

City of Gary
COMPREHENSIVE PLAN



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CHAPTER 1

INTRODUCTION AND PURPOSE

Planning can be defined as a process characterized by an ongoing effort to guide the future of a particular entity such as land use or housing in a particular geographic area, such as a neighborhood, city, county, or region. The purpose of the planning process is to create and maintain a desirable environment aimed at promoting public health, safety, welfare, and convenience.

Governments, as well as individuals, families, businesses, and industries, engage in planning for three reasons: to meet expected change, to produce desirable change, and to prevent and avoid undesirable change. In government, planning is done to help meet needs expected to result from changes in variables such as population size, demographic makeup, income levels, demand, and affordability and to create an environment or setting which is conducive to these changing needs.

Legal Authority

Minnesota Statutes § 462.353 grants municipalities their authority to plan. Its' Subdivision 1. states, "A municipality may carry on comprehensive municipal planning activities for guiding the future development and improvement of the municipality and may prepare, adopt and amend a comprehensive municipal plan and implement such plan by ordinance and other official actions in accordance with the provisions of sections 462.351 to 462.364."

Purpose of the Comprehensive Plan

The Comprehensive Plan should serve as a blueprint to a community to assist it in realizing its vision. It is important that the community uses the plan and refers to it often. The Plan gives direction to elected and appointed officials by providing implementation strategies that will allow them to focus their efforts. It helps set priorities so that efforts will not be wasted on issues that are not as important to the Community. However, the Council must recognize that change is also necessary and at some point, amendments or updates to the Plan may be necessary and desirable.

The City of Gary's planning process can be conceived as a five step procedure:

- (1) inventory and analysis;
- (2) goal and policy formulation;
- (3) comprehensive plan development;
- (4) adopting the comprehensive plan; and
- (5) plan implementation.

The inventory and analysis section of a plan sets projections and forecasts of changes which might be expected to occur during the planning period. The goals section represents the collective desires of the people for the type of community in which they want to live. The identified goals are based upon needs identified in the inventory and analysis stage.

Plan formulation is the establishment of courses of action (policies). In this section, decisions are made relative to future policies on land use, housing development, public facility development etc. Decisions affecting the social and economic well-being of the community are made as well.

Plan adoption formalizes the commitment of the community to proceed with development policies outlined in the comprehensive plan. The State of Minnesota requires through enabling legislation that a definite procedure be followed in adopting a comprehensive plan. The procedure is delineated in the Municipal Planning Act (M.S. 462.355).

The final step is implementation. Zoning and subdivision regulations are tools normally associated with the implementation phase. Other tools often utilized include capital improvement plans, housing and building codes and various other health and safety standards.

Chapters 1 through 6 of this document analyze the general setting for this plan by broadly examining Gary's existing socio-economic, land use, public facility, and housing characteristics. Chapter 7 outlines suggested goals and policies and Chapter 8 discusses plan implementation tools and techniques.

Planning Area

The study area of the Comprehensive Plan includes not only the City of Gary, but also the entire two mile exterritorial (ET) area which surrounds the City (Map 1-1).

Plan Setting

Gary is a community of about 214 people located in the northwestern part of the state in east Norman County, Minnesota. It is located in the fertile Red River Valley and has a significant agricultural base. Located just east of Minnesota State Hwy #32, Gary is approximately 60 miles southeast of Grand Forks, ND, 60 miles northeast of Fargo, ND, 260 miles northwest of the St. Paul/Minneapolis metropolitan area. See the map below for the location of Gary in a regional context.

Organizational Structure for Implementation

The City Council is ultimately responsible for the success of the Comprehensive Plan but will require help from community members. The City will employ the use city staff and its committee structure to assist with the development of the plan.



CHAPTER 2

POPULATION/DEMOGRAPHICS

An important component of the planning process is the analysis of a jurisdiction's population. Planning emphasizes the human and social ingredients of a jurisdiction's composition, as well as its physical characteristics. A study of population for the City of Gary must be concerned with the total number of residents, the age and sex distribution of the population, natural increase (births and deaths), net migration and projected population size. An analysis of Gary's past trends, current status, and future projection of population can serve as a guide in anticipating the community's future land use, public facility and housing needs.

Although this plan focuses upon development in the City of Gary, the importance of population growth and composition on a regional level must not be overlooked. For the purposes of this document, regional will be defined as the City's trade area, which will include Norman County and its member jurisdictions.

The reason that regional population is stressed in this document is that the city's development cannot be considered to be solely dependent upon growth patterns exhibited by the city. The economic health of the city, as well as the demand for city services, and growth pressure are heavily influenced by population trends in the region.

Population Trends/Change

In 2010, the population of Norman County was 6,852, a 7.9% decrease from 2000. This loss represents a continuance of a population loss trend that dates back to 1940. As of 2010, the county was at its lowest population level since 1890 (Table 2-1).

Table 2-1 Population Change Norman County 1890-2010		
Year	Population	% Change
1890	10,618	-
1900	15,045	41.7
1910	13,446	-10.6
1920	14,880	10.7
1930	14,061	-5.5
1940	14,746	4.9
1950	12,909	-12.5
1960	11,253	-12.8
1970	10,008	-11.1
1980	9,379	-6.3
1990	7,975	-15.0
2000	7,442	-6.7
2010	6,852	-7.9
Source: U.S. Census of Population 1890 - 2010		

Since 1980 population decline has occurred in all of Norman County’s cities. Since 1970 Gary has experienced an overall population decline, losing 51 persons (19.2% of its population) even though it had a 15 person gain from 1990-2000.

During the decade 2000 - 2010, only two of Norman County’s communities (Ada and Borup) witnessed a growth in population. This may be somewhat attributable to the addition of a new school, medical complex, and flood protection in Ada, as well as its closer proximity to Fargo-Moorhead MSA. Table 2-2 provides growth figures for Norman County communities for the years 1910 – 2010.

**Table 2-2
Population Change
Norman County Cities
1910 - 2010**

Town	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010
Ada	1,432	1,411	1,285	1,938	2,121	2,064	2,076	1,971	1,708	1,657	1,700
Borup	---	---	---	---	---	145	128	160	119	91	110
Gary	251	333	308	300	278	262	265	241	200	215	210
Halstad	494	528	535	570	635	639	598	690	611	622	590
Hendrum	355	354	326	341	352	305	311	336	309	315	300
Perley	188	222	231	246	204	165	149	134	132	121	92
Shelly	195	289	308	344	329	310	260	276	225	266	190
Twin Valley	543	676	657	844	899	841	868	907	821	865	820

Components of Population Change

There are two components of population change: natural increase (or decrease) and migration (in-migration or out-migration). The following discusses these components as they relate to Norman County.

Natural Increase

An important consideration in analyzing a jurisdiction's population is its trend toward a natural population increase or decrease. A natural increase only occurs if the number of resident births exceeds the number of resident deaths. If the reverse situation occurs, a community would find itself experiencing a natural decrease. Although birth and death data is not available at the city level, it's useful to understand trends which are occurring at the county level.

Presently, vital statistics indicate that a number of counties in rural Minnesota are experiencing a natural decrease (more deaths than births).

Migration

One of the essential and most difficult to document components of a population analysis is a jurisdiction's migration patterns and trends. Trends in Minnesota show that during the last decade there has been constant out-migration from "greater Minnesota". During this period,

rural areas and smaller communities of the state were the most affected by out-migration. During this same period, the larger urban centers of the state experienced considerable growth partially due to in-migration.

During the last decade Norman County, like many rural counties, experienced a trend of out-migration. As was previously stated Norman County’s population between 2000-2010 declined by 7.9% (590 residents). During this period of time the county lost 315 residents due to out-migration and 275 residents to natural decrease. The loss attributable to out-migration accounts for 53.4% of the population loss during this ten-year period (Table 2-3).

Table 2-3 Net Migration Norman County 2000 - 2010		
1	2000 Population	7,442
2	Resident Births 2001-2010	739
3	Resident Deaths 2001-2010	1014
4	Natural Increase (Line 2 minus Line 3)	-275
5	Expected 2010 Population	7,167
6	Actual 2010 Population	6,852
7	Net Out-Migration (Line 5 minus Line 6)	315
Source: U.S Census of Population 2000, 2010 Minnesota Center for Health Statistics http://www.health.state.mn.us/divs/chs/countytables/		

During the same period (2000 - 2010) all but one of the Region 1 counties also experienced outmigration (Polk County being the lone exception with a slight gain of 43 persons). It’s likely that many of those migrating out of the region did so seeking employment opportunities.

Age Distribution

Table 2-4 provides the age breakdowns for 2000 and 2010 for Norman County.

Table 2-4 Population Distribution by Age Group Norman County 1990-2010				
Age Group	2000	%	2010	%
Under 5	453	6.1	411	6.0
5 to 9 years	498	6.7	479	7.0
10 to 14 years	585	7.9	471	6.9
15 to 19 years	544	7.3	444	6.5
20 to 24 years	297	4.0	230	3.4
25 to 34 years	694	9.3	655	9.6
35 to 44 years	1101	14.8	720	10.5
45 to 54 years	954	12.8	1085	15.8
55 to 59 years	413	5.5	496	7.2
60 to 64 years	345	4.6	396	5.8
65 to 74 years	731	9.8	651	9.5
75 to 84 years	583	7.8	520	7.6
85 years and over	244	3.3	294	4.3

Source: U.S. Census of Population 2000, 2010

In examining Table 2-4, it is evident that when comparing the age breakdown for each of the years 2000, and 2010, little variation exists in the percentage breakdown of any age group with the exception of the 15 to 24-year age group. This age range is most likely leaving Norman County to work or for post-secondary education.

