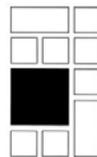


COMPREHENSIVE DEVELOPMENT PLAN

PLANNING FOR 2023

***CITY OF NEBRASKA CITY,
NEBRASKA***

Prepared By



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INTRODUCTION

INTRODUCTION

LOCATION

Nebraska City is located within Otoe County in southeastern Nebraska. The city is on the eastern edge of Otoe County. The city is bordered by the Missouri River on the east. Nebraska City is located at the junction of US Highway 75 and Nebraska State Highway 2; also, Interstate 29 is located 3 miles to the east in Iowa.

CLIMATE

The climate in Nebraska City and Otoe County is not unlike most of southeastern Nebraska.

Winters are cold with the predominate precipitation being snow. The average temperature in winter is 26 degrees with the average daily minimum temperature is 15 degrees. The average seasonal snowfall is 25 inches.

Spring and summer are generally hot with the precipitation being rain. The average temperature in summer is 75 degrees with the average daily maximum temperature of 88 degrees. The seasonal average rainfall is approximately 34 inches.

HISTORY OF NEBRASKA CITY

Nebraska City is one of the oldest settled cities in Nebraska. The earliest settlement occurred in 1846 with the establishment of a military post. The post was Fort Kearny. The fort was a log blockhouse and set on a hill overlooking the Missouri River near the current site of Nebraska City. In 1849 the military post was discontinued at this site and moved to a location along the Platte River near Kearney, Nebraska.

The actual establishment of Otoe County occurred in 1854 with the passage of the Kansas – Nebraska Bill. The present day courthouse was constructed in Nebraska City in 1864 – 1865 and is the oldest public structure in Nebraska. Nebraska City was originally established on December 20, 1853 with the establishment of the Table Creek Post Office. Table Creek was the original County Seat for Otoe County. The Table Creek Post Office was changed to Nebraska City on March 14, 1854. Upon the name change from Table Creek to Nebraska City, Nebraska City remained the County Seat for Otoe County. The City of Nebraska City was incorporated on January 26, 1856.

Nebraska City was home to a prominent Nebraskan and American. This was J. Sterling Morton. Morton was the Secretary of Agriculture in 1893 under President Grover Cleveland and was the founder of Arbor Day.

Throughout the history of Nebraska City, the economy has centered around the Missouri River and agriculture. From the earliest settlement, the county had wagons passing through on the way west as well as riverboat traffic up and down the Missouri River. Today, Nebraska City and the county act as a major connector between transportation on Interstate 29, in Iowa and Interstate 80, in Nebraska. The river is still a major economic entity with regard to barge traffic up and down stream to major terminals and markets.

THE PURPOSE OF COMPREHENSIVE PLANNING

The Nebraska City Comprehensive Development Plan (hereafter known as the Comprehensive Plan) is designed to promote orderly growth and development for the City. The Comprehensive Plan will provide policy guidelines to enable citizens and elected officials to make informed decisions about the future of the community

*The Plan acts as a tool to “Develop
a road map that guides the community
through change”*

The Comprehensive Plan will provide a guideline for the location of future developments within the planning jurisdiction of Nebraska City. The Comprehensive Plan is intended to encourage a strong economic base for their community, so the goals of the community are achieved.

The Plan will assist Nebraska City in evaluating the impacts of development (i.e. economic, social, fiscal, service and amenity provision, health, safety and welfare) and encourage appropriate land uses throughout the jurisdictional area of the City. The objective of planning is to provide a framework for guiding the community—whether a village, city, county, toward orderly growth and development. The Plan assists the City in balancing the physical, social, economic, and aesthetic features as it responds to private sector interests.

Planned growth will make Nebraska City more effective in serving residents, more efficient in using resources, and able to meet the standard of living and quality of life every individual desires.

THE PLANNING PROCESS

Planning begins with the collection of data in order to provide a snapshot of the past and present community conditions. Analyses of data provide the basis for developing forecasts for future land-use demands in the City.

The second phase of the comprehensive planning process is the development of general goals and policies. These are practical guidelines for improving existing conditions and guiding future growth. The Comprehensive Plan is a vision presented in text, graphics and tables that represent the desires of the community for the future.

The Comprehensive Plan represents a blueprint designed to identify, assess, and develop actions and policies in the areas of population, land use, transportation, housing, economic development, community facilities, and utilities. The Comprehensive Plan contains recommendations that when implemented will be of value to the community and its residents.

Implementation is the final phase of the process. A broad range of development policies and programs are required to implement the Comprehensive Plan. The Comprehensive Plan identifies the tools, programs, and methods necessary to carry out the recommendations. Nevertheless, the implementation of the development policies contained within the Comprehensive Plan is dependent upon the adoption of the Plan by the governing body, and the leadership exercised by the present and future elected and appointed officials of the community.

The Comprehensive Plan was prepared under the direction of the Nebraska City Planning Commission with the assistance and participation of the Nebraska City City Commission, the Plan Review Committee and citizens of Nebraska City. The planning time period for achieving goals, programs, and developments identified in the Nebraska City Comprehensive Plan is twenty (20) years, that is, 2000 to 2020. However, the community should review the Comprehensive Plan annually and update the document in ten to fifteen years, or when a pressing need is identified. Updating the Comprehensive Plan will allow the community to incorporate ideas and developments that were not known at the time of the present comprehensive planning process.

COMPREHENSIVE PLAN COMPONENTS

Nebraska State Statutes require the inclusion of certain elements in a Comprehensive Plan. State Statutes prescribes that a “Comprehensive Development Plan” consists of both graphic and textual material and is designed to accommodate anticipated long-range future growth. The Comprehensive Plan is comprised of the following components:

- A Community Profile, including an overview of population characteristics, housing and the local economy,
- Environment, Natural and Man-made Resources,
- Community Goals and Objectives,
- Land Use Analysis,
- Transportation,
- Community Facilities, and
- Plan Implementation.

Analyzing past and existing demographic, housing, economic and social trends permit the projection of likely conditions in the future. Projections and forecasts are useful tools in planning for the future; however, these tools are not always accurate and may change due to unforeseen factors. Also, past trends may be skewed or the data may be inaccurate; creating a distorted picture of past conditions. Therefore, it is important for Nebraska City to closely monitor population, housing and economic conditions that may impact the community. Through periodic monitoring, the community can adapt- and adjust-to changes at the local level. Adaptability to socio-economic change allows the community to maintain an effective Comprehensive Plan for the future; to enhance the quality of life and standard of living for all residents.

The Comprehensive Plan documents where Nebraska City has come from, where it is now, and the likely direction it may be heading in the future. The Comprehensive Plan is not a static document, but should evolve as changes in the land-use, population or local economy occur during the planning period. The Comprehensive Plan is a management tool for community leaders to base their decision-making process upon when considering future developments. These decisions will assist Nebraska City in achieving their physical, social, and economic goals.

GOVERNMENTAL AND JURISDICTIONAL ORGANIZATION

The City of Nebraska City functions under the Commission form of government for cities. The governmental functions of Nebraska City, Nebraska are provided and coordinated by the City Council, comprised of five (5) elected officials including a Mayor.

The planning and zoning jurisdiction for Nebraska City includes the area within two-miles of their corporate limits, as written under the authority of Section 16-902, Nebraska Revised Statutes, 1943 (as amended). As the community grows and annexes land into their corporate limits, their extraterritorial jurisdiction will extend further into the County.

COMMUNITY ASSESSMENT: CONDITIONS AND TREND ANALYSIS

COMMUNITY ASSESSMENT: CONDITIONS AND TREND ANALYSIS

INTRODUCTION

Population statistics aid in developing a picture for Nebraska City and Otoe County. It is important for Nebraska City to understand where it has been and in which direction it appears to be going. Population is the driving force behind housing, the economy, employment and fiscal stability of communities and counties. Historic population conditions assist in developing demographic projections, which in turn assist in determining future housing, retail, medical, employment and educational needs within the City. Projections provide an estimate for the City from which to base future land-use and development decisions. However, population projections are only estimates and unforeseen factors may effect projections significantly.

