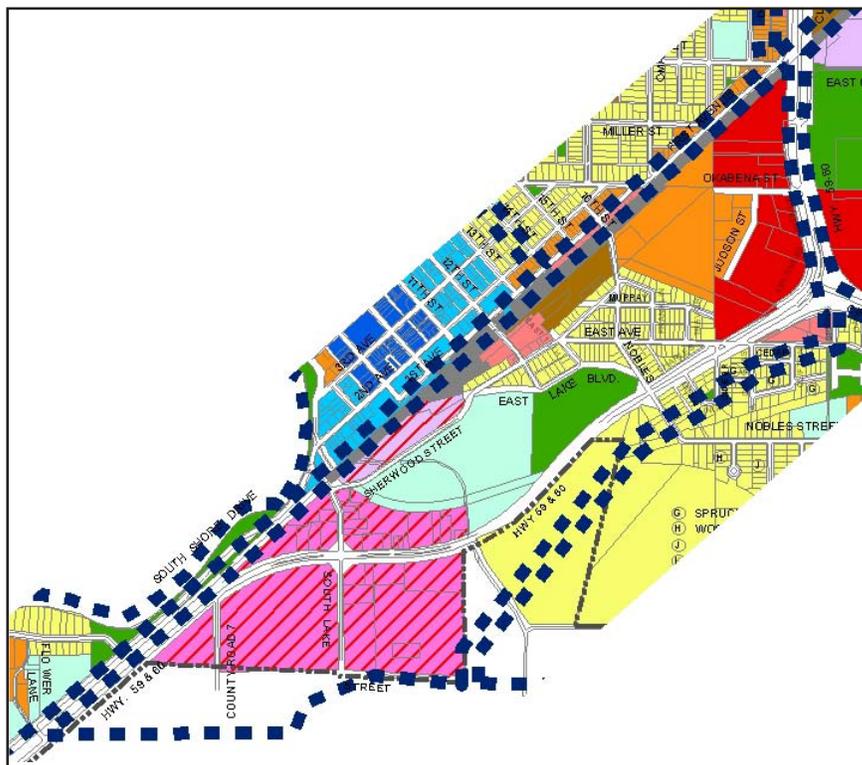
Regardless of the private development pattern, public investments will be needed to establish a gateway and corridor into the Downtown. Elements of a gateway on Lake Street could include:



Highway 59/60 Corridor District



The existing railroad bridge limits visibility and movement between Highway 59/60 and the Downtown.



*Figure 2-12
Land Use Plan - Highway 59/60 Corridor District*

- Entrance monumentation
- Interesting and useful directional signage.
- Streetscape improvements along Lake Street to better define a corridor leading to the Downtown.

Redevelopment at this intersection and the reconstruction of the highway will create opportunities to make these improvements.

This area also provides the opportunity to create a commercial area with goods and service to support the neighborhoods in the southern sections of Worthington. Neighborhood oriented commercial uses would also benefit from trail/bike lane connections to Lake Okabena, Downtown and residential neighborhoods on the west side of the tracks.

The Highway Commercial use in the northern portion of this District is part of the commercial node discussed in the East Industrial Growth District. The reconstruction of the Highway 59/60 Corridor creates a catalyst for redevelopment. Convenient highway access and supporting local streets are needed to sustain commercial development at this location.

The Plan shows an area of new Medium Density Residential development along Judson Street and Okabena Streets. This location combined with the existing wetlands makes the property ill-suited for nonresidential uses. Medium density housing fills a need while offering a good fit with the setting.

West Residential

At first glance, the West Residential District appears to be a collection of residential neighborhoods organized around Lake Okabena. These characteristics only partially described the area. In some respects, the West Residential District contains the widest range of land uses in Worthington.



West Residential District

Residential land uses define this district. Planning for this area must recognize the diversity of residential land uses.

- While the Land Use Map depicts areas as Low Density Residential, the actual use represents a range of single family homes. Many of the homes in the Tower/Diagonal/9th Street “triangle” were built before 1960. The District also contains some of the newest housing stock in Worthington.
- The medium density residential uses contain several styles of single family attached housing. The District contains good examples of how attached units can fit into the character of existing neighborhoods.

The housing stock in this District illustrates the range of housing issues facing Worthington:

- Promoting quality neighborhood design and housing construction from new development.
- Maintaining housing quality in older neighborhoods.
- Integrating new construction into existing neighborhoods as redevelopment projects.



Figure 2-13
Land Use Plan - West Residential District

- Providing a range of housing options to meet the needs of older residents and to address the broader range of life cycle housing needs.
- Providing adequate housing for students attending Minnesota West.

The District has more park land than any other area of Worthington. The primary community parks (Centennial and Chautauqua) are located in West Residential. The District provides recreational facilities in the municipal swimming pool and the Worthington Country Club. Olson Park includes 62 campsites.

Public land uses are also important elements of this District. Prairie Elementary, Worthington Middle School and Minnesota West Community and Technical College are located in West Residential. The Worthington Area Learning Center occupies the former West Elementary building.

The park and public uses create a unique mixed use environment for this District. The Comprehensive Plan seeks to maintain a balance between these community-oriented uses and sustainable residential neighborhoods. A key to achieving this objective is the function of the local street system. Serving community uses with adequate collector and arterial streets provides access to the public and keeps traffic off of neighborhood streets. A supporting way-



Maintaining the use and quality of Lake Okabena is essential to this District and the community.

finding (sign) system can help direct traffic on to the proper streets.

Parks create two important community development initiatives in this District.

- Existing parks and trails could be connected into a “grand round” circling Lake Okabena. This trail could also provide connections with schools and the Downtown. Many elements of this trail system are already in place or planned for construction. Existing lakefront housing will not allow for a public trail in all locations. A dedicated on-street bike lane and supporting signage become the link between trails in these locations.
- The municipal swimming pool faces an uncertain future. The pool needs improvements to remain functional. Planning is underway for a new YMCA or community center that may include an indoor pool. Even if the City decides to close the existing pool, the site remains valuable public asset. The location of the site and the character of the property make more specific planning an essential part of evaluating future site use options.



The long term plan for the municipal pool is an important issue for the West Residential District.



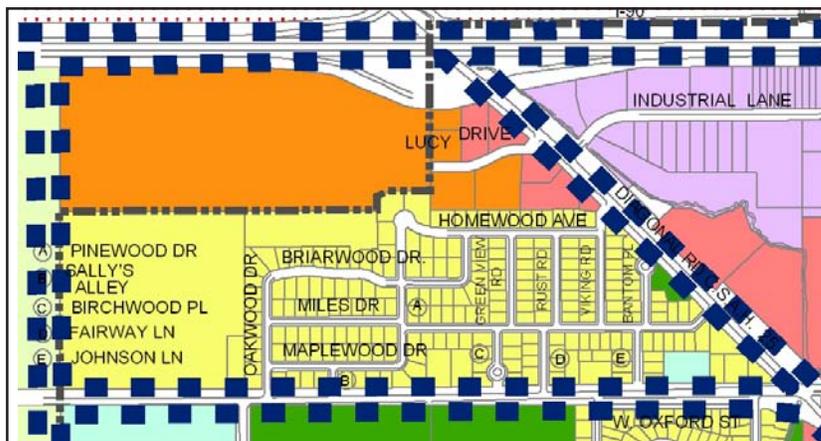
The primary community parks are located in the West Residential District.

Northwest Residential

The Northwest Residential District shares many of the housing objectives described in other parts of Worthington. The focus of this District is the creation and maintenance of strong residential neighborhoods.



Northwest Residential District



*Figure 2-14
Land Use Plan - Northwest Residential District*

The Comprehensive Plan promotes the extension of the current Low Density and Medium Density housing patterns. In particular, this District provides a good setting for more affordable housing alternatives with access to employment. The Plan does not encourage any additional expansion of commercial land use in this District.

Specific issues facing this District include:

- Continued development in this District must be supported by adequate street improvements. Before the development pattern is established, the city should study the feasibility of a “loop” street extending Lucy Drive to Oxford Street/CSAH 35 on the

west. A collector/arterial capacity street enhances movement options in this area. The connection with Oxford would provide the opportunity to define a good pedestrian and bike crossing for students seeking school and recreational facilities.

- Continued development increases the need for a neighborhood scale park in the District. The existing park (Kelly) is not adequate in size or facilities. A new park could be sited and developed in conjunction with a future development project.
- Traffic along Oxford and Diagonal may place stress on adjacent residential property. Monitoring of these conditions will determine steps needed to maintain viable development patterns in these locations.

Western Growth

This area services as the primary location for new residential growth. The Plan for this District represents an extension of existing development trends. The majority of the District is designated as a Future Residential Growth Area. This status indicates the anticipated land use but also points to the need for further planning prior to development. A logical development pattern would be to continue the low density residential development pattern. The Plan would support this from the standpoint of land use classification. Because this area will take many years to build out, other residential housing types or neighborhood commercial uses may be appropriate. The Plan will need to be modified to reflect these uses if they are determined to be desirable and appropriate for the area.

With slow growth, there is a tendency to make incremental development decisions as land is platted. The successful development of this area requires a more proactive approach. Among the issues that should be studied prior to development are:

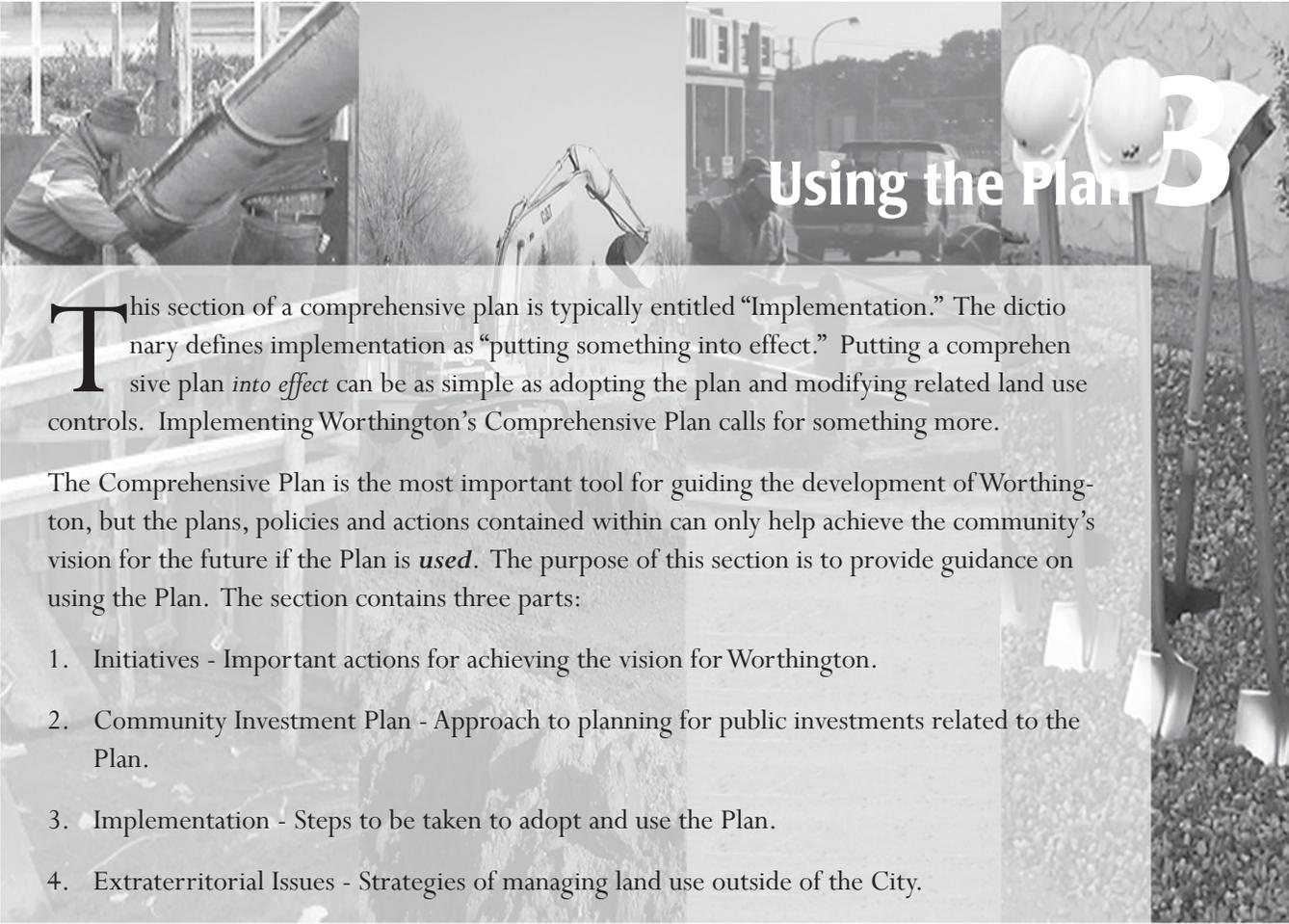
- Designation and design of collector street system to connect neighborhood streets with Oxford and Crailsheim.
- Potential for public greenway along existing drainage/creek systems.
- Future facility and student housing needs of Minnesota West.
- Ability to integrate an area of commercial use to serve west side neighborhoods.



Western Growth District



Figure 2-15
Land Use Plan - Western Growth District



Using the Plan

This section of a comprehensive plan is typically entitled “Implementation.” The dictionary defines implementation as “putting something into effect.” Putting a comprehensive plan *into effect* can be as simple as adopting the plan and modifying related land use controls. Implementing Worthington’s Comprehensive Plan calls for something more.

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

1. Initiatives - Important actions for achieving the vision for Worthington.
2. Community Investment Plan - Approach to planning for public investments related to the Plan.
3. Implementation - Steps to be taken to adopt and use the Plan.
4. Extraterritorial Issues - Strategies of managing land use outside of the City.
5. Project Evaluation - Guidance on using the Plan in the evaluation of private and public projects.

Initiatives

The planning process yielded a series of initiatives for addressing community development issues facing Worthington. These initiatives are discussed in the Land Use and Community Character section of the Plan. They represent important steps in moving Worthington towards its vision for the future. These key initiatives are listed here as a reference and guide for continued planning and action.

1. Conduct development and financial feasibility analysis for the redevelopment of the Campbell/ADI property.
2. Continue expansion of the municipal water supply system, including construction of the Lewis and Clark project.
3. Establish a corridor for the reconstruction of Highway 60/59 and undertake related planning for redevelopment and street improvements.
4. Implement plan for community center/YMCA with related plan for reuse of swimming pool site.
5. Take steps needed to facilitate expansion contained in this plan including design of street and municipal utility systems and negotiation of annexation agreements with

affected townships.

6. Establish program(s) for ongoing monitoring of housing needs and the creation of appropriate programs to address these needs.

Community Investment Plan

The Comprehensive Plan is a guide for public action. In many cases, these actions lead to public investments. In a time of limited financial resources, planning for these investments must include a financial element.

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

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

Implementation

Formal implementation is part of using the Plan. Several formal steps are needed to implement the Plan. These steps related to both State Law and local ordinances.

State Law sets forth a variety of requirements for putting the Comprehensive Plan into effect. These powers and requirements for implementing the Plan are found in Minnesota Statutes, Section 462.356.

Planning issues are governed by Title XV of the City Code. This chapter deals with the Comprehensive Guide Plan, zoning regulations and plats.

The City Code charges the Planning Commission with task of recommending to the City Council “reasonable and practicable means for putting (the Plan) into effect.” The City Code states that the means of implementing the Plan shall consist of “a zoning plan, the control of subdivision plats, a plan of future streets, coordination of the normal public improvements of the city, a long term program of capital expenditures and such other matters as will accomplish the purposes of this section (of the City Code).”

Adopting the Plan

The process for adopting the Comprehensive Plan begins with the Planning Commission. The City Code gives the Planning Commission the responsibility of preparing and adopting the Plan. Section 151.03 of the City Code requires the Planning Commission to hold at least one public hearing prior to adopting the Plan. The Plan must be approved by a two-thirds vote of the City Council.

These requirements are consistent with the statutory requirements. State Law requires that the Planning Commission hold at least one public hearing on the proposed Plan. Adoption of the Plan by the City Council requires passage of a resolution by a two-thirds vote.

Modifying Land Use Controls

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

Zoning Regulations

The City has a zoning plan (Chapter 155 of the City Code) for the purpose of carrying out the policies and goals of the land use plan element of the Comprehensive Plan. The application of zoning districts and the specific regulations must support the objectives of the Comprehensive Plan. As a result, an outcome of adopting the Comprehensive Plan will be the review and modification of the zoning ordinance.

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

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

This statute anticipates that the zoning regulations will be reviewed and updated to insure implementation of the land use plan. In a broad sense, this review of the zoning ordinance should examine the following items:

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

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

- Keep current zoning in place until such time as the use terminates or redevelopment is initiated.

- Rezone property to a zoning district compatible with a land use plan category.
- Develop an interim strategy to address current use situations as they relate to long term objectives.

Nonconforming Uses

Changes in zoning districts will create nonconforming uses. Such uses occur when the existing land use is not allowed within the zoning district. In most cases, when these situations arise as the result of a new Comprehensive Plan, the goal is to influence change in property use. City zoning policy, nonconforming use regulations and property rights issues such as “grandfathering” are all issues that must be considered. The long term objective is to guide future investments to achieve the outcomes desired by the Comprehensive Plan.

Nonconforming uses are controlled by Sections 155.20 through 155.206 of the City Code. A review of the overall zoning plan will provide the context for an evaluation of the nonconforming provisions of the Code. This evaluation, in turn, may point to Code changes that will assist in the reasonable transition of nonconforming land uses.

Subdivision Regulations

While the land use plan has direct implications for zoning, the Comprehensive Plan does not have comparable effects on the regulations governing Subdivisions (Chapter 154). Changes in the Subdivision regulations are not required for the immediate adoption of the Plan. The Comprehensive Plan does, however, raise a series of potential changes in subdivision regulations that should be considered by the City. These changes include:

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

Amending the Plan

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

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

Amendments to the Comprehensive Plan may take several forms:

- Changes in the map or categories of the Land Use element.
- Changes in other elements of the Plan.

- Plans and other studies that become part of the Comprehensive Plan.
- Updating of entire sections of the Plan.
- Revisions related to major geographic sections of the community.

Amendments to the Plan may originate from the Planning Commission, City Council or another party with a vested interest in effected property. Adoption of amendments, however, can only be accomplished by City Council resolution. All amendments are subject to the same public hearing and two-thirds vote requirements as adoption of the original plan. Council initiated amendments, however, may not be adopted until the Council has received a recommendation from the Planning Commission, or until 60 days have elapsed from the date of submission to the Planning Commission.

Extraterritorial Issues

The Comprehensive Plan guides land use for the primary growth areas of Worthington. These growth areas include property not currently within the city limits. Until property is annexed, the Comprehensive Plan does not govern land use. It is, however, important for the City to guide land use on its borders. Development in areas that will eventually be annexed may impede future development plans of the City. Allowing development to spill over the border takes away investment that could fill in existing areas served by municipal utilities.

There are four basic approaches to managing land use in future growth areas:

- The City and County can work collaboratively to guide land use using the Comprehensive Plan.
- If the County or the township has not adopted zoning regulations, the City may extend the application of its zoning regulations to unincorporated territory located within two miles of its limits in any direction. Nobles County has adopted zoning regulations that preempt the extraterritorial zoning powers of the City. City subdivision regulations may also be extend for two miles provided that the town has not adopted subdivision regulations.
- Upon request of the City, the County shall establish a joint planning board to administer land use controls within the two mile area. The board shall consist of equal members from the City, County and township.
- An orderly annexation agreement can be used to establish a joint planning body or to convey this authority to the City.

Establishing some framework for land use control in the growth areas is an important aspect of implementing the Plan. Addressing planning and land use issues in conjunction with an orderly annexation agreement also provides for future boundary adjustments.

Project Evaluation

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

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

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

What is a Project?

To apply this process, it is necessary to define a “project.” This definition has both practical and legal considerations. For the purposes of the Comprehensive Plan, the following items are considered projects:

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

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

Platting

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

Rezoning

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

Acquisition and Disposition of Public Lands

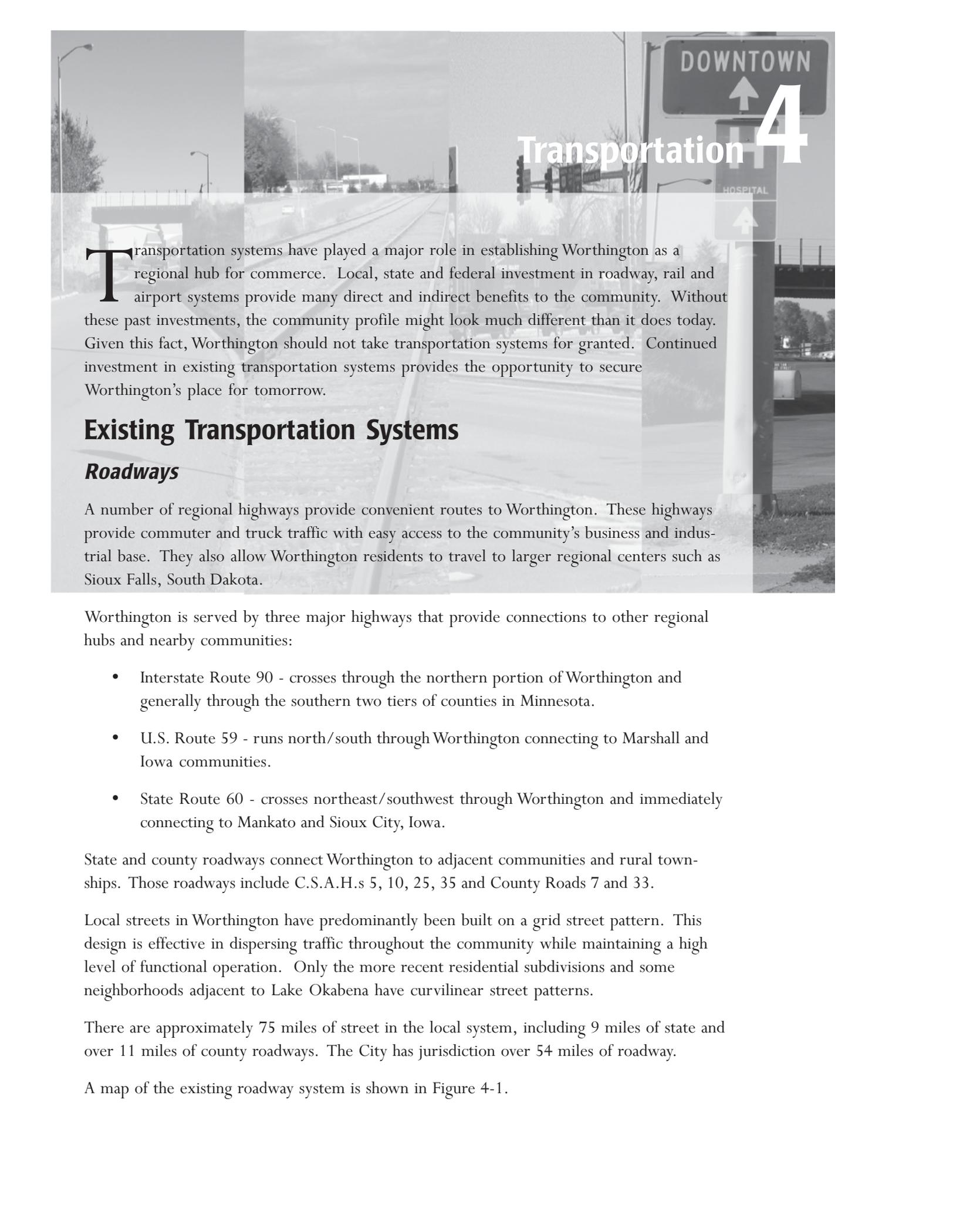
According to State Law (M.S. Section 462.356, Subd. 2), publicly owned land within the City cannot be acquired or disposed of until the Planning Commission has reviewed the proposal and submitted its report to the City Council as to the compliance of the proposed action with the Comprehensive Plan. The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

Construction of Public Improvements

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

Provision of Financial Assistance

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



Transportation 4

Transportation systems have played a major role in establishing Worthington as a regional hub for commerce. Local, state and federal investment in roadway, rail and airport systems provide many direct and indirect benefits to the community. Without these past investments, the community profile might look much different than it does today. Given this fact, Worthington should not take transportation systems for granted. Continued investment in existing transportation systems provides the opportunity to secure Worthington's place for tomorrow.

Existing Transportation Systems

Roadways

A number of regional highways provide convenient routes to Worthington. These highways provide commuter and truck traffic with easy access to the community's business and industrial base. They also allow Worthington residents to travel to larger regional centers such as Sioux Falls, South Dakota.

Worthington is served by three major highways that provide connections to other regional hubs and nearby communities:

- Interstate Route 90 - crosses through the northern portion of Worthington and generally through the southern two tiers of counties in Minnesota.
- U.S. Route 59 - runs north/south through Worthington connecting to Marshall and Iowa communities.
- State Route 60 - crosses northeast/southwest through Worthington and immediately connecting to Mankato and Sioux City, Iowa.

State and county roadways connect Worthington to adjacent communities and rural townships. Those roadways include C.S.A.H.s 5, 10, 25, 35 and County Roads 7 and 33.

Local streets in Worthington have predominantly been built on a grid street pattern. This design is effective in dispersing traffic throughout the community while maintaining a high level of functional operation. Only the more recent residential subdivisions and some neighborhoods adjacent to Lake Okabena have curvilinear street patterns.

There are approximately 75 miles of street in the local system, including 9 miles of state and over 11 miles of county roadways. The City has jurisdiction over 54 miles of roadway.

A map of the existing roadway system is shown in Figure 4-1.

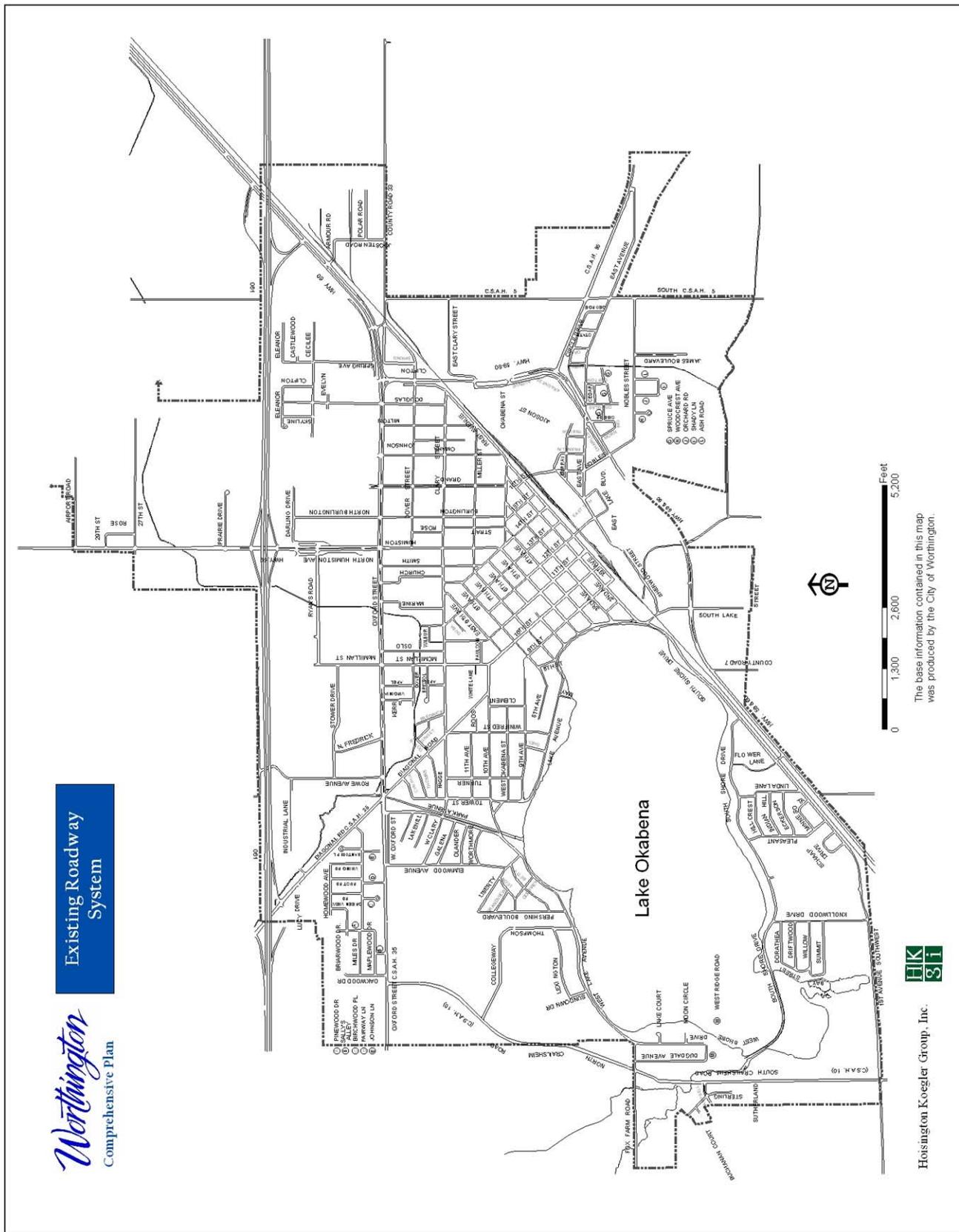


Figure 4-1
Existing Roadway System



Hoisington Koezler Group, Inc.

The base information contained in this map was produced by the City of Worthington.

Traffic on Existing Roadways

The Minnesota Department of Transportation (MnDOT) collects traffic count data for state jurisdiction roadways and selected adjacent roadways that impact system operations. Traffic counts are performed bi-annually. The most current traffic count data is from 2002. Traffic count data is useful for a number of city planning and engineering functions. It provides a snapshot of one of the elements needed in determining the roadway function and level of service operations. This has relevance during review of development proposals, especially if a project has a high total or peak hour trip generation. Although not always needed, a traffic impact study will evaluate the number of trips generated by a project and determine the impact to the adjacent or impacted roadway system.

Oxford Street is the busiest roadway corridor in Worthington. It is designed as a 4 lane roadway with a shared center left turn lane from Diagonal Road (C.S.A.H. 25) to TH 60. During 2002, it carries as many as 12,100 vehicles per day (vpd) in the segment between McMillan Street and Humiston Avenue. This exceeds the highest Interstate 90 segment of 10,900 vpd between North Humiston Avenue and TH 60.

Worthington has 3 interchanges on Interstate 90 (Diagonal Road, North Humiston Avenue and TH 60) that facilitate local and regional traffic movement. Ranked by the amount of traffic entering or exiting Interstate 90, North Humiston is the most prominent interchange. Diagonal Road would rank second and TH 60, third.

Similar to Interstate 90, TH 60 facilitates local and regional traffic movement. The roadway segment adjacent to Joosten Road and County Road 33, carries the highest daily traffic, averaging 8400 vpd. The City's largest employer, Swift, is located along the stretch of TH 60 and is a large contributor to traffic volumes in this area.

There are a number of other 2 lane local streets in Worthington that carry a high amount of traffic. Ranked by average daily traffic volumes they include:

- 10th Street (2250 to 7000 vpd)
- North Humiston Avenue (3800 to 6500 vpd)
- 5th Avenue (5600 to 6000 vpd)
- South Shore Drive (4600 to 5500 vpd)
- Diagonal Road (3150 to 4400 vpd)
- Ryan's Road (4350 vpd)
- Joosten Road (3650 vpd)
- South Lake Street (2950 vpd)

The 2002 Traffic Counts prepared by MnDOT are shown in Figure 4-2.