Population Projections

The Minnesota State Demographers Office projects that Norman County's population will increase to 7,259 by 2030, an increase of 5.6 percent from 2010. This growth will most likely occur in or near communities which provide employment opportunities and basic services. (For example, the employment growth in Clay County has resulted in some population growth occurring in the communities of Ada and Borup).

Age Group Distribution Projections

The projection provided in Table 2-5 indicates the level of the anticipated age group population

in Norman County for the years 2015 - 2030. These projections indicate that growth will occur in the 0-9, 25-44 and 65+ age groups. All other age groups are projected to decline with the most significant decline occurring in the 55-59 age group (43.4%).

Table 2-5 Population Distribution by Age Group Norman County 2015 - 2030						
Age Group	2015	%	2020	%	2030	%
Under 5	375	5.3%	397	5.6%	435	6.0%
5 to 9 years	391	5.6%	371	5.2%	417	5.7%
10 to 14 years	444	6.3%	389	5.5%	390	5.4%
15 to 19 years	557	7.9%	525	7.4%	450	6.2%
20 to 24 years	261	3.7%	347	4.9%	259	3.6%
25 to 29 years	305	4.4%	328	4.6%	381	5.2%
30 to 34 years	385	5.5%	364	5.1%	471	6.5%
35 to 39 years	326	4.6%	385	5.4%	387	5.3%
40 to 44 years	321	4.6%	323	4.6%	361	5.0%
45 to 49 years	428	6.1%	323	4.6%	383	5.3%
50 to 54 years	539	7.7%	425	6.0%	323	4.4%
55 to 59 years	564	8.0%	539	7.6%	319	4.4%
60 to 64 years	480	6.8%	565	8.0%	424	5.8%
65 to 69 years	388	5.5%	474	6.7%	531	7.3%
70 to 74 years	355	5.1%	387	5.5%	551	7.6%
75 to 79 years	293	4.2%	356	5.0%	467	6.4%
80 to 84 years	291	4.2%	284	4.0%	374	5.2%
85 years and over	308	4.4%	309	4.4%	336	4.6%
TOTAL	7,011	100%	7,091	100%	7,259	100%

Source: Minnesota State Demographic Center October 2012
<http://mn.gov/admin/demography/data-by-topic/population-data/our-projections/>

Population Trends/Projections - City of Gary

This section establishes projections for future population growth in the City of Gary. Specifically, an effort is made to determine the approximate size of Gary's population in 2020 and 2030, based on past population trends, as well as the potential for population growth that exists in the city and area.

The determination of these factors will provide guidelines for estimating the extent and location of various community needs. It should be noted that any future population estimate may be upset by unpredictable economic or social changes. However, total population growth over a long period of time can generally be estimated within reasonable limits. Furthermore, since the forecasts are made for a period of two decades, necessary occasional adjustments can be made. The important consideration is to provide a scale for future development which is in keeping with the prospects and potentialities of Gary. Then, minor adjustments can be made without serious disruption or wholesale change in the various phases of the plan and development.

Population Growth Potential - City of Gary

The purpose of this section is to measure and define the growth trends which have affected the City of Gary in past years and to project these trends into the future in order to anticipate the needs of the coming decade.

The method used in the following population forecast is a ratio technique that involves a step-down in a single phased analysis from the county level to the area under study. This method employs a previously prepared forecast for the county and, by ratio procedures, establishes how the local area could be expected to share in the forecasted population of the larger area.

It should be emphasized that this projection method is based on the assumption that population growth in any given area will exhibit a relationship to the population growth of its parent area. If this relationship were to change, the projected population would also exhibit a corresponding change. It further assumes that the forces that accelerate or retard natural population increases are concurrent throughout the County. The method does not consider that the impact of economic and social forces depending on the locality. These assumptions should be known to best utilize the results of this projection.

In order to arrive at a likely distribution of future population for the next 20 years, the table calculates what percentage of the total County population is represented by the City of Gary

from 1990-2010.

Table 2-6 Population Comparison Norman County/Gary, Minnesota 1990-2010			
Year	Norman County	City of Gary	City of Gary Population as % of Norman County Population
1990	7,975	200	2.50%
2000	7,442	215	2.88%
2010	6,852	214	3.12%

Source: U.S. Census of Population 1990, 2000, 2010

Table 2-7 Population Projection City of Gary, Minnesota 2020 & 2030					
	City of Gary Population as % of Norman County Population	Projected Norman County Population 2020	Projected Norman County Population 2030	Projected Gary Population 2020	Projected Gary Population 2030
Projection A	3.12%	7,091	7,259	221	226
Projection B	2.50%	7,091	7,259	177	181
Projection C	2.81%	7,091	7,259	199	204

Source: Northwest Regional Development Commission Projection

Three sets of figures were utilized in forecasting the City of Gary's year 2020 and 2030 populations. An interpolation of the State Demographers projections for Norman County was used as a basis for the forecast. Projection A assumes that the population of the City of Gary will make up 3.12% of the county's population which represents the highest city/county population percentage between 1990 and 2010. The City of Gary's 3.12% share of the projected 2020 and 2030 Norman County populations is 221 and 226 persons respectively. Projection B assumes that the population of the City of Gary will make up 2.50% of the county's population which

represents the lowest city/county population percentage between 1990 and 2010. The City of Gary's 2.50% share of the projected 2020 and 2030 Norman County populations is 177 and 181 persons respectively. Projection C assumes that the population of the City of Gary will make up 2.81% of the county's population which represents the average city/county population percentage between 1990 and 2010. The City of Gary's 2.81% share of the projected 2020 and 2030 Norman County populations is 199 and 204 persons, respectively.

It is probable that the 2030 population will be somewhere in the middle range between the Projection A and Projection B, which would place it near Projection C. However, it must be remembered that these figures are only estimates which are based upon past trends. For planning purposes, a year 2030 population of approximately 204 people is a workable figure.

It should be emphasized that the future population growth of the City of Gary is dependent upon the number of jobs it can provide to support its citizens and the number of jobs created within reasonable commuting distance. Gary is located within a 60 mile proximity to Grand Forks and Fargo, which are economic growth centers. Consequently, future population growth will likely be impacted by the Grand Forks/East Grand Forks and Fargo economies as well as the local farm economy.

The projections provided herein do not anticipate fluctuations in the area economic sector. As indicated, the projections are strictly numerical, based upon past trends and interpolation of projections from the State Demographers Office.

CHAPTER 3

ECONOMIC SETTING

Although this plan is intended as a community planning guide, the effect of the economy on development patterns should be recognized and considered. Since the factors which impact a community's economic situation generally transcend its boundaries, we have chosen to consider both the economic setting as it exists in Gary as well as the overall economic setting which exists in Norman County.

City of Gary

Income - Gary

The 2009-2013 American Community Survey 5 Year Estimates indicate that the median household income in Gary was \$51,250 while the average household income was \$50,601. The per capita income was \$21,156.

Table 3-1 Median Household Income, Median Family Income, Per Capita Income City of Gary, Minnesota 2009-2013	
Median Household Income	\$51,250
Mean Household Income	\$50,601
Per Capita Income	\$21,156
Source: 2009-2013 American Community Survey 5 – Year Estimates	

Table 3-2 provides information on household incomes in the City. About 23% of Gary's households have incomes of less than \$25,000 and over 18.3% have incomes in excess of \$75,000.

Table 3-2 Household Income City of Gary, Minnesota 2009-2013		
INCOME AND BENEFITS (IN 2013 INFLATION-ADJUSTED DOLLARS)		
Total households	82	
Less than \$10,000	1	1.2%
\$10,000 to \$14,999	6	7.3%
\$15,000 to \$24,999	12	14.6%
\$25,000 to \$34,999	8	9.8%
\$35,000 to \$49,999	11	13.4%
\$50,000 to \$74,999	29	35.4%
\$75,000 to \$99,999	10	12.2%
\$100,000 to \$149,999	5	6.1%
\$150,000 to \$199,999	0	0.0%
\$200,000 or more	0	0.0%
Source: 2009-2013 American Community Survey 5 – Year Estimates		

Employment - Gary

Employment opportunities play a key role in the growth of an area and are a determinant in defining development needs. Even though employment is generally an unstable phenomenon which is subject to fluctuation due to external forces, it is a strong determinant of development factors such as housing affordability.

There are 95 persons in the labor force in Gary of which 85 are employed and 10 are unemployed. The unemployment rate in Gary is 10.5% (Table 3-1).

Table 3-3 Employment Population 16 Years and Over City of Gary, Minnesota 2009-2013		
Total Population 16 Years and over	150	
In Labor Force	95	63.3%
Not in Labor Force	55	36.6%
Employed	85	89.5%
Unemployed	10	10.5%
Source: 2009-2013 American Community Survey 5 – Year Estimates		

Table 3-4 provides a breakdown of employment by industry in Gary. The largest employment sector in the City is the educational services, health care, and social assistance which employs 21.1% of the population.