POPULATION TRENDS AND ANALYSIS

Table 1 indicates the population for the incorporated communities in Otoe County, the unincorporated areas and Nebraska City between 1970 and 2000. This information provides the residents of Nebraska City a better understanding of past and present trends regarding the population changes within the City and County. Nebraska City's population in 1990 amounted to 6,547 persons, which is a change of -580 persons or -8.1% from 1980. However, since 1990, the population decrease has shown a reversal and increased to 7,228, a change of 681 persons or 10.4%.

TABLE 1: POPULATION TRENDS, OTOE COUNTY & COMMUNITIES, 1970 TO 2000

Community	1970	1980	% Change 1970 to 1980	1990	% Change 1980 to 1990	2000	% Change 1990 to 2000	% Change 1970 to 2000
Burr	108	101	-6.5%	75	-25.7%	66	-12.0%	-38.9%
Douglas	175	207	18.3%	199	-3.9%	231	16.1%	32.0%
Dunbar	252	216	-14.3%	171	-20.8%	237	38.6%	-6.0%
Lorton	47	47	0.0%	47	0.0%	39	-17.0%	-17.0%
Nebraska City	7,441	7,127	-4.2%	6,547	-8.1%	7,228	10.4%	-2.9%
Otoe	204	197	-3.4%	196	-0.5%	217	10.7%	6.4%
Palmyra	386	512	32.6%	545	6.4%	546	0.2%	41.5%
Syracuse	1,562	1,638	4.9%	1,646	0.5%	1,762	7.0%	12.8%
Talmage	285	246	-13.7%	246	0.0%	268	8.9%	-6.0%
Unadilla	271	291	7.4%	294	1.0%	342	16.3%	26.2%
Incorporated Areas	10,731	10,582	-1.4%	9,966	-5.8%	10,936	9.7%	1.9%
Unincorporated Areas	4,845	4,601	-5.0%	4,286	-6.8%	4,460	4.1%	-7.9%
Otoe County	15,576	15,183	-2.5%	14,252	-6.1%	15,396	8.0%	-1.2%

Source: U.S. Census Bureau, Census of Population and Housing, 1970 - 1990, 2000.

During the time period shown in Table 1, Nebraska City's peak population was in 1970 with 7,441 persons. This is the historic peak for the City during the shown time period. The overall population peak occurred in 1890 with 11,941 persons. The overall population change in Table 1 is -213 persons or -2.9%. This decrease is in line with the change seen in the county as a whole.

Otoe County's population in 1990 amounted to 14,252 persons, which is a change of -931 persons from 1980. However, since 1990 the population decrease has shown a reversal and increased to 15,396, a change of 1,144 persons. During the 30 years shown in Table 1, the county's greatest change has occurred in the unincorporated areas of the county. The unincorporated areas of the county, between 1970 and 2000 had a change of -385 persons or -7.9%. In addition, the incorporated communities of Otoe County had a change of 205 persons or an increase of 1.9%.

MIGRATION ANALYSIS

Migration Analysis allows the city to understand the specific dynamics that are influencing population change. Migration indicates the population size that has migrated into or out of the City. Migration is the remaining number of individuals after the natural change (i.e. births minus deaths) is subtracted from the total change in population. Table 2

shows the total change in population for Nebraska City from 1980-1990; and 1990-2000. A negative number in the “Total Migration” column indicates the number of persons that have migrated out of the City, while a positive number indicates the number of persons that have migrated into the City.

TABLE 2: MIGRATION ANALYSIS, NEBRASKA CITY, 1980 TO 2000

Nebraska City	Total Change (persons)	Natural Change (persons)	Total Migration (persons)
1980-1990	-580	-75	-505
1990-2000	681	-120	801
Totals	101	-195	296

Source(s): U.S. Census Bureau, Census of Population and Housing, 1960 - 1990, 1998 estimates; Nebraska Department of Health and Human Services System, Vital Statistics Report(s), 1960 –2000 estimates

The data, in Table 2, indicate that, over the 20 years period, Nebraska City has seen the population changes driven by two factors. From 1980 to 1990, the overall change was affected by both natural changes in the population (deaths exceeding births) and a significant amount of out-migration. Between 1990 and 2000, the overall change became positive, however, the natural change remained negative (deaths still exceeding births) but the out-migration became in-migration as 801 people moved into Nebraska City.

Overall, between 1980 and 2000 the natural change was a negative while migration was in-migration overall. During this period, Nebraska City had a total change of 101 persons. Of the total change, the natural change affect the population more than migration, with –195 persons in the natural change (deaths exceeding births). Migration, overall, accounted for 296 persons (in-migration).

AGE STRUCTURE

Age structure is an important component of population analysis. By analyzing age structure, one can determine which age groups within Nebraska City are being affected by population shifts and changes. Each age group affects the population in different ways. For example, the existence of a larger young age group (20-44 years) has a greater ability to sustain future population growth rather than a predominance of older groups. The data are analyzed in two ways, within Table 3; the first looks at the number of persons in each age group in 1980 and compares that number to the number of persons in the same age group in 1990. The second notes each age group, in 1980, and then examines that same group as it aged over the ten-year period.

Table 3 indicates the population increase from 1990 to 2000 was spread amongst most of the age groups. However, certain age groups saw significant declines as the population shifted ten years into the future. The following indicates the declining population groups for age groups in 1990 and the number of persons in an age group in 2000 as the specific group aged:

1990 age group	1990 population	2000 age group	2000 population	Total change
10 – 14 years	481 persons	20 – 24 years	355 persons	-126 persons
55 – 64 years	630 persons	65 – 74 years	573 persons	- 57 persons

In order to insure continued growth within Nebraska City, the community needs to identify strategies that continue to attract the younger age groups back to the City after they have completed their advanced education. This will provide the ability to further increase future births, which will allow the future population to stabilize and grow.

POPULATION PROJECTIONS

Population projections allow Nebraska City, if all things stay equal, to estimate what the population will be in future years. Projections are estimates based upon present day and past circumstances. A number of factors (demographic, economic, social, etc.) may affect projections positively or negatively. At the present time, these projections are the best crystal ball Nebraska City has for predicting future population changes.

Trend Line Analysis

Trend line analysis is a process of projecting future populations based upon changes during a specified period of time. In the analysis of Nebraska City, three different trend lines were reviewed; 1950 to 2000, 1980 to 2000 and 1990 to 2000. Review of these trend lines indicates Nebraska City will increase in population but at different levels of growth. Continuous examinations of population changes need to be completed as population estimates are released. The following projections summarize the decennial population for Nebraska City through 2030:

Year	Trend: 1950 to 2000	Trend: 1980 to 2000	Trend: 1990 to 2000
2010	7,303 persons	7,279 persons	7,980 persons
2020	7,379 persons	7,331 persons	8,810 persons
2030	7,455 persons	7,383 persons	9,726 persons

Age Group Survival Analysis

Age Group survival analysis reviews a population by different age groups and sex. The population age groups are then projected forward by decade using survival rates for the different age groups. This projection model accounts for average birth rates by sex and adds the new births into the future population.

The Age Group Survival Model projection indicates Nebraska City’s population may decline between 2000 and 2010 then begin increase each decade through 2030. However, these results are based upon the 2000 population remaining static in the City. The following projection is based on applying survival rates for age groups, but does not consider the effects of in-migration or out-migration:

Year	Age Group Survival Model
2010	6,811 persons
2020	7,237 persons
2030	7,759 persons

A “Modified” Age Group Survival Model has been developed and adjusted to account for the City’s average migration between 1980 and 2000. This projection shows a significant difference in forecasted population in the years 2010, 2020, and 2030. This model indicates the population of Nebraska City will increase slightly in 2010, and then increase more significantly through the year 2030. The following are the results of adjustments to the model:

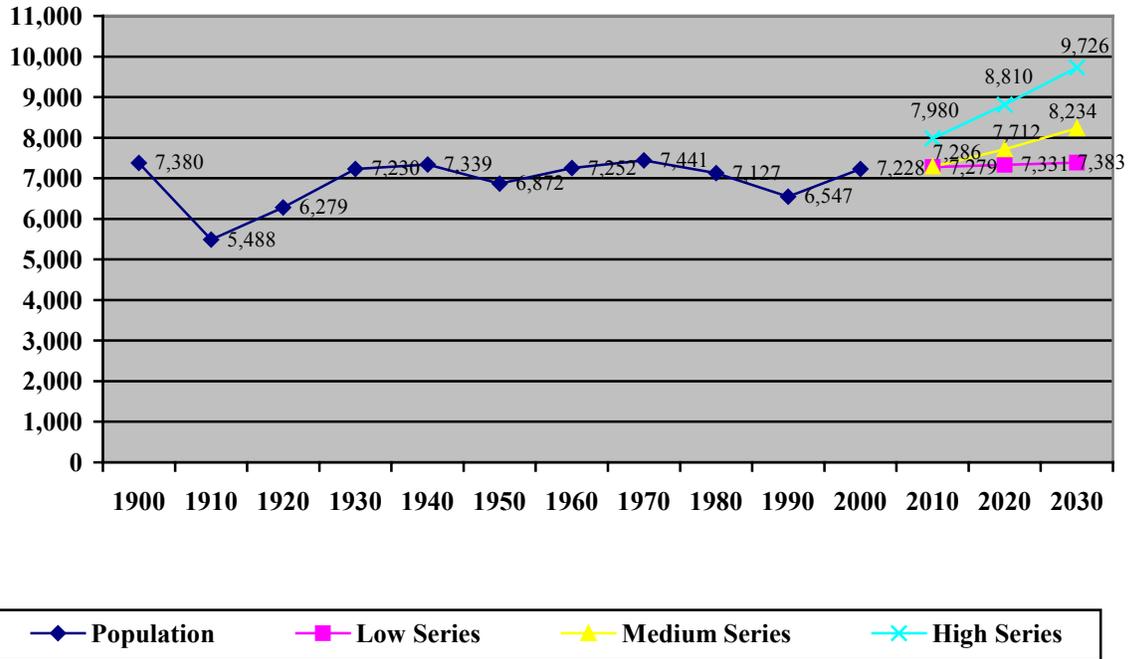
Year	Age Group Survival (Modified for 1980 to 2000)
2010	7,286 persons
2020	7,712 persons
2030	8,234 persons

Summary of Population Projections

Using the modeling techniques discussed in the previous paragraphs, a summary of the three population projections for Nebraska City through the year 2030 are shown in Figure 1. Three population projection scenarios were developed and include (1) a Low Series; (2) a Medium Series; and, (3) a High Series. The following population projections indicate the different scenarios that may be encountered by Nebraska City through the year 2030:

Year	Low Series=1980 to 2000	Medium Series = Modified Age Group	High Series = 1990 to 2000
2010	7,279 persons	7,286 persons	7,980 persons
2020	7,331 persons	7,712 persons	8,810 persons
2030	7,383 persons	8,234 persons	9,726 persons

FIGURE 1: POPULATION TRENDS AND PROJECTIONS, NEBRASKA CITY, 1900 TO 2030



Source: U.S. Census Bureau, Census of Population and Housing, 1900-2000

HOUSING PROFILE

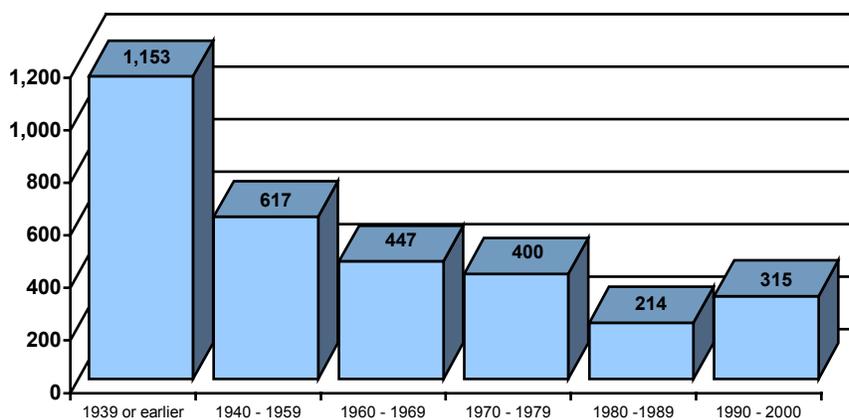
The Housing element of the Comprehensive Plan identifies existing housing characteristics and projected housing needs for residents of Nebraska City. A primary goal of the City should be to provide safe, decent, sanitary and affordable housing for every family and individual residing within Nebraska City. The housing profile for Nebraska City is analyzed to determine the composition of owner-occupied, renter-occupied, and the existence of vacant units. It is also important to evaluate information on the value of owner-occupied housing units, and monthly rents for renter-occupied housing units, to determine if housing costs are a financial burden to Nebraska City residents.

To project future housing needs, several factors must be considered. These factors include population change, household income, employment, land use, and residents' attitudes. The following tables and figures will provide the information that will aid in determining future housing needs and direct policies that are designed to accomplish the housing goals for Nebraska City.

AGE OF EXISTING HOUSING STOCK

The age of Nebraska City's housing stock may reveal a great deal about population and economic conditions of the past. The age of the housing stock may also indicate the need for rehabilitation efforts, or new construction within the City. Examining the housing stock is important in order to understand the overall quality of housing and the quality of life in Nebraska City.

FIGURE 2: AGE OF EXISTING HOUSING STOCK, NEBRASKA CITY, 2000



Source: U.S. Census Bureau, Census of Population and Housing, DP-4, 2000

Figure 2 indicates 1,153 of Nebraska City's total 3,146 housing, as of March 2000 or 36.6% were constructed prior to 1940. This indicates a fairly older housing stock that may be in need of rehabilitation or removal; however, this is not always the case. This older housing stock is directly related to the fact that Nebraska City is one of the oldest cities in Nebraska and has a number of excellent older homes. Between 1960 and 1980, Nebraska City saw a slower period for housing construction, with only 847 homes built. However, the 1980's saw a decrease in housing starts with only 214 homes built. This then rebounded in the 1990's with a total of 315 homes constructed. These housing figures do

confirm the data seen in the population trends. It will be important to monitor the older homes in the future in order to keep them from becoming in disrepair.

HOUSING TRENDS

Table 4 reviews several pieces of data regarding the housing make-up of Nebraska City. The Table includes information on the population living in households and group quarters; the amount of owner- and renter-occupied housing vs. total housing units; the composition of housing types; and the change in the median Contract Rent and median value of owner-occupied units. All the data is for 1980 and 2000.

Table 4 indicates that in 1990 there were 6,391 persons living in households and the number increased to 6,953 in 2000 a change of 8.8%. In addition, the same period saw the number of persons in group-quarters increase from 156, in 1990, to 275, in 2000 or 76.3% for the time period. The second statistic would indicate a major increase in long-term care facilities or other nursing facilities, or some type of state institutional facility within the community.

TABLE 4: COMMUNITY HOUSING TRENDS, NEBRASKA CITY, 1990 AND 2000

Selected Characteristics	1990	2000	Change
Population	6,547	7,228	10.4%
Persons in Households	6,391	6,953	8.8%
Persons in Group Quarters	156	275	76.3%
Persons per Household	2.36	2.40	1.7%
Total Housing Units	2,955	3,146	6.5%
Occupied Housing Units	2,711	2,898	6.9%
Owner-occupied units	1,810	1,962	8.4%
Renter-occupied units	901	936	3.9%
Vacant Housing Units	244	256	4.9%
Single-family Units	2,235	2,307	3.2%
Duplex/Multiple-family Units	529	643	21.6%
Mobile Homes, trailer, other	191	196	2.6%
Owner-occupied Vacancy Rate	2.5%	2.0%	-20.0%
Renter-occupied Vacancy Rate	10.3%	12.0%	16.5%
Median Contract Rent – 1990 and 2000			
Nebraska City	\$217	\$434	100.00%
Nebraska	\$348	\$491	41.1%
Median Value of Owner-Occupied Units – 1990 and 2000			
Nebraska City	\$39,100	\$73,300	87.5%
Nebraska	\$50,000	\$88,000	76.0%

Source: U.S. Census Bureau, Census of Population and Housing, STF-1A, 1990, 2000

From 1990 to 2000, the number of Persons per Household increased from 2.36 to 2.40. This increase is typical for most places in Nebraska and throughout the entire United States; however, the increase in Nebraska City is likely due to the increase in population and the resulting increase occurring in family age groups.