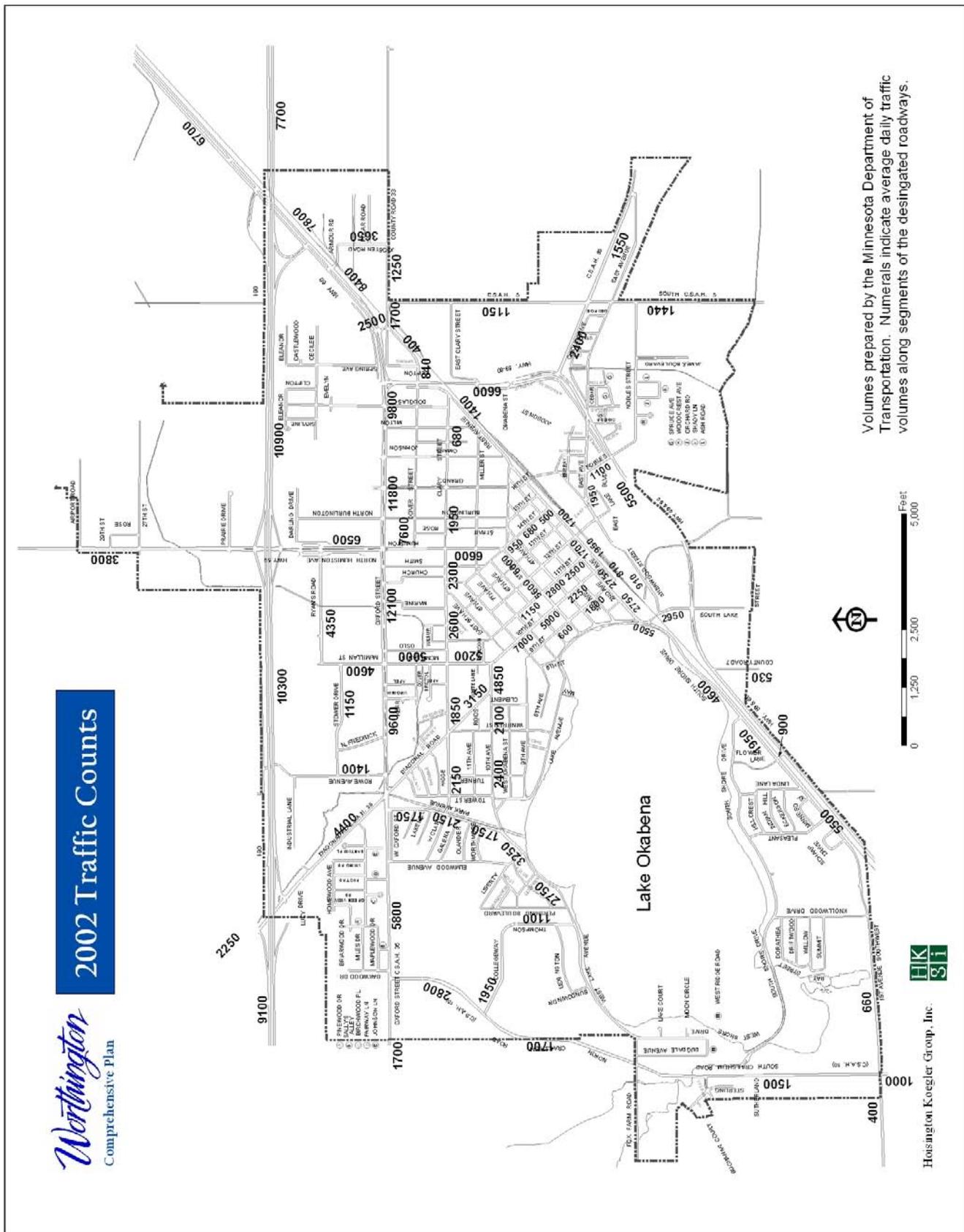


Figure 4-2
2002 Traffic Counts

Rail Service

Rail service is available to Worthington via the Union Pacific railroad. MnDOT classifies it as a Class I railroad. Class I railroads account for the most rail miles and have the highest operating revenues of the 3 railroad class systems in the state. During 1998 to 2000, 7 trains per week operated in this line according to MnDOT train counts. Union Pacific also has rail siding adjacent to the downtown for storage and staging of cars.

Air Service

Worthington Municipal airport (OTG) provides general aviation service to the area. The facility has two runways, a 5500 feet main runway and 4200 feet paved crosswind runway. Runway 29 has Instrument Landing Service (ILS) available. There are 20 hangers and a 4200 square feet terminal building. Refueling service is available. Aircraft operations data from February 2004 shows that Worthington Regional has 27 flights per day. Local general aviation accounts for 70 percent of flights, transient general aviation is 25 percent and military aviation is 5 percent.

Public Transportation

Nobles County owns and operates the Prairieland Transit System which includes the Heartland Express bus system and taxi services. The Heartland Express provides regular daily bus service from Worthington to Nobles County communities. Taxi services are available within Worthington by dispatch.

Transportation Issues

Generally, Worthington has a good transportation system of roads, rail, and air service that meets public needs. The transportation system provides good mobility and access throughout the community with few major problems. Future development and redevelopment efforts will need address existing issues to prevent further system deficiencies. The primary existing and foreseeable future transportation issues include the following:

Highway 60 Reconstruction

Highway 60 is a designated MnDOT Interregional Corridor (IRC). IRC serve major commerce routes by connecting regional trade centers. A number of projects are underway along the Highway 60 corridor which will eventually create a limited access 4 lane facility from Sioux City, Iowa to Mankato. The Highway 60 Reconstruction project in Worthington involves design improvements to provide better flow. As currently proposed in two options, corridor will require closure of existing access points and reconfiguration of key intersections. Oxford and South Lake Street intersections are two major entry points to the community that will need attention to coordinate land use and transportation planning efforts.

South Lake Street/South Shore Drive

South Shore Drive has been identified as a key community entry point that is in need of roadway and aesthetic improvements. South Lake Street provides access from Highway 60 to business park uses and a connection to South Shore Drive and 2nd Avenue which serve the downtown. The railroad trestle is adequately sized to accommodate roadway design functions for lane width and vertical clearance but is a limiting factor for corridor aesthetic improvements. The intersection of South Lake Street/South Shore Drive and 2nd Street has a somewhat awkward configuration. Land adjacent to the interchange is somewhat underutilized and presents a desirable location for redevelopment. Coordinating future Highway 60 Reconstruction efforts with corridor planning will improve the look and function of this important community entrance.

Oxford Street/Highway 60 Intersection

Identified as a key community entry point along with South Lake Street, this intersection is the north entry from Highway 60 to Worthington. In addition to traffic design improvements as a part of a Highway 60 Reconstruction plan, attention should be given to creating an identifiable community entry theme. Remnant highway right-of-way or land swaps could be utilized for such purposes.

Downtown Railroad Crossings

The City and Union Pacific railroad have been engaged in railroad crossing discussions for a number of years. Union Pacific would like avoid road crossings when possible. The City recognizes this position but needs to provide more direct access to the downtown for adjacent neighborhoods separated by the railroad. If a closure were to occur, considerations for the improvement of other street connections to the downtown will be important.

Access Management

The commercial pattern along Oxford Street places high demands on its ability to carry traffic while minimizing conflict points where accidents have a higher potential of occurring. The evolutionary nature of land development has made it difficult to coordinate individual site planning with adjacent properties. Nearly all of the commercial uses have one or more curb cuts. Combined with relatively small lot sizes, planning for access management on Oxford is difficult challenge. North Humiston Avenue uses frontage roads to access individual businesses. Further study of Oxford Street is needed to determine how to improve traffic flow and safety.

Wayfinding

Although probably acceptable or at least familiar to many residents, finding key community points of interest can be somewhat challenging for people who are not familiar with Worthington. Many of the community facilities are in located in the downtown or adjacent residential neighborhoods. People traveling to the community may not find it intuitive to drive through areas that are generally residential in character. This is not the result of poor street layout, rather the abrupt land use change along street corridors, i.e. - commercial to residential. Humiston Avenue north and south of Oxford Street is a good example of where this occurs. Worthington does have wayfinding devices for the downtown, hospital and schools. These signage systems could be better coordinated and organized. Grouping and locating these signs at strategic locations will help motorists move throughout the community.

Business and Industrial Park Roadways

Development of master plans to coordinate the design and construction of roadway and utility infrastructure is important for new business and industrial parks. Major roadway systems internal to these areas and identification of external roadway connections will ensure these roadways function properly and take into consideration conditions of existing systems.

New Residential Collector Roadway Corridors

Worthington is experiencing new residential subdivision development along Crailsheim Road. Collector roadway corridors should be identified prior to development and secured during the platting process. Further study on future residential growth areas identified in the Land Use Plan will also need to address roadway design and location based on land use types and densities and existing or future roadway systems.

Transportation Plan

Streets and Highways

The proposed street and highway system consists of a functional hierarchy of streets including principal arterials, major arterials, minor arterials, collectors and local streets. Principal, major and minor arterials are generally under the jurisdiction of either the state or county. Collector roadways are under the jurisdiction of the city or the county. Local streets are exclusively the responsibility of the City of Worthington to construct, maintain and regulate.

The street system is intended to continue a roadway network which allows for the dispersal of traffic across a number of streets rather than have it concentrated on relatively few major arterials. This grid roadway pattern present in most of Worthington is becoming popular in communities looking to create identity and lessen traffic congestion on major roadways. This plan does not endorse grid or curvilinear roadways but seeks to create a safe and efficient transportation system that may have elements of both.

Functional Classification

The two major considerations in roadway classification are access and mobility. Access and mobility are inversely related. As access is increased, mobility is decreased. The hierarchy of the roadway functional classification system in Worthington consists of the following:

Principal arterial - Roadways that provide regional movement with high mobility and limited access points.

Major arterial - Roadways that provide regional movement with high mobility and more controlled access points. Connect to principal arterials

Minor arterial - Roadways that provide movement to adjacent areas and within the local area. Access points are regulated primarily by the County. Connect to major arterials.

Collectors - Provide local movement connecting local roads to arterials. Collectors have City regulated access points.

Local roads and streets - Provide local movement and immediate access to abutting land.

The roadway functional classification system for Worthington is included as Figure 4-3.

This system of major roadways is designed to carry traffic which has differing functions and trip lengths. Generally, arterial roadways are intended to allow traffic to move at higher speeds over longer distances. Interstate 90 is categorized as a principal arterial because it primarily serves regional transportation needs.

Major arterials designated on the plan include State Route 60 and U.S. Route 59.

Minor arterials designated on the plan include C.S.A.H. 25 (Diagonal 25), C.S.A.H. 35, C.S.A.H. 10 (Crailsheim Road), County Road 33, County Road 7, 10th Street, 5th Street, 2nd Avenue, 1st Avenue and Humiston south of Oxford Street.

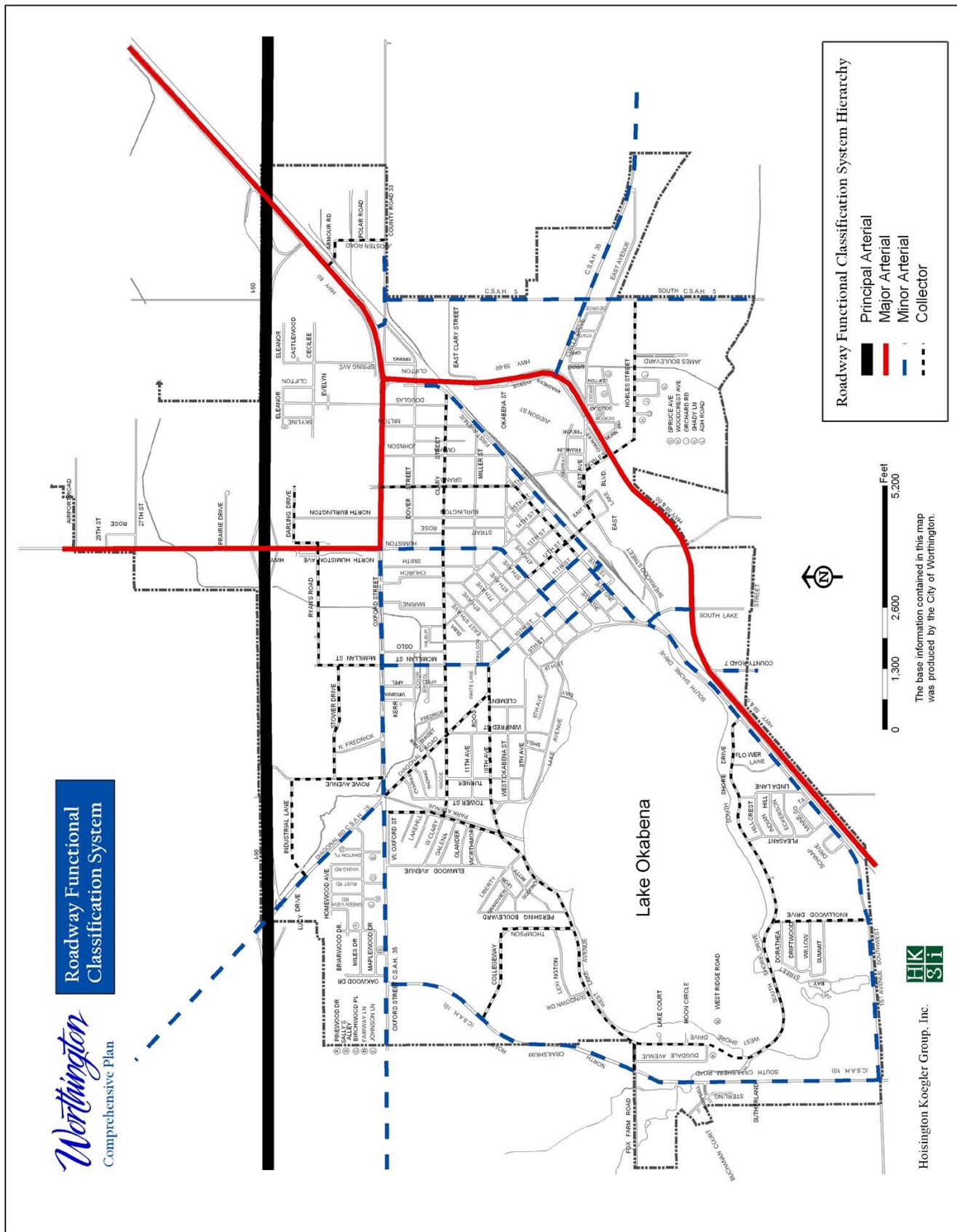


Figure 4-3
Functional Classification System

A number of collector streets are identified in the functional classification street system. They are intended to accommodate traffic movements within neighborhoods and industrial and commercial areas. Their purpose is to collect traffic from the local street network and distribute it to arterial streets. They move moderate volumes of traffic at relatively modest speeds.

Local streets move low volumes of local traffic at slower speeds over relatively short distances within neighborhood areas. Their primary purpose is to provide direct access to and from individual properties. Local streets will be added based on future residential, commercial and industrial development.

Transportation System Improvements

Worthington will need to continually monitor transportation system improvements in order to forecast appropriate funding for maintenance, reconstruction and new roadway projects. The Capital Investment Program is typically the means by which infrastructure investments are scheduled. Figure 4-4 shows Transportation System Improvements that Worthington should commit to over the life of this plan. Some of these projects, Hwy 59/60 realignment and corridor planning along Humiston Avenue and Oxford Road, will require joint efforts with other jurisdictional entities such as Nobles County and MnDOT.

New Roadway Corridors

Prior to approval of new residential, commercial and industrial development plats, future roadway corridors need to be identified. The identified corridors are within those areas identified for growth in the Land Use Plan. Considerations for alignment and connections to adjacent roadways will need to be reviewed prior to subdivision approval to allow necessary right-of-way to be secured through plat approvals.

Corridor Plans

Corridor plans should be considered for the major entry and traffic corridors in Worthington to address traffic operations and system improvements along with aesthetic and wayfinding issues. The identified corridors are those corridors that have significant public infrastructure and private real estate investments. Corridor plans should be prepared in advance of public capital expenditures.

Highway 59/60 Realignment

Realignment and reconstruction of this highway corridor will have a number of associated land use and transportation impacts. The City of Worthington should continue to work with MnDOT on an acceptable plan that not only helps through traffic, but also benefits key community entry points at Oxford Street, C.S.A.H. 35 and South Lake Street.

Intersection or Access Related Improvements

South Lake Street and Oxford Street intersections will be affected by Highway 59/60 improvements. Roadway and intersection improvements should be coordinated to coincide with this project. South Lake Street design issues regarding a widened and improved railroad trestle should be addressed. Discussions with the Union Pacific railroad should occur along with project planning efforts.

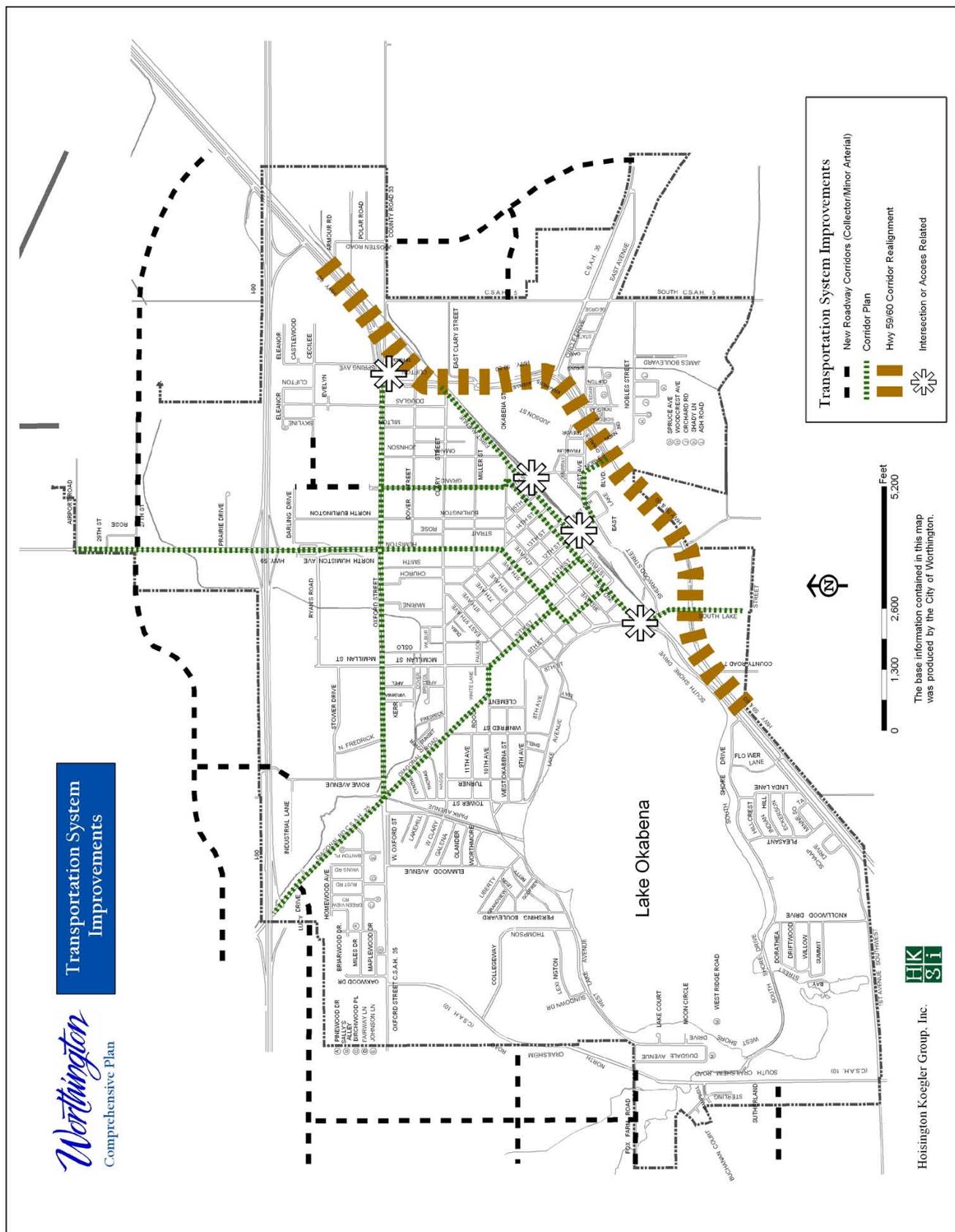


Figure 4-4
Transportation System Improvements

Worthington has established park system that provides a wide variety of recreational opportunities. Residents can enjoy City, Worthington School District and Minnesota West College park and recreation facilities.

Park and open space facilities are important components of a community. A direct link exists between a city's amenities and its quality of life. The future of Worthington, to a degree, will be determined by its ability to attract new residents. People view Worthington and assess what it has to offer compared to other area communities. Maintaining and enhancing an already strong park system is one measure that can be taken to ensure Worthington's reputation as an attractive place to live.

Worthington completed a City Park System Master Plan and Inventory in May of 1997 with updates occurring in March of 2002. Information from that Plan has been incorporated into the Comprehensive Plan. The 2002 plan may continue to be used as a resource in the continued expansion and improvement of the Worthington park system.

City park and recreation facilities are managed by Worthington's Park, Recreation and Forestry Department.

Existing Park System

Park Classifications

Worthington has a variety of different types of parks and open space areas that are components of the overall park system. The park system is shown on Figure 5-1. As a basis for examining existing parks and projecting future park needs, this plan utilizes a uniform system of park classifications. The 2002 plan provides a park classification system that defines various park types in Worthington.

Class	Type	Characteristics
I	Neighborhood Play Lots:	<ul style="list-style-type: none"> • Generally less than one acre in size • Minimum amount of equipment • Open spaces for general use
II	Neighborhood Parks:	<ul style="list-style-type: none"> • Open spaces suitable for general use • Unsuitable for organized sports and reserved picnics
III	Community Parks	<ul style="list-style-type: none"> • Suitable for all uses including organized sports, reserved picnics, large gatherings
IV	Shoreland Parks:	<ul style="list-style-type: none"> • Shaded quiet areas with benches • Play equipment (swings, slides, climbers)

V Campground/Natural Parks

- Shelter areas
- Boat landings and docks
- Access to shoreland fishing
- Designed for regional use
- Contain campground facilities
- Nature trails

Existing Parks

The table below (Figure 5-1) summarizes the components of the existing park system in Worthington. The location of each park appears in Figure 5-2. A complete listing of equipment and facilities in existing parks follows Figure 5-2. The list includes Minnesota West athletic fields, the Memorial Auditorium and Worthington Middle School ball fields.

Park	Size (acres)	Picnic			Playground	Recreation											
		Tables	Grills	Shelter		Soccer	Tennis	Volleyball	Basketball	Skating Rink	Softball	Baseball	Little League	Fishing	Pier	Boat Landing	
Bristol	0.73	2			Yes												
Buss Field	15.00	4	2			2											
Castlewood Knolls	2.39																
Centennial	35.94	53	9	Yes			2	1	1		2			Yes	Yes	Yes	
Chautauqua	7.40	34	6	Yes	Yes			1	1					Yes	Yes		
Cherry Point	0.16	1			Yes				1								
Church	0.30	1			Yes				1								
Ehlers	3.80	Yes	3	Yes	Yes									Yes		Yes	
Freedom Shore	Unknown	1															
Hogan's (Morningside)	0.16	1			Yes												
Intercity	0.42				Yes												
Kelly	0.69	2			Yes												
Lake Front	5.69	5												Yes	Yes		
Ludlow	3.80	8	5	Yes	Yes									Yes	Yes		
Millard Walker	1.29			Yes	Yes			1	1	1							
Olson	57.61	71	20	Yes	Yes									Yes			
Orchard Knoll	1.08	1			Yes		1	1	1								
Pirtle	0.08				Yes				1								
Pleasant	2.80				Yes		2		1								
Slater	3.70	9	10	Yes	Yes									Yes		Yes	
South East Side	Unknown	1	1														
Sunset	1.00	5	3	Yes										Yes	Yes		
Swimming Pool	NA							1									
Vets	0.11				Yes												
Vogt	2.70	2												Yes			
Watland	2.83	4		Yes	Yes												
MN West Fields	Unknown	2										1	2				
Memorial Auditorium	2.07																
Middle School	Unknown	2									2	1					

Figure 5-1
Existing Parks and Recreation Facilities

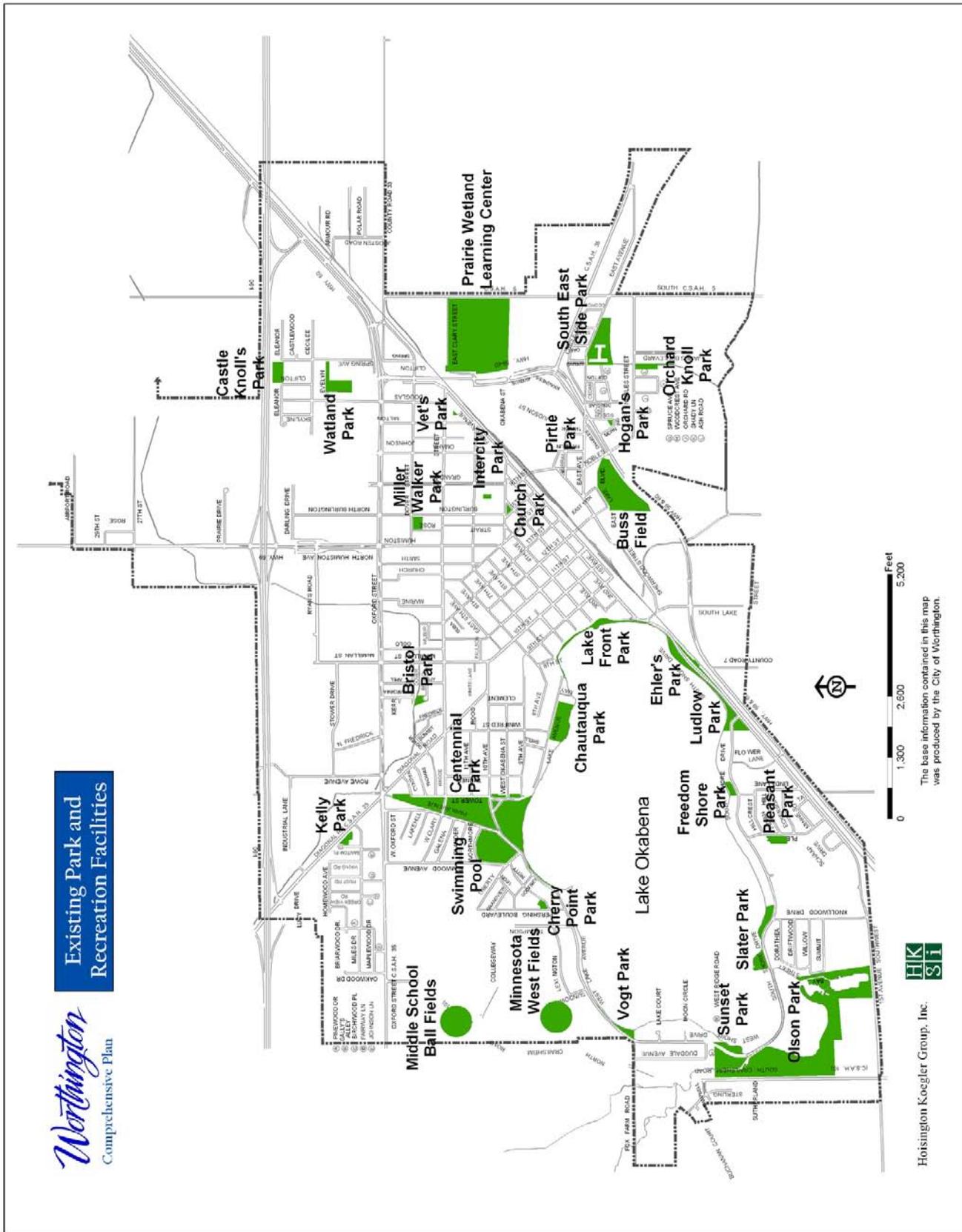


Figure 5-2
Existing Parks and Recreation Facilities

Bristol Park

Size (acres):	.73 acres
Picnic Facilities:	2 picnic tables
Playground Equipment:	1 6' Wave Slide 1 8' Whirl 3 Spring Animals 1 Double Swing Frame with 4 Swings 2 Sand Scoops 2 Crawl Tubes 1 16' Track Ride 1 Orbit Climber 1 Geodesic Climber
Recreational Facilities:	1 redwood sign 1 foot bridge across county ditch 3 permanent park benches

Buss Field

Size (acres):	15 acres
Picnic Facilities:	2 Charcoal grills 4 Picnic tables 8 Cement trash cans
Recreational Facilities:	2 Soccer Fields 8 Soccer goals 1 Set of bleachers
Miscellaneous Facilities:	1 2 stall cold storage building/restroom (26' x 48' block structure with steel roof) 1 chain link fence around dumpster

Castlewood Knolls Park

Size (acres):	2.39 acres
Facilities:	None

Centennial Park

Size (acres):	35.94
Picnic Facilities:	1 Shelter House (42' x 28' wooden structure) 3 Shelter wings (40' x 24' wooden structure) 53 Picnic tables 5 Charcoal grills 4 Gas burners
Playground Facilities:	1 Modular play unit designed for ages 2-5 years 1 Modular play unit designed for ages 5-12 years 4 Spring animals 1 Swing set (2 swings and 2 nursery swings) 3 Sand scoops
Recreational Facilities:	1 Beach house (restrooms and showers 60' x 24' block and wooden structure)

- 2 Parking lots
- 1 Volleyball court
- 1 Boat landing and floating dock
- 1 Fishing pier
- Miscellaneous Facilities:**
 - 1 Park sign (redwood)
 - 1 Flag pole
 - 1 Flower planter
 - 1 Bridge across Whiskey Ditch
 - 1 Parking lot, boat landing
- Picnic Facilities:**
 - 8 Permanent benches
 - 1 Drinking Fountain
 - 3 Picnic Tables
- Recreational Facilities:**
 - 1 Basketball court with 4 back boards (lighted)
 - 1 Double tennis court (lighted)
 - 2 Softball fields with player benches (lighted)
(new fencing in 1998)
 - 2 Bleachers (10 rows, 15' long – new in 1999 south field, new guardrails on north field in 2000)
- Miscellaneous Facilities:**
 - 1 Concession building (10' x 12' wooden structure)
 - 1 Restroom (14' x 40' block structure)

Chautauqua Park

- Size (acres):** 7.4
- Picnic Facilities:**
 - 1 Shelter house (48' x 24' enclosed wooden structure)
 - 1 Shelter wing area (48' x 24')
 - 34 Picnic tables
 - 3 Charcoal grills
 - 3 Gas plates
 - 1 Drinking fountain
 - 1 Fireplace
- Playground Equipment:**
 - 2 Swing set (2 swings and 2 tot seats)
 - 1 Modular play unit designed for ages 2-5 years
(11 activities)
 - 1 Modular play unit designed for ages 5/12 years
(16 activities)
 - 4 Spring animals
 - 1 Glider
 - 3 Sand scoops
- Recreational Facilities:**
 - 1 Band shell (45' x 18' wooden structure)
 - 1 Fishing pier
 - 8 Horseshoe courts (4 lighted)
 - 1 Volleyball court
 - 1 Basketball hoop
- Miscellaneous Facilities:**
 - 1 Boy Scout building (48' x 25' wooden structure)
 - 1 Storage Building (45' x 25' wooden structure)
 - 43 Permanent benches

24 Portable benches
7 Flower beds
1 Park sign (redwood)
1 Cannon
1 Martin house
1 Eagle
1 Welcome sign
1 History sign

Cherry Point Park

Size (acres): .16
Picnic Facilities: 1 Picnic table
Playground Facilities: 1 Mountain Climber
1 Swing set (4 swings)
1 Horizontal ladder
1 8' whirl
1 8' slide
1 Swinging gate
Recreational Facilities: 1 Basketball back board
Miscellaneous Facilities: 1 Redwood sign
1 Permanent bench

Church Park

Size (acres): .30
Picnic Facilities: 1 picnic table
Playground Equipment: 1 6' slide
1 8' Whirl
1 Swing frame with 2 swings
2 Spring animals
1 Orbit climber
2 Sand scoops
Recreational Facilities: 1 25' x 25' basketball court installed in 2000
Miscellaneous Facilities: 1 Permanent park bench
1 Perennial flower bed new in 2000
1 Redwood sign

Ehlers Park

Size (acres): 3.8
Picnic Facilities: Shelter house (30' x 20' structure with 3' high walls,
new shingled roof in 2000)
Picnic tables
3 Charcoal grills
Playground Equipment: 1 Swing frame (2 seats)
2 Balance beams
1 Wall climber
3 Instruction signs
4 Fitness structures

Recreational Facilities: 1 Bench
Fishing
1 Boat landing and dock
Bike and walk path

Miscellaneous Facilities: 1 Redwood sign

Freedom Shore Park

Size (acres): Unknown

Picnic Facilities: 1 Picnic table

Recreational Facilities: Bike and walk path
1 Handicapped accessible fishing pier
(40' x 44' with 8' x 16' deck)

Miscellaneous Facilities: 1 Gazebo (8' x 8' wooden structure)
1 Flagpole and plaque in memory of Ray Lowry, Sr.
1 Plaque in honor of first Okabena Apple tree landmark
2 Permanent benches
1 Redwood park sign
3 Portable benches

Hogan's Park (referred to as Morningside Park)

Size (acres): .16

Picnic Facilities: 1 Picnic table

Playground Equipment: 1 6' slide
2 Spring animals
1 Double Humpty climber
1 Log roll
1 Swing frame (2 swings)
2 Sand scoops
1 Crawl tunnel
1 Wall climber

Miscellaneous Facilities: 1 Redwood sign

Intercity Park

Size (acres): .42

Playground Equipment: 1 Swing frame with 2 nursery swings
1 Triple swing frame with 4 swings
1 Trapeze bar
1 Trapeze ring set
1 Horizontal ladder
2 Spring animals
1 8' slide
1 Buck-a-bout

Recreational Facilities: 1 Batter's cage
1 Play lot play field

Miscellaneous Facilities: Chain link fence (100' long and 8' high security fence)
2 Security lights

Kelly Park

Size (acres):	.69
Picnic Facilities:	2 Picnic table
Playground Equipment:	1 8' slide 1 Mountain climber 1 8' whirl 4 Flower climber 1 Triple swing frame with 2 swings and 2 nursery swings 1 Trapeze bar 1 Set of rings
Miscellaneous Facilities:	1 Redwood sign 1 Chain link fence down #266 ditch

Lake Front Park

Size (acres):	5.69
Picnic Facilities:	5 Picnic tables 3 Trash receptacles
Recreational Facilities:	2 Fishing docks, one handicap accessible Bike and walk path with bridge over lake overflow
Miscellaneous Facilities:	5 Permanent benches 2 Flower beds (Florence Garden, new in 2001) 1 8' Plastic bench

Ludlow Park

Size (acres):	3.8
Picnic Facilities:	1 Shelter house with electricity, 20' x 30' wooden structure with new shingles in 2000 8 Picnic tables 5 Charcoal grills 1 Fireplace
Playground Equipment:	1 Swing frame (2 swings) 1 3' whirl 1 8' slide
Recreational Facilities:	1 Fishing pier Bike and walk path
Miscellaneous Facilities:	1 Permanent bench 1 Redwood sign 1 Modern restroom with electricity (15' x 15' block structure)