Table 3-4 Employment Population 16 Years and Over City of Gary, Minnesota 2009-2013		
INDUSTRY	Number	%
Civilian employed population 16 years and over	85	
Agriculture, forestry, fishing and hunting, and mining	8	9.4%
Construction	6	7.1%
Manufacturing	6	7.1%
Wholesale trade	7	8.2%
Retail trade	3	3.5%
Transportation and warehousing, and utilities	15	17.6%
Information	0	0%
Finance and insurance, and real estate and rental and leasing	3	3.5%
Professional, scientific, and management, and administrative and waste management services	3	3.5%
Educational services, and health care and social assistance	18	21.2%
Arts, entertainment, and recreation, and accommodation and food services	9	10.6%
Other services, except public administration	2	2.4%
Public administration	5	5.9%
Source: 2009-2013 American Community Survey 5 – Year Estimates		

Norman County

In Norman County the economy is heavily agriculture-based, though employment has been increasingly provided to county residents by manufacturers in neighboring counties such as Polk, Pennington, and Clay.

The general growth and development of a geographic area depend, to a large extent on economic opportunity. The importance of an expanding economy not only relates to creation of new jobs and attracting new workers to the county, but also to attracting new shoppers from a wider service or trade area. Norman County serves as an employment base for approximately 3,200 people.

Employment – Norman County

For years Norman County has consistently ranked low to mid-range among the counties with the highest rates of unemployment in the Region and the State, and this trend continues. In 2013, the unemployment rate in Norman County was 5.7%, the same as the regional rate (5.7%) and about 24% above State of Minnesota’s rate (4.6%). Table 3-5 depicts the annual unemployment rate for Norman County and the rest of the counties of Region 1 since 2003. Table 3-6 depicts annual employment levels in Norman County and the rest of the counties of Region 1 since 2003.

Table 3-5 Annual Unemployment Rate by County & Region 1 2003-2013								
Year/Month	Kittson County	Marshall County	Norman County	Pennington County	Polk County	Red Lake County	Roseau County	Region 1
2013	5.9	7.6	5.7	6.3	5.3	6.7	4.4	5.7%
2012	5.8	7.6	5.9	6.6	6.2	7.2	4.7	6.2%
2011	6.8	8.3	6.7	7.7	7	8.1	5.3	7.0%
2010	7.5	9.3	6.9	9	6.6	9.6	6.4	7.5%
2009	7.2	9.8	6.4	8.8	5.9	10.1	7.6	7.5%
2008	5.7	7.9	5.6	7.1	5	7.9	4.9	5.9%
2007	5.7	8	5.1	6.9	4.6	8.1	6.3	6.0%
2006	5.4	6.8	5	5.5	4.6	6.7	6.3	5.5%
2005	5.2	7.1	4.6	5.5	4.5	6.8	5	5.2%
2004	6.7	7.7	5	6.5	5.3	7.8	4.5	5.8%
2003	7.5	8.3	5.4	6.1	5.1	7.9	7.3	6.4%

Source: Minnesota Department of Employment and Economic Development LAUS data

**Table 3-6
Annual Average Employment
2003-2013**

Year	Kittson County	Marshall County	Norman County	Pennington County	Polk County	Red Lake County	Roseau County	Region 1
2013	2,284	5,166	3,137	8,148	16,256	2,113	8,273	45,377
2012	2,424	5,329	3,328	8,057	16,489	2,180	8,169	45,976
2011	2,426	5,304	3,405	7,903	16,196	2,228	8,072	45,534
2010	2,382	5,170	3,355	7,639	16,019	2,187	8,130	44,882
2009	2,342	4,827	3,366	8,184	16,141	2,187	8,809	45,856
2008	2,337	4,762	3,337	8,100	16,044	2,174	9,089	45,843
2007	2,344	4,759	3,370	7,961	15,910	2,111	9,140	45,595
2006	2,442	4,934	3,422	7,897	16,271	2,074	9,487	46,527
2005	2,440	4,915	3,451	7,742	16,140	2,082	9,672	46,442
2004	2,510	4,985	3,557	7,601	15,754	2,075	9,667	46,149
2003	2,347	4,806	3,495	7,508	15,711	2,016	9,449	45,332

Source: Minnesota Department of Employment and Economic Development LAUS data

The present day major economic sectors in the county ranked by the percentage of employment provided include the agricultural sector (27.6%), the government sector (13.8%) and the retail



sector (7.5%). Table 3-7 provides information on employment by sector in Norman County since 2006.

Table 3-7 Employment by Sector Norman County 2009-2013					
Description	2009	2010	2011	2012	2013
Total employment	3,863	3,917	3,854	3,799	3,708
Farm employment	778	782	750	779	730
Nonfarm employment	3,085	3,135	3,104	3,020	2,978
Private employment	2,561	2,611	2,586	2,502	2,473
Forestry, fishing, and related activities	(D)	82	(D)	92	94
Mining	(D)	63	35	42	45
Utilities	(D)	(D)	(D)	(D)	(D)
Construction	(D)	(D)	(D)	(D)	(D)
Manufacturing	(D)	(D)	(D)	(D)	(D)
Wholesale trade	133	158	161	161	166
Retail trade	379	380	353	325	321
Transportation and warehousing	(D)	(D)	(D)	(D)	(D)
Information	116	126	104	109	96
Finance and insurance	(D)	(D)	(D)	(D)	(D)
Real estate and rental and leasing	(D)	(D)	(D)	(D)	(D)
Professional, scientific, and technical	103	112	(D)	(D)	115
Management of companies/enterprises	(D)	0	0	0	(D)
Administrative and waste management	(D)	85	(D)	(D)	(D)
Educational services	11	19	15	16	15
Health care and social assistance	461	434	420	428	429
Arts, entertainment, and recreation	(D)	(D)	(D)	54	53
Accommodation and food services	(D)	(D)	(D)	90	90
Other services, except public admin	251	241	223	223	219
Government and government enterprises	524	524	518	518	505
Federal, civilian	44	47	41	41	37
Military	26	26	26	25	24
State and local	454	451	451	452	444
State government	(D)	(D)	(D)	(D)	(D)
Local government	(D)	(D)	(D)	(D)	(D)

Source: Bureau of Economic Analysis

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the total

**Table 3-8
Gross Sales By Industry
Norman County
2013**

INDUSTRY	GROSS SALES	NUMBER	AVERAGE PER BUSINESS
221 Utilities	\$13,479,397	4	\$3,369,849.25
238 Construction – Special Trades	\$45,796,421	9	\$5,088,491.22
332 Manufacturing –Fabricated Metal	\$8,558,744	4	\$2,139,686.00
424 Wholesale – Non-Durable	\$17,590,429	5	\$3,518,085.80
441 Retail – Vehicle Parts	\$4,315,521	8	\$539,440.13
444 Retail – Building Materials	\$6,874,783	7	\$982,111.86
445 Retail – Food Beverage Store	\$2,719,779	4	\$679,944.75
447 Retail – Gasoline Station	\$11,652,328	25	\$466,093.12
448 Retail – Clothing, Accessory	\$2,188,142	6	\$364,690.33
451 Retail – Leisure Goods	\$895,025	9	\$99,447.22
453 Retail – Miscellaneous Store	\$542,214	10	\$54,221.40
454 Retail – Non-Store	\$269,256	5	\$53,851.20
484 Transportation - Truck	\$2,505,304	28	\$89,475.14
541 Professional, Scientific, Technical	\$2,557,377	10	\$255,737.70
561 Administrative, Support Services	\$828,177	15	\$55,211.80
713 Amusement, Gambling, Recreation	\$20,868,535	5	\$4,173,707.00
721 Accommodation	\$32,012,861	46	\$695,931.76
722 Food Service, Drinking Places	\$13,479,397	4	\$3,369,849.25
811 Repair, Maintenance	\$45,796,421	9	\$5,088,491.22
812 Personal, Laundry Service	\$8,558,744	4	\$2,139,686.00
813 Religious, Civic, Professional	\$17,590,429	5	\$3,518,085.80
921 Executive, Legislative, other government	\$4,315,521	8	\$539,440.13
999 Undesignated/Suppressed	\$6,874,783	7	\$982,111.86
	\$173,654,293	200	\$868,271.47

Source: Minnesota Department of Revenue
http://www.revenue.state.mn.us/research_stats/Pages/2013-Sales-and-Use-Tax-Revenue-by-County.aspx

Agricultural Sector

The importance of the agricultural sector in Norman County is reflected by the extent to which its land uses are agriculturally oriented. This pattern not only reflects the County's involvement in agriculture, but it also identifies cropland as one of its most valuable resources. Norman County has approximately 532,394 acres in farming which makes up approximately 94% of its land use. Farm sector employment currently makes up 19.7% of Norman County's employment.



Table 3-8 indicates that agriculture generates over \$194 million in revenues in Norman County. Of the counties in Region 1, only Marshall and Polk County agricultural related revenues (\$407 million and \$257 million, respectively) exceeds Norman County.

Table 3-8 Agricultural Cash Receipts Region 1 Counties 2009				
2009	Crops	Livestock	Government Payments	Total
Kittson	\$133,315,000	\$4,097,000	\$9,747,000	\$147,159,000
Marshall	\$231,148,000	\$8,677,000	\$16,732,000	\$256,557,000
Norman	\$169,292,000	\$15,884,000	\$9,291,000	\$194,467,000
Penn	\$32,729,000	\$4,828,000	\$5,563,000	\$43,120,000
Polk	\$366,653,000	\$21,749,000	\$18,932,000	\$407,334,000
Red Lake	\$31,850,000	\$6,683,000	\$4,218,000	\$42,751,000
Roseau	\$63,257,000	\$19,319,000	\$9,470,000	\$92,046,000
Total	\$1,028,244,000	\$81,237,000	\$73,953,000	\$1,183,434,000

Government Sector

The government sector which includes federal state, county and local governments has declined

in terms of overall sector employment since 2006, but still employs 13.8% of the employed labor force in Norman County. Within the governmental sector, local government provides for provides for 87.9% of the employment.