In 1990, Nebraska City had 2,955 total housing units. Of the 2,955 housing units, 2,711 were occupied, leaving 244 units vacant. Of the 2,711 occupied units, 1,810 were owner-occupied or 66.8%. The remaining occupied units were renter occupied. By 2000, the total number of housing units increased to 3,146 units. Of the total housing units in Nebraska City, 2,898 were occupied leaving 256 as vacant. Of the occupied units, 1,962 or 67.7% were owner-occupied. This left 901 units or 32.3% as renter-occupied.

Table 4 also examines the Median Contract Rent and the Median Value of Owner-occupied units for 1990 and 2000. In 1990, the Median Contract Rent, in Nebraska City, was \$217, by 2000 the Median Contract Rent increased by 100.0% to \$434. The increase in the Median Contract Rent is compared to the increase to the Consumer Price Index (CPI) for the United States. The increase in the CPI was 31.7% for the same period. Therefore, the Median Contract Rent for Nebraska City increased at a greater rate than the CPI, which means that renters in Nebraska City were paying more in real dollars in 2000 than in 1990. In addition, the increase in the Median Contract Rent, in Nebraska City, increased at rate nearly 2.5 more than the State of Nebraska.

The final item to review in Table 4 is the change in the Median Value of Owner-occupied units. The Median Value of Owner-occupied units, in 1990, was \$39,100. By 2000, the Median Value had increased to \$73,300 or an increase of 87.5%. When comparing this increase to the CPI change of 31.7%, it is determined that homeowners saw an increase in the value of their homes in terms of real dollars.

TABLE 5: TENURE OF HOUSEHOLD BY SELECTED HOUSING CHARACTERISTICS, 2000

Householder Characteristic	Owner-Occupied	% O.O	Renter-Occupied	% R.O
Tenure by Number of Persons in Housing Unit (Occupied Housing Units)				
1 person	507	25.9%	382	40.9%
2 persons	699	35.8%	268	28.7%
3 persons	297	15.2%	129	13.8%
4 persons	247	12.6%	93	9.9%
5 persons	125	6.4%	48	5.1%
6 persons	68	3.5%	10	1.1%
7 persons or more	11	0.6%	5	0.5%
TOTAL	1,954	100.0%	935	100.0%
Tenure by Age of Householder (Occupied Housing Units)				
15 to 24 years	36	1.8%	127	13.6%
25 to 34 years	182	9.3%	205	21.9%
35 to 44 years	395	20.2%	174	18.6%
45 to 54 years	366	18.7%	102	10.9%
55 to 64 years	293	15.0%	127	13.6%
65 to 74 years	298	15.3%	83	8.9%
75 years and over	384	19.7%	117	12.5%
TOTAL	1,954	100.0%	935	100.0%

Source: U.S. Census Bureau, Census of Population and Housing, Tables H14 and H17, 2000

Table 5 examines the number of persons in a household and compares it to see the tendency to own or rent and compares that to the total of owner-occupied or renter-occupied units. The Table indicates that 74.1% of the owner-occupied households contained two, three, or more persons per household. These data would indicate that the majority

of owner-occupied households were family related. While 69.6% of the renter-occupied units, contained only 1 or two persons per household. This would indicate that renter-occupied households were made up of either younger non-family renters or elderly households. These data are not unusual for communities in Nebraska and the Midwest.

Table 5 also examines the age of the householder vs. owner- or renter-occupied dwelling. The table indicates that the younger the householder the more likely they were to rent, even with the householders 65 years and older. Therefore, the older the householder the more likely they were to own their dwelling unit. These data reflect the basic trend of Nebraska and the United States.

TABLE 6: SELECTED HOUSING CONDITIONS –NEBRASKA CITY, 1990 AND 2000

Inventory Change Profile	Nebraska City
1990 Total Housing Units	2,955
2000 Total Housing Units	3,146
Change in Number of Housing Units between 1990 and 2000	
Total Units	191
Annual Units	19.1
2000 Total Housing Units – Plumbing Facilities & Overcrowded Units	
Occupied Housing Units	2,898
Lacking Complete Plumbing Facilities	5
Units with 1.01 persons or more per room	50
Substandard Housing Units*	55

*Substandard housing is defined by the U.S. Department of Housing and Urban Development as (1) lacking complete plumbing facilities; and, (2) with more than 1.01 persons or more per room.
Source: U.S. Census Bureau, Census of Population and Housing, DP-4, 1990, 2000

Table 6 examines specific housing conditions and calculates the number of substandard housing units based upon standards established by the United States Department of Housing and Urban Development (HUD). HUD identifies substandard conditions, for purposes of this table, in two methods: the first is the number of units lacking complete plumbing facilities and the second is the number of units that have more than one-person per room in a dwelling unit. The data in Table 6 are identified in the US Census for 1990 and 2000. However, the amount of substandard units is based strictly on the 2000 US Census.

Table 6 indicates from 1990 to 2000, the total number of housing units, in Nebraska City, increased from 2,955 to 3,146 respectively. This was a change of 191 or 19.1 units per year. In 2000, there were 2,898 occupied units in Nebraska City, of those occupied units 5 units lacked complete plumbing facilities and 50 units had more than 1.00 persons per room. These two elements totaled 55 occupied units or 1.9% of the total were considered to be substandard housing. These two components are only two variables in determining if a structure is either deteriorating or dilapidated.

ECONOMIC AND EMPLOYMENT PROFILE

Economic data are collected in order to understand area markets, changes in economic activity and employment needs and opportunities in Nebraska City. In this section, household income statistics are reviewed for Nebraska City and Nebraska. Employment by industry, transfer payments, and basic/non-basic analyses are performed in order to better understand the economic forces at work in Nebraska City.

INCOME STATISTICS

Income statistics for households are important in determining the earning power of the households in a community. The data will indicate household income levels in comparison with the State. In addition, these data sets are reviewed to determine whether households are exhibiting income increases at a rate that is comparable to the Consumer Price Index (CPI).

TABLE 7: HOUSEHOLD INCOME, NEBRASKA CITY, 1990 AND 2000

Household Income Ranges	1990				2000			
	Nebraska City	% of Total	State of Nebraska	% of Total	Nebraska City	% of Total	State of Nebraska	% of Total
Less than \$10,000	505	18.9%	95,602	15.9%	268	9.3%	55,340	8.3%
\$10,000 to \$14,999	383	14.3%	64,661	10.7%	304	10.5%	43,915	6.6%
\$15,000 to \$24,999	590	22.1%	128,454	21.3%	452	15.7%	98,663	14.8%
\$25,000 to \$34,999	456	17.1%	108,560	18.0%	422	14.6%	97,932	14.7%
\$35,000 to \$49,999	470	17.6%	107,111	17.8%	593	20.5%	122,654	18.4%
\$50,000 and over	266	10.0%	98,470	16.3%	848	29.4%	248,491	37.3%
Total	2,670	100.0%	602,858	100.0%	2,887	100.0%	666,995	100.0%
Median Household Income	\$22,351		\$26,016		\$34,952		\$39,250	
Number of Households	2,670		602,858		2,887		666,995	

Source: U.S. Census Bureau, Census of Population and Housing, STF-3A, DP-3, 1990, 2000

Table 7 reviews household income in Nebraska City and the State of Nebraska for 1990 and 2000. The Table indicates that, in 1990, 55.3% of the households earned less than \$25,000.00. However, by 2000 the households that earned less than \$25,000 decreased to 35.5% of the total. In addition, the distribution of the household incomes became more distributed in 2000 than in 1990.

Table 7 also examines the Median Household Income for Nebraska City and the State of Nebraska. From 1990 to 2000 the Median Household Income increased from \$22,351 to \$34,952 or 56.4%. When compared to the CPI for 1990 to 2000, the increase in the CPI was 31.7%; therefore, the Median Household Income for Nebraska City increased at a rate greater than the CPI. This indicates the average household in Nebraska City was making more in real dollars in 2000 than in 1990.

Table 8 examines Household Income in Nebraska City from the standpoint of age, specifically those households that were 55 years of age and older. Nebraska City, in 2000, had 1,240 households that were 55 years of age or older

compared to 2,887 total households or 43.0%. Of those households identified in Table 8, 32.4% were between 55 and 64 years of age; 28.3% were between 65 and 74 years of age; and, 39.3% were 75 years of age or older.