Millard Walker Park

Size (acres):	1.29
Picnic Facilities:	1 Shelter house (24' x 16' open structure with steel roof)
Playground Equipment:	1 Swing frame with 2 swings 2 Spring animals

- 1 Modular play unit designed for ages 5-12 years (21 activities)
- 3 Sand scoops
- Recreational Facilities:**
 - 1 Sand volleyball court
 - 1 Basketball court
 - 1 Ice skating rink
 - 1 Play lot ball field
- Miscellaneous Facilities:**
 - 1 Warming house with restrooms (12' x 44' wooden structure)
 - 3 Permanent park benches

Olson Park and Campground

- Size (acres):** 57.61
- Picnic Facilities:**
 - 1 Shelter house (20' x 30' open structure, with steel roof)
 - 71 Picnic tables
 - 62 Fire rings
 - 20 Charcoal grills
- Playground Equipment:**
 - 1 Sand scoop
 - 1 6' slide
 - 1 10' whirl
 - 1 Swing set (4 swings)
 - 2 Swinging benches
 - 1 Crawl tube
 - 3 Spring animals
 - 1 Double Humpty climber
 - 1 Spring see-saw
- Recreational Facilities:**
 - Fishing
 - 61 Camping stalls
 - 2 Horseshoe courts
 - 1 Bike and walk path
 - 1 Model airplane field area
- Miscellaneous Facilities:**
 - 1 Overhead campground sign
 - 2 Redwood signs
 - 1 Flower planter
 - 1 Modern restroom, shower, and wash room building (46' x 28' block structure)
 - 3 Water faucets
 - 3 Permanent benches
 - 1 Caretaker's building (10' x 12' wooden structure)
 - 1 Pay telephone
 - 54 Electrical hookups
 - 6 Visitor parking sections
 - 1 Entrance gate
 - 1 Dump station

Orchard Knoll Park

Size (acres):	1.08
Picnic Facilities:	1 Picnic table
Playground Facilities:	1 8' whirl 1 8' slide 1 Triple swing frame (6 swings) 2 Spring animals
Recreational Facilities:	1 Foot bridge across county ditch 1 Single tennis court 1 Volleyball net and post 1 Basketball board and court
Miscellaneous Facilities:	2 6' permanent benches 1 Redwood sign

Pirtle Park

Size (acres):	.08
Playground Equipment:	1 8' slide 1 Horizontal ladder 2 Spring animals 1 Swing frame (3 swings) 1 3' whirl
Recreational Facilities:	1 Basketball backboard
Miscellaneous Facilities:	1 Sewer lift station 1 6' permanent bench 1 Redwood sign

Pleasant Park

Size (acres):	2.8
Playground Equipment:	1 10' whirl 1 Bunker Hill climber 1 10' spiral slide 1 Triple swing set (2 swings and 4 nursery swings) 1 Trapeze rings 1 Trapeze bar
Recreational Facilities:	1 Basketball court with 2 back boards 2 Lighted tennis courts 1 6 ft. portable bench

Slater Park

Size (acres):	3.7
Picnic Facilities:	1 Shelter house (20' x 30' structure, with steel roof, 3' sides, new shingled roof in 2000) 9 Picnic tables 10 Charcoal grills
Playground Equipment:	1 10' whirl 1 Swing set (4 swings) 1 Swinging gate

- Recreational Facilities:** Fishing
1 Bike and walk path
1 Boat landing
- Miscellaneous Facilities:** 1 Modern restroom (12' x 14' block structure)
1 Redwood sign with plastic posts
1 Permanent bench
1 Flower bed

South East Side Park

- Size (acres):** Unknown
- Picnic Facilities:** 1 Picnic tables
2 Grills
- Recreational Facilities:** 1 Ball backstop and bases (1990 temporary)
- Miscellaneous Facilities:** 1 Storage building (24' x 40' steel structure)
1 Parking lot area

Sunset Park

- Size (acres):** 1.0 acres + 5.7 acres (additional area part of Olson Park but commonly referred to as part of Sunset Park)
- Picnic Facilities:** 1 Shelter house 20' x 30', with 3' high walls, and shingled roof in 1999
3 Charcoal grills
5 Picnic tables
- Recreational Facilities:** 1 Double wide boat landing with floating dock
1 Fishing pier, handicapped accessible
- Miscellaneous Facilities:** 1 Maintenance shop (24' x 48' steel structure)
1 Redwood sign
1 Bird bath

Swimming Pool

- Recreational Facilities:** 1 Swimming pool with dressing rooms and shower \ (99' x 40' block)
1 200 ft. water slide (1997)
1 Baby wading pool
1 Sand volleyball court
- Miscellaneous Facilities:** 1 Filter Building (23' x 24' block)
2 Fish rearing ponds
2 Informational signs (3' x 4')
1 Bike rack (24' long)
4 Permanent benches (outside pool fence)

Vets' Park

- Size (acres):** .11
- Playground Equipment:** 1 10' whirl
1 Double swing frame with 4 swings
1 8' slide
1 Swinging gate

Miscellaneous Facilities: 1 Security light
1 Redwood sign

Vogt Park

Size (acres): 2.7
Picnic Facilities: 2 Picnic tables
Recreational Facilities: Fishing
Sand beach
Miscellaneous Facilities: 1 Redwood sign

Watland Park

Size (acres): 2.83
Picnic Facilities: 1 Shelter house (26' x 30' open structure with steel roof, with electricity)
4 Picnic tables
Playground Equipment: 1 8' slide
1 Triple swing frame with 2 swings + 2 nursery swings
1 Trapeze bar
1 Trapeze ring
1 Bunker Hill climber
1 10' whirl

Minnesota West Fields

Size (acres): Unknown
Picnic Facilities: 2 Picnic tables
Recreational Facilities: 1 Baseball field with covered dugouts
2 Little League ballfields with covered dugouts
1 Lighted batter's cage
Miscellaneous Facilities: 1 Storage building (8' x 8' wooden structure)
1 Drinking fountain
3 Frost free water hydrants
1 Bleacher (4 row by 16' long)
2 Bleachers (3 row by 20' long)
1 Cabled parking lot
1 16' x 20' storage garage
2 Permanent benches

Memorial Auditorium

Size (acres): 2.066 acres (300' x 300')

Middle School Ball Fields

Size (acres): Unknown
Picnic Facilities: 2 Picnic tables
Recreational Facilities: 2 Softball fields with lights
1 Baseball field with lights
1 Batter's cage
Miscellaneous Facilities: 2 Concession buildings
(8' x 12' and 8' x 16' wooden structures)

- 1 Drinking fountain
- 3 Bleachers (each 3 row by 20' long)
- 2 Bleachers (10 row by 16' long)
- 1 Bleacher (10 row by 36' with score boxes)
- 1 Storage bin for agri-lime
- 1 Restroom (14' x 32' wooden structure)
- 1 Ticket booth
- 2 Storage sheds (8' x 12')

Existing System Analysis

The National Recreation and Park Association (NRPA) have maintained a set of national standards for various types of park and recreation facilities. The application of current standards requires a detailed calculation of facility demand that focuses on how many people participate in park and recreation activities and how often they participate in each park area and recreation facility. Such information is typically gathered through household surveys, focus groups, workshops and park visitor surveys. It is valuable as a general guide for comparative purposes. Should the City conduct detailed household surveys in the future, questions should be included to help determine the demand for local recreational facilities.

A population ratio standard was used to assess the general supply of parks. Such standards identify a suggested number of acres of park land for every 1,000 people. The “core” park system standard calls for 6.25 to 10.5 acres of developed park and open space per 1000 people. The neighborhood park standard ranges from 1 to 2 acres per 1000 people. The community park standard ranges from 5 to 8 acres per 1000 people. Applying these standards to existing and proposed populations’ results in the following:

Park System (City of Worthington parks) (6.25 – 10 ac./1000)

		Total	Standard	
Year	Population	Park Land	Application	Excess/Shortfall
2000	11,288	153.2 ac.	70.55 – 112.88 ac.	+40.32 to 82.65ac.

Based on the above standards, Worthington has more than an adequate supply of park land to serve the existing population. The above standards include park lands owned by the City but do not include the Prairie Wetland Learning Center, Minnesota West fields or Worthington Middle School fields. If these facilities are added to the Worthington park system, the total acreage rises to approximately 250 acres, much higher than suggested by NRPA population standards.

Park and Open Space Recommendations

The park and open space recommendations in this plan occur in both general and specific forms. First, recommendations are offered pertaining to general community and neighborhood park needs. These recommendations are followed by suggested park system improvements and then, specific improvement recommendations are offered for existing park sites. The Park and Recreation Plan is shown on Figure 5-3.

Future Community Park Sites

A new community park area is identified in northwest Worthington in an area designated in the Land Use Plan as future residential growth area. Park development in this area is a longer term planning issue when growth warrant, making this area available for development.

Community parks, by definition, contain a variety of active recreational uses. Passive recreational uses should also be considered in community parks.

Future Neighborhood Park Sites

General locations for Future neighborhood park sites are identified in the Park and Recreation Plan, Figure 5-2. These general park locations indicate the need for a neighborhood park based on residential population, showing the general 1/2 mile service area for each.

General Park System Recommendations

The Worthington Park Plan suggests that in order to serve future community residents, neighborhood park areas will need to be acquired as new residential development occurs. Determining the size of future neighborhood parks should include a process that has an initial programming phase that takes into account the population to be served and projected facility needs. In most cases, it will be in the City's best interest to acquire the minimum amount of land that meets the programming needs of a future park. In doing so, the City will not incur undue long-range maintenance costs and may have additional cash dedication from developments to help fund physical improvements.

1. Continue programs to improve park signs. Attractive, consistent signage is an important element of the public's perception of the park system.
2. Continue programs to upgrade existing playground equipment.
3. Carefully examine the recreation needs of Worthington's mobile home parks. Where appropriate, consider acquisition of a remaining lot(s) or adjacent land to accommodate play areas and small neighborhood parks.
4. Retain a park maintenance staff commensurate with the size of the park system.
5. Conduct an overall review of the City's park dedication requirements.

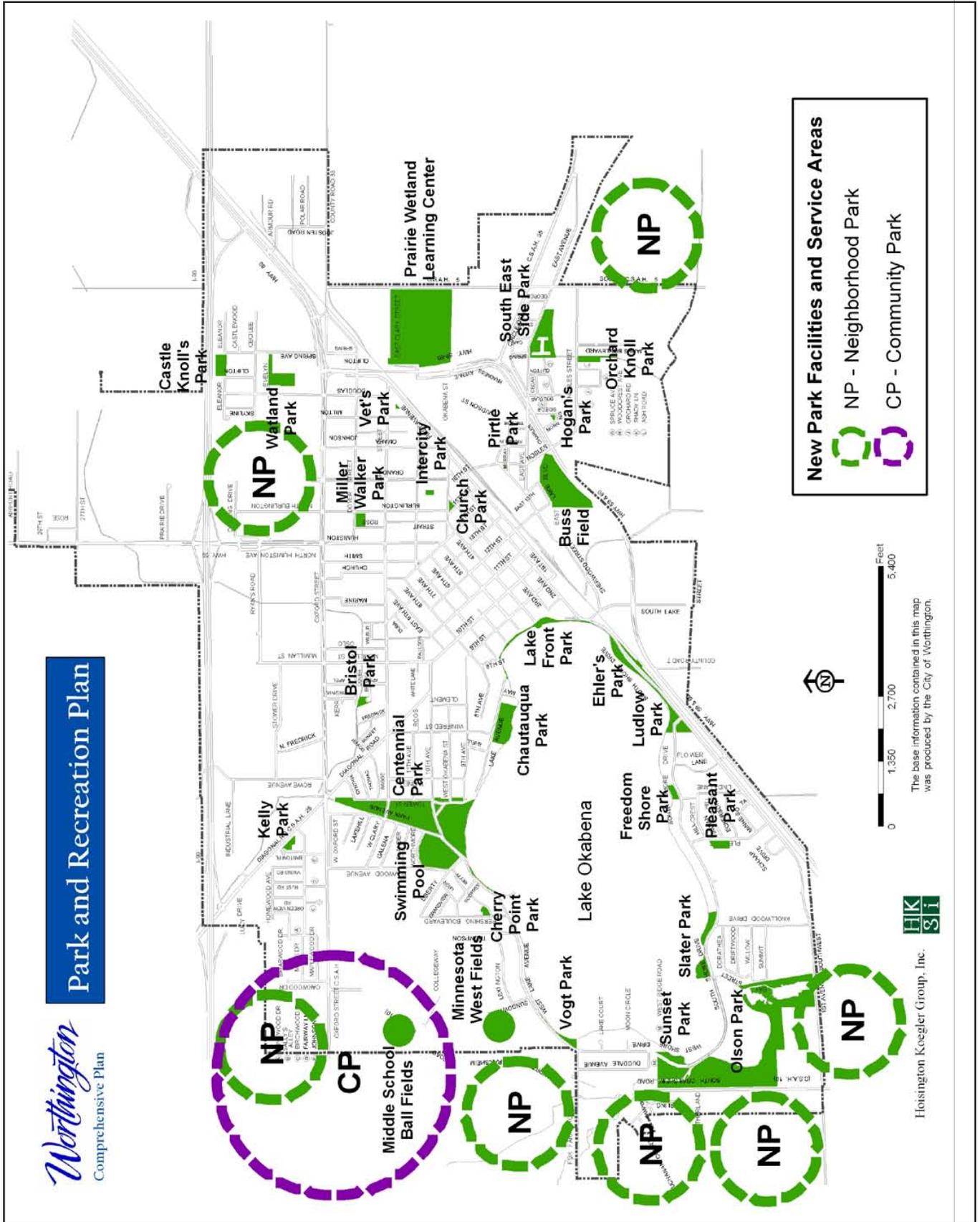


Figure 5-3
Park Plan

6. In reviewing fees, the City will need to strive for an equitable balance. Residential park dedication fees area passed on to homeowners, thereby impacting housing affordability.
7. Involve youth representatives in park programming to help identify youth interests as they related to facility needs.

Trails

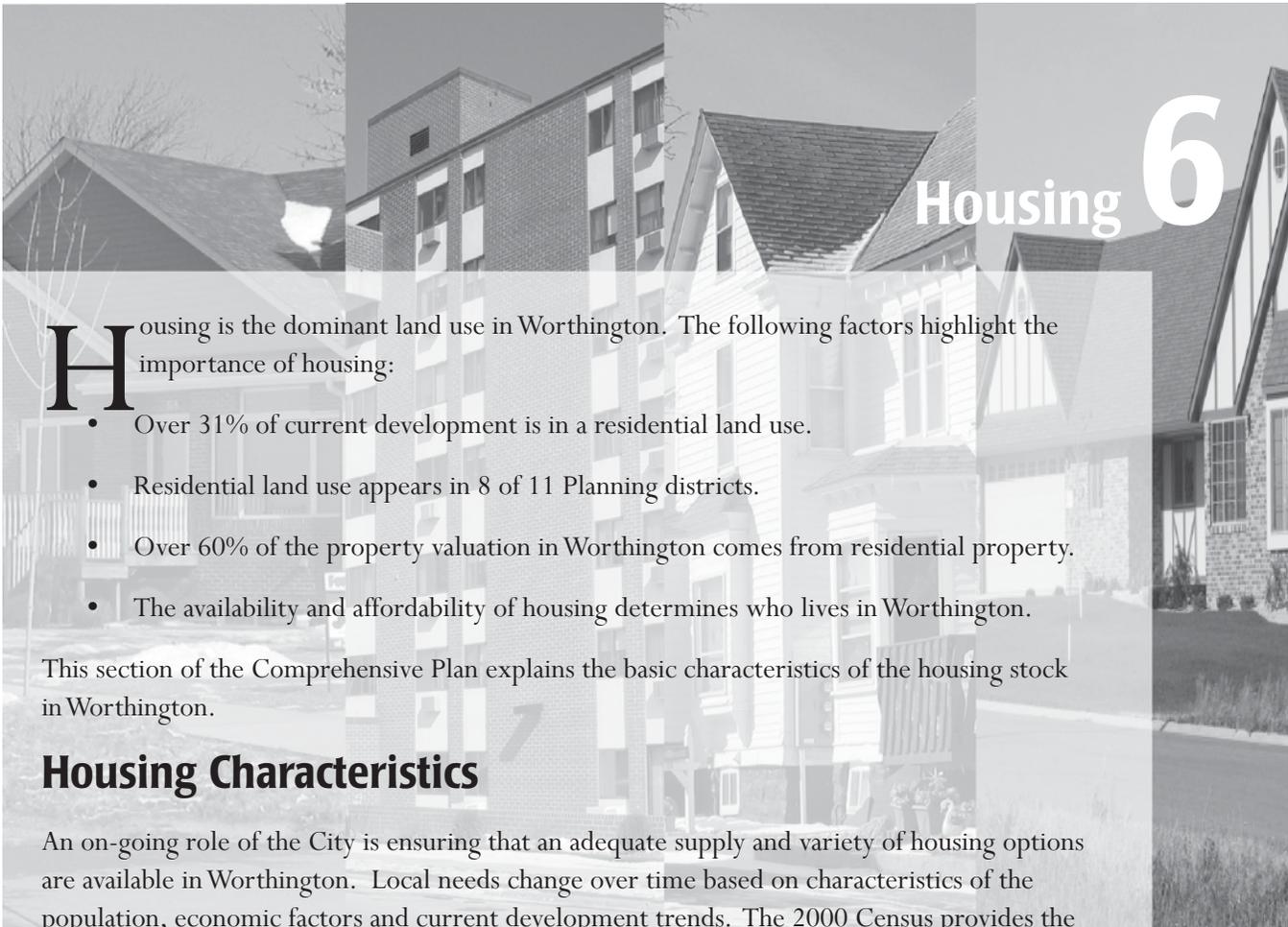
A strong trail system complements a city's park and open space network by providing links between neighborhoods, parks, schools and community centers. In addition, trails provide residents with recreational opportunities such as walking, jogging, biking and in-line skating. Trails can also be useful connections between neighborhoods and employment centers, providing residents with the opportunity to walk or bike as an alternative to driving.

Recognizing the importance of a city-wide network of trails, the City has actively pursued trail improvements. The trail and bike lane system looping around Lake Okabena is an especially significant system connecting many neighborhoods and park facilities. Trails can be particularly cost effective when combined with street reconstruction projects.

Worthington has a strong existing network of trails and on street bike lanes that takes advantage community parks, facilities and natural resources like Lake Okabena. The existing trail system provides good linkages between neighborhoods and parks, schools and recreation centers. As the City of Worthington grows, future trail development should concentrate on linking new residential neighborhoods and parks to this trail network.

Future Trail Recommendations

Future trails should build on the existing system by linking existing neighborhoods and newly developed areas to the established trail network. As new residential neighborhoods, commercial and business/industrial areas are developed, trail connections should be built. Residential developments should connect trail systems to neighborhoods parks. Connections to business and industrial parks should also be pursued to provide transportation alternatives.



Housing 6

Housing is the dominant land use in Worthington. The following factors highlight the importance of housing:

- Over 31% of current development is in a residential land use.
- Residential land use appears in 8 of 11 Planning districts.
- Over 60% of the property valuation in Worthington comes from residential property.
- The availability and affordability of housing determines who lives in Worthington.

This section of the Comprehensive Plan explains the basic characteristics of the housing stock in Worthington.

Housing Characteristics

An on-going role of the City is ensuring that an adequate supply and variety of housing options are available in Worthington. Local needs change over time based on characteristics of the population, economic factors and current development trends. The 2000 Census provides the best available source of information about current housing in Worthington.

Housing Type

Single family detached housing is the primary housing style in Worthington. This housing style represented two-thirds of all occupied housing units in 2000 (see Figure 6-1).

A variety of housing styles are available in Worthington. In 2000, over 1,500 housing units were a style other than single family detached.

The housing stock grew and diversified from 1990 to 2000. The total number of housing units increased by 436 units (10.5%). Single family detached housing accounted for roughly one-quarter (101 units) of this growth. The most growth occurred in apartment type housing (10 or more units in a structure) with the addition of 288 units. The number of mobile homes reported by the Census dropped during this ten-year period.

Overall, the growth in the variety of housing types is a positive trend. A potential area of concern is the loss of mobile home units. This type of housing frequently provides an important element of affordable housing.

Tenure

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

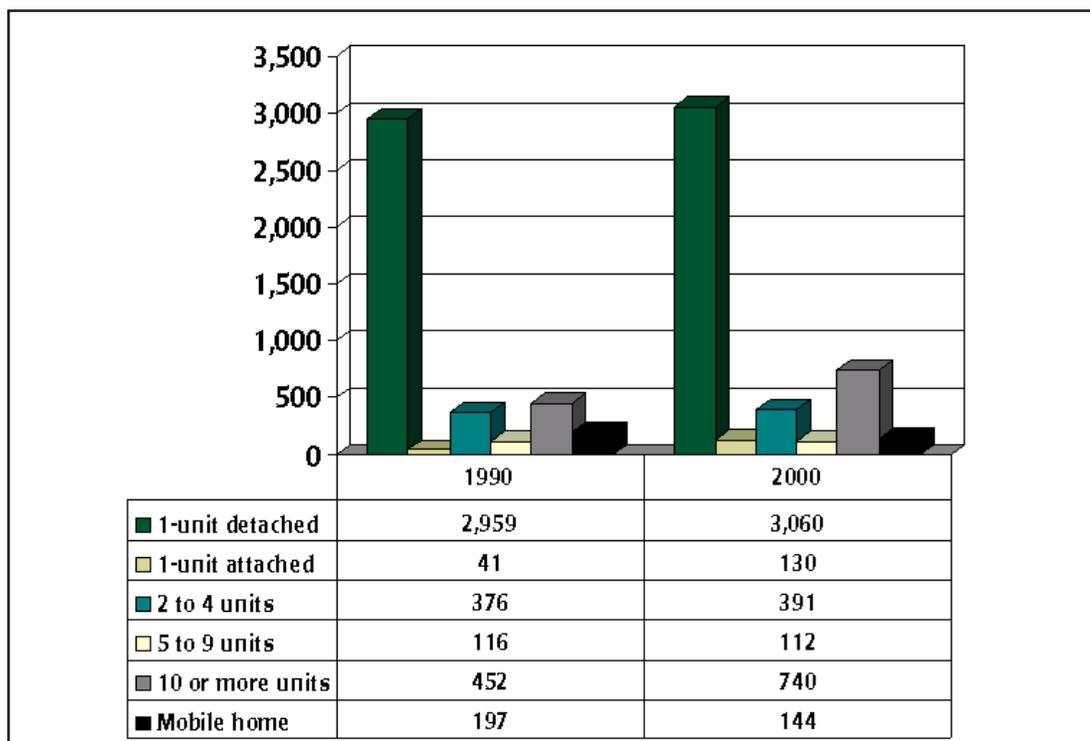


Figure 6-1
Type of Housing (U.S. Census)

In 2000, owner occupied units accounted for two-thirds of all occupied housing. The overall share of owned housing fell from almost 69% in 1990. Twice as many renter occupied units were added from 1990 to 2000.

The chart in Figure 6-2 examines tenure in greater detail. This chart compares occupied housing units in 1990 and 2000 by tenure and the number of units in the structure. This information illustrates several important characteristics of the local housing stock:

- About 12% of the single family detached housing stock was occupied by renters in 2000. This share remained constant from 1990.
- The majority of multiple unit structures (2 or more units in structure) were renter occupied. Over 93% of these units were rental in 2000.
- Conversely, mobile homes tended to be owner occupied. More than 77% of mobile homes were owner occupied in 2000.

Census data also examines who lives in these housing units. The Census distributes the population according to the type and tenure of the housing (see Figure 6-3).

Perhaps the most important aspect of this information is the population living in rental single-family homes. More renters live in single family detached housing units than in any other form of rental housing. In isolation, this trend should not be viewed as a reason for concern. This form of rental housing fills a need in the community. These changes over time, however, may point to undesired changes in the housing stock. The vast majority of single family detached housing is originally built as owner-occupied dwellings. Conversion to rental removes owned housing options from the overall supply. These units may not be adapted to rental use.

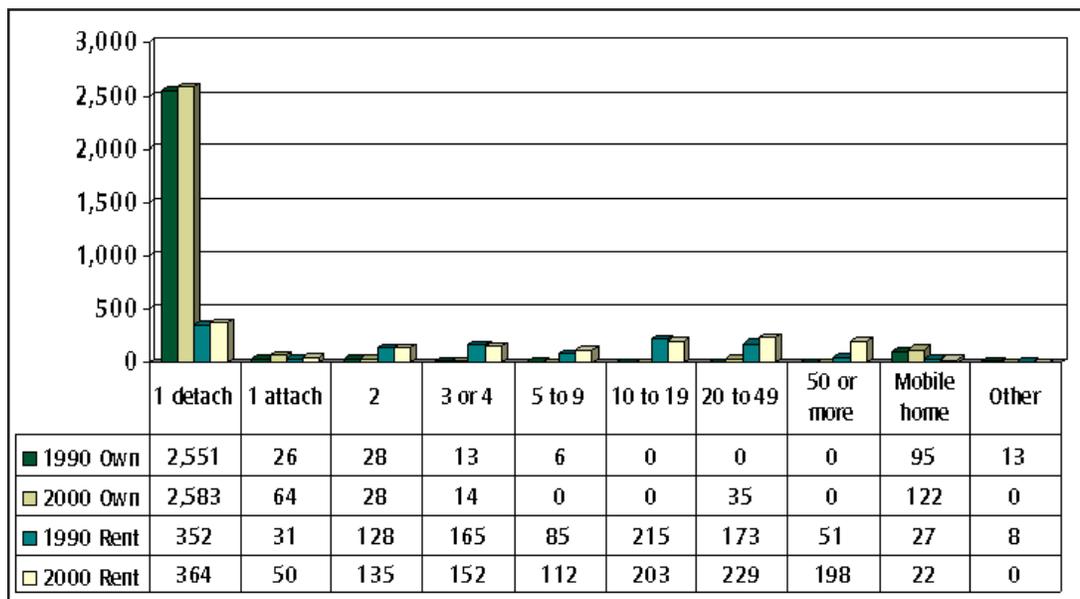


Figure 6-2
Tenure (Own/Rent) of Housing Units (U.S. Census)

Among the other trends shown in Figure 6-3 are:

- Seven of ten people live in owner-occupied housing.
- The majority of people (61%) live in owner-occupied, single family detached housing.
- Mobile homes provide an important home ownership opportunity. For owned housing types other than single family detached, more people live in mobile homes (557) than in all other forms of housing combined (463).
- The population living in multiple unit rental housing is distributed among structure size.

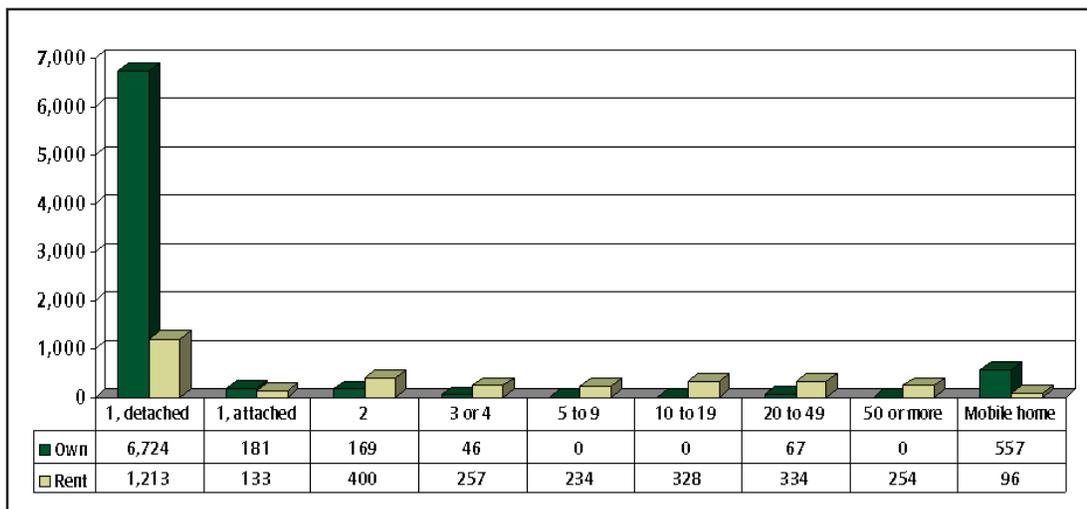


Figure 6-3
Population in Housing by Tenure (U.S. Census)

Age of Householder

Census data on the age of householder offers some insights on life cycle issues of the housing stock in Worthington. The chart in Figure 6-4 shows the age of householder for owned and rental occupied housing in 2000. Among the points illustrated by this data are:

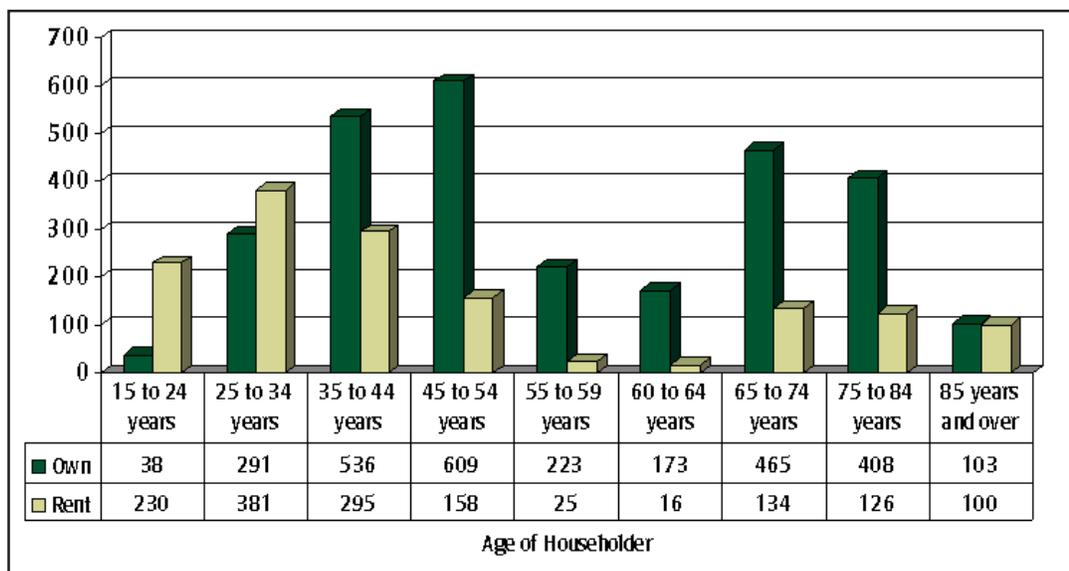


Figure 6-4
Age of Householder by Tenure (U.S. Census)

- The younger the householder, the greater the use of rental housing. When the age of the householder is between 15 and 24 years of age, over 85% of the housing is rental. Slightly more than one-half of all housing with the householder age 15 to 44 are rental units.
- The share of owner-occupied units increases with the age of householder up to the 45-54 bracket. This reflects the trends family housing to be owner-occupied.
- Rental housing plays a larger role in Worthington for family age households. With householder age 35 to 44, more than 35% of the housing units are rental. For the State, less than 20% of this group live in rental housing. A similar difference appears in the 25 to 34 age group. Rental housing makes up 57% of the units in Worthington as compared to 40% statewide.
- Households with householder age 55 to 64 makes the least use of rental housing (9%). This trend follows the State average of 13%.
- Older households have a strong orientation to owner-occupied housing. Almost three-quarters of all occupied housing with householder are 65 and older is owned. The trend statewide is similar.

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

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

Additional investigation will be needed to determine if these trends reflect real needs.

Affordability

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

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

What do these thresholds mean for Worthington? According to the 2000 Census, the median household income in Worthington was \$36,250. If a family earns 80% of the median, the 30% criteria would allow \$725 per month to support housing costs. The basic components of the monthly mortgage payment include principal and interest, property taxes and insurance. Under the current property tax system, about 20% of the monthly expense should be allocated to taxes and insurance. The supportable mortgage will vary according to interest rate and term.

Assuming a 30 year, fixed rate loan at an interest rate of 5.50%, the income remaining after taxes and insurance supports a loan of \$102,150. If the interest rate rises to 7.0%, the supportable loan drops to \$87,180.

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

- The 2000 Census set the median value of owner-occupied housing at \$69,900. This value falls below the “affordability” test described above.
- According to the 2000 Census, over three-fourths of owned housing had a value of less than \$100,000. These units would be classified as affordable under current market conditions.
- The 2001 average building permit value of a new home was \$163,000. This amount does not include the cost of land.

The Census also attempts to assess housing affordability. The Census includes a calculation of selected monthly housing costs as a percent of median household income. The 2000 Census reported that 13.47% of household in owned housing spent 30% or more of income on housing expenses. This share is greater than the 10.15% reported in 1990 (see Figure 6-5).