Retail Sector

Table 3-8 indicates that Norman County had in excess of \$29 million in gross retail sales in 2013. Retail sales accounted for 17% of gross non-farm sales and the retail industry made up 8.6% of the employed workforce.



CHAPTER 4

HOUSING CHARACTERISTICS AND NEEDS

Introduction

The City of Gary is located in an Economic Region (Region 1) of contrasts, whether one is speaking of demographics, economics, or housing. Much of the economic growth which has occurred in Region 1 has taken place in the economic growth centers of Roseau County (Warroad and Roseau), Thief River Falls, and East Grand Forks/Grand Forks. In some cases, such as in the Warroad/Roseau area, this has spurred significant growth in nearby jurisdictions creating "growth management" concerns. Yet, other areas of Region 1 seemingly have stagnated, exhibiting little growth, declining property values, and older populations. This seems to be the case in much of the western one-half of Norman County, a situation which encouraged the United States Department of Agriculture in 2003 to designate the area as a Champion Community in an effort to assist in the reversal of the economic and population declines of the area.

Housing availability at an affordable cost is a key component in any area's attempt to establish or re-establish itself economically - although it's recognized that job opportunities must also be present or be potentially present. The following discussion focuses upon the existing city-wide housing characteristics present in the City of Gary including housing type, tenure and occupancy, condition, and, age and value.

Housing Type

In 2000, single family housing units made up over 80% of the City of Gary's housing stock, while mobile homes made up the balance. There were 94 units in the City at that time. In 2010, little had changed: the population of the community had decreased slightly (by 4%), and the number of dwelling units increased to 96 dwelling units. Table 4-1 shows the housing type distribution estimates in Gary by occupancy type and number of units in 2000.

Table 4-1 YEAR ROUND HOUSING UNITS BY OCCUPANCY STATUS AND NUMBER OF UNITS AT ADDRESS CITY OF GARY 2000	
Housing Type	Total Units
1 Unit – Single Family	81
Duplex	0
Multi-Family (3+ Units)	0
Mobile Home	13
Total	94

SOURCE: U.S. Census Bureau, 2000 Census

Tenure/Occupancy

Table 4-2 indicates that 72 (75%) of the occupied housing units in Gary are owner occupied, and (11) 11% are rented. According to the 2010 Census, there were 83 (86%) occupied housing units and 13 (13.5%) unoccupied units.

Table 4-2 TENURE OF OCCUPIED UNITS CITY OF GARY 2010		
Tenure Type	Number of Units	% of Total Units in Structure
Owner Occupied	72	75%
Renter Occupied	11	11%
Total Occupied	83	86%
Total Units in Structure	96	100%

SOURCE: U.S. Census Bureau, 2010 Census

Age of Housing

Table 4-3, shows the proportions of pre-1940 housing in Norman County cities as revealed by the 2009-2013 American Community Survey. 30.7% of the Gary's dwellings were built prior to 1940. When compared to other Norman County cities, Gary has the fourth smallest proportion of pre-1940's housing.

Table 4-3 PROPORTIONS OF HOUSING CONSTRUCTED 1939 OR EARLIER NORMAN COUNTY CITIES & REGION 1 COUNTIES 2009-2013			
City	%	Counties	%
Ada	21.3	Kittson	26.9
Borup	63.2	Marshall	27.8
Gary	30.7	Norman	32.6
Halstad	27.5	Pennington	21.8
Hendrum	34.5	Polk	24.9
Perley	58.5	Red lake	30.8
Shelly	54.5	Roseau	13.6
Twin Valley	24.1		

SOURCE: U.S. Census Bureau, 2009-2013 American Community Survey

On a countywide basis the proportion of pre-1940's housing is 32.6%. There appears to be no strong tendency to construct new units in the unincorporated areas (areas outside of the city limits) – a tendency which is evident in neighboring Pennington and Roseau Counties and raises growth management concerns.

Table 4-4 PROPORTIONS OF HOUSING CONSTRUCTED 1980-2013 NORMAN COUNTY CITIES & REGION 1 COUNTIES 2009-2013			
City	%	Counties	%
Ada	19.8	Kittson	25.4
Borup	7.0	Marshall	25.5
Gary	21.6	Norman	22.5
Halstad	32.5	Pennington	29.6
Hendrum	17.3	Polk	30.1
Perley	7.7	Red lake	28.3
Shelly	10.4	Roseau	47.1
Twin Valley	35.3		

SOURCE: U.S. Census Bureau, 2009-2013 American Community Survey

Table 4-5 indicates that the number and percentage of dwellings which were constructed between 1980-2013 in the unincorporated areas of Norman County (304 units, 21.8%) was exceeded by the number and percentage of those constructed in the incorporated areas (470 units, 23.4%).

Table 4-5 provides summary information on the location of dwelling units constructed since 1980 in incorporated and unincorporated areas of the county.

Table 4-5 DWELLING UNITS CONSTRUCTED AFTER 1980 NORMAN COUNTY			
	Total Units	Built after 1980	%
Norman County	3,403	774	22.7%
Incorporated areas	2,007	470	23.4%
Unincorporated areas	1,396	304	21.8%
SOURCE: U.S. Census Bureau, 2009-2013 American Community Survey			

Value of Housing

The age and condition of a jurisdictions housing stock are reflected in the value of its housing. Tables 4-6 and 4-7 indicate the distribution of housing values in Gary in 2000 and 2013 as indicated by the census. **There has been a large increase (105%) in housing values in Gary since 2000.** The median value of a dwelling unit in 2010 was \$62,200, as compared to \$30,400 in 2000. In 2000, approximately 80% of Gary’s dwellings were valued at less than \$50,000, as compared to approximately 36% being valued at less than \$50,000 in 2013. Similarly, 2 dwellings were valued at more than \$100,000 in 2000 while by 2010 16 dwellings (21%) were valued at more than \$100,000.

Table 4-6 VALUE OF SPECIFIED OWNER OCCUPIED HOUSING (2000) CITY OF GARY		
Value	Number	Percent
Less than \$50,000	56	80%
\$50,001 to \$100,000	12	17.1%
More than \$100,000	2	2.9%
Median Value: \$30,400		
SOURCE: 2000 Census of Population (SF-3)		
Table 4-7 VALUE OF SPECIFIED OWNER OCCUPIED HOUSING (2009-2013) CITY OF GARY		
Value	Number	Percent
Less than \$50,000	27	35.5%
\$50,001 to \$100,000	33	43.4%
More than \$100,000	16	21.1%
Median Value: \$62,200		
SOURCE: U.S. Census Bureau, 2009-2013 American Community Survey		

Table 4-8 provides summary information on the distribution of housing values in Gary and among the incorporated and unincorporated areas of the county in 2009-2013. From Table 4-8 it is evident that the percentage of units valued at \$50,000 or less is generally higher in the cities of the county than in the county as a whole. In only two Norman County cities was the percentage of units valued at less than \$50,000 smaller than the percentage in the county as a whole. This suggests that the higher valued properties in Norman County are generally located outside of the corporate boundaries of its member cities.

In Gary, the principal concentration of housing lies in the \$50,000 - \$100,000 category - 43.4% of the city's housing stock lies in this category. The median value of housing in the city, as previously, was \$62,200. Table 4-9 indicates median housing values in the City of Gary fall in the middle range for Norman County's cities.

Table 4-8 Distribution of Housing Values Norman County Jurisdictions 2009-2013			
Jurisdiction	# / % Units less than \$50,000	# / % Units \$50,000 - \$100,000	# / % Units more than \$100,000
Ada	158/32.1%	215/43.7%	119/24.2%
Borup	16/36.4%	21/47.7%	7/16.0%
Gary	27/35.5%	33/43.4%	16/21.1%
Halstad	34/22.4%	59/38.8%	59/38.8%
Hendrum	22/26.2%	36/42.9%	26/31.0%
Perley	20/40.8%	19/38.8%	10/20.4%
Shelly	43/56.6%	29/38.2%	4/5.2%
Twin Valley	99/43.0%	98/42.6%	33/14.3%
Norman County	582/26.3%	756/34.1%	877/39.6%

Table 4-9 Median Housing Values Norman County Jurisdictions 2009-2013	
Jurisdiction	Median Value
Ada	74,100
Borup	58,600
Gary	62,200
Halstad	86,900
Hendrum	75,600
Perley	67,500
Shelly	44,400
Twin Valley	57,300
Norman County	84,000

SOURCE: U.S. Census Bureau, 2009-2013 American Community Survey

Housing Conditions

Although 21.6% of Gary's housing stock could be considered to be newer (post 1980 construction), it is still evident that substandard housing also exists. There are two methods which are commonly used to evaluate the condition of housing in a jurisdiction 1) the evaluation of census data and; 2) utilization of local surveys. Both are deficient in certain respects. The census recognizes only lack of plumbing and overcrowded-ness as indicators of substandard conditions. General unit condition is ignored (although assumptions can also be drawn from unit value and age). Local surveys, such as windshield surveys and/or occupant surveys rely heavily upon the opinions of the observer or occupants, which are subject to considerations such as

personal preference. The following discusses Gary's housing conditions using both of these methods (census and windshield survey).

Census Data

Although overcrowded units and lack of complete plumbing facilities are very poor "primary" indicators of whether or not a unit is to be considered substandard, they are the "substandard-ness test" which is used in the census and are, therefore, the only census indicators which are readily available to measure "substandard-ness." The census defines substandard dwellings as those units which are overcrowded (more than 1.01 persons per room) or lack complete plumbing for exclusive use of the occupant.