TABLE 8: HOUSEHOLD INCOME BY AGE (55 YEARS & OLDER) NEBRASKA CITY, 2000

Income Categories	55 to 64 years	65 to 74 years	75 years & older	All Households 55 years & older	% of households 65 years or older	% of total Households
Less than \$10,000	30	49	106	185	83.8%	14.9%
\$10,000 to \$14,999	37	50	99	186	80.1%	15.0%
\$15,000 to \$24,999	25	62	119	206	87.9%	16.6%
\$25,000 to \$34,999	86	65	61	212	59.4%	17.1%
\$35,000 to \$49,999	87	78	57	222	60.8%	17.9%
\$50,000 or more	137	47	45	229	40.2%	18.5%
Total	402	351	487	1,240	67.6%	100.0%

Source: U.S. Census Bureau, Census of Population and Housing, Table P55, 2000

Table 8 indicates that 14.9% of the households earned less than \$10,000. While 29.9% of the households, 55 years and older, earned less than \$15,000. However, 81.9% of those households 55 years and older and earning less than \$15,000 were actually 65 years old or older. Thus indicating that households of retirement age were on a very limited income and their income was at best \$19,952 below the Median Household Income for Nebraska City as a whole.

Table 9 examines Specified Owner and renter costs as a percentage of the household income. The intent of this table is to determine the amount of households in each category that have a housing cost burden. The definition of housing cost burden, per the United States Department of Housing and Urban Development, is when the ratio of housing cost burden to income is equal or greater than 30%.

Table 9 indicates that there were a total of 1,611 owner-occupied households in 2000. Of the 1,705 owner-occupied households, 273 or 16.0% had a housing cost burden, as defined. Of the 273 households indicating a housing cost 118 or 43.2% were showing income levels of less than \$10,000 and 186 or 68.1% were earning less than \$20,000. Therefore, the vast majority of the housing cost burden for owner-occupied households was in the lower income levels and this condition should improve as these households begin to earn more unless these households are elderly and living on a fixed income.

The renter-occupied households in Nebraska City totaled 881 units. Of the 881 renter-occupied households, 254 or 28.8% indicated a housing cost burden. Of the 881 renter-occupied households, 197 households or 77.6% earned less than \$20,000 annually which was approximately \$15,000 below the Median Household Income Therefore, similar to owner-occupied households, the vast majority of the households indicating a housing cost burden were in the households earning less than \$20,000 annually. Overall, Nebraska City had 2,586 households, in 2000. Table 9 indicates that there were 527 households, total, or 20.4% with a housing cost burden.

TABLE 9: SPECIFIED OWNER AND RENTER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME, NEBRASKA CITY, 2000

Income Categories	Owner-Occupied Households	% O.O. Households	Renter-Occupied Households	% R.O. Households	Total Households	% of Total Households
Less than \$10,000						
Less than 30% of income	10	0.6%	52	5.9%	62	2.4%
More than 30% of income	118	6.9%	51	5.8%	169	6.5%
\$10,000 to \$19,000						
Less than 30% of income	112	6.6%	113	12.8%	225	8.7%
More than 30% of income	68	4.0%	146	16.6%	214	8.3%
\$20,000 to \$34,000						
Less than 30% of income	312	18.3%	221	25.1%	533	20.6%
More than 30% of income	59	3.5%	23	2.6%	82	3.2%
\$35,000 to \$49,999						
Less than 30% of income	331	19.4%	130	14.8%	461	17.8%
More than 30% of income	16	0.9%	29	3.3%	45	1.7%
\$50,000 or more						
Less than 30% of income	667	39.1%	111	12.6%	779	30.1%
More than 30% of income	12	0.7%	5	0.6%	17	0.7%
TOTAL	1,705	100.0%	881	100.0%	2,586	100.0%
Housing Cost Analysis						
Less than 30% of income	1,432	84.0%	627	71.2%	2,059	79.6%
More than 30% of income	273	16.0%	254	28.8%	527	20.4%
TOTAL	1,705	100.0%	881	100.0%	2,586	100.0%

Source: U.S. Census Bureau, Census of Population and Housing, Tables H97 and H71, 2000

Table 10 examines data similar to Table 9 but limits the data to households with wage earners 65 years old or older and does not break down the data into income ranges. The table indicates owner-occupied households with individuals 65 years and older accounted for 580 or 34.0% of the total 1,705 owner-occupied households in Nebraska City. Of the 580 households in Table 10, 143 or 24.7% had housing cost burden. Of the total households with householders 65 years and older, 171 households (23.2%) of a total 738 households had a housing cost burden.

TABLE 10: OWNER AND RENTER COSTS BY AGE OF HOUSEHOLDER (65 YEARS & OLDER) AS A PERCENTAGE OF HOUSEHOLD INCOME, NEBRASKA CITY, 2000

Income Categories	Owner-Occupied Households	% O.O. Households	Renter-Occupied Households	% R.O. Households	Total Households	% of Total Households
Housing Cost Analysis						
Less than 30% of income	437	75.3%	130	82.3%	567	76.8%
More than 30% of income	143	24.7%	28	17.7%	171	23.2%
TOTAL	580	100.0%	158	100.0%	738	100.0%

Source: U.S. Census Bureau, Census of Population and Housing, SF3 - Tables H97 and H71, 2000

The renter-occupied households in Table 10 totaled 158 or 23.2% of the total households indicated in Table 10. The 158 renter-occupied households in Table 10 accounted for 17.9% of the total renter-occupied households in Table 9.

Renter-occupied households containing persons 65 years and older had 28 households or 17.7% indicate a housing cost burden. Compared to the total found in Table 9, the 28 renter-occupied households, in Table 10, accounted for 11.0% of the total households with a housing cost burden.

Overall, the households with individuals 65 years or older with a housing cost burden totaled 171 households or 23.2% of the total households in Table 10. However, the 171 households from Table 10 accounted for 32.4% of the total households with a housing cost burden shown in Table 9. Nearly one-third of the households, in Nebraska City, with a housing cost burden were those with the primary household member being 65 years old or older. Therefore, a large part of, Nebraska City's housing cost burden was felt by households with the greatest possibility for limited incomes.

INDUSTRY EMPLOYMENT

Analyzing Nebraska City's employment by industry assists in determining key components of the city's labor force. This section indicates the types of industry that comprise the local economy. Table 11 indicates employment size by industry for Nebraska City, and the State of Nebraska between 1990 and 2000. Between 1990 and 2000, Nebraska City exhibited an array of changes regarding persons employed by industry. In addition, between 1990 and 2000, the US Census Bureau changed some of the industrial categories and these have been combined in a manner that attempts to show the best relationship between the 1990 and 2000 data.

TABLE 11: EMPLOYMENT BY INDUSTRY, NEBRASKA CITY, 1990 AND 2000

Industry Categories	Nebraska City				State of Nebraska			
	1990	% of Total	2000	% of Total	1990	% of Total	2000	% of Total
Agriculture, Forestry, Fisheries, and Mining	122	4.1%	114	3.7%	66,476	8.6%	66,476	8.6%
Construction	139	4.6%	282	9.1%	40,821	5.3%	40,821	5.3%
Manufacturing	704	23.4%	607	19.7%	98,344	12.7%	98,344	12.7%
Transportation, warehousing, utilities and Information	273	9.1%	337	10.9%	62,510	8.1%	62,510	8.1%
Wholesale Trade	74	2.5%	50	1.6%	35,726	4.6%	35,726	4.6%
Retail Trade	673	22.4%	522	16.9%	138,179	17.9%	138,179	17.9%
Finance, Insurance, Real Estate	137	4.6%	146	4.7%	52,137	6.7%	52,137	6.7%
Business and Repair Services	92	3.1%	117	3.8%	35,089	4.5%	35,089	4.5%
Personal, Entertainment & Recreational Services	88	2.9%	396	12.8%	30,928	4.0%	30,928	4.0%
Educational and Health Services	535	17.8%	292	9.5%	134,440	17.4%	134,440	17.4%
Other Professional Services	106	3.5%	114	3.7%	48,754	6.3%	48,754	6.3%
Public Administration	66	2.2%	111	3.6%	30,009	3.9%	30,009	3.9%
Total Employed persons - 16 years and older	3,009	100.0%	3,088	100.0%	773,413	100.0%	773,413	100.0%

Source: U.S. Census Bureau, Census of Population and Housing, STF-1A, 1990, SF3 - DP3, 2000

Table 11 indicates there was a shift in the employment sectors from 1990 to 2000. There were some sectors that had gains in employment while others had even significant losses in employment. The following indicate both losses and gains in Nebraska City.