The current stock of housing provides opportunities for homeownership from an affordability

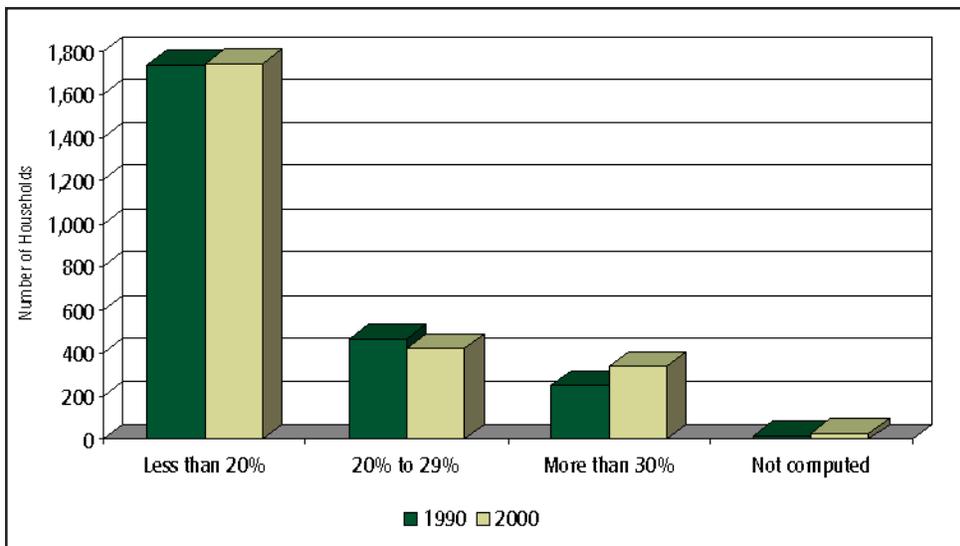


Figure 6-5
Selected Monthly (Owned) Housing Costs as a Percent of Household Income (U.S. Census)

standpoint. This is demonstrated by the relationship of median income and monthly housing costs.

For rental housing, the affordability threshold is a gross rent of \$453 per month (30% of monthly income at 50% of the median household income). This compares to a median gross rent in the 2000 Census of \$396/month. These statistics suggests a reasonable supply of rental housing that meets the criteria for affordable in Worthington.

The 2000 Census provided another indicator of the affordability of renter occupied housing. The Census reported that over 29% of households in rental housing paid 30% or more of their income in gross rent (see Figure 6-6). While this share is less than the 34% in the 1990 Census, it is significantly higher than the similar measure for owner-occupied housing.

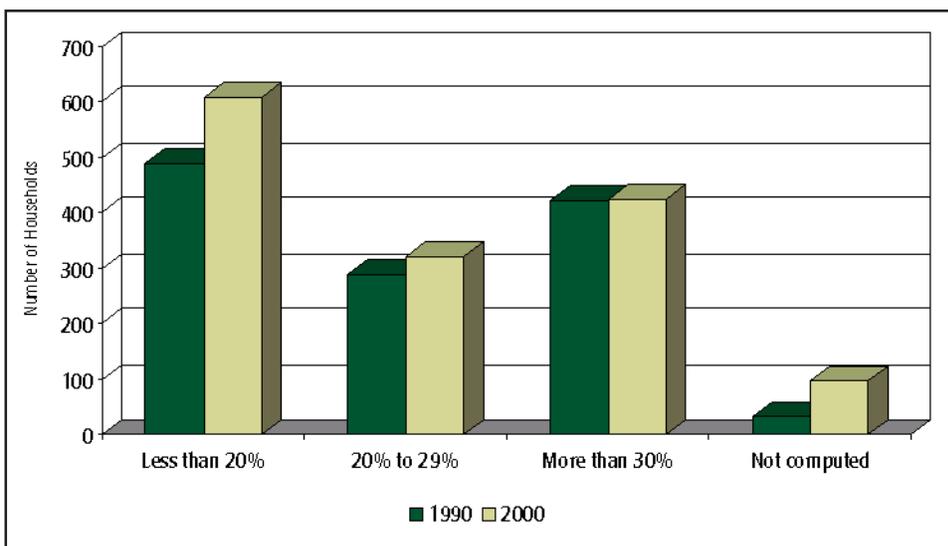


Figure 6-6
Gross Rent as Percent of Household Income (U.S. Census)

Housing and Employment

Employment is a significant source of housing demand in Worthington. Jobs bring people into the community and require housing. The inability to meet employment driven housing demands may have several consequences:

- Workers move to other area cities, rather than live in Worthington.
- Demand encourages the conversion of existing single-family dwellings into multiple occupancy.
- The lack of housing becomes a barrier to providing an adequate employment base and acts as a disincentive to sustaining and growing local businesses.

For these reasons, the provision of adequate housing is an important economic development issue.

The current 5-year plant expansion program at Swift forces careful consideration of this issue. With the expansion, Swift plans to increase employment by approximately 300 people. It is not likely that this demand can be met without grow in the housing stock. The 2000 Census indicated that 161 existing housing units were vacant and available for rent or sale. This amount represents 3.5% of all housing units.

The provision of adequate housing is not the sole responsibility of the City. It is, however, an important community development issue that may not be addressed if left to market forces. Some of the strategies for providing workforce housing in Worthington may include:

- On-going monitoring of need. The City should work with local industries to monitor employment plans and housing needs.
- Collaborative solutions. The City should work with other stakeholders to create and undertake initiatives to meet housing needs. In addition to the City and employers, other local stakeholders include home builders and lenders.
- Sustainable neighborhoods. Some solutions for needs may lead to the construction of new subdivisions oriented to workforce housing. The City faces potential challenges in striking balance between affordability and enduring quality. These neighborhoods must be based on sound design, quality construction and adequate public improvements (including parks). The failure to establish sustainable new neighborhoods may solve the immediate need for housing while creating a future dilemma as these neighborhoods experience premature deterioration.
- Shared maintenance. The City should consider programs for the ongoing maintenance of property in new neighborhoods. A homeowner's association provides the means of maintaining the grounds and other items of common property.

Neighborhood Conservation

The vision for the future of Worthington begins with the aspiration for Worthington to be the best place to live in this region. Achieving this aspect of the vision requires a commitment to creating and maintaining strong residential neighborhoods.

The need to focus on neighborhoods is particularly important in the older neighborhoods located in the central sections of the City. Data from the 2000 Census helps to illustrate some of the challenges facing older neighborhoods.

Neighborhood Characteristics

The Census reports certain types of information by “block group.” These groups are smaller subsections of the City. The map in Figure 6-7 shows the boundaries used in the 2000 Census. The first number represents the Census tract. The second number is the block group within that tract.

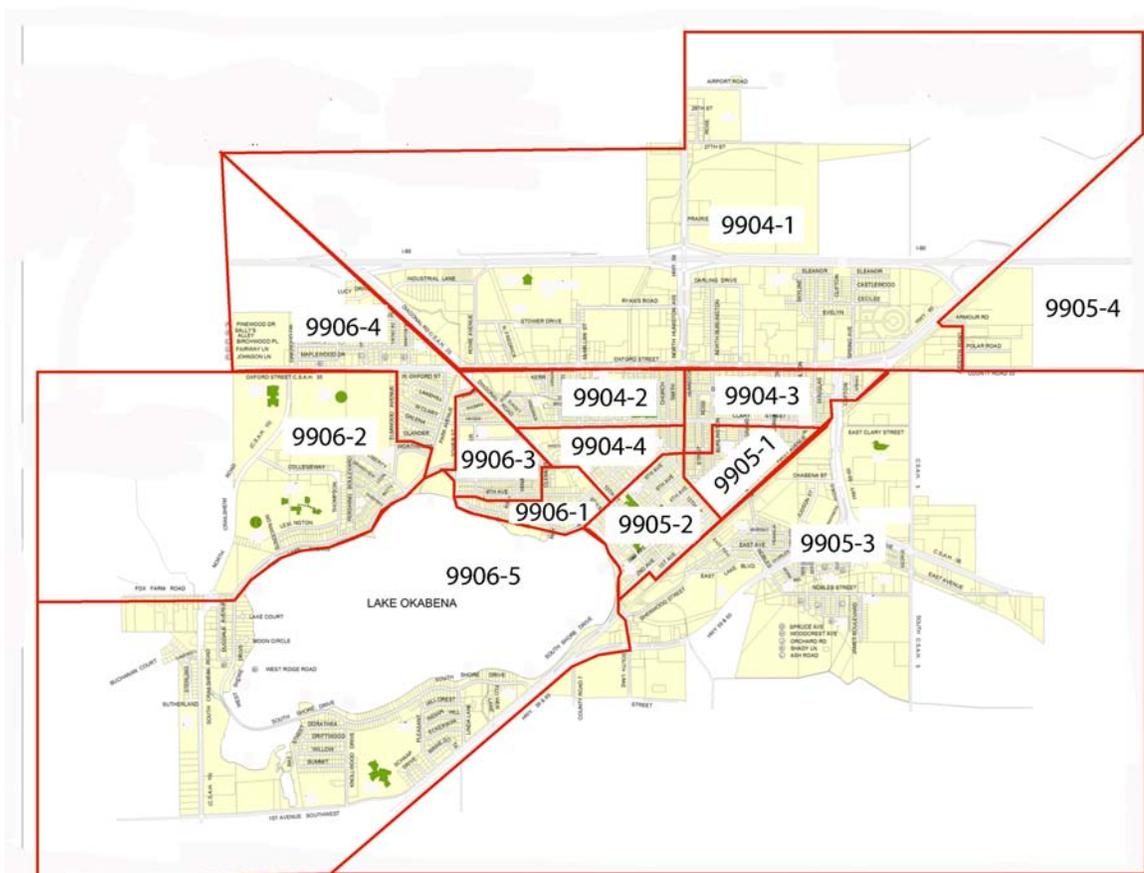


Figure 6-7
Census Block Groups

Age of Housing

Over time, parts of a house need to be replaced. Age of housing provides an indicator of potential maintenance needs. The older the home, the more likely the need for larger maintenance investments such as roof, windows, siding and furnace. The Census reports the year of construction for occupied housing units (see Figure 6-8).

In three central Worthington block groups (9904-2, 9904-3, 9904-4), over 70% of the housing units were built before 1960. In block group 9905-1, excluding 51 rental units built in the 1990's, over 70% of the remaining units were built before 1960.

In older neighborhoods, the majority of construction in the past 40 years has been for rental housing. The Census reported 747 housing units built in the core neighborhoods of Worthington from 1960 to March, 2000 (Block groups 9904-2, 9904-3, 9904-4, 9905-1, 9905-2, 9906-1, and 9906-3). More than two-thirds of these new units were rental.

Housing Type

Older neighborhoods cannot be stereotyped as places of single-family detached dwellings. Each block group has its own housing mix and character (see Figure 6-9).

For example, Block Group 9904-2 is almost exclusively single-family detached housing, accounting for 93% of all occupied housing in 2000. In 9905-2, only one-half of the units are single-family detached. Most older neighborhoods have a mixture of housing types.

Household Size

The size of the household helps to describe the use of housing in Worthington neighborhoods. The charts in Figure 6-10 show the number of persons in the dwelling along with the own/rent status. Several observations from this data include:

- There is no pattern of household size and tenure. Each neighborhood has unique characteristics.
- Larger households tend to live in the core of the community. Two-thirds of the households with 6 or more people reside in central Worthington block groups (9904-2, 9904-3, 9904-4, 9905-1, 9905-2, 9906-1, and 9906-3). The majority of these larger households (65%) reside in rental housing.
- Large segment households in 9905-2 (43%) are 1-person households living in rental housing. Senior housing around the Downtown likely accounts for many of these units.

Movement

The Census asks for information about the year the current occupant moved into the housing unit. The potential responses range from within the past year (1999 to March 2000) to before 1970. The Census does not link to previous place of residence. This movement represents both people moving into Worthington and relocation within the community.

The length of time living in a particular housing unit provides a view of neighborhood stability. The chart in Figure 6-11 contains the year moved into the housing unit for owned and rental housing. This information points to some important neighborhood trends.

- All neighborhoods experience ongoing transition. The number of households that moved into their home in 1990 or later ranged from 45% (9906-4) to 80% (9904-1).
- In seven block groups (9904-1, 9904-3, 9904-4, 9905-1, 9905-2, 9906-1, and 9906-2) 60% or more of the housing units were occupied in 1990 or later.

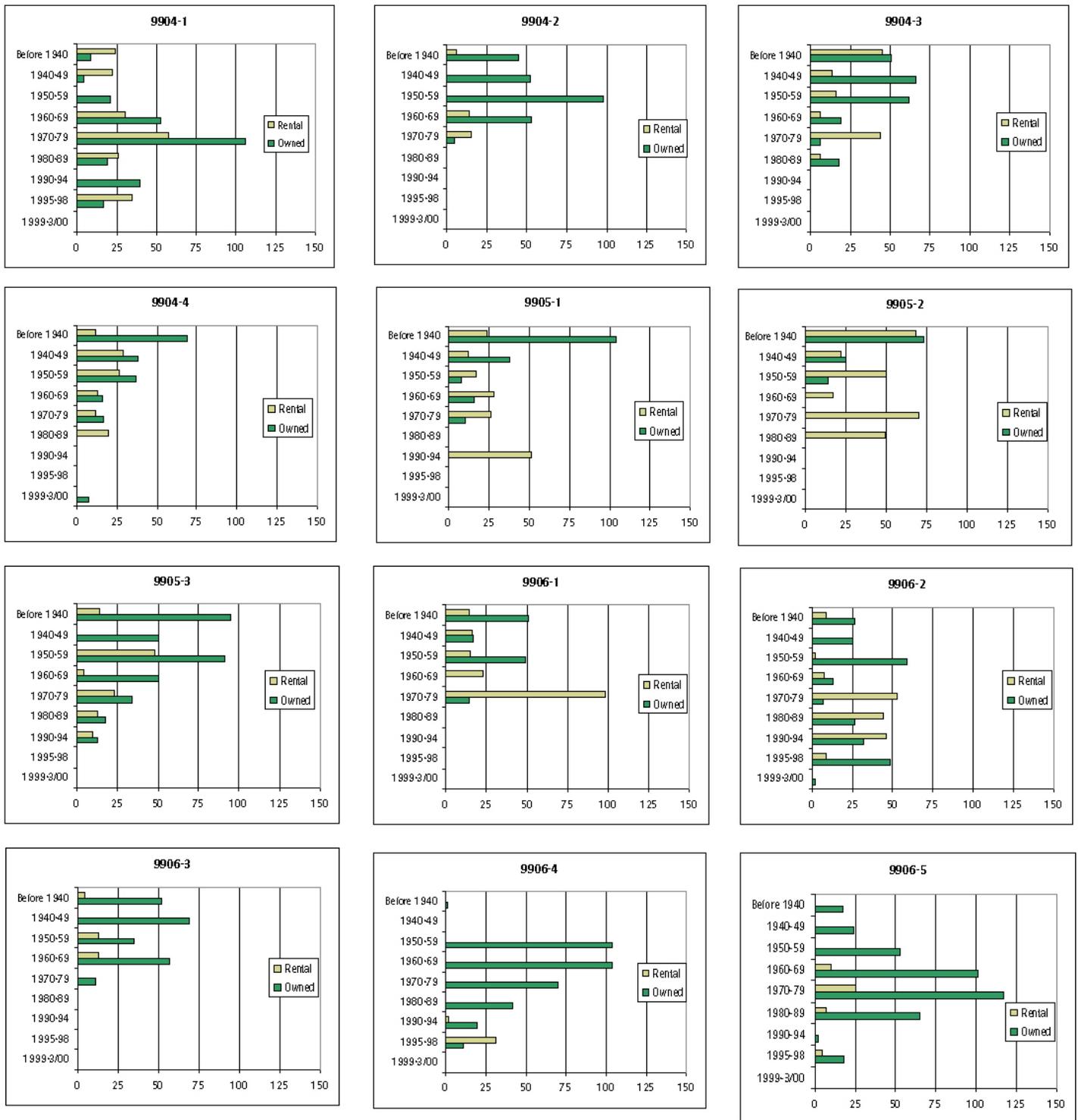


Figure 6-8
Year Unit Built
2000 Census

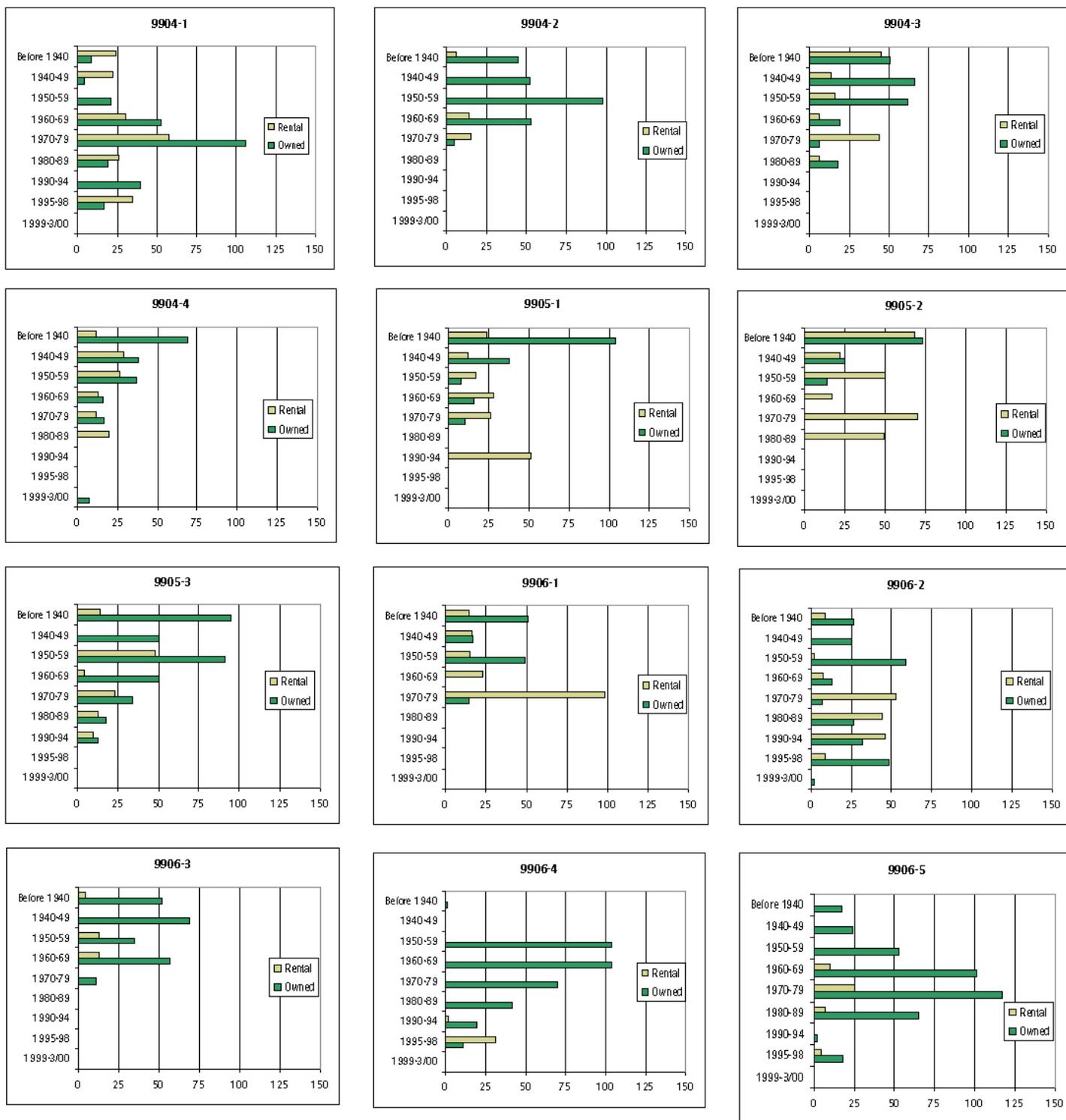


Figure 6-9
Housing Type (units in structure)
2000 Census

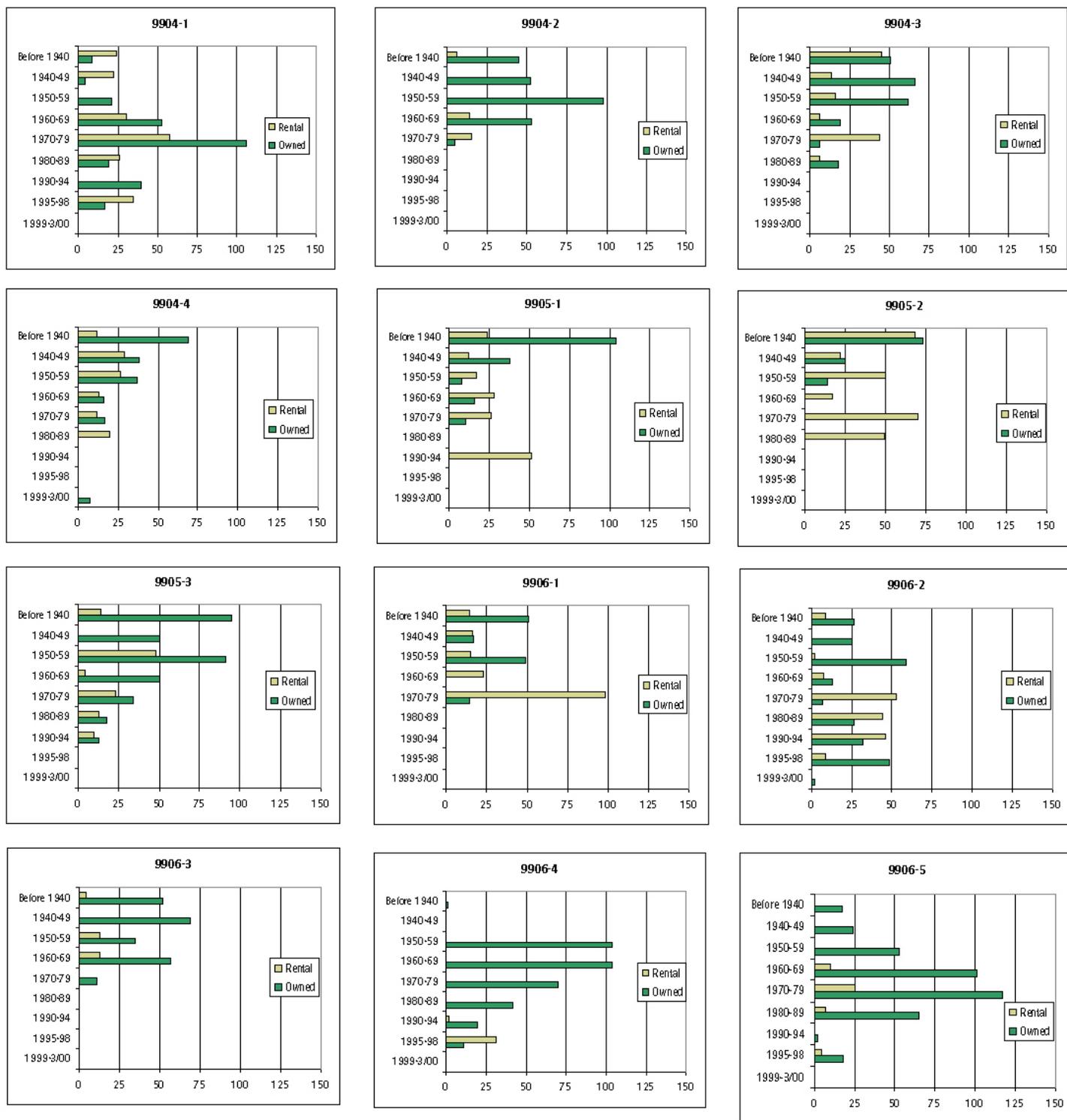


Figure 6-10
Household Size
2000 Census

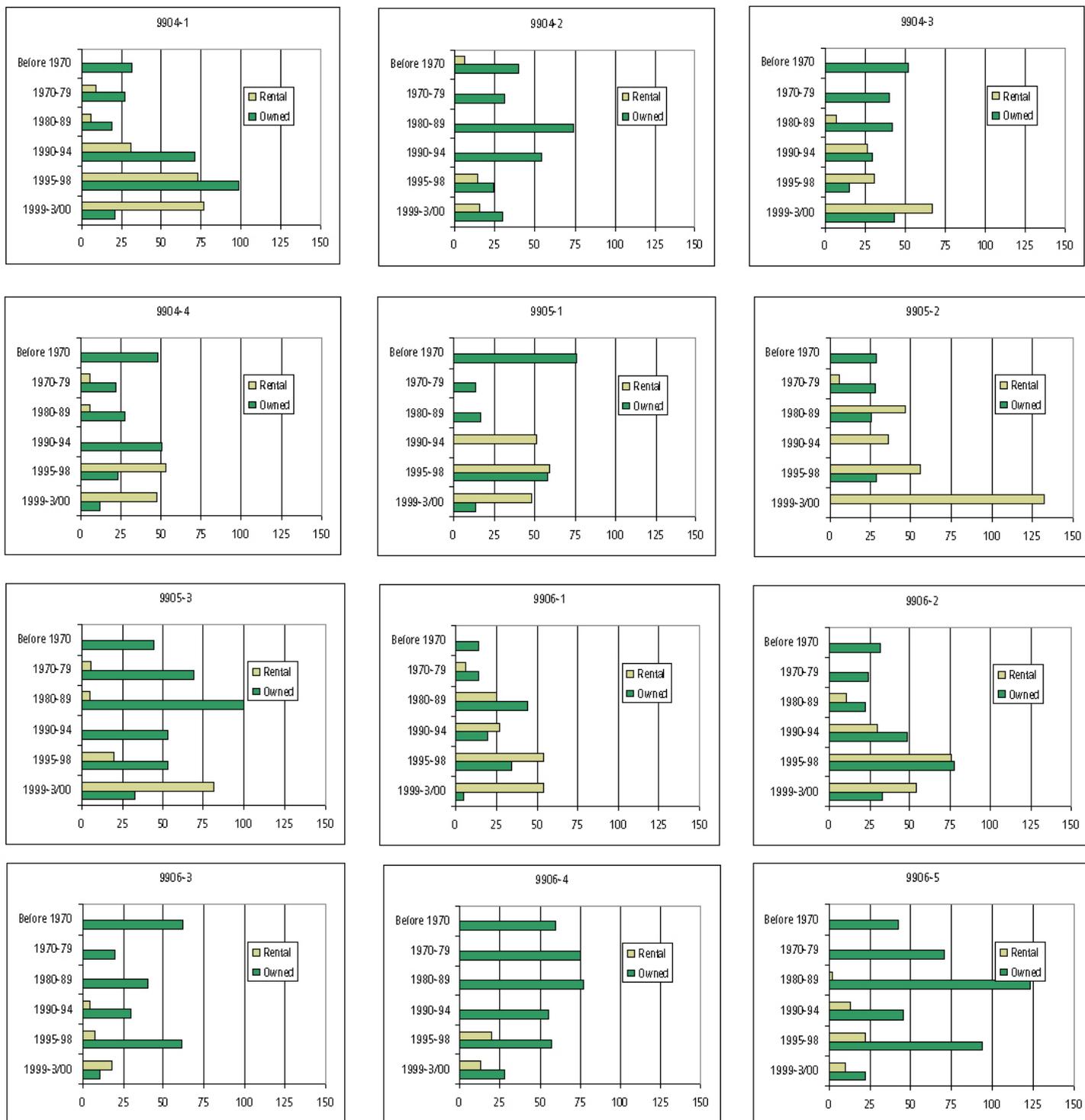


Figure 6-11
Year Move Into Unit
2000 Census

- Occupants of rental housing tend to be newer residents of a location. Three-quarters of all rental housing units were occupied in 1995 or later.

Housing Demand

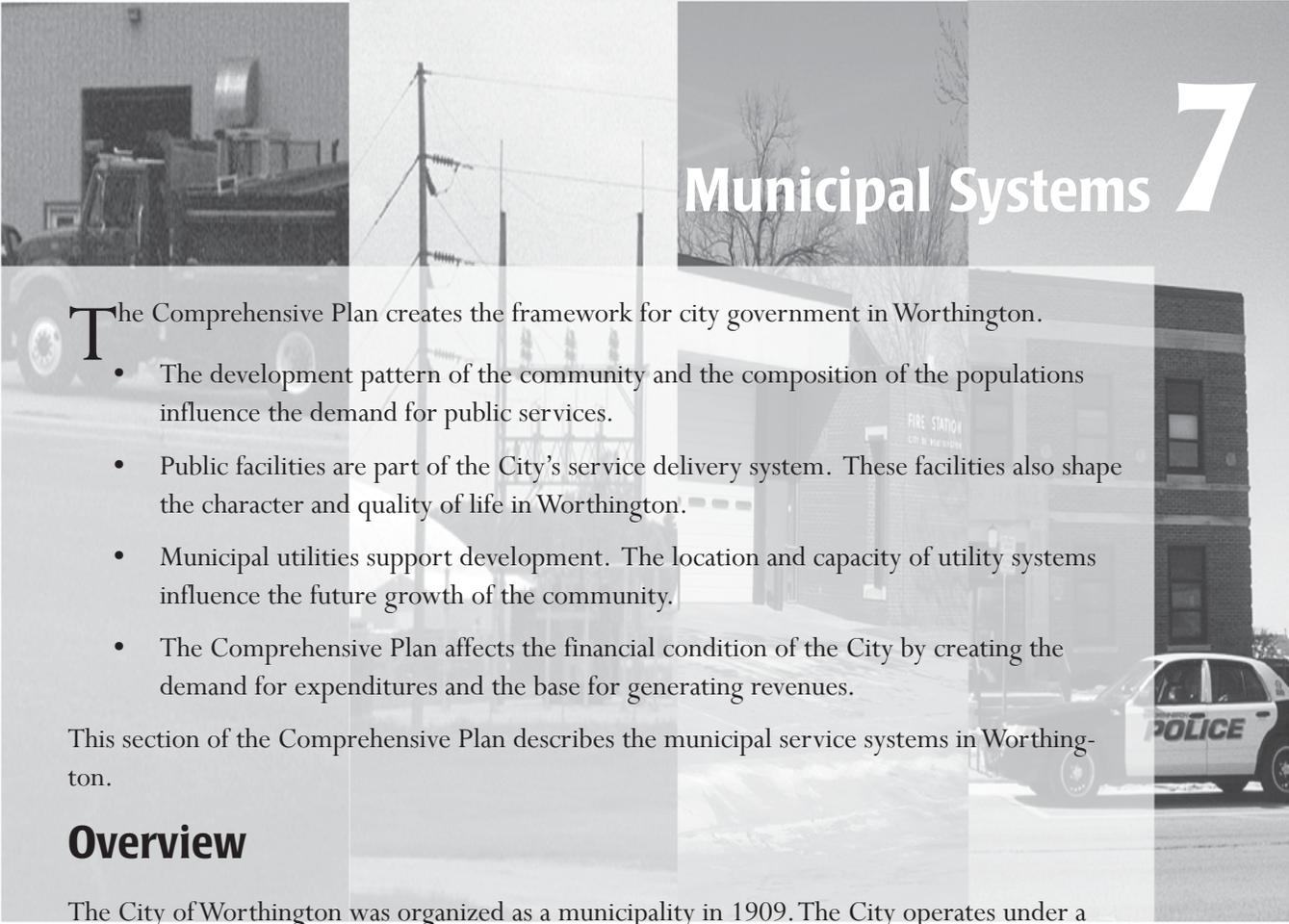
A specific housing needs study was not conducted as part of the comprehensive planning process. The most recent analysis of housing in Worthington occurred in 2000. Maxfield Research conducted a housing market analysis and prepared estimates of demand for new housing. Maxfield's work sought to examine local housing needs as an update of a comprehensive housing study undertaken in 1994. While the results of the Maxfield analysis grow outdated, the findings and recommendations of this work provide useful insights on housing in Worthington.

Maxfield projected demand for 200 to 220 housing units over the years 2000 to 2010. These units should include a mix of ownership and rental options at various levels of cost.

Maxfield specifically recommends the following housing concepts to satisfy demand through 2005:

- Independent senior apartments 30-40 units
- Affordable senior apartments 10-24 units
- Market rate apartments 20-24 units
- Market rate rental townhomes 20-24 units
- Single-family homes 35-40 units
- For-sale townshomes 16-20 units

Although three years has passed since the completion of this study, these findings remain useful in understanding the potential form and amount of new housing development. Demand in 2004 and beyond will be influenced by current economic and development trends.



Municipal Systems 7

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

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

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

Overview

The City of Worthington was organized as a municipality in 1909. The City operates under a home rule charter form of government. The governing body of the City is the City Council consisting of five-members and a Mayor who votes only in the case of a tie.