Overcrowded Units/Units lacking complete plumbing

The 2009-2013 American Community Survey indicated that there were no overcrowded units in Gary. Also, it indicated that there were no units which lacked complete plumbing. Due to the high margin of error associated with American Community Survey data in small population sizes, a windshield survey was completed and it can be concluded that a very limited number of housing units (a maximum of three) would be substandard using the Census Bureau definition.

Windshield Survey

In September of 2015, NWRDC conducted a visual windshield survey of houses in Gary. The visual survey looked at 96 single family structures. Housing conditions were categorized into one of three levels of physical condition: standard condition – needing no repair, substandard condition -needing repair, or dilapidated, as defined below. While this survey analyzed only the exterior features and condition of the structures it is presumed that the exterior condition is a reasonable indicator of interior conditions.

Standard Condition: Is in standard condition on the outside and is of an age that no repairs are expected. Units considered to be in standard condition will not typically require rehabilitation.

Substandard Condition: Has obvious major repair needs from the exterior including major structural deficiencies (i.e. roof) or other exterior problems (i.e. siding, steps), or energy related

deficiencies (i.e. windows, doors, storm windows and storm doors) which need repair or replacement.

Dilapidated Condition: Is in substandard condition and not suitable for rehabilitation. It has such a large number of outside elements in poor condition that the cost of rehabilitation exceeds its economic, historical or socioeconomic value. Dilapidated units should not be considered for rehabilitation, but rather should be demolished.

Table 4-10 provides a summary of the results of the windshield housing condition survey.

Table 4-10 Housing Conditions Gary, Minnesota 2012				
Unit Type	Standard	Substandard	Dilapidated	Total
Single Family House	74	5	3	82
Duplex	0	0	0	0
Mobile Home	12	2	0	14
Total	86	7	3	96
Source: Windshield Survey 2015				

SUMMARY OF HOUSING NEEDS

The overall housing picture in the City of Gary is mixed, exhibiting both positive and negative characteristics.

From a positive standpoint:

- Some of Gary's housing stock is comparatively newer than the housing stock in other communities in Norman County.
- Similarly, the housing values are comparative to Norman County.
- There is also relatively little housing vacancy.

From a negative standpoint:

- There is a high incidence of substandard housing conditions.
- Value Gap and Affordability Gap concerns are barriers to the development of new housing.
- Substantial infrastructure costs could be associated with the development of new housing.

CHAPTER 5

LAND USE

Existing Land Use

The generation of land use districts in a community is a natural process, consisting generally of intensifying or extending what is, or was there. Thus the basic land use districts of Gary were established well before this study began. The purpose of this plan is not to substantially or dramatically change the existing land use districts. It is to determine what should be done to protect and strengthen them, and to anticipate the location and structure of new land use districts.

A land use inventory was performed as part of the background analysis of the plan. Land use data was derived from a windshield survey and aerial photographs. Acreages were calculated from measurements of aerial photographs.

Historical Trends

There have been no previously prepared land use plans or land use studies in the City of Gary. Consequently, it is difficult to make an accurate determination of land use trends. Nevertheless, it is possible to arrive at general conclusions about historical development trends based upon observations of more recent development patterns (last 20-30 years)

Land Use Characteristics

Existing land uses in Gary are similar to uses found in many small northwestern Minnesota towns. Land use data by acreage and by percentage for Gary is shown in Table 5-1.



Table 5-1 Land Use City of Gary 2013		
Type of Land Use	Acreage	% of Total
Agricultural	79.77	38%
Residential	77.06	36.7%
Commercial	8.1	3.9%
Industrial	10.7	5.1%
Public/Semi Public	11.76	5.6%
Undeveloped/ROW/Open	22.61	10.8%
Total	210	100%

Residential

Table 5-1 indicates that the residential land use acreage for Gary accounts for approximately one- half of the total land usage in Gary. Only a very small portion of the total residential land use acreage is multi-family residential.

Commercial

The land use map indicates that Gary has three major commercial areas - the downtown central business district, the west gateway entrance, and the southeast portion of the city



Industrial

Existing land use shows a total of commercial and industrial zones approximating 11%. Revenues from industrial uses, as well as commercial, are normally much higher than the cost of providing services to these land users. The location of the industrial uses are fairly well defined and encompasses both the western and southeastern parts of the city.

Public/Semi-Public

The public/semi-public uses include land uses which address provision of governmental and public services (i.e. community center, fire hall, elementary school) and institutional properties such as churches. This land use is somewhat limited in scope in Gary making up about 5% of the total land usage.



Undeveloped/ROW/Open

The undeveloped/right of way/open space land use comprises almost 5% of the total land use in Gary. Included in this category are streets, highways, park and open spaces (recreation). Undeveloped areas such as the old football field (which is actually part of the school district and not within city limits) or Gary Pines are not counted.

FUTURE LAND USE NEEDS

The population projections previously presented in Chapter 2 of this plan, indicate that the population of the City of Gary is expected to decline by approximately 4.7% by 2030. Additionally, the Minnesota State Demographer projects that Norman County's population will increase by 2% by 2030. Based on these projections it seems unlikely that increases in acreage for any land use will be necessary during the planning period, but it is also recognized that unanticipated events (i.e. business development/growth) could change this. Table 5-2 provides a breakdown of anticipated land use needs (acres) based on the future population projections and the assumption that the per capita acreage for each land use would remain the same as 2010.

**Table 5-2
Projected Land Use Needs
City of Gary 2030**

Land Use Type	Acreage 2010	Population 2010	Acres per Capita	Population 2030	Required Acres 2030
Residential	77.06	214	.360	204	73.44
Commercial	8.1	214	.038	204	7.75
Agricultural	79.77	214	.373	204	76.09
Industrial	10.7	214	.050	204	10.20
Public/Semi Public	11.76	214	.055	204	11.22
Undeveloped/ROW/Open	22.61	214	.106	204	21.62

CHAPTER 6

COMMUNITY AND PUBLIC FACILITIES

COMMUNITY FACILITIES

Community facilities include those buildings and open spaces which provide governmental, public protection, educational, medical care, library, recreational and cultural services to the residents of the community. Public facilities include infrastructure related items such as sewer and water systems and their related components. Although making specific suggestions as to community and public facility needs is beyond the scope of this document, a review is provided for informational purposes.

City Government

The City's administrative offices are located in the Gary Community Center, which is located at 115 First Ave. East in the downtown area. The facility is approximately 800 square feet and serves as a venue for public meetings as well as a location for organizational events. The building appears to be well maintained and would be considered to be in good condition.



Public Protection

Norman County provides policing service to the City through the Sheriff's Department. There are no police facilities in the City. The Gary Fire Hall, housing the Gary Volunteer Fire Department, is located in the downtown area on Thorpe Street. The facility is old and the Community is looking for ways to fund a new facility. The fire department serves the City of Gary as well as a number of surrounding townships.

Parks and Recreation

In 2013 the city of Gary began a “Get Out & Play” initiative which included increasing ways for residents to get out and play, stay healthy, exercise and gather as a family and community.

The Gary Wellness/Workout Center was installed in 2014. An existing facility, the Gary City Park is approximately .8 acres and is located on Main



Street. It includes two horseshoe pits, two sand volleyball courts, a playground, sand box and a sheltered picnic area.

Other green space areas include a facility which was dedicated in 2016, it includes a basketball court/ ice skating arena and picnic area, named Elwood E. Narum Recreational Park near the Post Office. In 2015, as part of the initiative, the playground facilities were updated at the elementary school.

The city of Gary owns a 160-acre forest called the Gary Pines. The city undertook a Get Out & Play in the Gary Pines project in 2016. The forest is located on State Highway 32 one mile NW of Gary. In conjunction with the City of Gary, U of M Twin Cities, U of M Regional Sustainable Development Partnership, CURA, Gary Cares, Twin Valley- Gary Area Foundation and others, a complete park and recreation center for families, children, horse enthusiasts, hikers, bird watchers and other nature lovers was planned during three community wide meetings in 2016. It is being implemented in 2017. Go to www.GaryPines.com for updates and information.

PUBLIC (INFRASTRUCTURAL FACILITIES)

Water Supply

The City of Gary receives its water through its own well and water system, located in the southeast quadrant of the community. The public water system consists of one well (280 feet depth), one underground reservoir, and a distribution system that serves all developed

properties within the city limits.

Water Storage

The city's water storage facilities consist of a 3,000 gallon underground tank and is past its life expectancy. Chemical treatment consists of chlorine, fluoride, and polyphosphate. There is no filtration system.

Water Distribution System

The water distribution system in the city consists of 2 - 8" cast iron water mains. The distribution system serves approximately 90 residential users and 10 commercial users. Average water usage is approximately 16-20,000 gallons/day. Maximum demand is approximately 40,000 gallons/day. Distribution system is PVC and was replaced in 2009. Pump capacity is 180 gallons/minute.