Losses in employment positions occurred in the following industry categories:

- Agriculture, Forestry, Fisheries and Mining - -8 jobs or - 6.6%
- Manufacturing - 97 jobs or -13.8%
- Wholesale Trade -24 jobs or -32.4%
- Retail Trade -151 jobs or -22.4%
- Personal, Entertainment & Recreational Services -39 jobs or -30.7%
- Educational and Health Services -243 jobs or -45.4%

Increases in employment positions occurred in the following industry categories:

- Construction +143 jobs or 102.9%
- Transportation, warehousing, utilities and information + 64 jobs or 23.4%
- Finance, Insurance, and Real Estate + 9 jobs or 6.6%
- Business and Repair Services + 25 jobs or 27.2%
- Other Professional Services + 8 jobs or 7.5%
- Public Administration + 45 jobs or 68.2%

Overall, the change in employment by industry, in Nebraska City, was a gain of 79 jobs or 2.6%. This increase was slight and was far better than a number of communities in Nebraska. Some of the largest increases came in Service related industries. Increases in the Services Sectors were normal in Nebraska and the United States during this period. However, some of the largest declines were in typical areas for communities similar to Nebraska City; Wholesale trade, Retail Trade, and some manufacturing jobs.

WORKFORCE COMMUTER CHARACTERISTICS

Workforce Commuter Population examines the number of employed persons within a given locale. This aids in determining how many are employed within their resident community/county and how many are employed outside the area or commute. These provide data that allows a community/county to better understand their potential workforce. Every person that commutes from the resident community/county has the potential to spend additional dollars outside their home area, thus, creating a greater leakage of retail dollars for the area. By providing employment opportunities within the community/county for the commuters, the area has a better chance of increasing the number of retail dollars kept in the community as opposed to having the dollars leak out of the local economy.

Table 12 shows commuter characteristics for residents of Nebraska City. Table 12 indicates the size of Nebraska City's commuter population. The table indicates that the commuter population for Nebraska City was slightly greater than one-fourth of the City's total employment force. The period between 1990 and 2000 shows that the percentage of commuters increased from 25.87% in 1990 to 28.6% in 2000. The total number of commuters increased by 27.6% between 1990 and 2000.

TABLE 12: COMMUTER POPULATION, NEBRASKA CITY 1990 TO 2000

Place of Residence	Place of Work	1990	2000	% Change 1990 - 2000	% of 1990 Total	% of 2000 Total
Nebraska City	In Nebraska City	2,203	2,448	11.1%	74.13%	71.4%
	Outside Nebraska City	769	981	27.6%	25.87%	28.6%
Total		2,972	3,429	15.4%	100.0%	100.0%

Source: U.S. Census Bureau, Census of Population and Housing, STF-3A, 1990

Table 13 indicates the travel time to work, in 1990 and 2000, for those working and living in Nebraska City. In 1990, 2,349 or 79.0% of the Nebraska City residents that were employed traveled 19 minutes or less each way to work. By 2000, those driving 19 minutes or less decreased to 2,546 or 72.4% of the total. The drive time ranges indicating the greatest increase from 1990 to 2000 were the 20 to 29 minute range and the 45 to 59 minute range. The increases were 242.0% and 118.3% respectively. Therefore, there were more people traveling farther to work, this is backed up by the fact that the Mean Travel Time to work increased from 13.8 minutes, in 1990, to 15.2 minutes in 2000.

TABLE 13: TRAVEL TIME TO WORK, NEBRASKA CITY, 1990 AND 2000

Travel Time to Work	1990	% of 1990 Total	2000	% of 2000 Total	% Change
Less than 5 minutes	441	14.8%	401	11.4%	-9.1%
5 to 9 minutes	1,155	38.9%	1,262	35.9%	9.3%
10 to 19 minutes	753	25.3%	883	25.1%	17.3%
20 to 29 minutes	88	3.0%	301	8.6%	242.0%
30 to 44 minutes	205	6.9%	199	5.7%	-2.9%
45 to 59 minutes	93	3.1%	203	5.8%	118.3%
60 minutes or more	160	5.4%	166	4.7%	3.8%
Worked at home	77	2.6%	98	2.8%	27.3%
Total	2,972	100.0%	3,513	100.0%	18.2%
Mean Travel Time (minutes)	13.8		15.2		10.1%

Source: U.S. Census Bureau, Census of Population and Housing, STF-3A, 1990, SF3 Table P31 2000

NEBRASKA CITY: REGIONAL BASIC/NON-BASIC ANALYSIS

The following data examine six occupational areas that were established by the U.S. Census Bureau to evaluate trends in employment and the area economy. Basic employment and non-basic employment is defined as follows:

- Basic employment is associated with business activities that provide services primarily outside the area via sales of goods and services, but whose revenues are directed to the local area in the form of wages and payments to local suppliers
- Non-Basic employment is primarily the sale of goods and services within the local area and the revenues re-circulating in the form of wages and payments.

This analysis is used to further understand which occupational areas are exporting goods and services outside the area, thus importing dollars into the local economy. This analysis is performed for Nebraska City and compared to the State of Nebraska. The six occupational areas are listed below:

Occupation 1 = Management, Professional, and related occupations

Occupation 2 = Service Occupations

Occupation 3 = Sales and office occupations

Occupation 4 = Farming, fishing and forestry occupations

Occupation 5 = Construction, extraction, and maintenance occupations

Occupation 6 = Production, transportation, and material moving occupations

Table 14 indicates the work sector, the percent of basic employment, the percent of non-basic employment, and the percent of the State workforce in each occupational area. Subtraction of the State's workforce in a particular occupation from Nebraska City's workforce for the same occupation determines which occupations are basic or non-basic. The occupations in Nebraska City having a lower proportion than the same occupation Statewide would be considered to non-basic. Table 14 indicates the occupations(s) which are basic or non-basic in relation to the production of goods and services.

TABLE 14: BASIC/NON-BASIC EMPLOYMENT, NEBRASKA CITY, 2000

Work Sector	Basic	Non-Basic	% of Nebraska City Workforce	% of State Workforce
-------------	-------	-----------	------------------------------	----------------------

Occupation 1	0.0%	25.7%	25.7%	33.0%
Occupation 2	3.8%	14.6%	18.4%	14.6%
Occupation 3	0.0%	21.4%	21.4%	26.4%
Occupation 4	0.0%	1.3%	1.3%	1.6%
Occupation 5	2.1%	9.3%	11.4%	9.3%
Occupation 6	6.7%	15.1%	21.8%	15.1%
Totals	12.6%	87.4%	100.0%	100.0%

Economic Base Multiplier for Nebraska City is 7.95

Occupation 1 = Management, Professional, and related occupations

Occupation 2 = Service Occupations

Occupation 3 = Sales and office occupations

Occupation 4 = Farming, forestry, and fishing occupations

Occupation 5 = Construction, extraction, and maintenance occupations

Occupation 6 = Production, transportation, and material moving occupations

Source: U.S. Census Bureau, Census of Population and Housing, SF3 DP-3, 2000

In 2000, Nebraska City had three work force sectors with Basic employment. These sectors were:

- Service Occupations
- Construction, extraction, and maintenance occupations
- Production, transportation, and material moving occupations

The three sectors with Basic employment accounted for 12.6% of the total work force. The city has a relatively balanced work force compared to some communities; this is due to the fact that the basic employment has exports spread throughout three sectors. However, the balance is heavy towards Occupation 6 (Production, transportation, and material moving occupations). With exports tied this heavily to one sector, any downturn economically in this sector may have a strong impact on the local economy. This impact can be tempered through economic development activities that focus on creating a better balance of exports amongst the different sectors.

Based upon the basic employment of the work force, the base multiplier is equal to 7.95. The base multiplier has two ways to be viewed. First, the number can be interpreted to mean that every job tied to basic employment (exports) supports 7.95 jobs within the local economy. The second interpretation is that every dollar generated on the basic side of the economy generates \$7.95 in the local economy.