In 2004, the City reported 89 full-time, 16 part-time, and 98 seasonal employees. The chart in Figure 7-1 shows the overall organization of city government in Worthington. The organization can be divided into three broad areas:

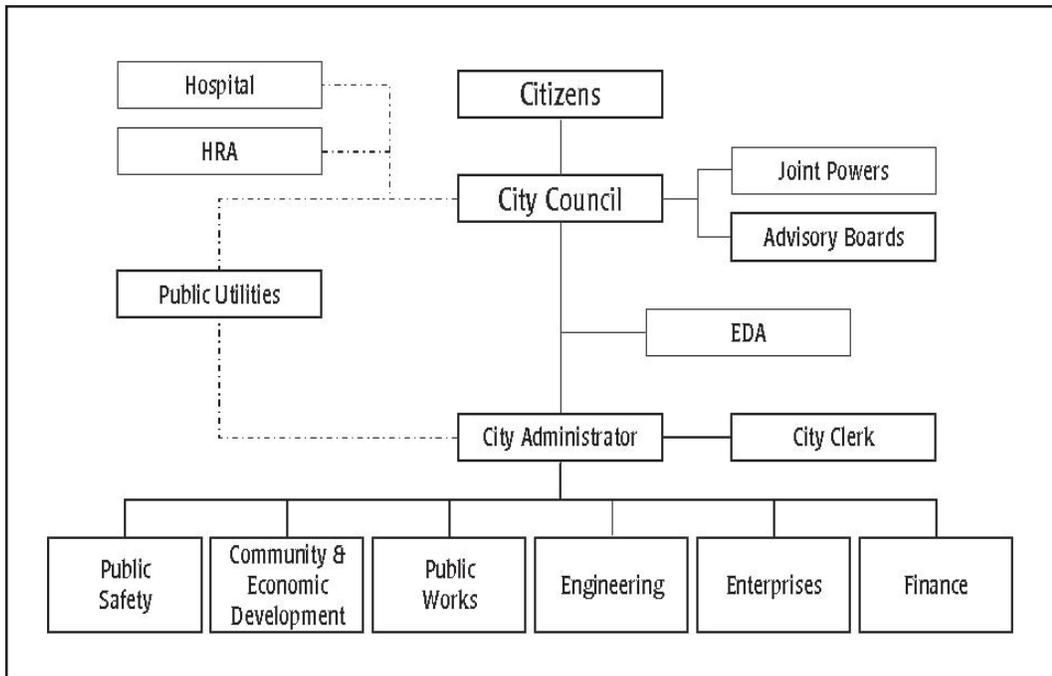
- General Services
- Municipal Utilities
- Hospital

General Services

Administration

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

- Elections
- Human Relation/Personnel/Labor Contracts
- Insurance
- Supervise: liquor, golf, auditorium, airport(part)



*Figure 7-1
Organization Chart*

- Council support/resource
- Scheduling/meeting support
- Liaison to: transit, LEC, cable TV
- Business licenses
- Lobbying
- Record/data management
- Inter-governmental relations
- Community relations communications

Finance

The Finance Director is responsible for the management of City funds. Finance services consist of the following core functions:

- Financial reporting and audit
- Operating budget development and management
- Investment management
- Payroll
- Insurance
- Accounting (payables/receivables)
- Computers/IT (information technology)
- Debt issuance and management

Public Safety

Public safety consists of police and fire protection. The Police Department provides law enforcement, emergency services and community-oriented policing. The Police Department consists of 24 sworn officers including the Chief of Police, a Deputy Chief, three Sergeants, two Detectives, one Narcotics Investigator, one Gang Investigator and 15 Patrol Officers. The department also has two Records personnel and five full-time Dispatchers. The City operates a law enforcement center (LEC) in conjunction with the Nobles County Sheriff's Department. The LEC is located in the County's Prairie Justice Center.

The City provides fire protection and suppression services. The Fire Department consists of 36 paid on call (volunteer) fire fighters operating out a single fire station. Through service contracts, the Department provides service to all of Worthington Township and portions of Lorain and Bigelow Townships. The City has an ISO rating of 5.

The core functions of public safety include:

- Law enforcement
- Patrol
- Response - calls for service
- Trial/court
- Investigation
- Community policing (about 20 programs)
- Crime prevention
- Traffic safety
- Support for community events
- Fire calls
- Fire safety
- Civil defense
- LEC - dispatch and records
- Emergency management

Community and Economic Development

Community development services deal with planning economic development and code enforcement. Planning functions include administration of the Comprehensive Plan and local land use controls. Worthington enforces the State building code. Community development is responsible for permitting and inspections. The core functions of community and economic development include:

- Planning
- Zoning administration/enforcement
- Building code permitting and enforcement
- Permitting

- Economic development - program administration (TIF, CDBG)
- Housing program administration

Engineering

The City provides in-house engineering for the design of municipal improvements. The core functions of engineering include:

- Right-of-way management
- Engineering for public improvements
- Mapping/GIS/CAD
- Infrastructure management and project administration
- Improvement financing including special assessments
- Sewer rates/use permits
- Environmental management
- Water quality - technical

Public Works

The public works provides a wide of services. Many of these services relate to the operation and care of streets and parks. The core functions of public works include:

- Snow Removal
- Clean and maintain streets, parks, sidewalks
- Property maintenance/nuisance code enforcement
- Street and alley maintenance
- Park maintenance: mowing, facilities
- Coordination of recreational program
- Pool and summer recreation
- Campground
- Airport maintenance
- Downtown parking district
- Storm water management
- Support for community events
- Equipment maintenance - department specific
- Shoreland maintenance

Enterprises

Enterprises are services provided by the City on a business-like basis. These services tend to involve enhancements to quality of life and community amenities.

Each of these activities relies on dedicated revenues. Enterprises include:

- Golf course
- Liquor store
- Auditorium
- Downtown parking
- Airport
- Prairie Acres housing
- Campground
- Industrial wastewater treatment

Municipal Utilities

The City Charter establishes a “water and light commission” to control and manage the operations of municipal water, electric and sanitary sewer utilities. The Worthington Public Utilities (WPU) is a semi-autonomous arm of the City. WPU is governed by a five-member board appointed by the City Council. WPU operates and maintains the municipal water and electric system. It is also responsible for the non-industrial elements of wastewater treatment. The City operates a separate industrial wastewater treatment system.

Wastewater Treatment

WPU operates the municipal treatment system. This treatment plant was built in 1963 and has a total capacity of 2.75 million gallons per day. Current usage is 1.5 MGD. The collection system consists of 53 miles of pipe and nine lift stations.

The City operates an industrial wastewater treatment system. This plant was built in 1965 with a total capacity of 1.43 million gallons per day. It is operating near capacity at 1.3 MGD. The collection system includes 1.9 miles of pipe with no lift stations.

The City’s current Sewer Study, prepared by RCM in 1975, should be reviewed when considering development that could impact system capacity. As mentioned previously, water intensive industries could tax City water supplies and may also place demands on the sanitary sewer system. Capacities of existing district trunk lines should be determined as a baseline for evaluating future development needs. The ability for the City to accommodate demands of east side industrial and residential uses with in place systems should be studied. Capacities in this area may near their limit based on land use assumptions.

Water

WPU operates a water system consisting of 71 miles of distribution system. The system includes a 5,000,000 gallons/day water treatment plant. The plant was built 1963 and most recently expanded in 1990. Current usage is approximately 2.6 mgd. Water supply comes from a series of 12 wells. Worthington is also a member of the Lewis and Clark Rural Water System (see below).

Lewis and Clark Rural Water

The Lewis and Clark Rural Water System will provide supplemental water supply to communities and rural areas in South Dakota, Minnesota, and Iowa. A map of the service area appears in Figure 7-2. The water supply comes from a treatment plant on the Missouri River in southeastern South Dakota. The water will be distributed over a system of pipes totaling more than 327 miles.

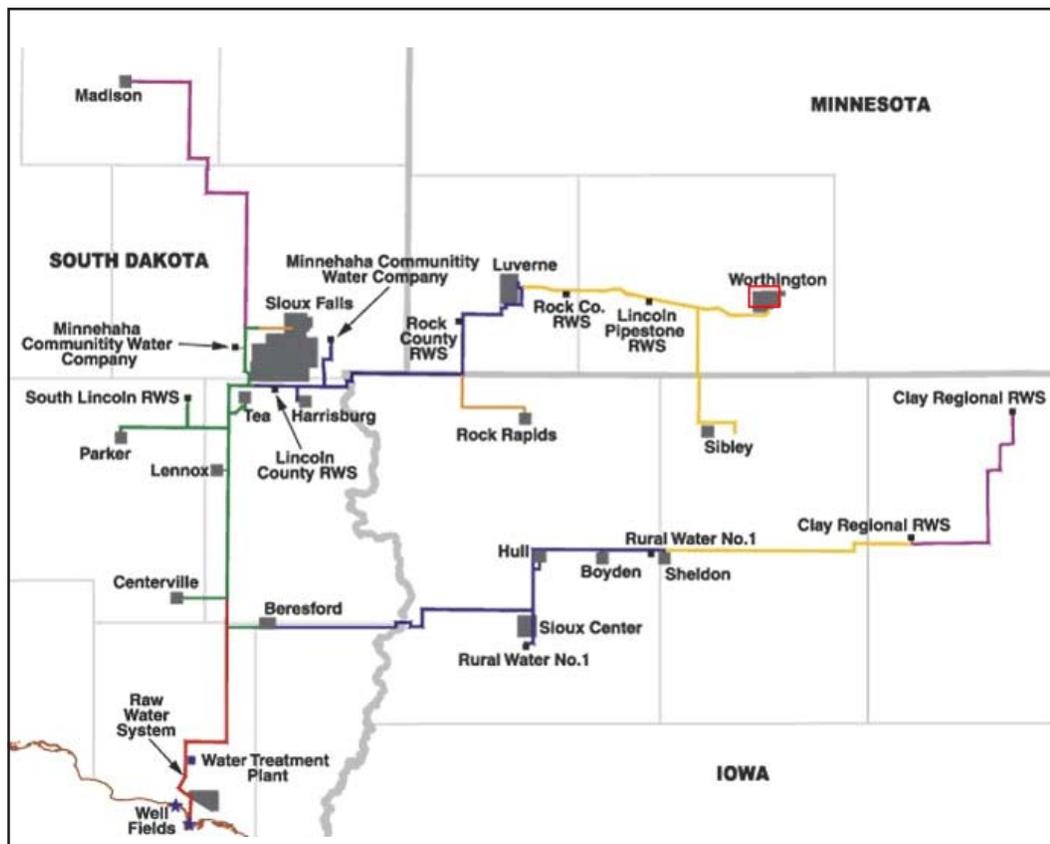


Figure 7-2
Lewis & Clark Rural Water System

Worthington will be served in Phase 4 of the system development. This phase consists of 85 miles of pipe. These improvements are scheduled for construction in 2012-13. Worthington’s reserved capacity in the system is 1,750,000 gallons per day.

Electric

WPU provides electric service to the community. This service involves the construction, operation and maintenance of the local electric distribution system. Worthington is a member of Missouri River Energy Services. WPU negotiates contracts for the purchase and receipt of electricity. WPU operates a 14 MW diesel generating facility. Wind energy produce 3.6 MW through a field of turbines located west of Worthington. The map in Figure 7-3 shows the service territory for the municipal electric utility.

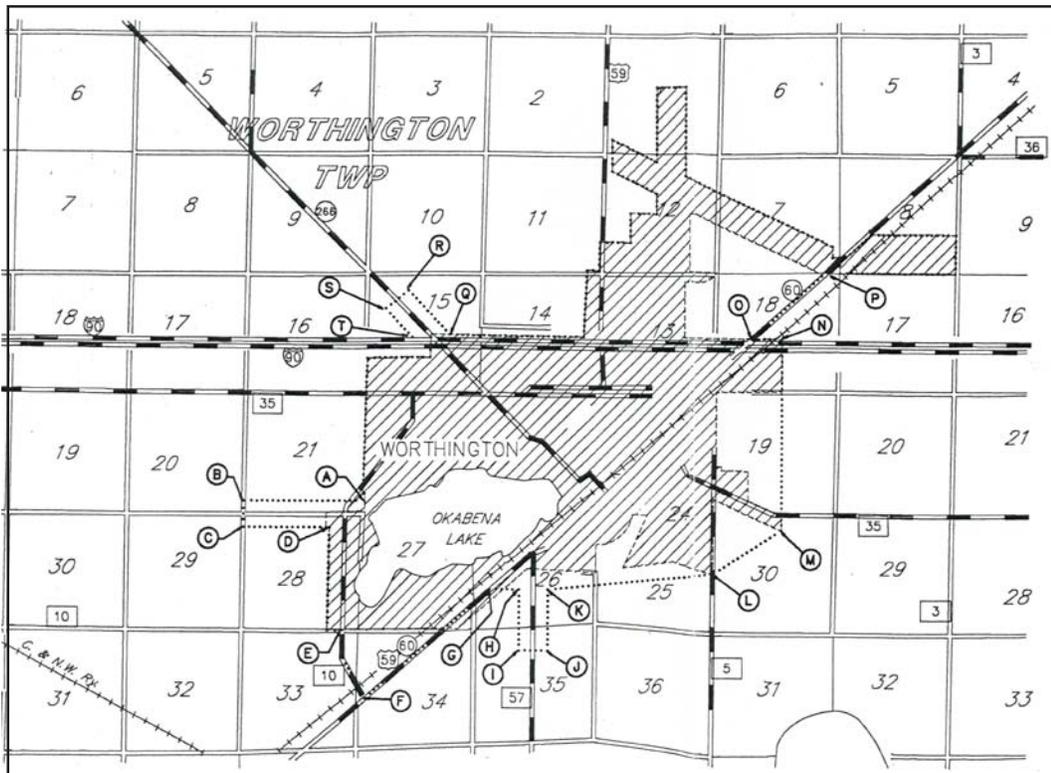


Figure 7-3
WPU Electric Service Territory

Hospital

Worthington Regional Hospital is a similar semi-autonomous enterprise operation. The hospital was built by the City in 1951. The hospital is governed by a seven member Board of Trustees appointed by the City Council. The Board is responsible for all aspects of operation.

The hospital includes 66 acute care beds, a 10 bed inpatient mental health unit and a 5 bed nursing home. The hospital operates as part of the Sioux Valley Hospitals and Health System.

Community Context 8

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

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

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

Development Framework

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

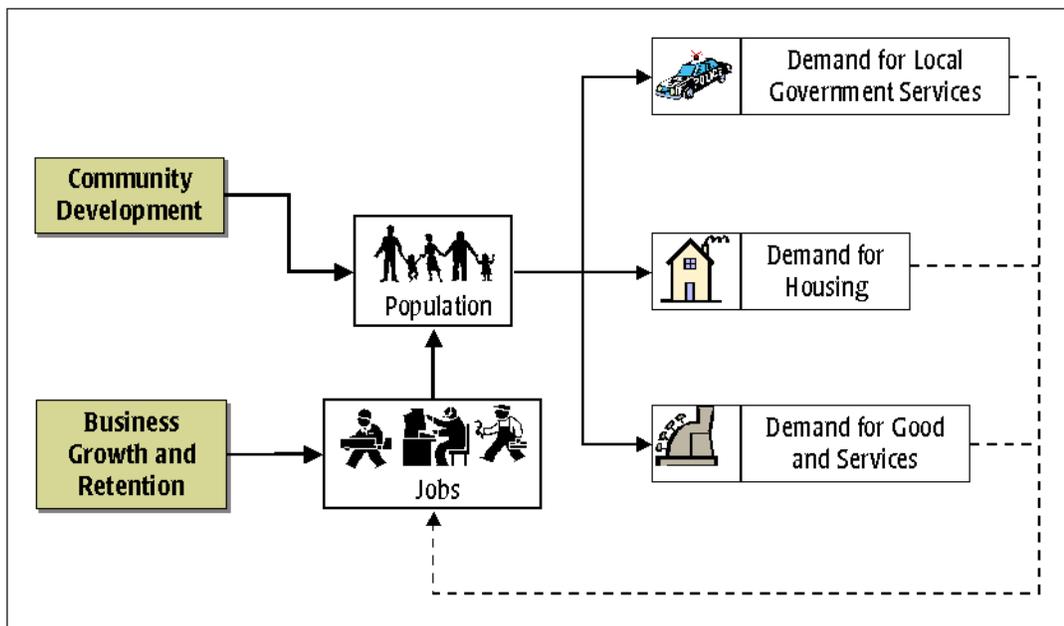


Figure 8-1
Framework for Community Development

The growth and retention of business is perhaps the single most important community development force influencing Worthington. Businesses produce jobs. Employment is the primary means of attracting people to Worthington. Jobs are not the sole source of attraction. A wide

range of factors called “community development” influence the ability of Worthington to attract and retain population. In simple terms, Worthington must be a desirable place to live.

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

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

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

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

Location

Worthington’s location is an important planning factor. Worthington lies at the intersection of two major regional highway corridors. Interstate 90 is a national east-west transportation route. State Highway 60 runs diagonally through Minnesota and northwest Iowa. This highway will eventually become a 4-lane highway from Sioux City (IA) to the Minneapolis-St. Paul area. These roadways bring thousands of vehicles to Worthington each day. In 2002, the Minnesota Department of Transportation (MnDOT) reported an average daily traffic volume along I-90 at Worthington ranging from 7,700 to 10,900 vehicles. Volume on Highway 60 ranged from 5,500 to 7,800.

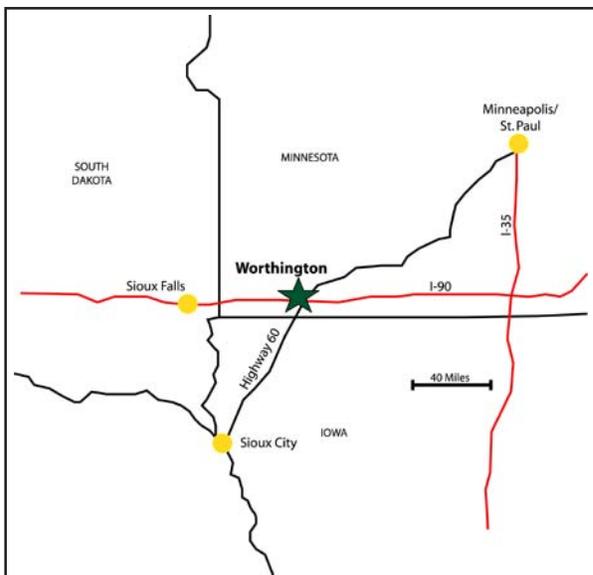


Figure 8-2
Worthington Location

Worthington lies approximately 50 miles east of Sioux Falls (SD) with access via I-90. This proximity allows Worthington to benefit from the health care, cultural and transportation services available in Sioux Falls. The convenient access also makes the area a source of competition for retail businesses in Worthington.

The Minneapolis-St. Paul metropolitan area can be reached in less than 3 hours travel on either highway corridor. Similar to Sioux Falls, the Twin Cities offers both amenities and business competition.

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

Growth

Worthington exists in a growing and changing environment. Examining how Worthington has grown builds an understanding of the current community. These trends also point to potential future directions. Planning considers whether to build on these trends or to seek new directions.

Population

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

An increasing share the County population resides in Worthington. In 1970, Worthington represented 43% of the Nobles County population. By 2000, more than 54% of the County's population lived in Worthington.

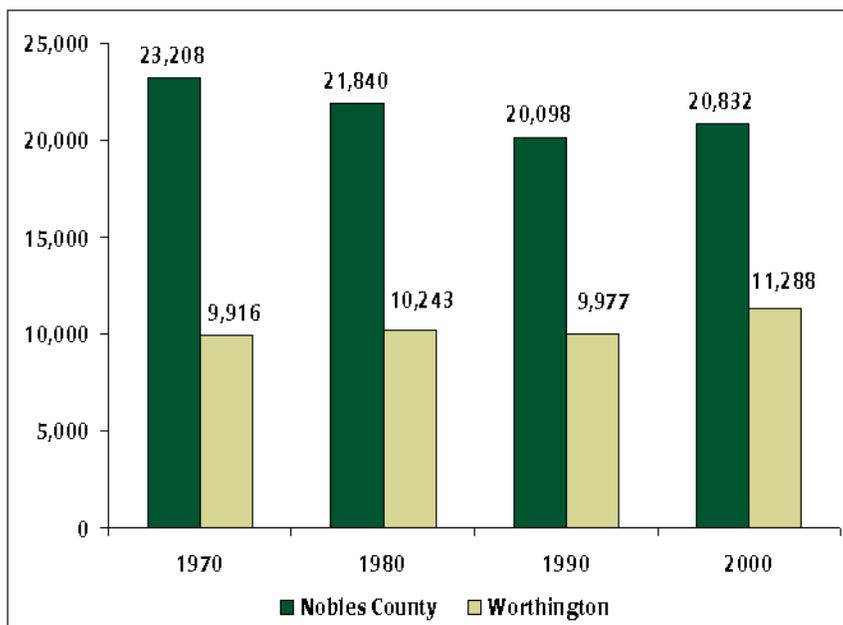


Figure 8-3
Population Trends City and County
U.S. Census

The County population outside of Worthington has been in steady decline. From 1970 to 2000, the non-Worthington parts of Noble County lost 3,748 people. This change represents a 28% decrease in total population.

Building Permits

Building permit data provides a measure of the physical nature of growth. The chart in Figure 8-4 shows the trend of building permits issued for new housing units for the years 1984 through 2001.

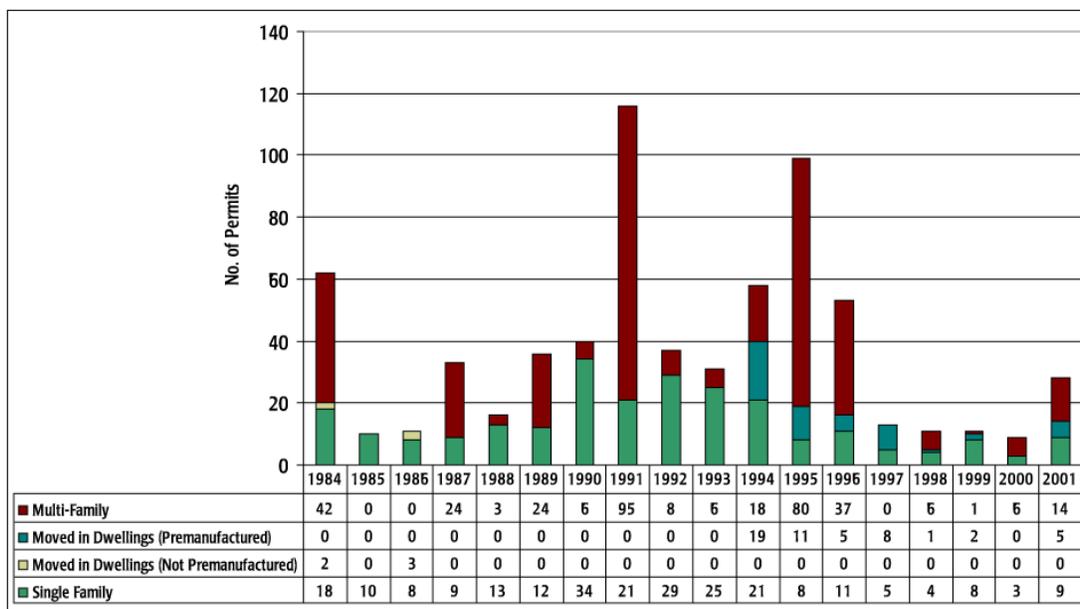


Figure 8-4
New Housing Units (Building Permit Data)

- A total of 674 new housing units were built in Worthington during this period.
- On average, 37 units were built each year.
- Growth has not exceeded this average since 1996.
- From 1984 through 2001, new multi-family units exceeded new single family units by 122.

The value of building permits for new housing offers another perspective on the nature of

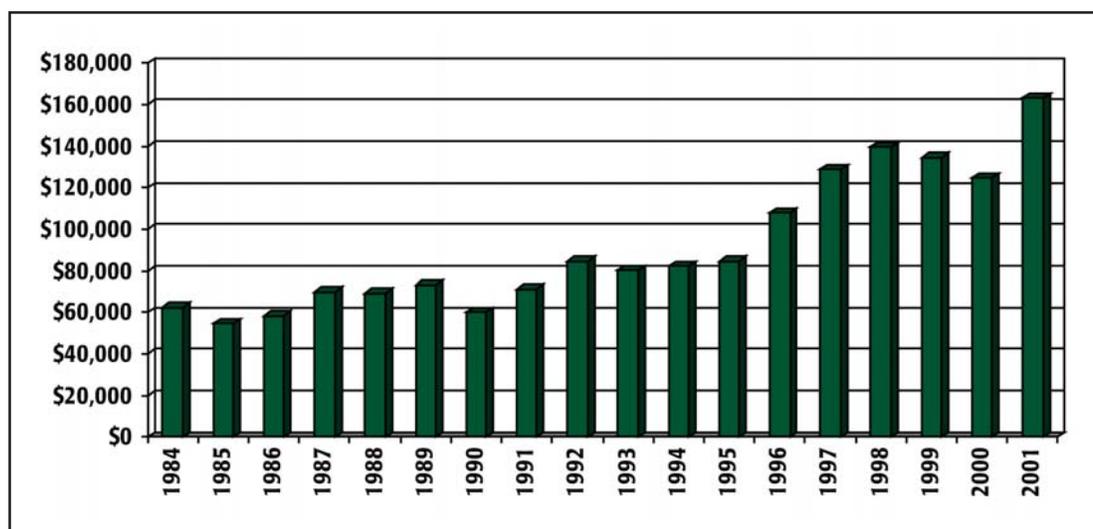


Figure 8-5
Average Building Permit Value - New Single Family House

recent growth. The chart in Figure 8-5 shows the average value of new single family homes as reported on building permits. The average value grew little in the 1980's. In 1996, the value of new homes began to grow. The average permit value rose from \$84,375 in 1995 to \$107,909 in 1996. The average value reached \$163,156 in 2001. This trend reflects the construction of larger and more expensive homes. Interestingly, the upward trend in cost occurs during a period of slow residential growth in Worthington.

Building permit data also measures growth for non-residential development. This data shows a steady pace of commercial development (Figure 8-6). Over the most recent ten-year period (1992-2001), an average of 17 new projects were undertaken each year. Investment in existing property (remodeling) occurred at a rate of 42 projects/year. The number of remodeling projects has slowed in recent years.

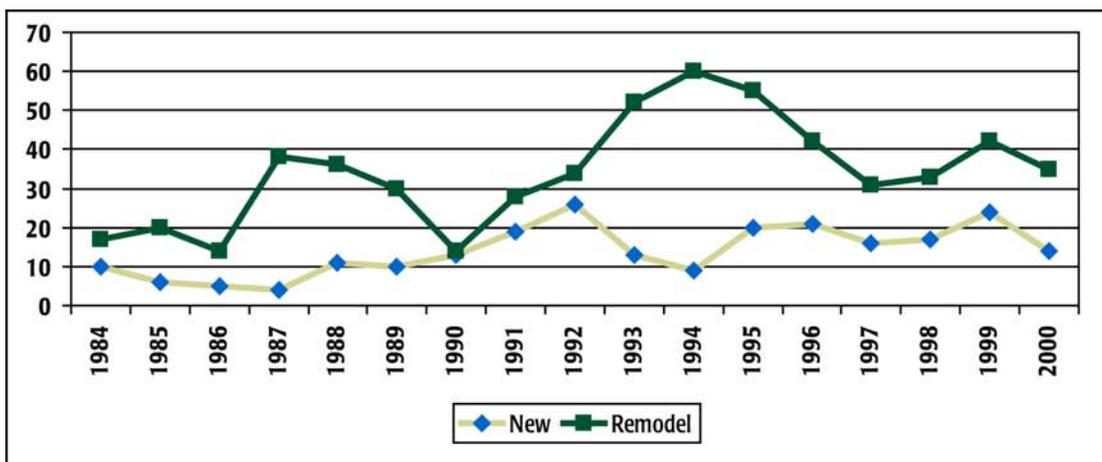


Figure 8-6
Permits for New Development and Remodeling - Commercial and Industrial

Remodeling projects represent relatively small investments. The average permit value from 1992 to 2001 was \$30,826.

The value of new projects varies from year to year (Figure 8-7). The average project for the past ten years was slightly more than \$208,000. This average represents a low of \$19,000 in 1994 and a high of \$431,000 in 1999.

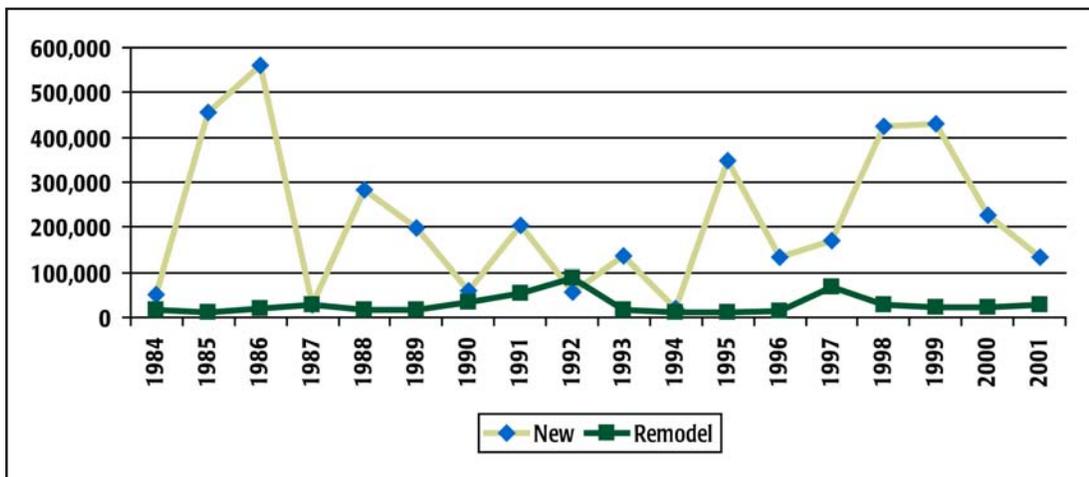


Figure 8-7
Average Building Permit Value - Commercial and Industrial

Retail Sales

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

The chart in Figure 8-8 shows total sales trends for the primary categories of retail businesses. The categories are based on Standard Industrial Classification (SIC) groupings of businesses. These figures are not adjusted for inflation. Growth in sales reflects both the larger volumes and higher prices.

This chart illustrates the challenges facing retail development in Worthington. Competition from larger shopping areas (Twin Cities, Sioux Falls and Mankato) have captured part of the Worthington market. This effect can be seen in home furnishings, apparel and food stores. Commodities with greater travel resistance (more likely to purchase locally) have experienced growth in sales.

Another view of retail development comes from the number of establishment operating in each SIC category (see Figure 8-9). According to this data, Worthington has experienced a net loss of retail businesses.

- There were eight fewer total establishments in 2000 (193) than in 1980 (201).
- Between 1995 and 2000, the total establishments decreased by 37.
- Most of this loss occurred in the Miscellaneous Retail category (27 fewer businesses).
- Home Furnishings is the only category reporting an increase in the number of establishments from 1995 to 2000.

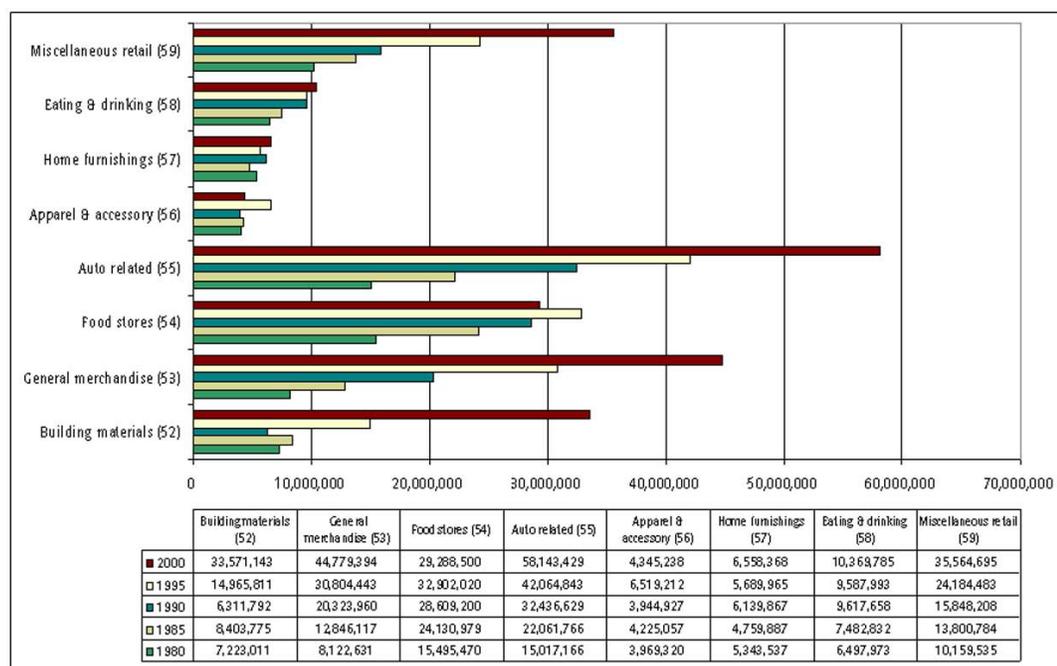


Figure 8-8
Retail Sales 1980-2000

SIC Retail Groups

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

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

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

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

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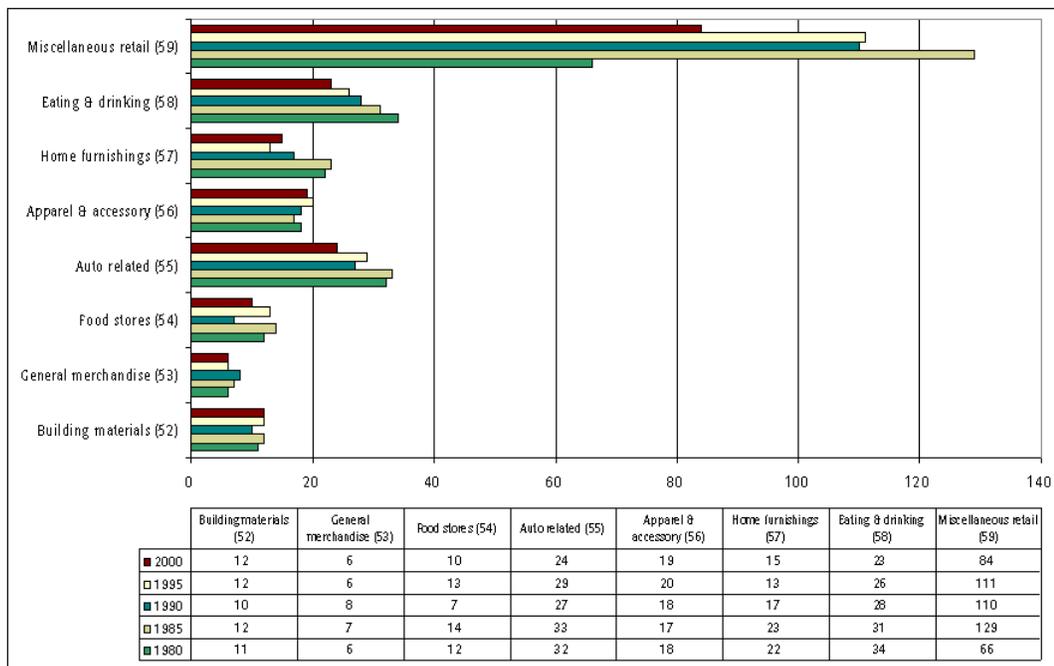


Figure 8-9
Number of Retail Establishments

Property Valuation

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

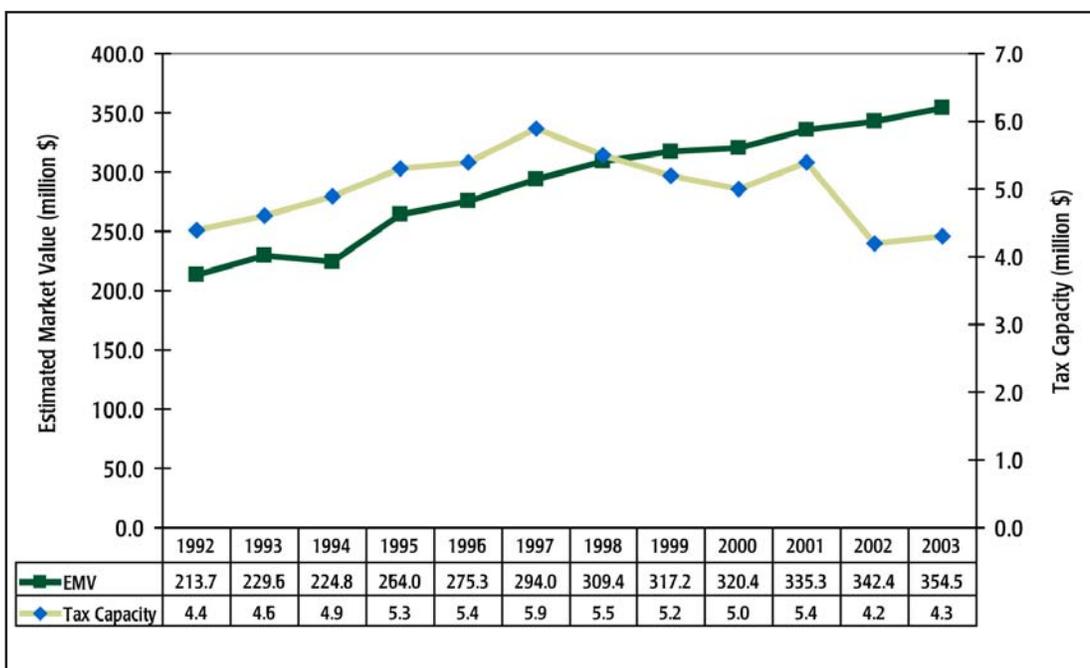


Figure 8-10
Changes in Property Valuation

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

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

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

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

Estimated Market Value (EMV) offers the most consistent indicator of property valuation. The county assessor sets the EMV for every parcel in Worthington. From 1992 to 2003, the total Estimated Market Value of Worthington increased by 66% (see Figure 8-10). The annual EMV increases averaged 5% during this period. This growth represents both new development and the appreciation of existing property.