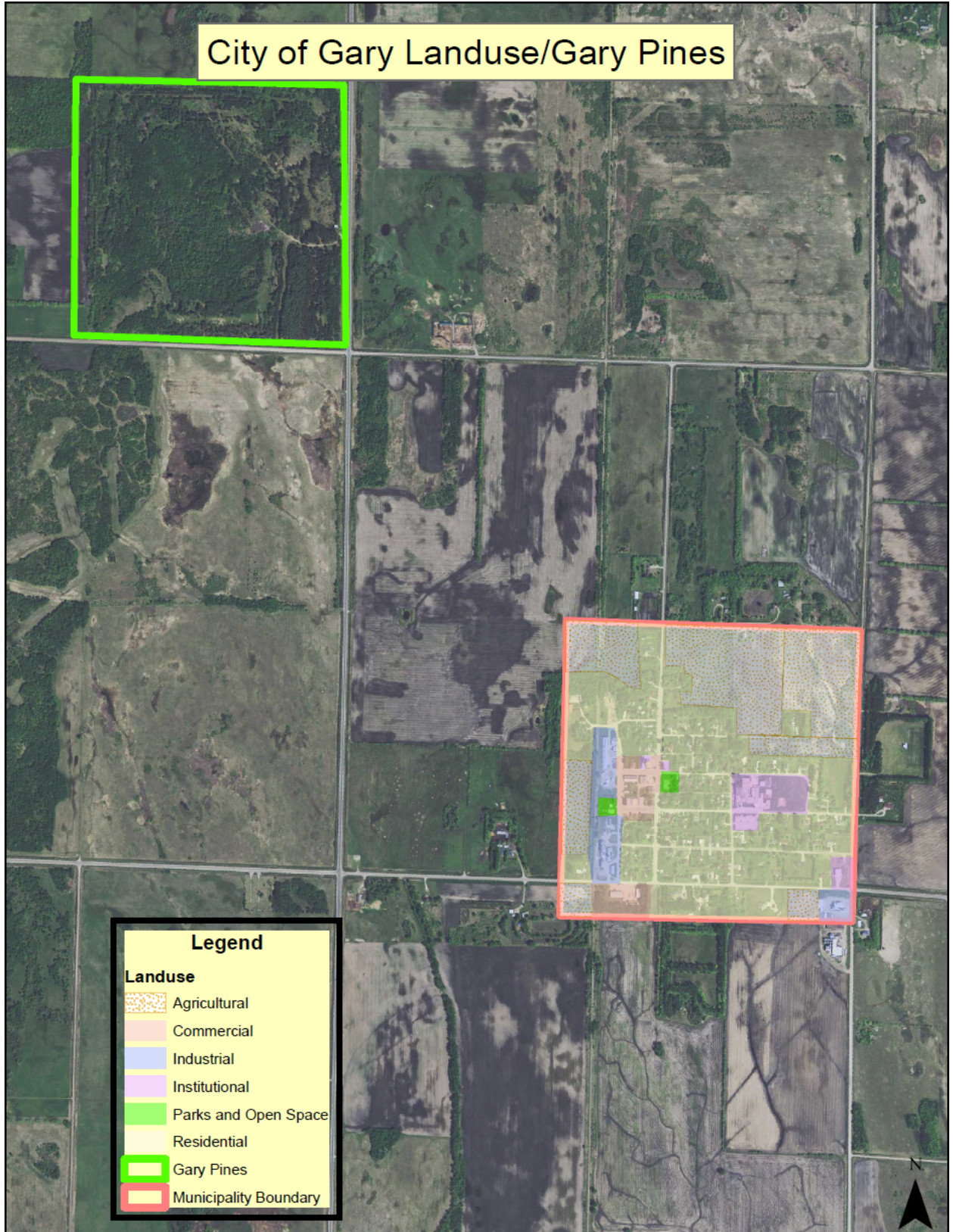
Sanitary Sewer System

The City of Gary's sanitary sewer system consists of a collection system, 1 lift station, a force main and a stabilization pond treatment system. The collection system serves the entire community and has experienced significant infiltration and inflow problems. The source of these problems has not been identified. Additionally, the sanitary lift station controls are underground, which pose a safety risk.

Storm Water System



City of Gary Landuse/Gary Pines



Chapter 7

Goals and Objectives

Introduction

What should Gary look like in 2035? The Comprehensive Plan establishes goals and objectives (and ultimately will contain implementation-oriented policies) that will help to shape and direct growth and development for the next twenty years and beyond. The Plan is based upon a shared vision of the citizenry and stakeholders of what Gary should and will become.

The following goals and objectives have been developed to guide the community's vision of itself as it grows, matures, and ultimately attains its anticipated build-out configuration. They establish a framework for specific actions (i.e. policies), to be conceived during later phases of the comprehensive planning process which will help the citizens and stakeholders of Gary achieve their ultimate vision of the City's future.

Discussions of citizen's views regarding the City of Gary were derived from visioning sessions in 2013, and assisted in formulating the goals and objectives for the City's Comprehensive Plan. These discussions clearly indicated residents' views concerning quality of life in Gary, as well as Gary's strengths and weaknesses. The discussion investigated the following areas of interest:

- Elements about the City that are liked or considered positive by the residents;
- Elements of aspects of the City that should be preserved;
- Elements about the City that are disliked or considered to need improvement;
- Elements or aspects of the City that require change; and,
- Top issues facing Gary that will affect the City the most in the future.

General conclusions obtained through these discussions were:

Elements about the City that are liked or considered positive by the residents in Gary were found to be:

- Small town, friendly atmosphere.

- Available open space and recreational opportunities.
- Proximity to regional centers (Crookston, Grand Forks, Thief River Falls, Fargo) as well as larger metro areas (Winnipeg and Minneapolis).
- Less crime and enhanced feeling of safety for kids and family.
- Gary is able to meet some basic needs as well as quality of life amenities like trails, recreation areas, parks, churches, school events, community fund.
- Several generations have resided in Gary giving the town a sense of “family.”
- Proximity to area universities and higher education is very good (University of North Dakota, North Dakota State University, University of Minnesota-Crookston, Northland Community College, Minnesota State University-Moorhead, Concordia College).

Elements or aspects of the City that should be preserved were determined as:

- Elementary School, Grocery, Café, Laundromat
- Central Business District
- Attractive residential areas
- Agricultural significance and history of the City
- Progressive City Leadership
- Friendly helpful people
- Gary Pines Recreation Area
- Gary Cares Community Fund



Elements about the City that are disliked:

- Aging and deteriorating infrastructure
- Loss of business to other communities
- High infrastructure costs are a barrier to growth
- Insufficient housing variety
- Lack of sufficient activities for youth
- Lack of employment opportunities to keep young families in town

Areas of focus that would improve the community:

- A wider variety of affordable housing
- Improved infrastructure and broadband
- Economic growth which creates jobs locally
- Creating more activities for youth
- Cleaning up old lots, demolition of vacant buildings, ongoing home and yard maintenance * in

The Comprehensive Plan goals and objectives were formulated using results of visioning sessions, as well as input from conversations with residents, city staff, elected and appointed officials and other interested individuals.

In general:

Goals are statements concerning an aspect of the City's desired ultimate physical, social and/or economic environment. Goals set the tone for development decisions in terms of the citizens' quality of life and quality of place.

Objectives express the kind of actions that are necessary to achieve the state goals without assigning responsibility to any specific action.

Goals and objectives formulated during the Comprehensive Planning process pertain to the following areas:

- Housing
- Natural Resources
- Citizen Involvement
- Recreation
- Open Space
- Community Facilities/Infrastructure
- Transportation
- Land Use



Goals and Objectives – Citizen Involvement

Goal 1: Promote the involvement of citizens in the comprehensive planning process and in other policy developments within the City.

Objective 1: Foster a positive, interactive relationship with the public and encourage citizen involvement.

Objective 2: Formalize a regular review of the Comprehensive Plan by the Planning Commission and/or City Council.

Objective 3: Educate City staff and the community about the Comprehensive Plan.

Objective 4: Ensure public participation through financial transparency.



Goals and Objectives – Land Use

Goal 1: Promote balanced development that is complementary to and maintains the city's existing small town Minnesota character and adequately reflects the needs of the changing population.

Objective 1: Maintain an appropriate mix of residential, commercial and industrial uses to promote growth while preserving the existing quality of life.

Objective 2: Promote a variety of residential opportunities throughout the town.

Objective 3: Encourage opportunities for business growth, particularly within existing commercial and industrial areas.

Objective 4: Encourage utilization of existing in-fill and vacant lots currently served by public infrastructure prior to development of new subdivisions.

Goal 2: Preserve those community features that contribute to Gary's quality of life.

Objective 1: Preserve the natural and cultural features such as prime agricultural land, valuable woodlands, forest, quality view-scapes, wetlands, country roads and other valuable open space areas.

Objective 2: Adopt regulatory and non-regulatory mechanisms that will protect and enhance the town's character.

Objective 3: Encourage public and private partnerships designed to improve and upgrade the physical attractiveness of downtown.



Goals and Objectives – Housing

Goal 1: To better appreciate and understand the existing and projected housing needs of Gary's citizens.

Objective 1: To identify the specific housing needs in Gary.

Objective 2: To educate and inform the townspeople on the local housing issues.

Goal 2: To continue to meet the overall housing needs of various income groups.

Objective 1: To ensure through the City's Land Use Regulations that there is opportunity for a variety of choices for residential housing.

Goal 3: To encourage and support the construction of various types of housing.

Objective 1: Promote development of new affordable housing units.

Objective 2: Pursue and/or develop programs to assist senior and low income homeowners in the repair and maintenance of their homes.

Objective 3: To assist providers of various types of housing with assistance and information to encourage investment in the community.

Objective 4: Create opportunities for a range of housing types including single and multi-family.

Goals and Objectives – Community Facilities/Infrastructure

Goal: To plan and provide for quality community facilities and services to effectively meet the municipal, social, educational and other service needs of Gary's residents and businesses in an efficient manner.

Objective 1: Ensure that the town can provide an acceptable level of community services that

meet the needs of both the existing and projected population.

Objective 2: Ensure that the public health and safety needs of local residents are met.