The base multiplier indicates if one job or one dollar is lost on the basic side of the economy, then, there is a loss of 7.95 jobs or dollars locally. Therefore, Nebraska City needs to continue to strive for a diverse economy with basic employment in as many sectors as possible. The more balanced the basic employment/economy is, the less likely the economy is to suffer if a major recession strikes in one or two sectors.

TABLE 15: REGIONAL AND STATE LABOR FORCE COMPARISONS, NEBRASKA CITY 2000

Study Area	Occupation 1	Occupation 2	Occupation 3	Occupation 4	Occupation 5	Occupation 6	Base Multiplier
Nebraska	33.0%	14.6%	26.4%	1.6%	9.3%	15.1%	NA
Otoe County	30.2%	16.0%	21.9%	1.4%	11.2%	19.3%	13.38
Nebraska City	25.7%	18.4%	21.4%	1.3%	11.4%	21.8%	7.95

Syracuse	28.0 %	18.9 %	24.2 %	1.0 %	11.6 %	16.3 %	12.89
Lancaster County	36.0 %	15.0 %	26.8 %	0.3 %	8.4 %	13.4 %	25.78
Cass County	29.0 %	14.4 %	27.0 %	0.4 %	14.1 %	15.1 %	18.80
Sarpy County	36.8 %	13.1 %	31.3 %	0.2 %	8.6 %	10.1 %	11.55
Omaha	34.8 %	14.2 %	30.1 %	0.2 %	8.0 %	12.6 %	18.06
Lincoln	36.0 %	15.3 %	27.1 %	0.3 %	8.0 %	13.3 %	

Occupation 1 = Management, Professional, and related occupations

Occupation 2 = Service Occupations

Occupation 3 = Sales and office occupations

Occupation 4 = Farming, forestry, and fishing occupations

Occupation 5 = Construction, extraction, and maintenance occupations

Occupation 6 = Production, transportation, and material moving occupations

Source: U.S. Census Bureau, Census of Population and Housing, SF3 DP-3, 2000

Table 15 is a comparison of Nebraska City's work force breakdown to the State of Nebraska, Otoe County, Syracuse, Omaha, Lincoln and nearby counties. The table is provided to allow Nebraska City residents the ability to see how the county compares to other entities. In addition, the Table contains the base multiplier for each entity.

RETAIL TRADE, SALES AND FISCAL PROFILE

Retail trade is an important part of the local economy. Examining the retail economy of a community permits one to analyze the level of retailing activity occurring within the city limits. Some of the most important activities for rural-based communities comprise the transactions of goods and services, which take place between consumers and local businesses. The level of retail sales in a community is a component of the attractive forces (pull-factor) the retail sector exerts on the community and the surrounding area's residents. Also, the range of goods and services offered, and resident's behavioral characteristics, such as consumer preferences and familiarity with the retail market will effect the level of activity in the local economy.

Location has always been an important factor to the retail sector. Major transit routes that serve local businesses provide a greater level of exposure and access to nonresidents. In addition, a community's ability to attract tourists on a regular basis also contributes to area sales and income, and should be pursued as an important component of the local economy. Nebraska City has two of the elements discussed above, including a major four-lane State Highway providing east-west traffic between Lincoln and Nebraska City, a US Highway that runs north and south connecting to the City of Omaha. In addition, the City of Nebraska City is within five miles of Interstate 29, in Iowa, providing the city access to other regional markets.

RETAIL TRADE AREA AND NET TAXABLE SALES AND SALES TAX REVENUE

The retail trade area for a community is not restricted to its corporate limits, but extends outward in each direction toward surrounding communities. The retail trade area, for Nebraska City is greatly influenced by the markets of Lincoln and Omaha. However, whenever a community such as Nebraska City can offer special amenities, the easier it will be to overcome some of this influence. In the case of Nebraska City, there are a number of items that aid in attracting retail dollars to the City. These items include the Outlet Mall, the outlet businesses in the downtown area, the different festivals centered on the City's history and the historic nature of community.

Examining net taxable sales are an important part of understanding whether the retail entities are either growing or declining in total sales. Net taxable sales data permit the calculation of State Sales Tax collections. Table 16 notes the net taxable sales and State sales tax collections for the City of Nebraska City between 1984 and 2001. Using the taxable sales data, one can estimate a community's retail trade pull-factor, which is the ratio of the average per capita retail sales in the community to the average per capita retail sales in the State. This type of analysis generates a figure that enables one to estimate whether Nebraska City is doing better, worse than or about as well as can be expected in retail trade transactions in comparison with a larger entity.

TABLE 16: NET TAXABLE SALES AND SALES TAX NEBRASKA CITY, 1984 TO 2001

Year	Net Taxable Sales*	State Sales Tax
1984	\$ 40,316,631.00	\$ 1,408,934.58
1985	\$ 39,804,996.00	\$ 1,394,950.62
1986	\$ 42,147,021.00	\$ 1,476,709.67
1987	\$ 42,626,878.00	\$ 1,710,190.17
1988	\$ 43,921,842.00	\$ 1,757,633.76
1989	\$ 43,041,427.00	\$ 1,715,125.81
1990	\$ 47,454,088.00	\$ 2,153,471.19
1991	\$ 49,340,339.00	\$ 2,471,244.30
1992	\$ 50,276,081.00	\$ 2,495,402.02
1993	\$ 51,642,072.00	\$ 2,582,103.53
1994	\$ 56,068,040.00	\$ 2,803,401.98
1995	\$ 64,445,968.00	\$ 3,225,998.76
1996	\$ 67,540,336.00	\$ 3,378,736.79
1997	\$ 74,722,353.00	\$ 3,738,447.65
1998	\$ 79,212,240.00	\$ 3,697,362.14
1999	\$ 79,349,111.00	\$ 3,702,497.00
2000	\$ 75,919,497.00	\$ 3,795,578.00
2001	\$ 75,476,652.00	\$ 3,774,283.00

Source: Nebraska Department of Revenue, 2003

*Does not include motor vehicle sales

The City of Nebraska City has seen a steady growth in the amount of net taxable sales during the period from 1984 to 2001. In 1984 taxable sales amounted to \$40,316,631.00 and grew to \$79,349,111.00 by 1999, which was the peak for the period. However, the total net taxable sales fell to \$75,476,652.00 by 2001. Overall, net taxable sales increased by \$35,160,021.00 or 87.2% in the 17-year period. During this period the rate of inflation amounted to 66.8%. Therefore, retail sales in Nebraska City increased at a faster rate than inflation.

The retail trade pull-factor is calculated by comparing Nebraska City's state sales tax collections and population to the State's total sales tax collections and population. These figures permit one to determine the retail trade pull-factor of a community. In 1990, the pull-factor for Nebraska City amounted to 1.04, meaning that Nebraska City was receiving more than its share, on average, than the State. Based upon the 2000 population and the net taxable sales receipts, the retail trade pull-factor for Nebraska City increased to 1.09; indicating an even better draw of retail dollars into the community. If all trends continue, the retail trade pull-factor will remain basically the same through 2030.

FISCAL TRENDS

The final component of this section includes an analysis and description of fiscal trends of the City of Nebraska City, between 1995 and 2000. Table 17 shows the assessed valuations and tax levies imparted on the residents by the City of Nebraska City. The assessed valuations are based upon real and personal property, but does include the valuation of the School District. The information was collected from the Otoe County Assessors Office. The trends of assessed valuations and property tax rates between 1995 and 2000 are exhibited in Figure 3.