Another important measure of property valuation is Tax Capacity. The Tax Capacity value is used for levying property taxes. The State Legislature sets percentage factors for converting EMV to tax capacity. The factors vary according to type of property. Since the mid-1990's, the Legislature has reduced the percentage factors (class rates) for all type of property. These legislative changes explain why total tax capacity has fallen in recent years while EMV continued to grow (see Figure 8-10).

In 1992, Tax Capacity represent 2.04% of Estimated Market Value. In 2003, this ratio had fallen to 1.20%.

Diversity

The diversification of the community has been a key force of change in Worthington. This trend will continue and must be considered in planning for the future. The characteristics of Worthington's population affects every element of the Comprehensive Plan.

Diversity of Population

Diversity may be viewed solely as a matter of race. Race is the most visible aspect of diversity. Skin color provides an observable measure of the changing characteristics of the community. It is far from the only facet of diversity. If appearance were the only characteristic of diversity, then the issue would have limited implications for planning. A variety of other factors shape the diversity of Worthington. This section defines the issues and the implications for the Comprehensive Plan.

Defining Diversity

What makes Worthington a "diverse" community? Changes in Census data from 1990 to 2000 illustrate the key characteristics and trends for the local population.

Racial Diversity

The racial composition of Worthington's population changed significantly in the 1990's. Census data shows several important shifts in the local population (see Figure 8-11).

- The 1990 Census classified 94% of the population as "white". By 2000, the portion reported as white dropped to 77%.
- No single group accounted for this change. People of several different racial groups took up residence in Worthington during the 1990's
- The largest growth occurred in the Hispanic/Latino population. This segment of the population grew from 242 in 1990 to 2,175 in 2000.

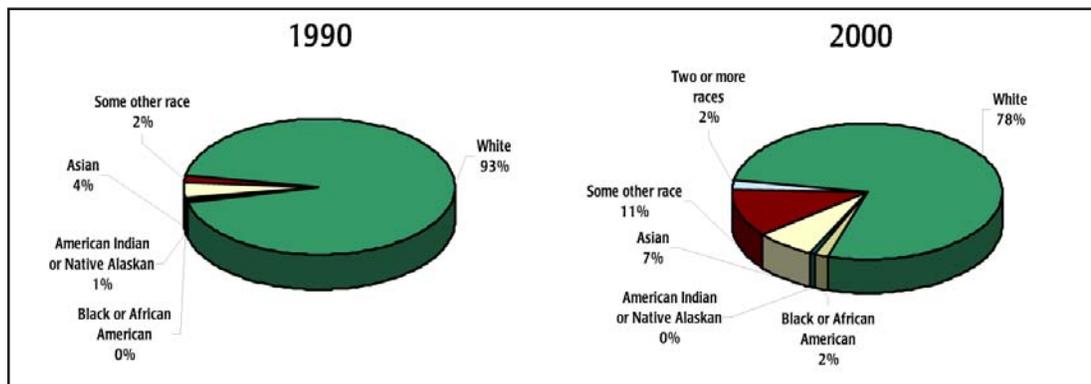


Figure 8-11
Race of Population (U.S. Census)

Cultural Diversity

Another element of this population change is varying cultural backgrounds. Over 96% of Worthington's 1990 population was born in the United States. In 2000, only 84% reported being native born U.S. citizens (see Figure 8-12). Of the foreign born population, more than 81% was not a U.S. citizen. This group represents 13% of the total 2000 population.

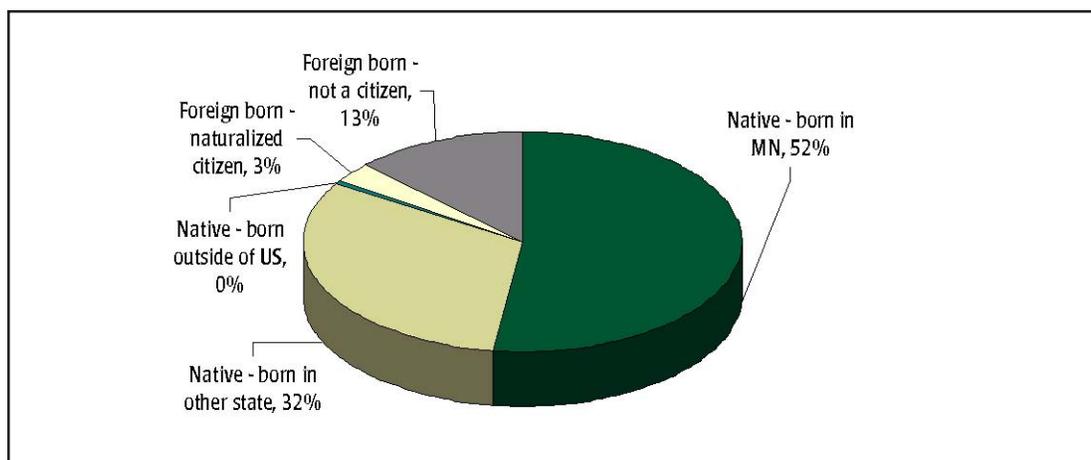


Figure 8-12
Place of Birth (U.S. Census)

These place of birth statistics suggest that new residents have brought new cultural practices and expectations to the community.

Age Diversity

Every age group gained population in the 1990's. The chart in Figure 8-13 compares the 1990 and 2000 populations for key age groups.

The number of children (19 years and younger) increased by 410 from 1990 to 2000. The share of total population remained constant at 28%. This percentage is consistent with the State average of 29% of the 2000 population.

The greatest growth occurred in the "baby boomer" age brackets. Population in ages 40 to 64 grew by 533 (22%) from 1990 to 2000. This growth represents 42% of the population gained in the 1990's.

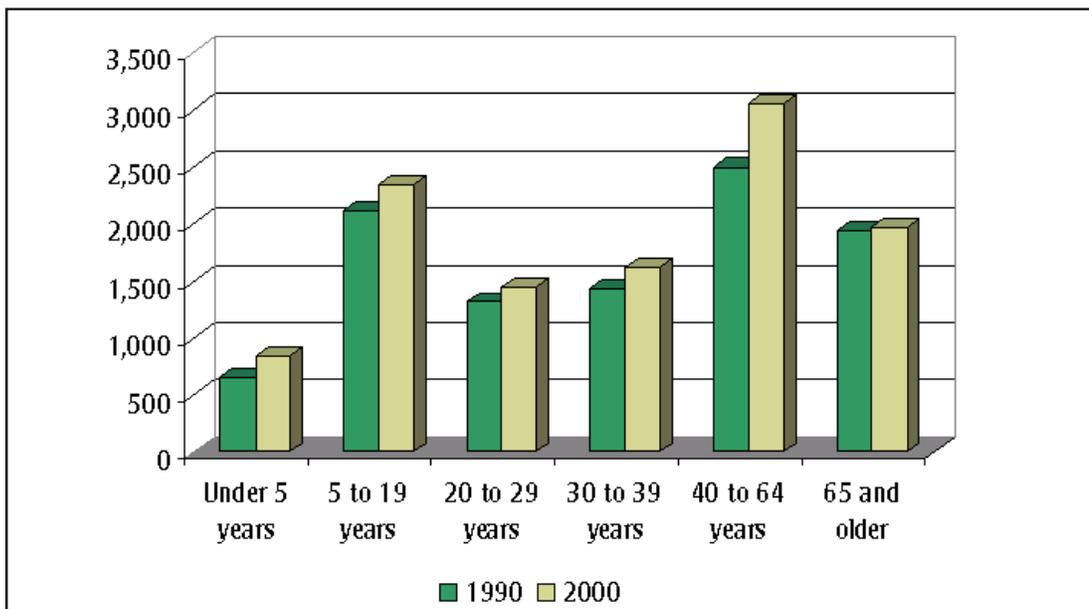


Figure 8-13
Age of Population (U.S. Census)

Worthington experienced little growth in the senior population. The 65 and older segment of the population grew by just 31 people from 1990 to 2000. It is important to note that this is a significant share of the population. In 2000, seniors accounted for 18% of the total population in Worthington, compared with a state-wide average of 12%.

Economic Diversity

Employment is a factor in shaping the population of the community. Jobs draw people to the community. The ability to obtain employment provides income. The amount of income varies among types of employment.

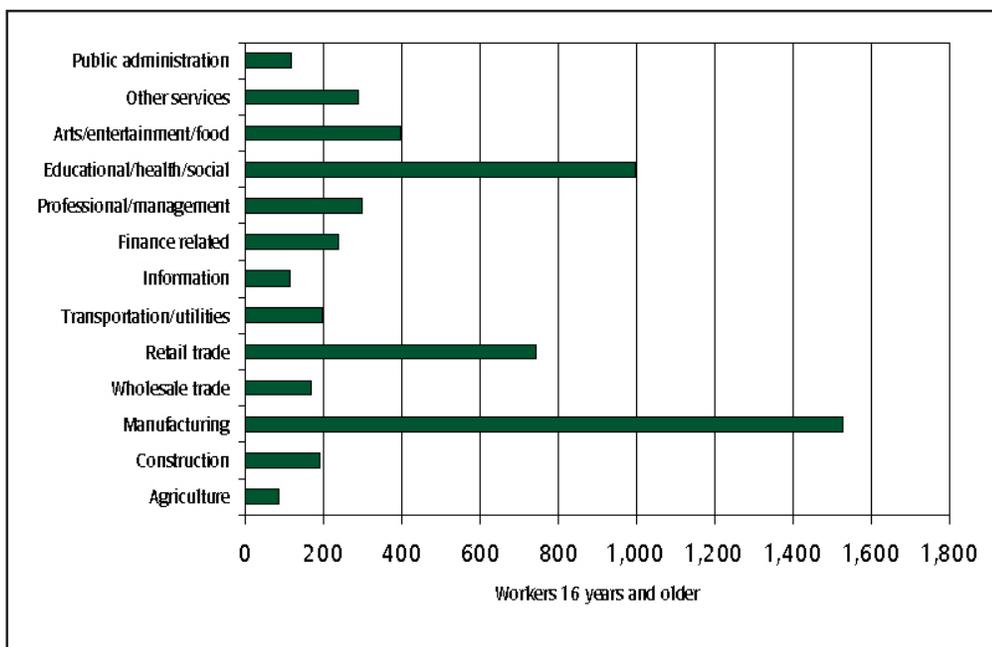


Figure 8-14
Industry of Employment (2000 Census)

The chart in Figure 8-14 shows the industry of employment in 2000 for workers age 16 and older. Manufacturing is the largest source of employment for Worthington residents. The 2000 Census reported 28% of all employment (workers age 16 and older) in manufacturing related areas. This compares with 16% for the State.

Worthington has a larger than average portion of the total population not in the labor force. In 2000, almost 36% of the total population age 16 and older was not in the labor force. This status means that the person was not seeking employment. Only 29% of the State population reported to be not in the labor force.

Poverty statistics provide insights on economic diversity in Worthington. According to the 2000 Census, Worthington had a higher percentage of its population living below the poverty level than for the State as whole (see Figure 8-15).

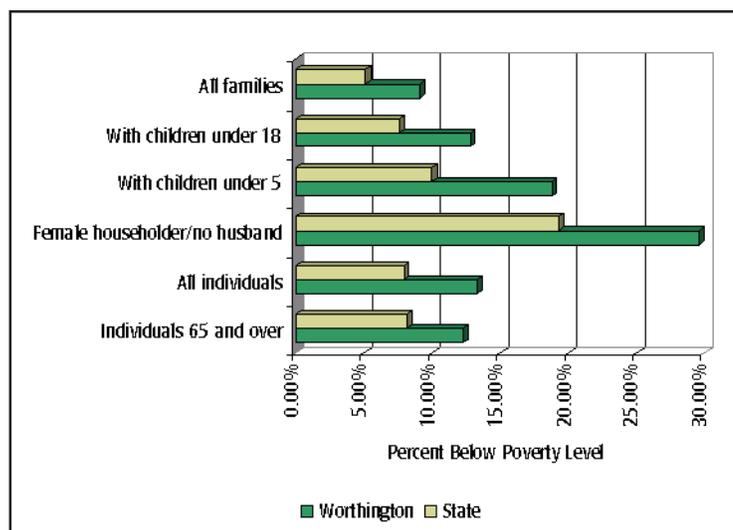


Figure 8-15
Poverty Factors (2000 Census)

Almost 30% of the female headed households were in poverty. One family in five with children under the age of five had income below the poverty level.

Planning Implications of Population Diversity

The characteristics of Worthington’s population play a significant role in shaping the future of the community. The implications of population must be understood and reflected in the Comprehensive Plan.

Length of Residency

Employment brings new residents to Worthington. This attraction is likely to continue. Some people will come to Worthington solely for short-term employment and will stay for a limited period of time. This element of employment has important community implications:

- People will seek low cost rental housing.
- People “passing through” Worthington are less likely to build connections with community.

- As a temporary residence, there is little incentive to understand local norms.

It is misleading and risky to stereotypes all “immigrants” to Worthington in this manner. Census data and community interviews clearly suggest that people are coming to Worthington seeking a new home for themselves and their family.

Synthesizing Community Culture

New residents bring heritage and customs that will not be abandoned when they cross the city limits. Planning needs to discover ways to synthesize a new culture. This approach seeks to define the important elements of the middle and meet there.

This process challenges the existing community to be open to new opportunities and approaches. People will find that Syttende Mai and Cinco de Mayo can coexist.

Important for new residents to understand and accept certain standards that apply to everyone:

- Mutual respect.
- Maintenance of property.
- General health, safety and welfare of the community.
- Set of common rules and laws.

Community Image

Worthington must foster the belief that different is good. Differences make Worthington vibrant and interesting. The alternative is the perception that different is unknown and threatening. This perception can result in limits on the ability to attract new residents, new businesses and new customers.

Economic Opportunity

The diversification of Worthington creates significant economic opportunity:

- A more diverse population creates the demand for new goods and services. Some new businesses may targeted at new needs and wants of ethnic groups. A large elderly population also support a different set of business.
- New residents may become entrepreneurs, seeking to fill the demand for new businesses.

Capturing this opportunity could be an important economic development strategy.

Growing Older

In general, the population is aging. The 2000 Census reported a large block in the 40 to 64 years old bracket. If these people remain in Worthington, the elderly population will grow.

Worthington is likely to continue to attract more elderly. Worthington offers the health care, housing options and other services sought by this segment of the population.

The age of the population influences the nature of public services and facilities and the economic capacity to support local government.

Existing Land Use

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

- The nature and diversity of land uses in Worthington.
- The relationships between built and natural features of the community.
- Areas with potential capacity to accommodate future growth.

The map in Figure 8-16 contains existing land use in Worthington. The inventory of land uses evolved during the planning process. A variety of sources contributed to the inventory including property information, aerial photography, and windshield surveys.

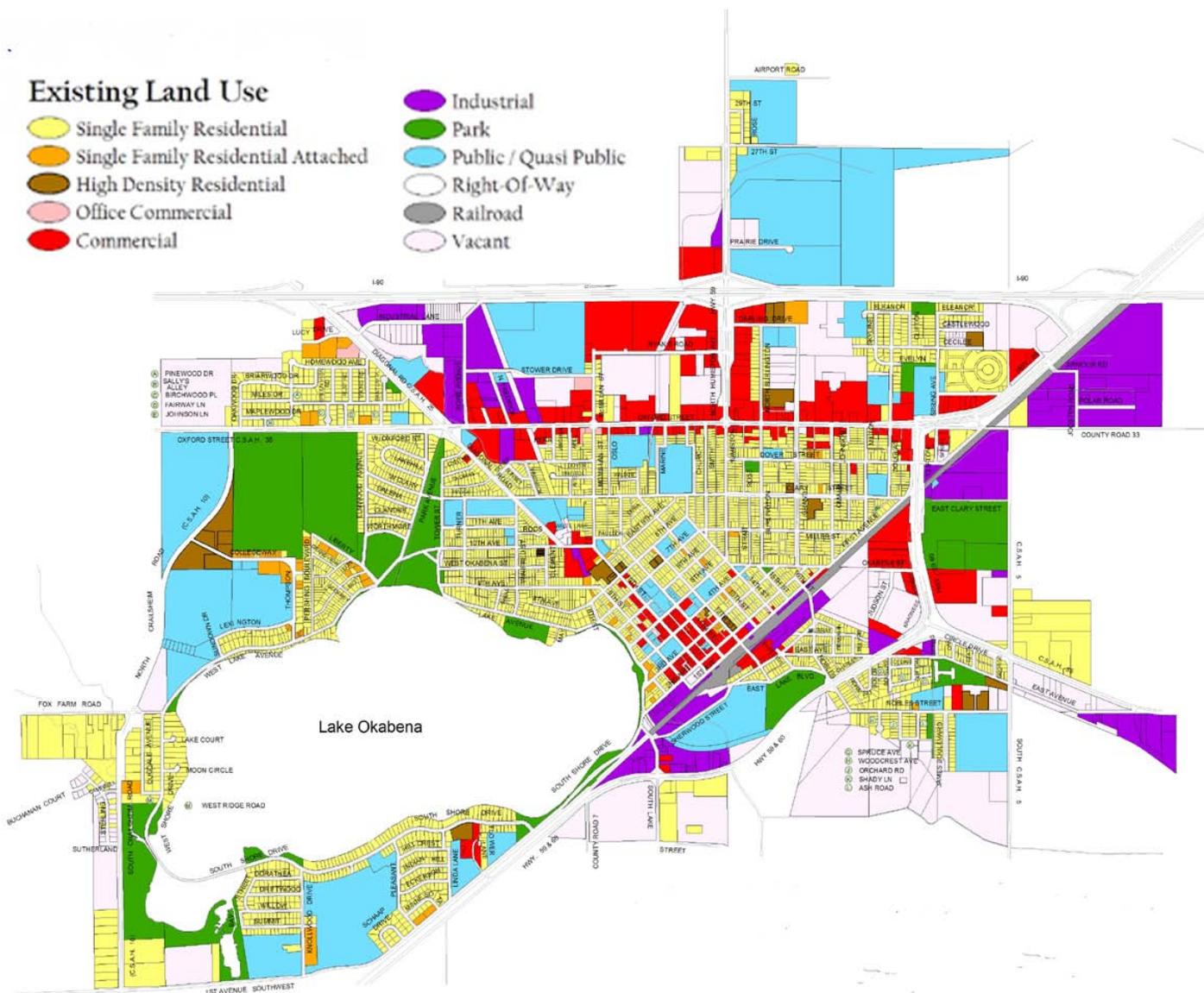


Figure 8-16
Existing Land Use (2003)

Existing Uses

The inventory of existing land uses divides Worthington into a series of residential, commercial, industrial and public use types. A brief description of each category of existing land use follows.

Single family residential. Traditional single family neighborhoods where housing units are “unattached” to one another.

Single family attached. Forms of housing with single family dwellings attached to one another, including duplexes and townhouses.

High density residential. Structures containing multiple housing units including apartments and condominiums.

Commercial. Primary forms of retail and service businesses.

Office commercial. Business establishments dedicated exclusively to office uses.

Industrial. All forms of businesses with manufacturing, distribution, warehousing or other industrial use.

Public/quasi-public. Governmental (City, County, School District) and institutional (church) uses.

Park. Public park system and private recreation facilities (such as golf courses).

Vacant. Land not occupied by some other land use.

Other. Land not in another land use category, including street or railroad right-of-way.

Analysis of Existing Land Use

Worthington in 2003 contains approximately 3,156 acres of land. The chart in Figure 8-17 shows the existing distribution of land uses. This analysis of existing land use in Worthington illustrates several important issues about current and future development:

- Over one-fifth (22%) of the city is classified as vacant. This area provides a broad indicator of future development capacity within the current corporate boundaries.
- Single family residential is the largest built land use representing 28% of the total area.
- Commercial and industrial land uses combine to account for 18% of the property in Worthington.
- Public uses are significant parts of the community. These uses occupy the same amount of land as commercial and industrial development.

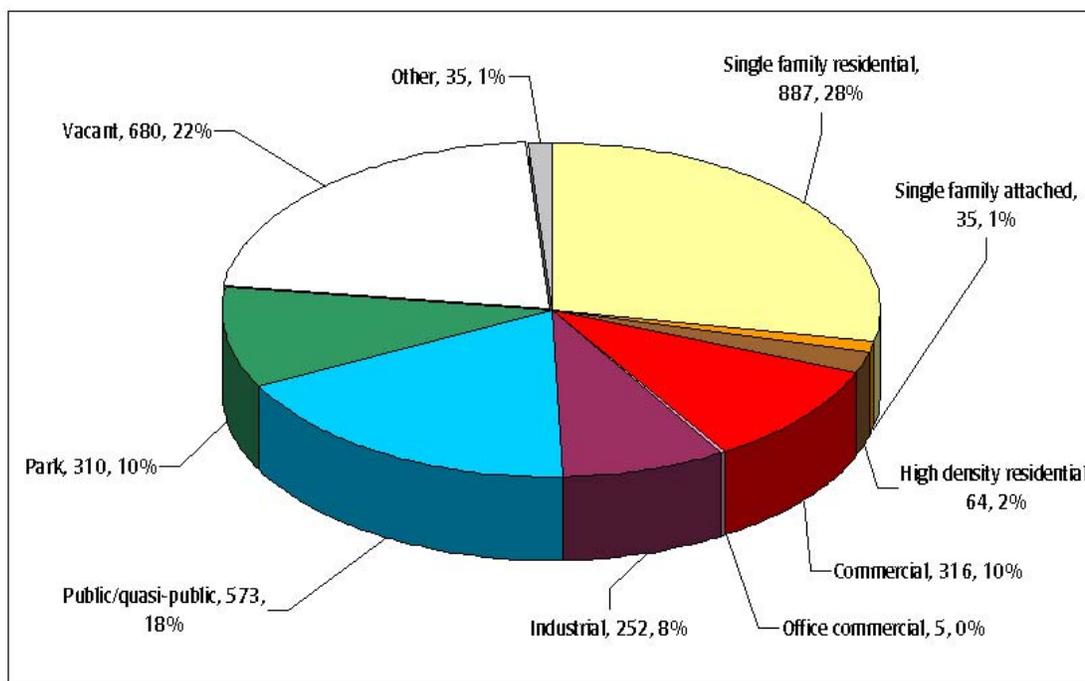


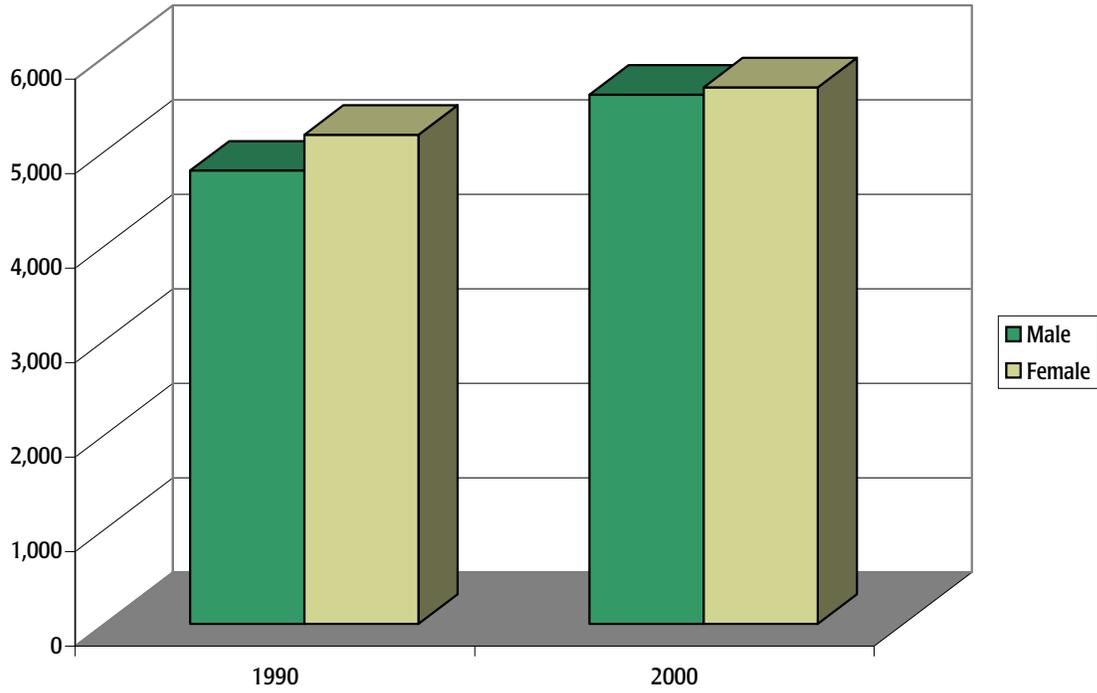
Figure 8-17
Distribution of 2003 Land Uses

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

<u>Page</u>	<u>Contents</u>
2	Gender
3	Age
4	Race
5	Nativity and Place of Birth
6	Households
7	Household Size
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24	Vehicles Available
25	Value of Owned Housing
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27	Gross Rent
28	Gross Rent as a % of Household Income

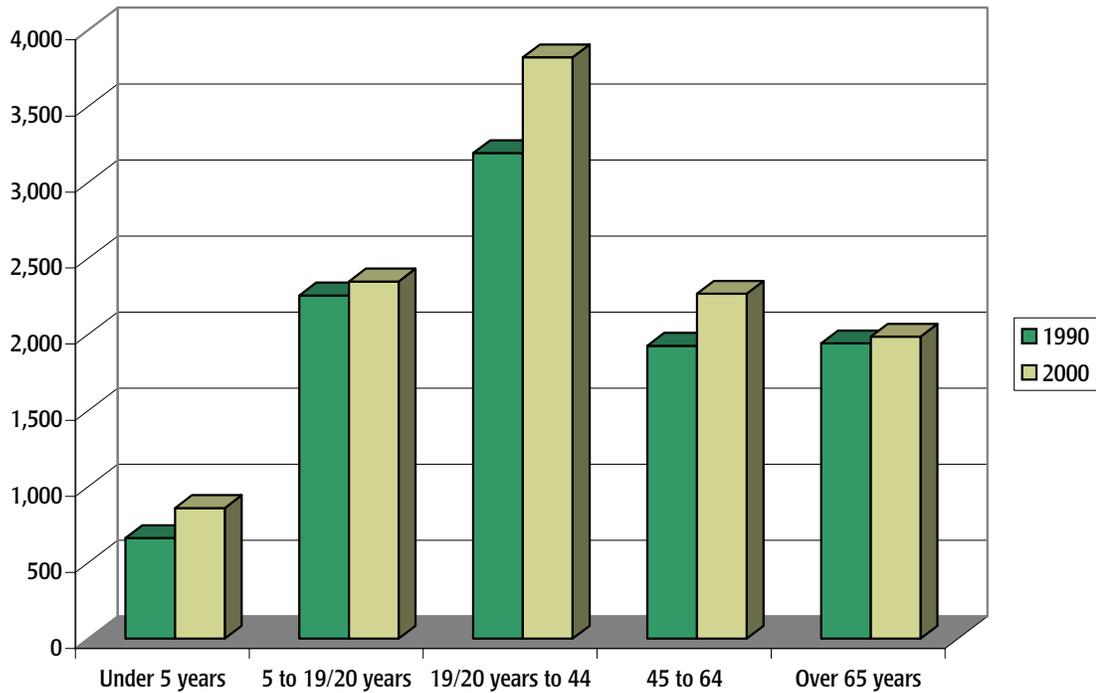
Gender

	1990			2000		1990 to 2000	Percent Change
	Number	Percent		Number	Percent		
Male	4,799	48.10%	Male	5,603	49.66%	Male	16.75%
Female	5,178	51.90%	Female	5,680	50.34%	Female	9.69%



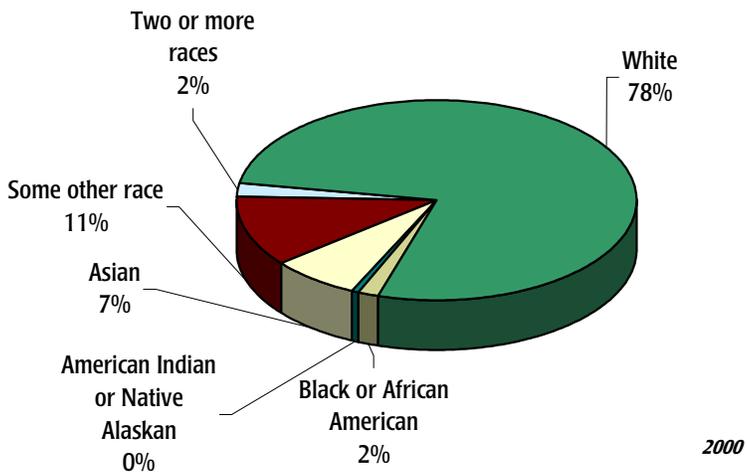
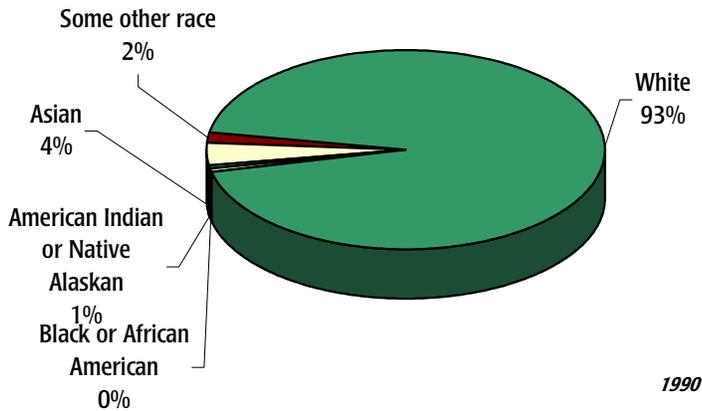
Age

	1990			2000		1990 to 2000	Percent Change
	Number	Percent		Number	Percent		
Under 5 years	661	7.10%	Under 5 years	859	7.61%	Under 5 years	29.95%
5 to 17 years	1,805	19.38%	5 to 9 years	758	6.72%	5 to 19/20 years	4.08%
18 to 20 years	451	4.84%	10 to 14 years	762	6.75%	19/20 years to 44	19.70%
21 to 24 years	470	5.05%	15 to 19 years	828	7.34%	45 to 64	17.76%
25 to 44 years	2,723	29.23%	20 to 24 years	765	6.78%	Over 65 years	2.32%
45 to 54 years	986	10.58%	25 to 34 years	1,490	13.21%		
55 to 59 years	457	4.91%	35 to 44 years	1,567	13.89%		
60 to 64 years	483	5.18%	45 to 54 years	1,323	11.73%		
Over 65 years	1,941	20.84%	55 to 59 years	513	4.55%		
			60 to 64 years	432	3.83%		
			65 years and over	1,986	17.60%		
Total	9,977			11,283			
Median age (years)	NA			36.2			