Objective 3: Identify infrastructure repair/replacement (i.e. sewer, water) needs and pursue funding to make necessary repairs or replacements.

Objective 4: Encourage public and private cooperation in planning for and financing community facilities.

Objective 5: Provide a rational approach for the financing of the town's community facilities/infrastructure and services.

Objective 6: Develop a Capital Improvements Plan (CIP) which identifies needed short term community facility/infrastructure needs and incorporates them into the CIP.



Goals and Objectives - Transportation

Goal: Provide and maintain a transportation system that allows for the efficient movement of people and goods and provides adequate access to places of employment, residential areas, commercial areas and recreational opportunities.

Objective 1: Actively pursue transportation infrastructure improvements as needed by the City.

Objective 2: Maximize the safety of drivers, pedestrians and bicyclists through regular maintenance and enhancement to the transportation system.

Objective 3: Provide opportunities for a range of non-automotive transportation alternatives that are easily available to the residents of Gary.

Objective 4: Participate in the coordination of state and local transportation planning that addresses both local and regional needs and pursues all opportunities for funding.

Objective 5: Expand opportunities for pedestrian access and safety by identifying and improving

sidewalks in need of immediate repair and adding additional sidewalks where appropriate.

Objective 6: Establish a system of bicycle routes and multi-use trails/paths for the enjoyment of Gary citizens and if possible coordinate this with state and regional trail systems.

Objective 7: Identify and prioritize transportation enhancement projects through the local capital improvement planning process.

Goals and Objectives – Natural Resources

Goal 1: Protect and enhance environmentally sensitive natural resources areas in order to maintain their ecological integrity and/or to promote public health and safety.

Objective 1: Encourage only those uses within the 100-year floodplain that are enhanced or unharmed by flooding.

Objective 2: Protect unique or unusual natural resource features or communities, including the Gary Pines.

Goals and Objectives – Open Space

Goal 1: Protect and manage Gary's valuable open space resources.

Objective 1: Provide an integrated network of open space areas and recreation facilities.

Objective 2: Encourage new developments to protect and, where possible, enhance valuable natural and open space resources.

Objective 3: Preserve natural features such as prime agricultural land, woodlands, quality view-scapes, wetlands, and other valuable open space areas that contribute to Gary's character.



Goals and Objectives – Recreation

Goal 1: Provide suitable recreation opportunities—land, programs, and facilities—to service the town's existing and projected populations.

Objective 1: Meet the town’s current and projected recreational needs by ensuring that there is an appropriate amount of land and facilities.

Goal 2: Encourage the long-term use, maintenance, and improvement of existing recreational facilities.

Objective 1: Ensure that there are available recreation resources for all age groups.

Objective 2: Provide for the maintenance and enhancement of existing recreation facilities.



CHAPTER 8

IMPLEMENTATION TOOLS & TECHNIQUES

Introduction

Each day throughout Minnesota, decisions are made about the use of land. The result is the construction of new houses, offices, factories and stores and in the acquisition and development of public uses such as parks, airports, and wildlife areas. Individually and cumulatively, these decisions have an impact on the financial ability of local governments to provide adequate services.

In most instances, counties, townships and cities decide how Minnesota's land will be used through their authority to plan and zone. Although a number of implementation tools exist, the following discusses the three most common – zoning, subdivision regulations and capital improvements programming.

Zoning

The most often used technique for controlling growth and development is zoning. Planning legislation for cities specifically mentions zoning as a primary means of carrying out the comprehensive plan.

Zoning has long been used by units of local government to control or regulate the use of land within their jurisdictions. As a legitimate exercise of the police power, zoning has the general purpose of promoting the health, safety and general welfare of the public. In more specific terms, zoning is a means of protecting the physical environment and the individual property owner by preventing land use conflicts and stabilizing property values. Zoning is an important device used in carrying out the objectives of the comprehensive plan and growth management.

Through the use of mapping and text, a typical zoning ordinance divides the city into a series of "zones" or districts. These districts generally include three basic categories, residential,

commercial and industrial. Depending upon the size and nature of the community, there is often a further breakdown of these three categories according to permitted uses and type of structures. For example, residential districts may consist of those which are exclusively single family and those which permit duplexes and apartments. Frequently, there are variations in minimum lot sizes allowed and regulations which specify the maximum amount of building coverage, minimum setback from lot lines, parking requirements, and height restrictions.

Subdivision Regulations

Subdivision regulations are second only to zoning as the most commonly used growth management device. While zoning controls or regulates land uses and densities of development, subdivision regulations control the conversion or "subdivision" of land into building sites. They typically include standards covering street widths and grades, paving, drainage, curb and gutter, sewer and water lines and other required improvements. If not controlled by zoning, subdivision regulations may also specify minimum lot widths and areas.

The installation of improvements according to standards is required of any subdivision developer. Conformance is enforced through the posting of performance bonds. Unless a proposed plat complies with the standards set forth in a community's subdivision regulations, approval and the subsequent right to develop the plat should be denied.

Whether or not a proposed subdivision conforms to the comprehensive plan and growth management objectives is a vital part of the review procedure. The proximity and adequacy of existing utilities need to be evaluated along with drainage, topography, transportation routes, soil conditions and geology. The inability of existing streets or utilities to accommodate the proposed development, flood dangers to adjacent properties due to additional runoff, and serious erosion problems created by development of steep slopes are all sufficient grounds for not approving a proposed subdivision. When used in conjunction with a capital improvements

program, properly administered subdivision regulations, can be effective in the control and staging of development.

Subdivisions should be allowed only in areas where urbanization or suburbanization is anticipated in accordance with the comprehensive plan. Public utilities should be available or programmed for construction within the near future before approval is granted.

In certain situations, where public sewer and water are not immediately available, it may be necessary to subdivide for an interim period and allow the use of on-site sewer and water systems. Lots of an acre or more would probably be necessary to support these on-site systems. In order to avoid wasting land and overburdening property owners with unusually high assessments for public utilities, when such large lot subdivisions eventually become part of the city, provisions should be made in advance for re-subdivision. Plats should indicate the eventual re-subdivision of each lot into two or more lots in order to allow each property owner the opportunity to sell a portion of his land when public sewer and water become available. Initially, building permits would be issued only for alternate lots or every third lot. Care must be exercised when issuing building permits to enable the later re-subdivision of the lots. The design and construction of the on-site sewage disposal systems also meet required standards; and be periodically inspected to insure maintenance, satisfactory performance, and the absence of any pollution problems.

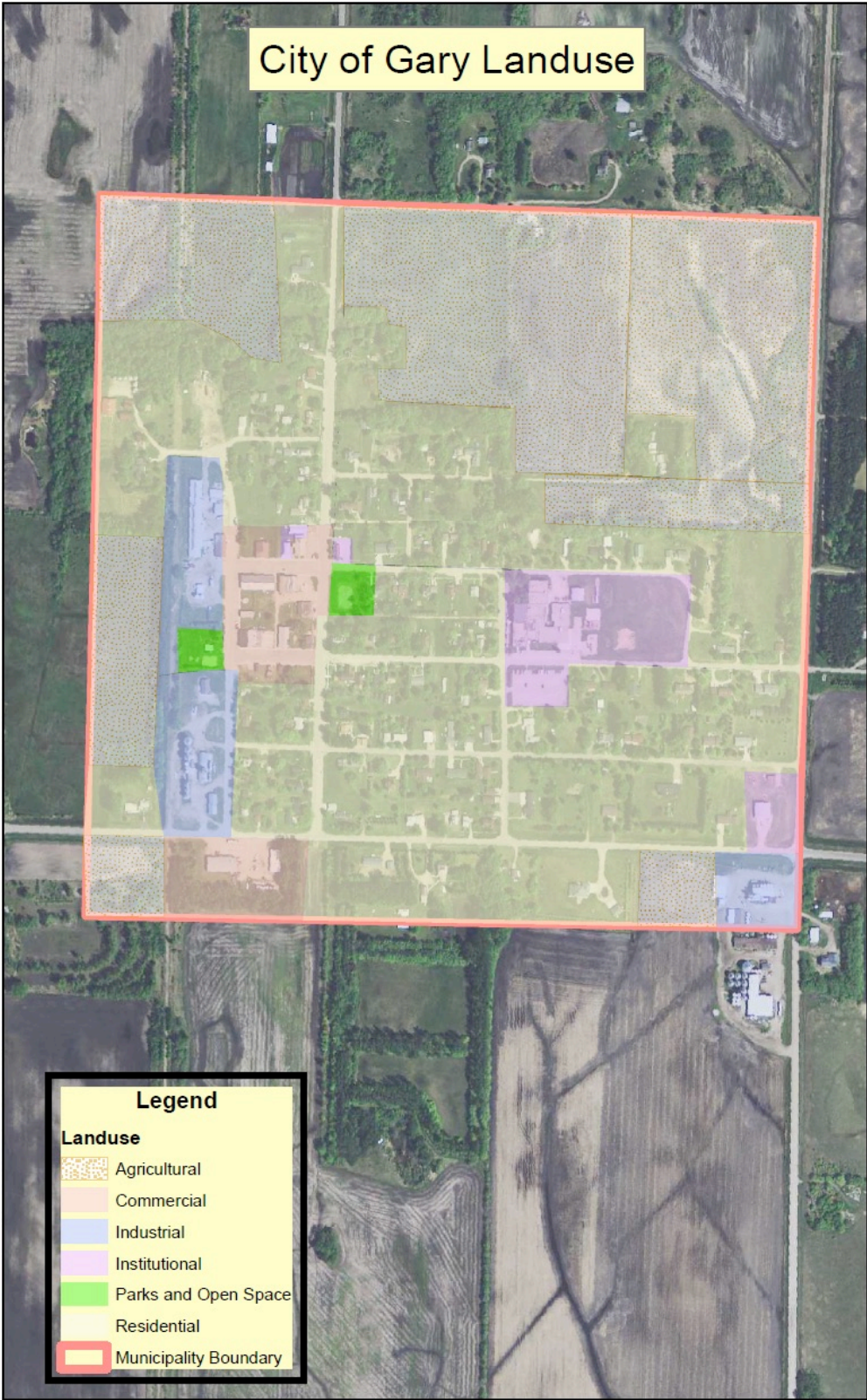
Capital Improvement Programming

Specific mention is made of capital improvements programming as a means to comprehensive plan effectuation in the Municipal Planning Act (M.S. 462.356, Subdivision 1). A major advantage offered by the capital improvements program is that it allows a community to plan and budget funds for major improvements over future years. Typically, a city will project its improvement needs (including a priority of planned utility extensions) for a period of six to ten years into the future. Included in this projection are the costs of the proposed improvements

and the sources or methods of financing. The improvements are arranged by priority of need over the future years, with the more urgent or important projects scheduled for the first several years of the program. Such programs are normally prepared or amended and adopted annually. The first or current year becomes the official capital budget and represents actual, specific spending commitments for the year.