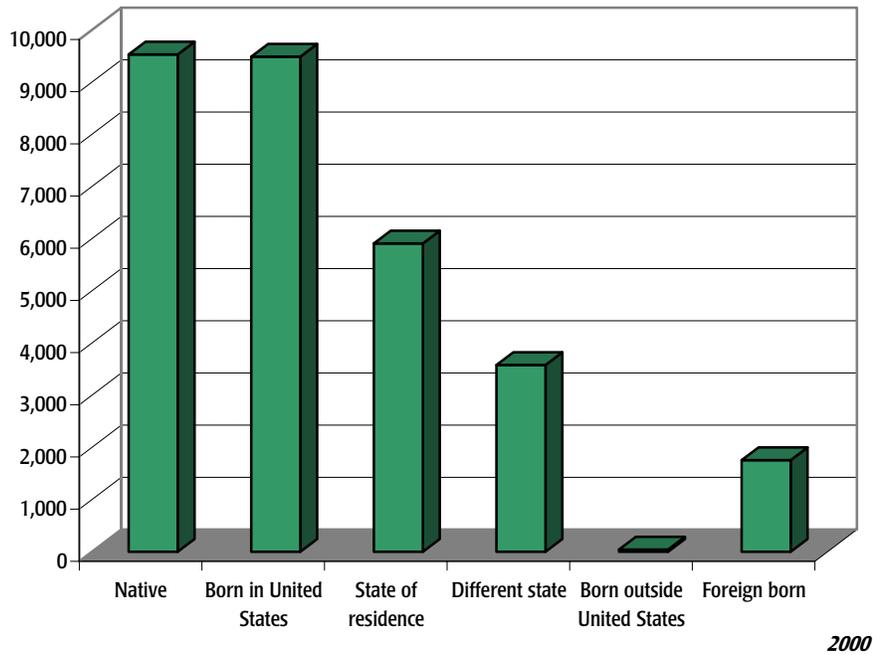
Race

	1990		2000		1990 to 2000
	Number	Percent	Number	Percent	Percent Change
Total Population	9,977	100.00%	11,283	100.00%	13.09%
White	9,347	93.69%	8,667	76.81%	-7.28%
Black or African American	44	0.44%	215	1.91%	388.64%
American Indian or Native Alaska	62	0.62%	55	0.49%	-11.29%
Asian	371	3.72%	812	7.20%	118.87%
Some other race	153	1.53%	1,296	11.49%	747.06%
Two or more races			238	2.11%	0.00%
Hispanic or Latino (of any race)	242	2.43%	2,175	19.28%	798.76%



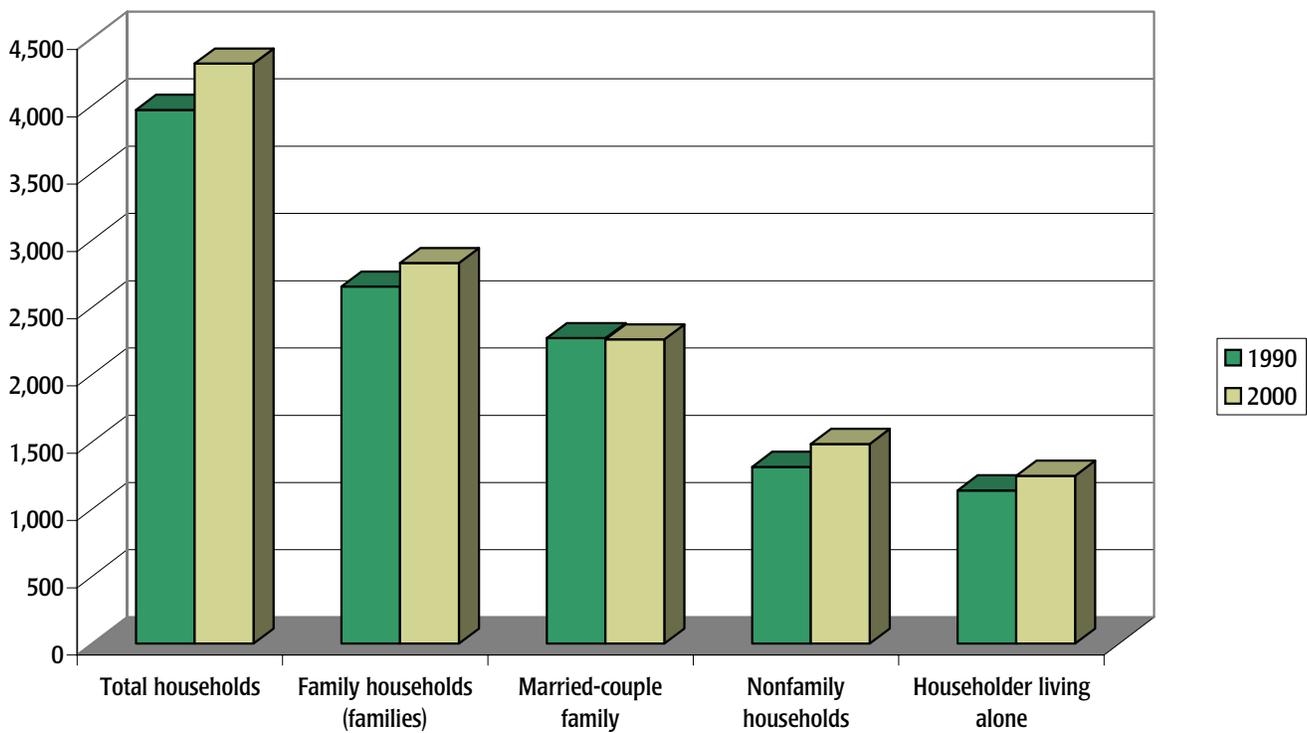
Nativity and Place of Birth

	1990		2000	
	Number	Percent	Number	Percent
Total population	9,977	100.00%	11,288	100.00%
Native	9,603	96.25%	9,529	84.42%
Born in United States			9,485	84.03%
State of residence		67.7	5,906	52.32%
Different state			3,579	31.71%
Born outside United States			44	0.39%
Foreign born	374	3.75%	1,759	15.58%
Entered previous decade	245	2.46%	949	8.41%
Naturalized citizen			324	2.87%
Not a citizen			1,435	12.71%



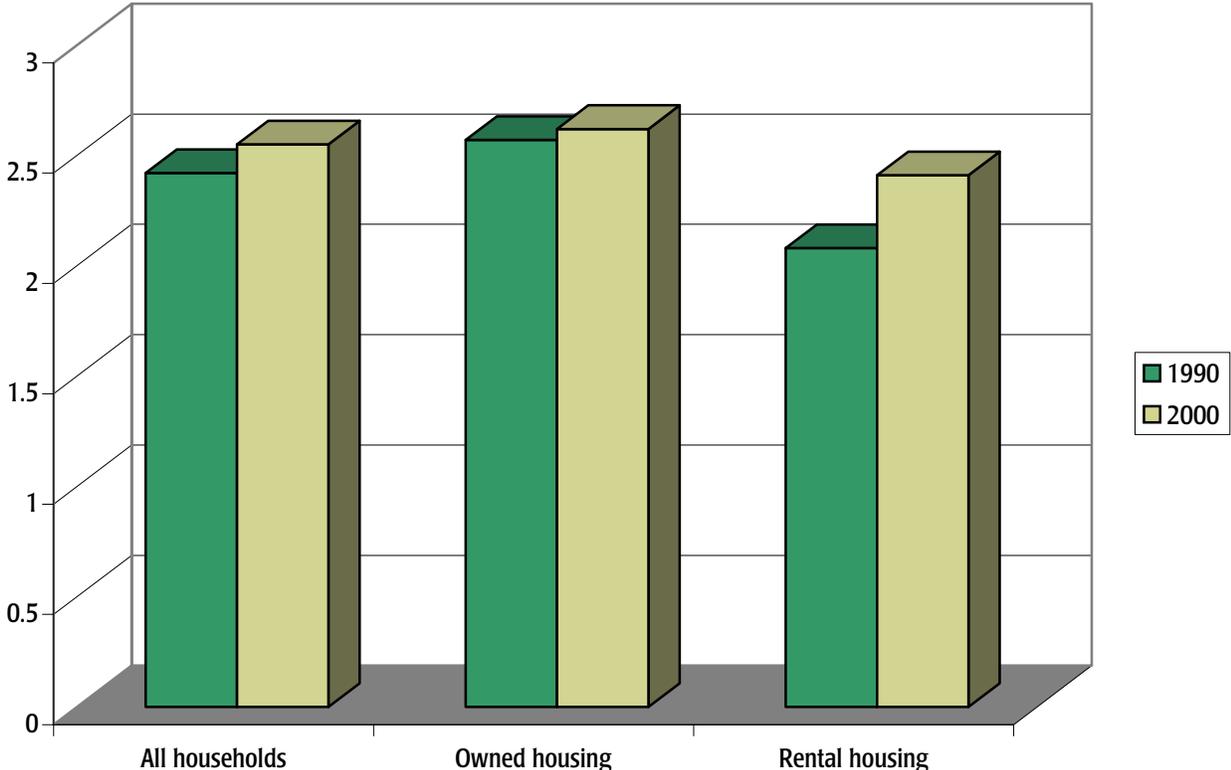
Households

	1990		2000
Total households	3,967	Total households	4,311
Family households (families)	2,653	Family households (families)	2,828
Married-couple families	2,270	With own children under 18 years	1,315
Other family, male householder	84	Married-couple family	2,261
Other family, female householder	299	With own children under 18 years	955
Nonfamily households	1,314	Female householder, no husband present	383
Householder living alone	1,138	With own children under 18 years	259
Householder 65 years and over	543	Nonfamily households	1,483
		Householder living alone	1,247
		Householder 65 years and over	668



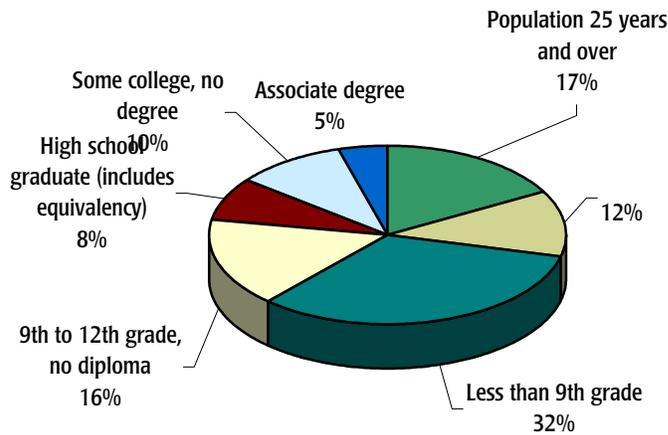
Household Size

	<u>1990</u>		<u>2000</u>
Persons per household	2.42	Average household size	2.55
		Average family size	3.12
Persons per owner-occupied unit	2.57	Average household size of owner-occupied unit	2.62
Persons per renter-occupied unit	2.08	Average household size of renter-occupied unit	2.41

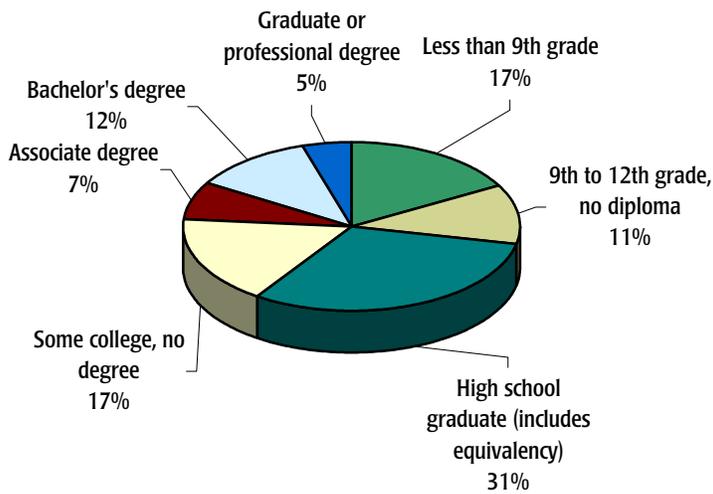


Educational Attainment

	1990		2000		1990 to 2000
	Number	Percent	Number	Percent	Percent Change
Population 25 years and over	6,612	100.00%	7,336	100.00%	10.95%
Less than 9th grade	1,127	17.04%	1,251	17.05%	11.00%
9th to 12th grade, no diploma	783	11.84%	826	11.26%	5.49%
High school graduate (includes equivalency)	2,163	32.71%	2,281	31.09%	5.46%
Some college, no degree	1,074	16.24%	1,251	17.05%	16.48%
Associate degree	513	7.76%	522	7.12%	1.75%
Bachelor's degree	652	9.86%	849	11.57%	30.21%
Graduate or professional degree	300	4.54%	356	4.85%	18.67%



1990

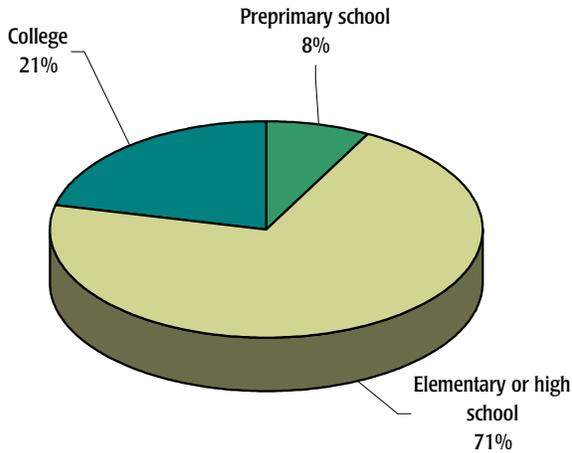


2000

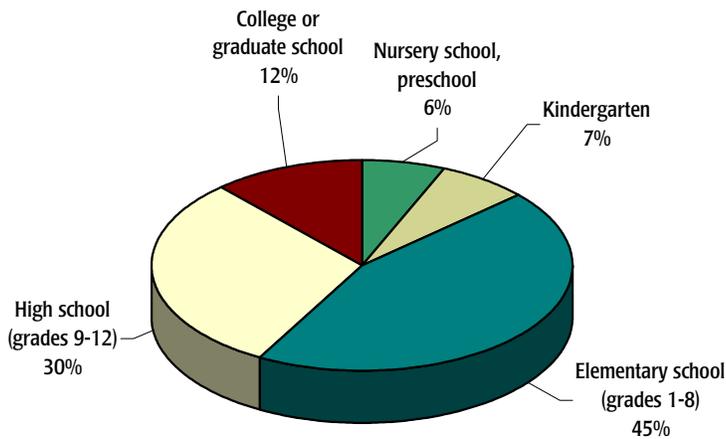
School Enrollment

	1990	
	Number	Percent
Persons 3 years and over enrolled in school	2,422	100.00%
Preprimary school	191	7.89%
Elementary or high school	1,716	70.85%
College	515	21.26%
Percent in private school		6.80%

	2000	
	Number	Percent
Population 3 years and over enrolled in school	2,558	100.00%
Nursery school, preschool	166	6.49%
Kindergarten	175	6.84%
Elementary school (grades 1-8)	1,141	44.61%
High school (grades 9-12)	780	30.49%
College or graduate school	296	11.57%



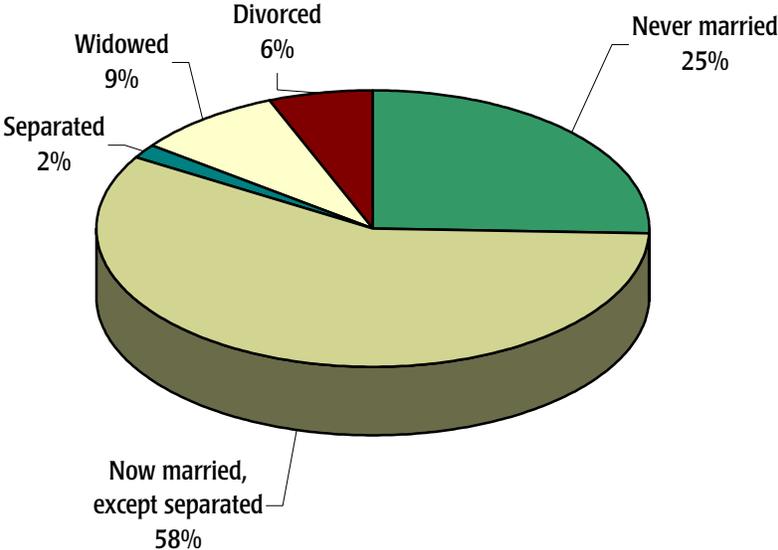
1990



2000

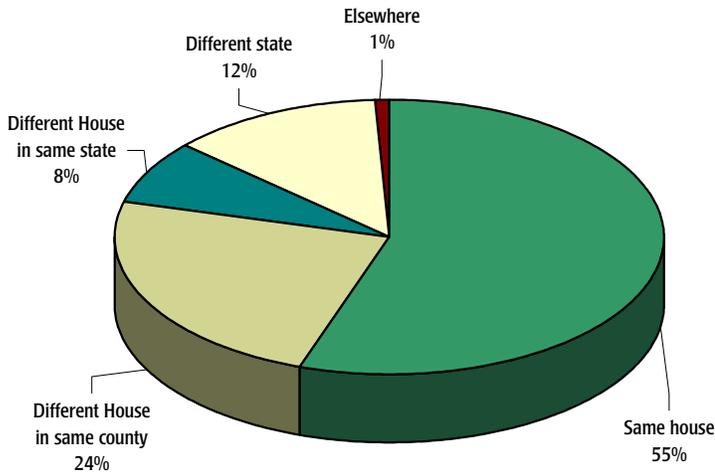
Marital Status

	<u>2000</u>	
	<u>Number</u>	<u>Percent</u>
Population 15 years and over	8,941	100.00%
Never married	2,279	25.49%
Now married, except separated	5,198	58.14%
Separated	147	1.64%
Widowed	775	8.67%
Divorced	542	6.06%

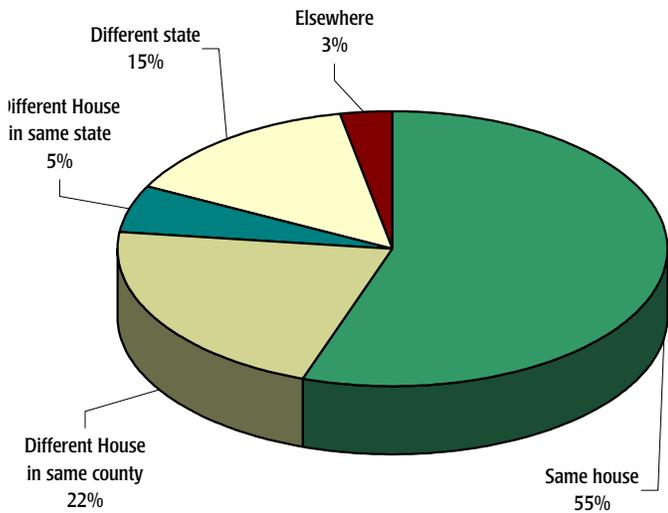


Residence Five Years Earlier

	<u>1985 (1990 Census)</u>		<u>1995 (2000 Census)</u>		<u>1990 to 2000</u>
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Percent Change</u>
Population 5 years and over	9,312	100.00%	10,451	100.00%	12.23%
Same house	5,157	55.38%	5,772	55.23%	11.93%
Different House in same county	2,203	23.66%	2,266	21.68%	2.86%
Different House in same state	702	7.54%	572	5.47%	-18.52%
Different state	1,162	12.48%	1,519	14.53%	30.72%
Elsewhere	88	0.95%	322	3.08%	265.91%



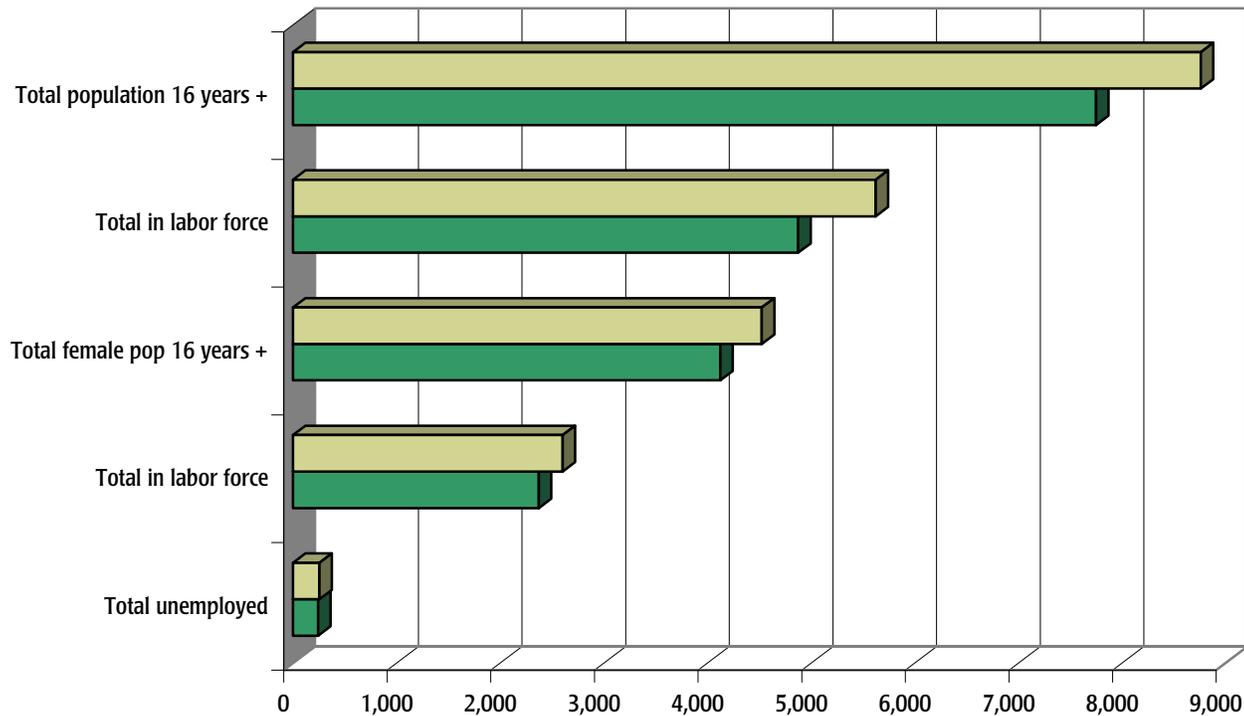
1990



2000

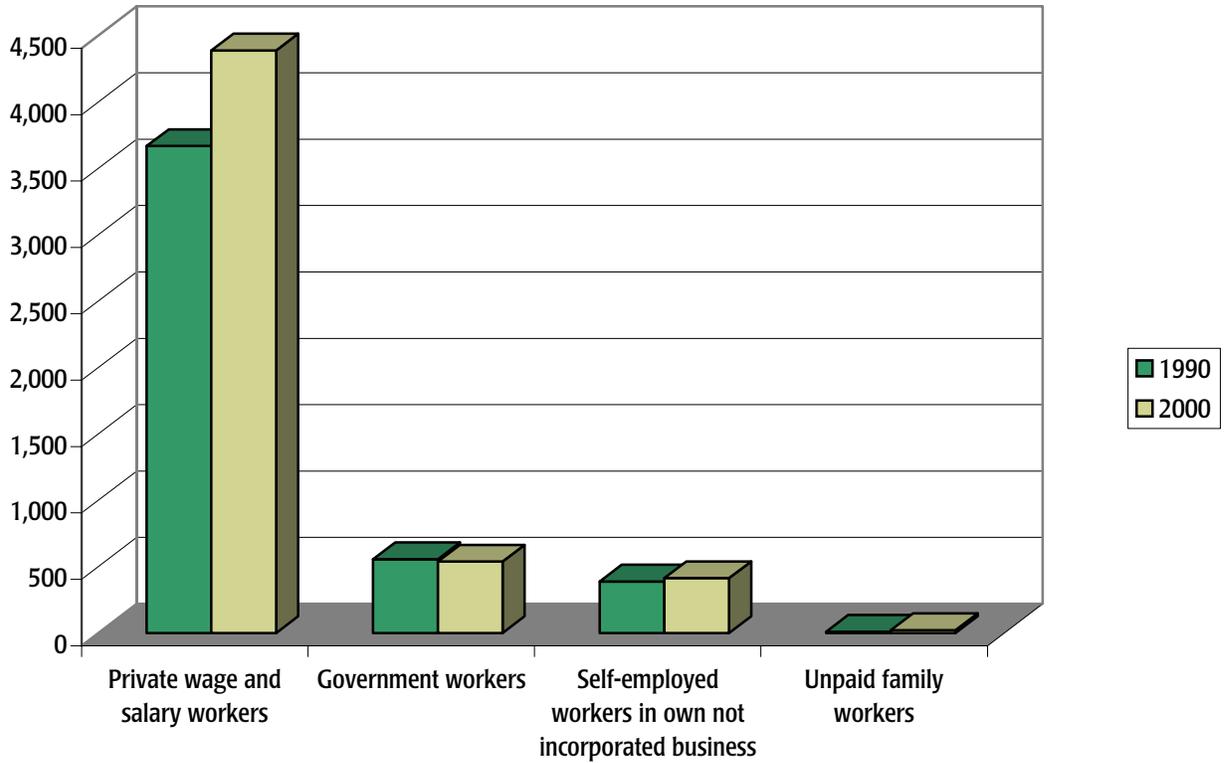
Employment Status

	1990		2000		1990 to 2000 Percent Change
	Number	Percent	Number	Percent	
Population 16 years and over	7,749	100.00%	8,760	100.00%	13.05%
In labor force	4,875	62.91%	5,622	64.18%	15.32%
Civilian labor force	4,868	62.82%	5,620	64.16%	15.45%
Employed	4,624	59.67%	5,365	61.24%	16.03%
Unemployed	244	3.15%	255	2.91%	4.51%
Not in labor force	2,874	37.09%	3,138	35.82%	9.19%
Females 16 years and over	4,124	53.22%	4,525	51.66%	9.72%
In labor force	2,372	30.61%	2,603	29.71%	9.74%
Civilian labor force	2,372	30.61%	2,601	29.69%	9.65%
Employed	2,258	29.14%	2,526	28.84%	11.87%
Own children under 6 years	752	9.70%	991	11.31%	31.78%
All parents in family in labor force	596	7.69%	658	7.51%	10.40%



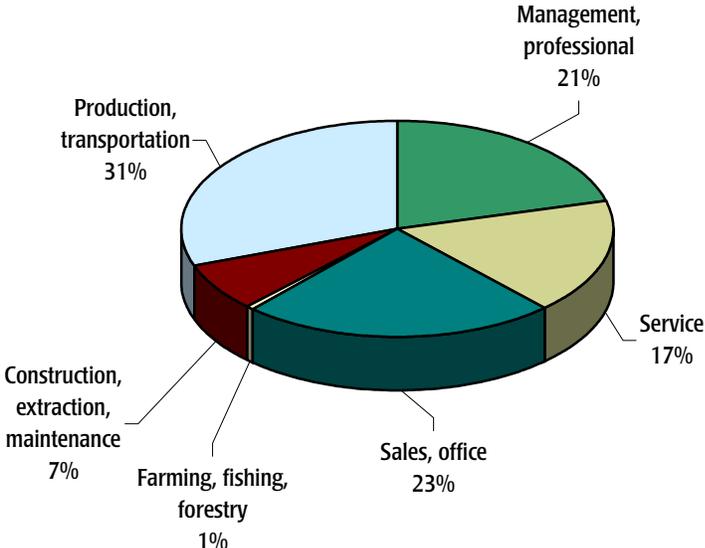
Class of Worker

	1990		2000		1990 to 2000
	Number	Percent	Number	Percent	Percent Change
Private wage and salary workers	3,669	79.35%	4,389	81.81%	19.62%
Government workers	556	12.02%	539	10.05%	-3.06%
Self-employed workers in own not incorporated business	389	8.41%	414	7.72%	6.43%
Unpaid family workers	10	0.22%	23	0.43%	130.00%



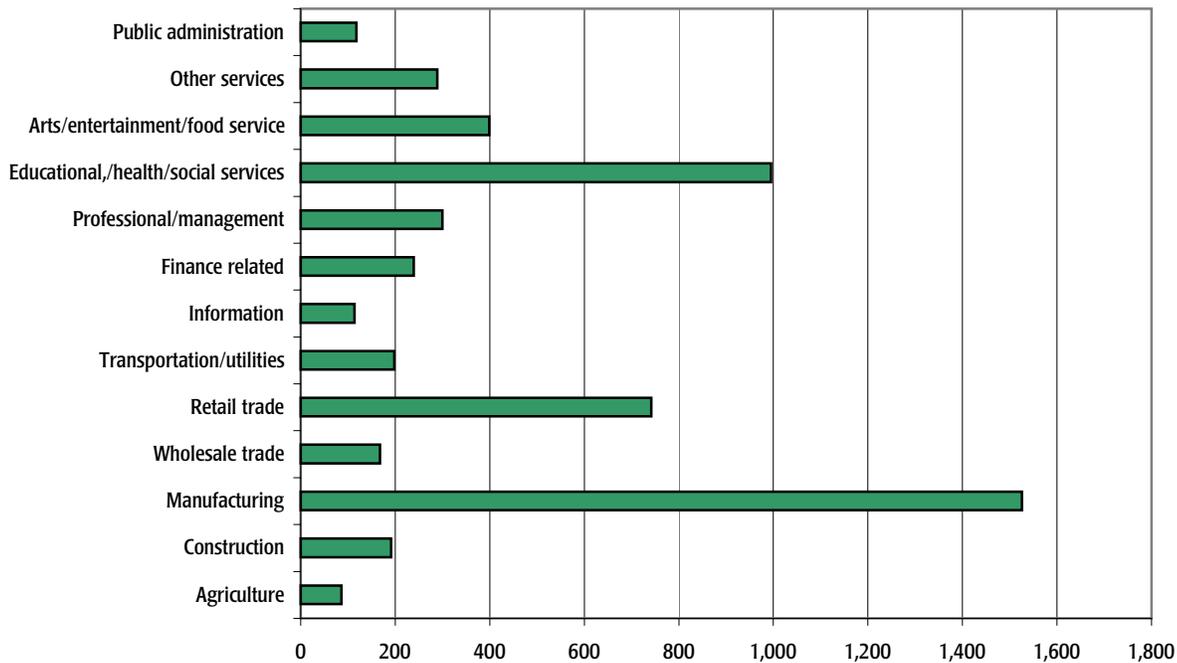
Occupation

	2000	
	<u>Number</u>	<u>Percent</u>
Management, professional, and related occupations	1,115	20.78%
Service occupations	930	17.33%
Sales and office occupations	1,257	23.43%
Farming, fishing, and forestry occupations	40	0.75%
Construction, extraction, and maintenance occupations	387	7.21%
Production, transportation, and material moving occupations	1,636	30.49%



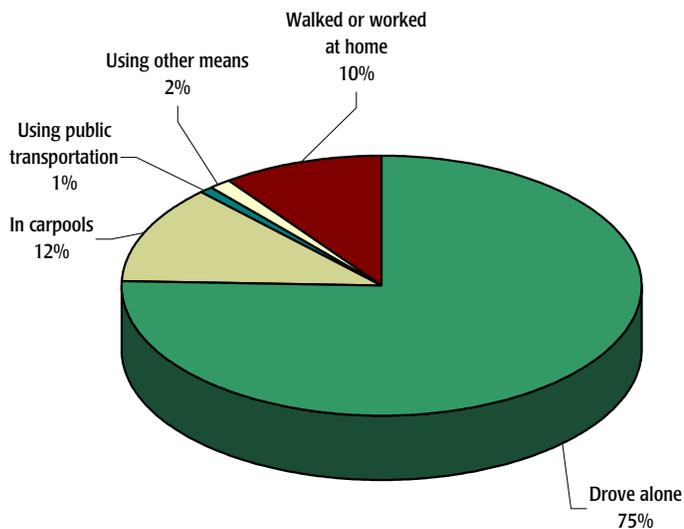
Industry

Industry	2000
Agriculture, forestry, fishing, hunting, mining	86
Construction	191
Manufacturing	1,526
Wholesale trade	168
Retail trade	742
Transportation, warehousing, utilities	198
Information	114
Finance, insurance, real estate, rental/easing	239
Professional, scientific, management, administrative, waste management	300
Educational, health, social services	995
Arts, entertainment, recreation, accommodation, food services	399
Other services	289
Public administration	118

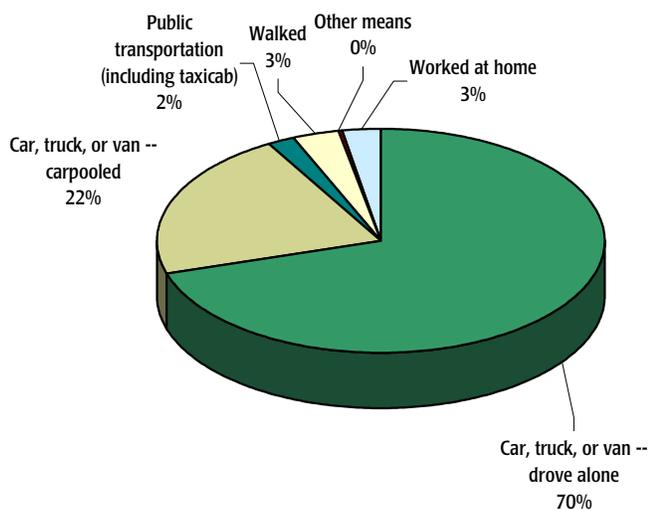


Commuting to Work

	1990			2000		1990 to 2000 Percent Change
	Number	Percent		Number	Percent	
Workers 16 years and over	4,559	100.00%	Workers 16 years and over	5,259	100.00%	15.35%
Drove alone	3,443	75.52%	Car, truck, or van -- drove alone	3,690	70.17%	7.17%
In carpools	553	12.13%	Car, truck, or van -- carpooled	1,137	21.62%	105.61%
Using public transportation	41	0.90%	Public transportation (including taxicab)	92	1.75%	124.39%
Using other means	69	1.51%	Walked	183	3.48%	
Walked or worked at home	453	9.94%	Other means	15	0.29%	-78.26%
			Worked at home	142	2.70%	
			Mean travel time to work (minutes)	13.6		



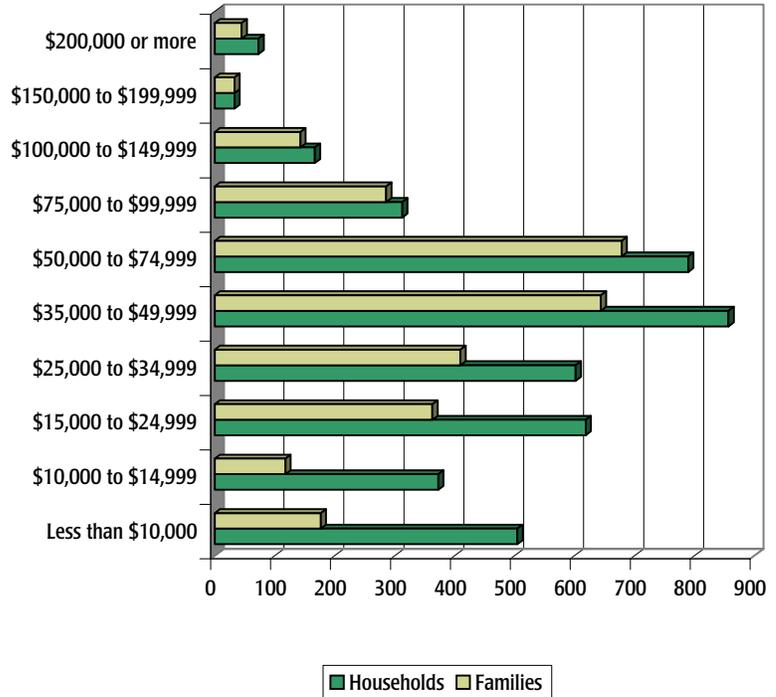
1990



2000

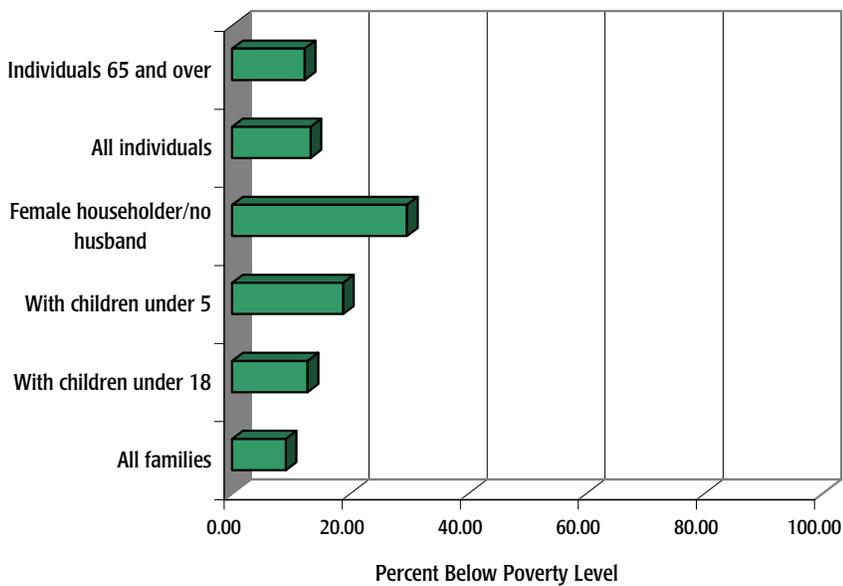
Income in 1999

Households	4,332
Less than \$10,000	505
\$10,000 to \$14,999	373
\$15,000 to \$24,999	619
\$25,000 to \$34,999	602
\$35,000 to \$49,999	857
\$50,000 to \$74,999	790
\$75,000 to \$99,999	313
\$100,000 to \$149,999	167
\$150,000 to \$199,999	33
\$200,000 or more	73
Median household income (dollars)	36,250
With earnings	3,190
Mean earnings (dollars)	47,238
With Social Security income	1,469
Mean Social Security income (dollars)	11,167
With Supplemental Security Income	151
Mean Supplemental Security Income (dollars)	4,627
With public assistance income	219
Mean public assistance income (dollars)	2,314
With retirement income	633
Mean retirement income (dollars)	14,734
Families	2,898
Less than \$10,000	177
\$10,000 to \$14,999	118
\$15,000 to \$24,999	363
\$25,000 to \$34,999	410
\$35,000 to \$49,999	644
\$50,000 to \$74,999	679
\$75,000 to \$99,999	286
\$100,000 to \$149,999	143
\$150,000 to \$199,999	33
\$200,000 or more	45
Median family income (dollars)	44,643
Per capita income (dollars)	18,078
Median earnings (dollars):	
Male full-time, year-round workers	28,750
Female full-time, year-round workers	20,880



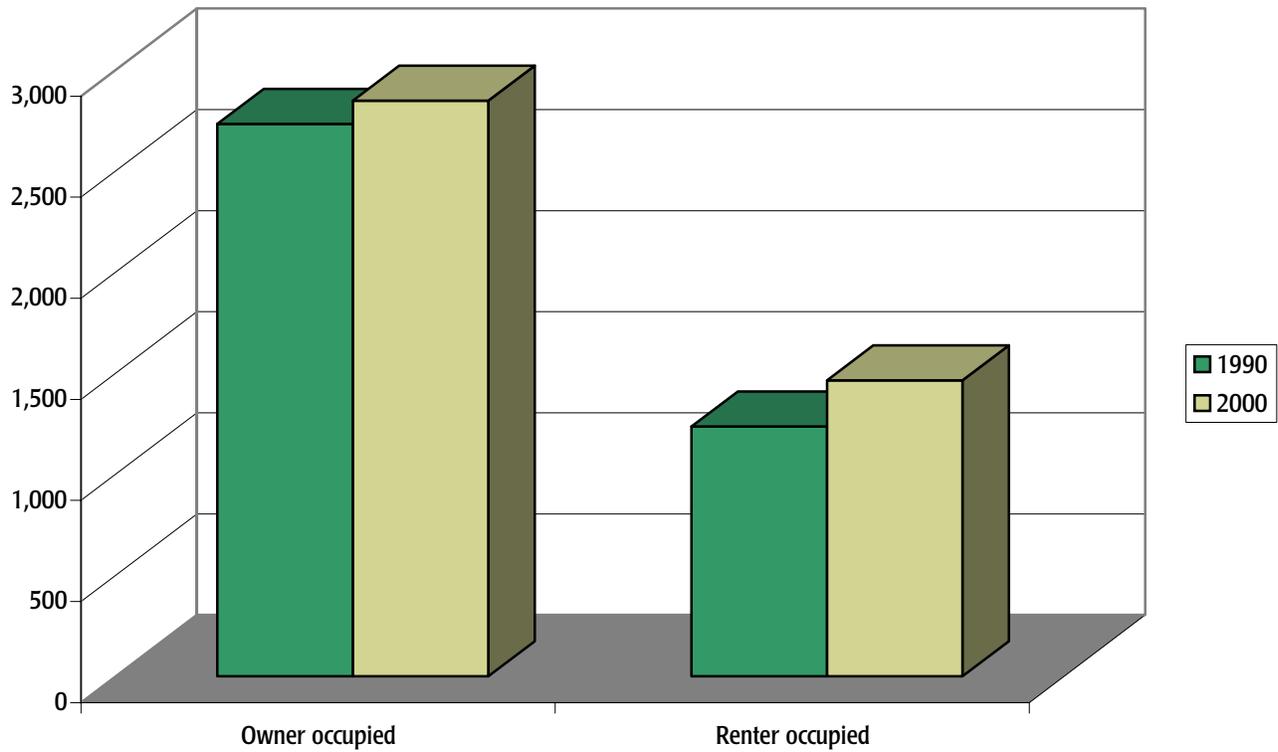
Poverty Status in 1999

Families	265
Percent below poverty level	9.10
With related children under 18 years	186
Percent below poverty level	12.80
With related children under 5 years	121
Percent below poverty level	18.80
Families with female householder, no husband present	107
Percent below poverty level	29.60
With related children under 18 years	92
Percent below poverty level	30.60
With related children under 5 years	67
Percent below poverty level	41.90
Individuals	1,472
Percent below poverty level	13.30
18 years and over	941
Percent below poverty level	11.40
65 years and over	226
Percent below poverty level	12.30
Related children under 18 years	522
Percent below poverty level	18.40
Related children 5 to 17 years	346
Percent below poverty level	17.20
Unrelated individuals 15 years and over	523
Percent below poverty level	25.80



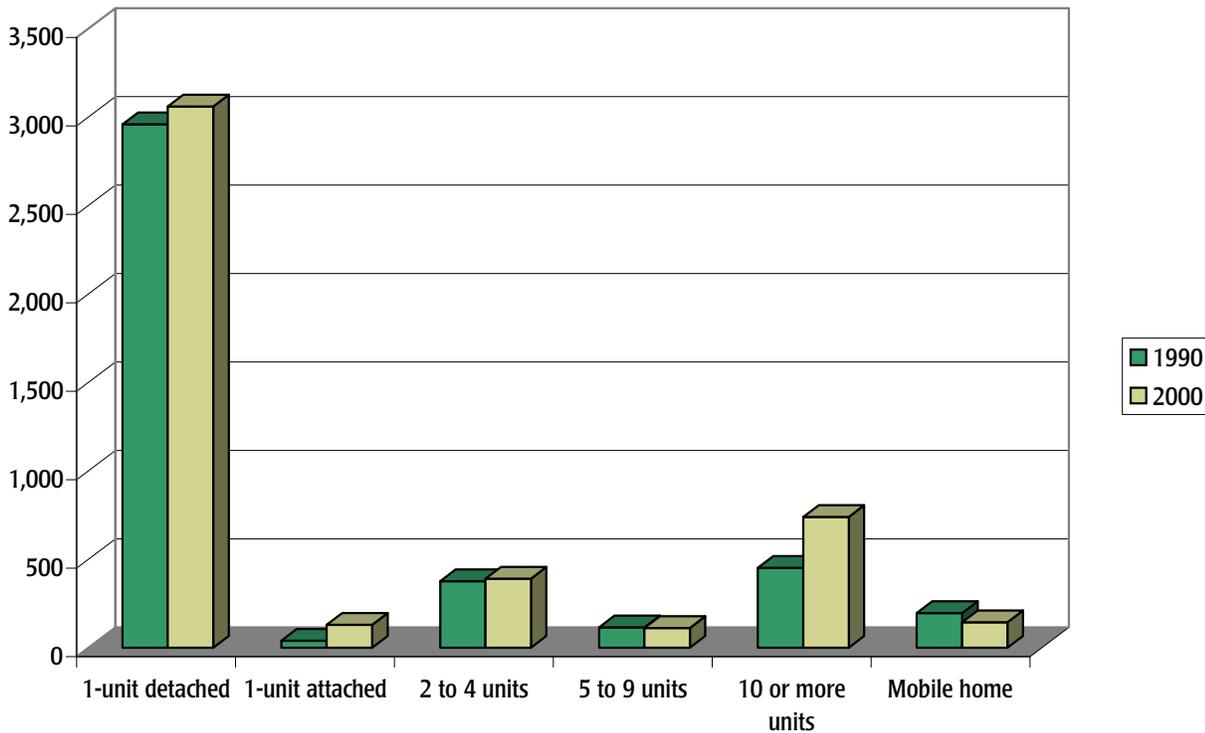
Tenure of Occupied Housing

	1990		2000			1990 to 2000 Percent Change	
	Number	Percent	Number	Percent			
Owner occupied	2,732	68.87%	Owner occupied	2,847	66.04%	Owner occupied	4.21%
Renter occupied	1,235	31.13%	Renter occupied	1,464	33.96%	Renter occupied	18.54%



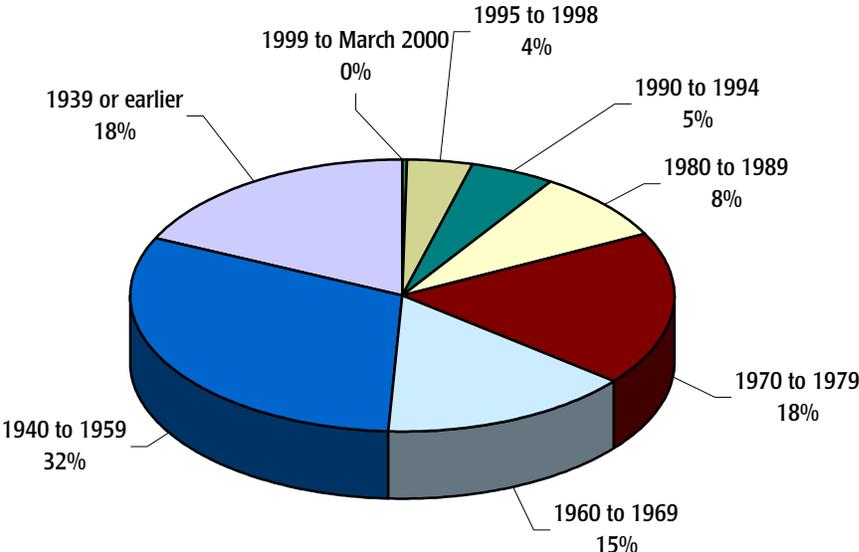
Units in Structure

	1990			2000			1990 to 2000
	Number	Percent		Number	Percent		Percent Change
1-unit detached	2959	71.46%	1-unit, detached	3,060	100.00%	1-unit detached	3.41%
1-unit attached	41	0.99%	1-unit, attached	130	4.25%	1-unit attached	217.07%
2 to 4 units	376	9.08%	2 units	188	6.14%	2 to 4 units	3.99%
5 to 9 units	116	2.80%	3 or 4 units	203	6.63%	5 to 9 units	-3.45%
10 or more units	452	10.92%	5 to 9 units	112	3.66%	10 or more units	63.72%
Mobile home, trailer, or ott	197	4.76%	10 to 19 units	212	6.93%	Mobile home	-26.90%
			20 or more units	528	17.25%		
			Mobile home	144	4.71%		



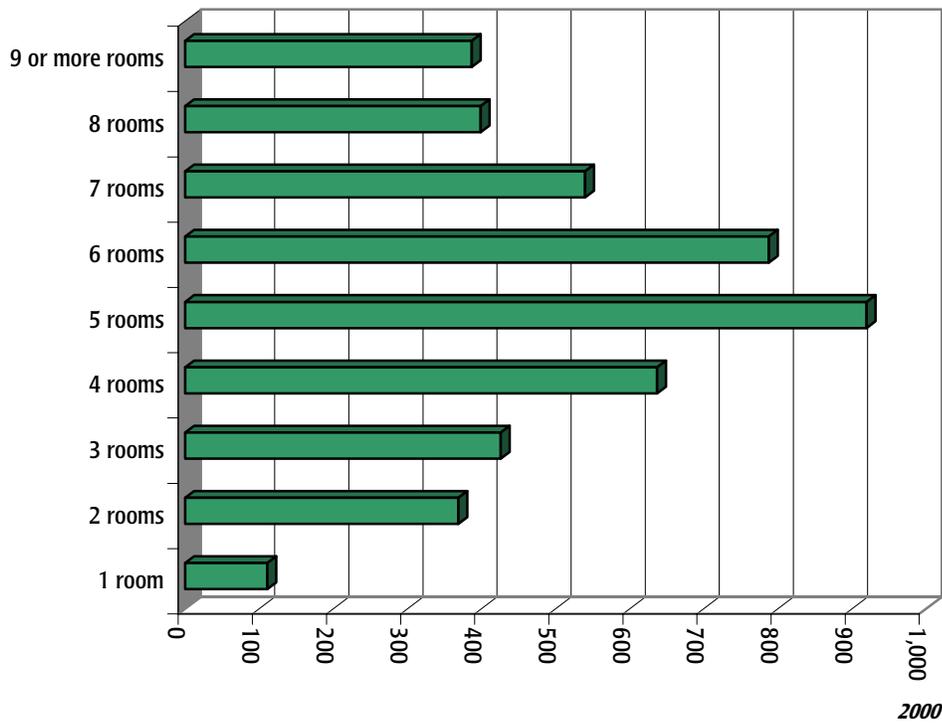
Year Structure Built

	<u>2000</u>	
	<u>Number</u>	<u>Percent</u>
1999 to March 2000	17	0.37%
1995 to 1998	174	3.80%
1990 to 1994	233	5.09%
1980 to 1989	379	8.28%
1970 to 1979	839	18.33%
1960 to 1969	683	14.92%
1940 to 1959	1,423	31.09%
1939 or earlier	829	18.11%



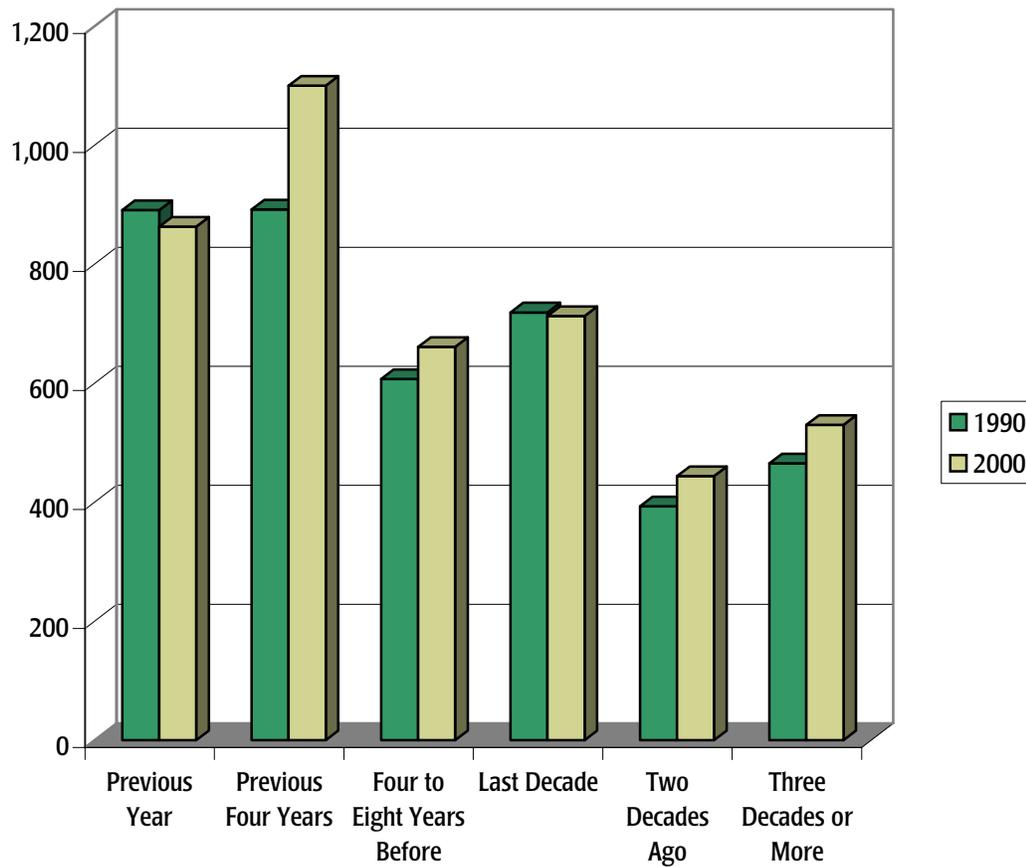
Number of Rooms

BEDROOMS	1990		ROOMS	2000	
	Number	Percent		Number	Percent
No bedroom	61	1.47%	1 room	111	3.02%
1 bedroom	475	11.47%	2 rooms	369	10.03%
2 bedrooms	1,430	34.53%	3 rooms	426	11.58%
3 bedrooms	1,505	36.34%	4 rooms	637	17.31%
4 bedrooms	591	14.27%	5 rooms	920	25.00%
5 or more bedroom	79	1.91%	6 rooms	788	21.41%
			7 rooms	540	14.67%
			8 rooms	399	10.84%
			9 or more rooms	387	10.52%
			Median (rooms)	5.3	



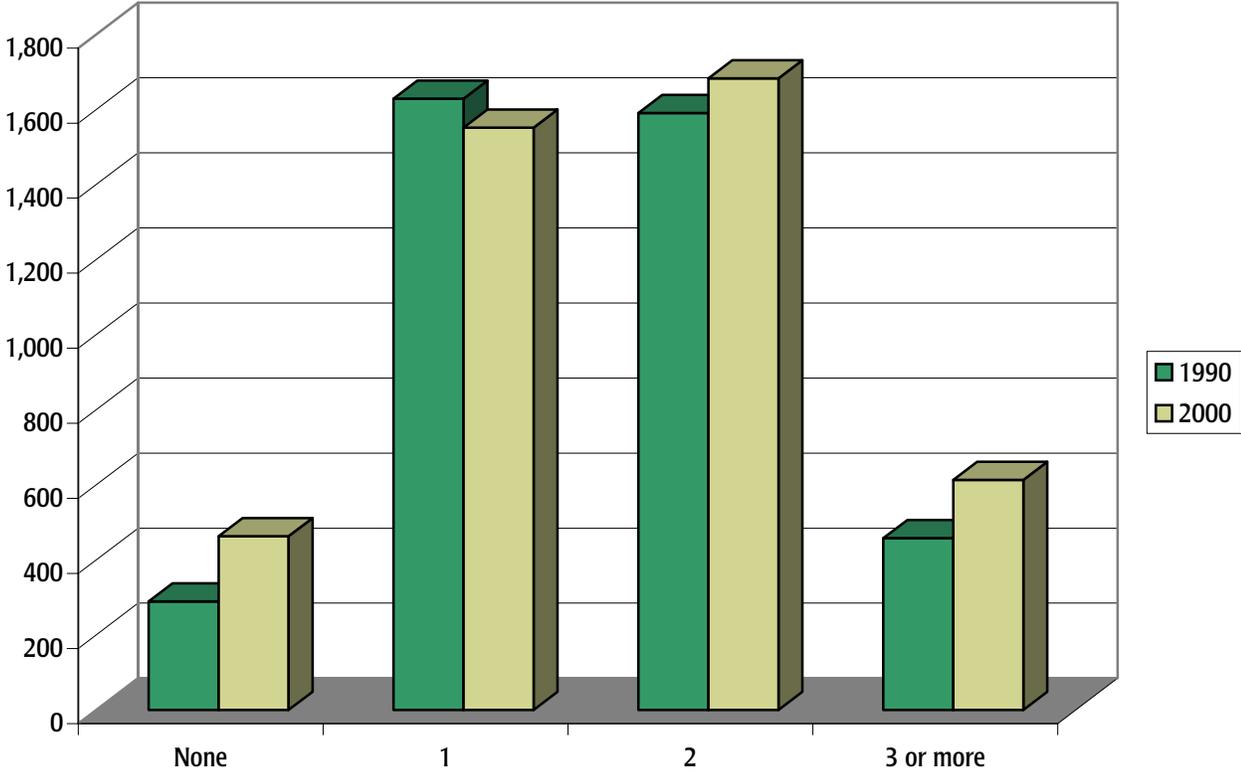
Year Householder Moved Into Unit

	1990			2000	
	Number	Percent		Number	Percent
1989 to March 1990	891	22.46%	1999 to March 2000	863	20.02%
1985 to 1988	892	22.49%	1995 to 1998	1,100	25.52%
1980 to 1984	607	15.30%	1990 to 1994	661	15.33%
1970 to 1979	719	18.12%	1980 to 1989	713	16.54%
1960 to 1969	393	9.91%	1970 to 1979	444	10.30%
1959 or earlier	465	11.72%	1969 or earlier	530	12.29%



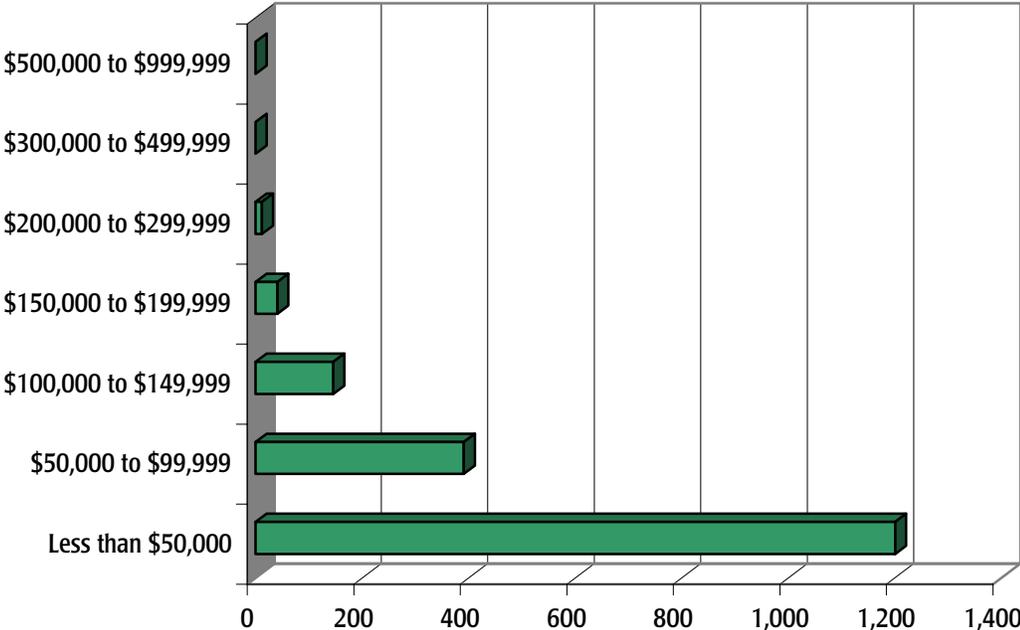
Vehicles Available

	1990		2000	
	Number	Percent	Number	Percent
None	289	7.29%	463	10.74%
1	1,629	41.06%	1,552	36.00%
2	1,591	40.11%	1,683	39.04%
3 or more	458	11.55%	613	14.22%



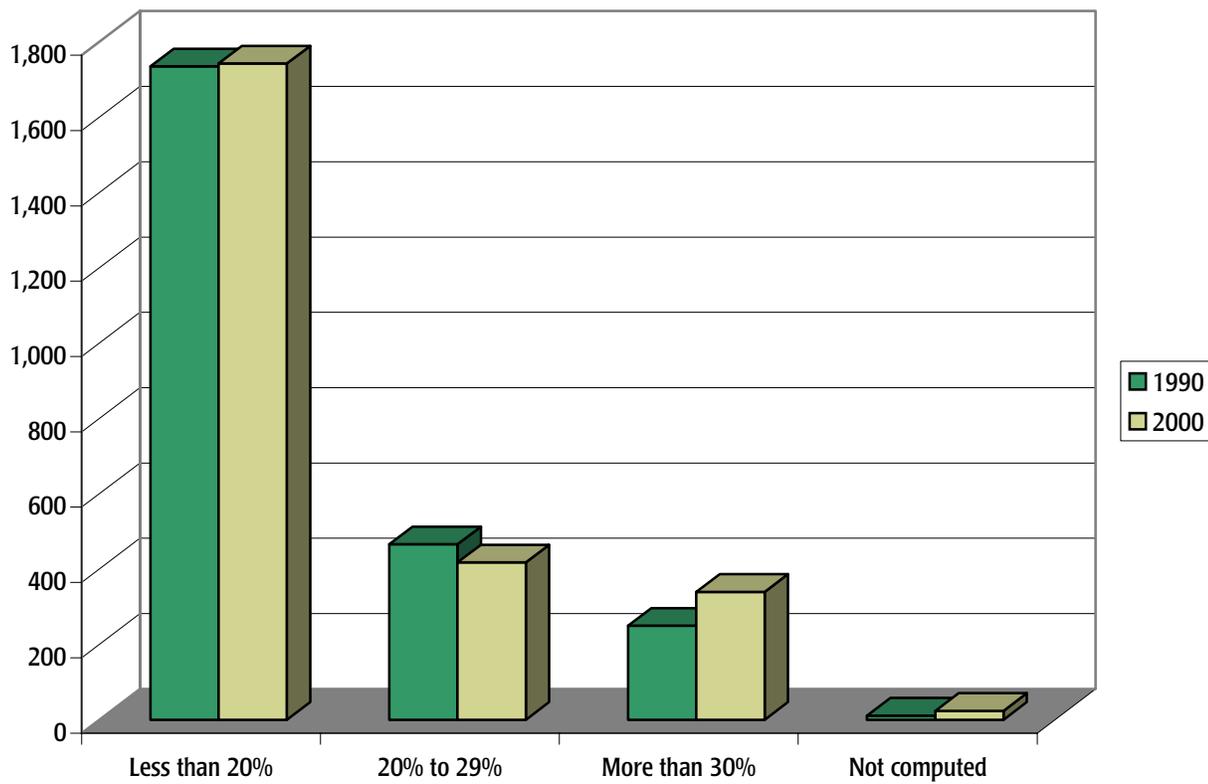
Value of Owned Housing

Less than \$50,000	734
\$50,000 to \$99,999	1,201
\$100,000 to \$149,999	391
\$150,000 to \$199,999	146
\$200,000 to \$299,999	41
\$300,000 to \$499,999	12
\$500,000 to \$999,999	0
\$1,000,000 or more	0
Median (dollars)	69,900



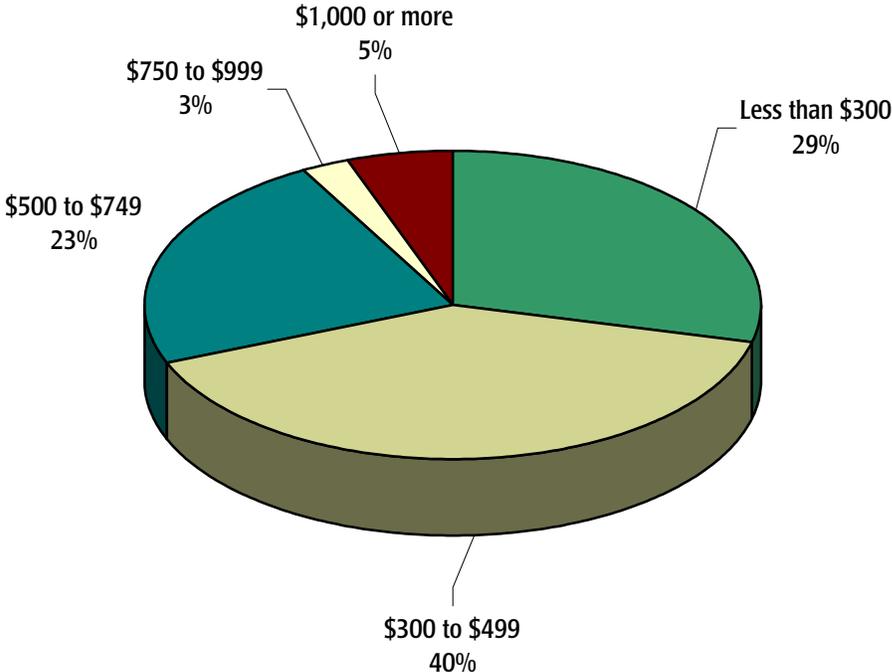
Selected Monthly Owner Costs as a % of Household Income

	1990			2000	
	Number	Percent		Number	Percent
Less than 20 percent	1,735	70.47%	Less than 15 percent	1,268	50.22%
20 to 24 percent	347	14.09%	15 to 19 percent	475	18.81%
25 to 29 percent	119	4.83%	20 to 24 percent	275	10.89%
30 to 34 percent	50	2.03%	25 to 29 percent	143	5.66%
35 percent or more	200	8.12%	30 to 34 percent	91	3.60%
Not computed	11	0.45%	35 percent or more	249	9.86%
			Not computed	24	0.95%



Gross Rent

Less than \$200	205
\$200 to \$299	201
\$300 to \$499	561
\$500 to \$749	322
\$750 to \$999	36
\$1,000 to \$1,499	40
\$1,500 or more	37
No cash rent	49
Median (dollars)	396



Gross Rent as a % of Household Income

	1990			2000	
	Number	Percent		Number	Percent
Less than 20 percent	490	39.68%	Less than 15 percent	384	26.46%
20 to 24 percent	142	11.50%	15 to 19 percent	224	15.44%
25 to 29 percent	148	11.98%	20 to 24 percent	158	10.89%
30 to 34 percent	133	10.77%	25 to 29 percent	163	11.23%
35 percent or more	289	23.40%	30 to 34 percent	105	7.24%
Not computed	33	2.67%	35 percent or more	321	22.12%
			Not computed	96	6.62%
Specified renter-occupied housing unit	1,235	100.00%	Specified renter-occupied units	1,451	100.00%