The capital improvements program is critical to any community's growth management efforts since it has the ability to insure the timing and location of development according to the plan.







ADDENDUM

Review of Comprehensive Planning process

City of Gary Vision:

The City of Gary will be future-oriented about land use and development activities that encourage a high quality of life for its residents and promote economic growth that contributes to the local economy. Common sense decisions will be made inclusively and transparently, and the community will strive to meet the needs of its residents, attract new residents and business, and foster a “can-do” approach to its future.

Existing Land Use Analysis and Observations:

Land use characteristics in the City of Gary provide a baseline for residents to discuss future development and redevelopment within the community. Existing land uses constitute part of the rural character of Gary and the surrounding area. As with any small town, there are opportunities and challenges that are unique to this particular city. A land use map on Pages 38 and 52 give the reader an overhead view of the area and several features worth highlighting.

Residential Area

The City of Gary is a mostly residential area made up of ag-residential on the outskirts of the city and single family residential within the city, along with a small commercial district. Reflecting its historical age, varying densities within the community were affected by the particular era of when homes were built and the particular need at the time. Many of the older homes in the community have unique architectural qualities and are intermixed with newer, contemporary homes. Several areas of green space have occurred in residential areas as old, vacant or dilapidated structures have been torn down or removed. Green space lot sizes that are large enough to accommodate new homes would be considered ideal for development in order to take advantage of existing street and water/wastewater infrastructure already in place. However, there are areas within the city boundaries, especially to the north of Broadway Avenue and of the core residential area that are attractive to prospective homebuilders looking for more space and willing to invest in the cost of their own wells and wastewater systems. There is also an opportunity to develop the former high school football field on the northeast edge of town for housing. Although not currently within the city limits, the school district may turn this area back to the City for their potential development uses. This particular area, adjoining the east side of the City along 380th St., is somewhat isolated, surrounded by tall tree windbreaks and lacking infrastructure, but would be attractive for housing development.

Highway Corridors

The main feature of the community is its proximity to State Highway #32 corridor, located ½ mile to the west of the city proper. Highway #32 is both a freight and passenger car corridor that connects regional centers to the north with Interstate 94 to the south. The city is bordered by County Road 19 on its south edge and intersects with Thorpe St., which is a paved road running north and south through the business district and connecting to 260th Ave. north of the city boundary. 260th Ave. is a paved road and connects the City to 160 acres of property known as Gary Pines, currently a highway rest area with primitive camping and toilet facilities and containing nature trails and forested land interspersed with open grassy areas. This area is a unique forested biome in the region that is surrounded by farmland and pasture, and is an important asset to the community in terms of future recreation opportunities.

The intersection of Main St. and 4th Ave (Cty. Rd. 19) constitutes an area of industrial/commercial development in the community, with the other being the site of Soyko International on the southeast corner of the city. Corridor development is not existing on gateway roads entering the community. The commercial/industrial area along Main St. is made up mostly of buildings and storage bins for agricultural purposes. There is also a small recreation/park area along the road. Residential housing and some commercial business lies on the east side of Main St into the downtown area.

Institutional Uses

There are some areas in the downtown and east of downtown that have institutional type uses, including the Norman County Garage, Gary Post Office, 2 churches, and the Norman County East Elementary School. There are also two city parks located in the downtown area of Gary.

Parks/Recreation Opportunities

Two small parks in the downtown area provide recreational opportunities for residents and visitors. West of Main St. lies a small park with a shelter area & picnic tables, playground and two sand volleyball courts. A basketball court and rec area lies to the east of Thorpe St, diagonally across from the Gary Café and City Hall.

A Veteran's Memorial is located next to the American Legion Club, also on Main St.

Two blocks east of the downtown area lies the Norman County East Elementary School, which has playground facilities, ball field, playground area and gymnasium.

The Agassiz Recreational Trail (ART) is a former rail corridor, acquired and converted to a 53-mile multi-use trail between Crookston and Ulen, Minnesota. This natural-surfaced trail runs through Gary and allows for hiking, bicycling, horseback riding, cross-country skiing, snowmobiling and ATV riding. The trail corridor includes several impressive river crossings and passes through beautiful rural areas and farmland.

The City of Gary is located within miles of several State Scientific and Natural Areas, Wildlife Management Areas, two National Wildlife Refuges, and is a gateway to the Great Plains on the west and to the lakes and forested region of north central Minnesota to the east. Hunting, fishing, birding, nature watching and a multitude of outdoor activities are available to residents and visitors in the area.



Source: AmericanTrails.org

Gary Pines—The City of Gary recognizes the possibilities of further developing the Gary Pines area to the northwest of the City. It began this process in 2016. See www.GaryPines.com. The 160 acre forested land contains a roadside rest area with primitive restrooms, an enclosed (screened) wooden shelter with picnic tables for gatherings, and rudimentary trails and paths through the undeveloped forest cover and grasslands.

The forest includes evergreen, deciduous and scrub vegetation, and grassland areas with herbaceous coverage. The City’s intentions are to capitalize on the Pines by developing recreation opportunities that tie this unique forested area to the state trail system, wildlife and scientific management areas, and tourism/recreation areas surrounding it. Community Survey results showed a desire to maintain the area as a recreational trail and interpretative area, rather than a potential residential development. Gary Pines currently has six miles of trails, and more are in the planning stages to be developed.

Growth Projections and Opportunities

Population projections for Gary are not likely to change much in the coming years. It would be reasonable to expect the population to remain more or less the same, with some decline occurring as the western Minnesota population continues to age. Gary has shown an indomitable desire to remain a viable town. It perpetuates an aura of “family” and togetherness, and the community attitude is generally positive about its future. It recognizes that agriculture is the major economic base that has kept this community alive, but even more so, it realizes that its strength is its people and maintaining a tight-knit atmosphere of inclusion and interaction.

The community leadership constantly looks for ways to increase interaction between community members through events, clubs, active living, history, and other methods of improving the quality of life for its residents. The establishment of a community foundation (Gary Cares) has the express intent of improving the quality of life in Gary and surrounding area, though grant-making in any field of interest that provides a charitable benefit to the community.

The City of Gary is determined to partner with other charitable organizations for the betterment of the community, take advantage of state and federal funding opportunities that can improve housing, transportation and infrastructure, and continue to search for ways to remain a viable community. Other partners include the DEKKO Foundation, One Fund, Shock & Awe youth philanthropy and several initiatives and groups that promote the community.

The general consensus of Gary is that it will consider all options for growth and economic activity. This does not just mean trying to grow bigger, but to also make itself better. The small footprint of Gary is a highly valued feature of the community that lends itself to walking between destinations, more active living opportunities, and yet providing accessibility for everyone and all transportation modes to the area. This is accomplished with adequate street and road infrastructure, access to trails and parks, and availability of transportation modes as a tool to connect with other communities and regional centers.

The development of an active community website is also conducive to communication and the “feel” that there is economic activity going on in Gary. There are a variety of businesses in Gary that do not necessarily have a physical presence in the downtown, but contribute to the commercial activity that is going on in the area. Examples include service and commercial companies that do not need land to have a storefront presence in the community, but are operating in the community, nonetheless.

Through the process of comprehensive planning, the City of Gary was mindful of its past and enthusiastic about planning for its future. The community’s intentions are to continue to act in an inclusive and transparent manner, make common sense decisions, and strive to find opportunities that will make the community stronger and better, resulting in a higher quality of life for its residents. The City will proactively look for partners in the public and private sectors in order to capitalize on programs that can help initiate investment and opportunities.

The community will look to longstanding partners for assistance in realizing their goals and improving their connections with potential funders. Organizations like Northwest Minnesota Foundation, Dekko Foundation, and Northwest Regional Development Commission can assist with projects and connect the community to resources like USDA, MN DEED, MN Housing Partnership, Dept. of Commerce EDA, MN Dept. of Agriculture, Community Action Agencies, and many others.

The community will explore programs that include housing and commercial rehabilitation grants, community revolving loan fund establishment, grants and loans for infrastructure improvements, business loans, childcare assistance, housing development best practices, parks and trails development, and education programs. The City will make use of all potential funding opportunities and build strong relationships with its partners to meet the needs of the community.