TABLE 17: ASSESSED VALUATIONS AND TAX LEVIES, NEBRASKA CITY 1995 TO 2000

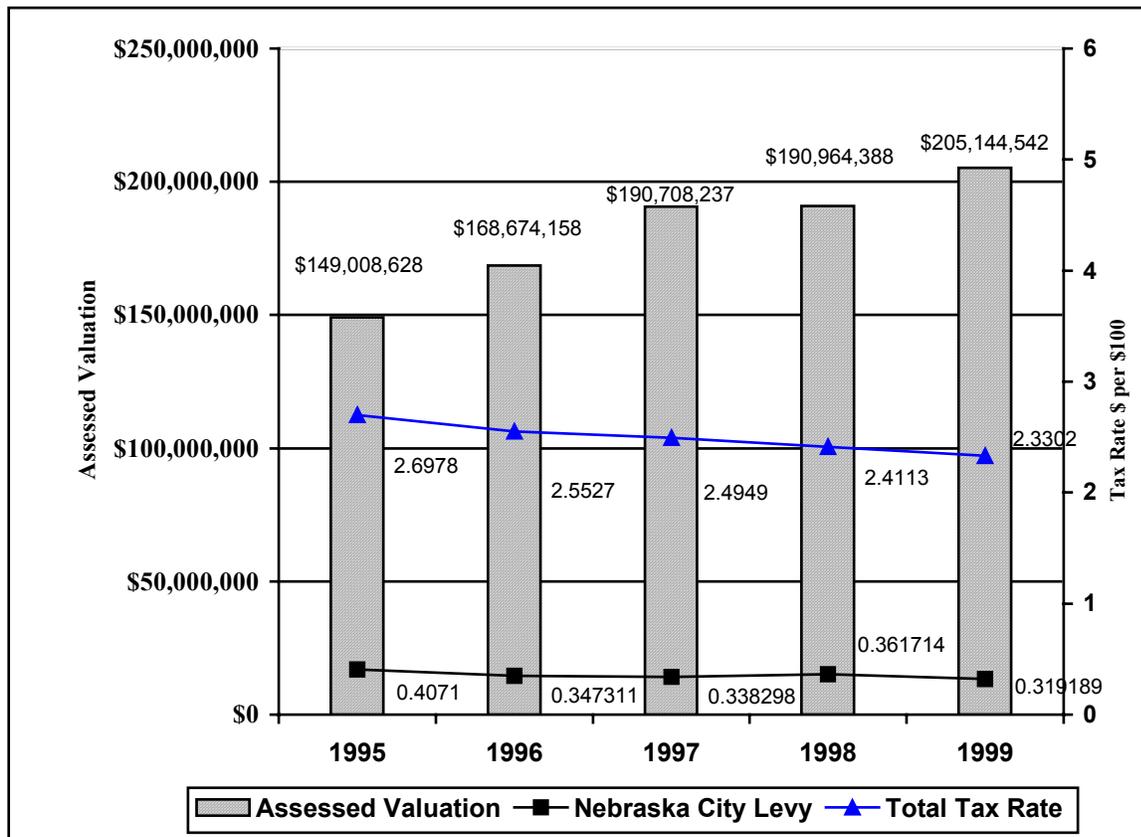
CITY OF NEBRASKA CITY	1995-1996**	1996-1997	1997-1998	1998-1999	1999-2000
Assessed Valuation	\$149,008,628	\$168,674,158	\$190,708,237	\$190,964,388	\$205,144,542
City Levy	0.630900	0.407100	0.347311	0.338298	0.319189
Debt Service	-----	-----	0.038056	0.038926	0.150930
LB840 Bond	0.176500	0.155900	0.137907	0.137722	0.128202
City Total	0.807400	0.563000	0.523274	0.514949	0.598321
Other Levies	2.13480	2.134800	2.029484	1.979968	1.731891
Total Levy	2.6978	2.6978	2.5527	2.4949	2.3302

Source: City Clerk’s Office – Nebraska City and Otoe County Assessors Office, 2000

** 14 month Fiscal Year

In the past five years, the residents of Nebraska City have seen their total tax levy decrease from \$2.6978 per \$100 of valuation to \$2.3302 per \$100 of valuation or a change of –13.6%. During the same period the Assessed Valuation in Nebraska City has increased from \$149,008,628 to \$205,144,542 or 37.7%. The overall tax levy assessed by the City of Nebraska City has decreased from \$0.8074 per \$100 of valuation to \$0.598321 per \$100 of valuation or –25.9%. However, the base tax levy assessed by the City went from \$0.630900 per \$100 of valuation to \$0.319189 per \$100 of valuation or a change of –49.4%. The base valuation levied by the City has decreased at a greater rate that the Assessed Valuation has increased. The major increases in the City’s tax levy were seen in the Debt Service category.

FIGURE 3. FISCAL TRENDS, 1995 TO 2000, NEBRASKA CITY



Source: City Clerk’s Office- Nebraska City and Otoe County Assessors Office, 2000

COMMUNITY FACILITIES

NEBRASKA CITY FACILITIES

State and local governments provide many goods and services for their citizens. The people, buildings, equipment and land used in the process of providing these goods and services are referred to as public facilities.

Public facilities represent a wide range of buildings, utilities and services that are built and maintained by many government agencies. Such facilities are provided to insure the safety, well being and enjoyment of the residents of a jurisdiction and in this case Nebraska City. These facilities and services provide the county residents with social, cultural, educational, law enforcement, fire protection and recreational opportunities designed to meet area needs. It is important for all levels of government to anticipate the future demand for their goods and services if they are to remain strong and vital. The sequential step is to evaluate the ability of the county to meet that future demand and determine at what level services will be provided. The analysis of existing facilities and of future goods and services is known as the Facilities Plan.

The Facilities section of the Nebraska City Comprehensive Plan reviews present capacities of all public facilities and services. The section then evaluates these capacities with current demands and accepted standards to determine whether the capacity is adequate, determine future adequacy of these facilities and services to meet future demands within the planning period. Finally, recommended improvements where public facilities are not considered adequate for present or future needs are made.

The Facilities Plan for Nebraska City is divided into the following categories:

- Recreational Facilities
- Educational Facilities
- Fire and Police Protection
- Community Buildings
- Transportation Facilities
- Communication Facilities
- Public Utilities
- Health Facilities

RECREATIONAL FACILITIES

Recreational Facilities in Nebraska City are divided up in the following manner: the first topic is State and Federal Recreational Facilities and second are the facilities tied to each community.

STATE AND FEDERAL RECREATIONAL FACILITIES

The State of Nebraska through the Nebraska Game and Parks Commission has two facilities in Nebraska City. Of the two, one is a Recreation area and the final one is a Historic Park. The following is a description of each facility:

Riverview State Recreational Area is located along the Missouri River in Nebraska City. The facility is in the northeast corner of the City. Riverview SRA contains a total of 37.79 acres of land, of which 36.79 acres are pasture and 1 acre is in water. The SRA has a boat ramp to the Missouri River available. In addition to the boat ramp, the SRA has 12 electrical hook-ups for campers, modern latrine facilities and vault pit latrines. Hunting is prohibited in this facility and a permit is needed to enter the SRA.

Arbor Lodge State Historical Park is located in Nebraska City. The park contains a total of 72.01 acres of which 32.01 acres are pasture and 40.00 acres are timber. The site contains Arbor Lodge, the past home of J. Sterling Morton (founder of Arbor Day). Arbor Lodge is listed on the National Register of Historic Places by the National Parks Service. The park does require a permit to enter and contains the following facilities:

- Hiking/biking trails
- Concessions
- Visitors Center, and
- Park Office

Local recreational facilities throughout or in close proximity to Nebraska City include the following:

Lewis and Clark Interpretative Center, Located southeast of Nebraska City. Construction to begin spring of 2003 with a grand opening scheduled summer 2004. The site includes approximately 79 acres with a 12,000 square foot building.

GOLF COURSES

Arbor Links Golf Course, designed by Arnold Palmer, includes 18 holes laid out over 300 acres of environmentally protected habitat. In cooperation with The National Arbor Day Foundation, Arbor Links offers 15 minute tee-times and unlimited daily play. Arbor Links is located just of South of Kimmel Orchard and Northwest of Lied Conference Center.

Table Creek Golf Course is an 18 -hole course. The course is located approximately two miles from Nebraska City along Nebraska State Highway 2. The course, from the white tees is 5,650 yards long and offers large greens. In addition, the course offers a driving range, putting green, and a lounge and dining facility.

Wildwood Golf Course, located in Steinhart Park, in Nebraska City is a public course. The course is a nine-hole course that meanders throughout Steinhart Park. The course is a 5,662-yard course. Facilities include a clubhouse.

PARKS

Steinhart Park covers over 54.4 acres and is equipped with:

- picnic facilities,
- jogging course,
- children's play equipment
- tennis courts,
- horseshoe courts,
- an Olympic size swimming pool, and
- several baseball and softball diamonds.

In the vicinity of Steinhart Park are the Wildwood Period House, Wildwood Golf Course and Steinhart Lodge (leased to the National Arbor Day Foundation).

Nuckolls Square Park is centrally located within the city. The park consists of 1.7 acres and includes:

- playground equipment,
- 2 large gazebos,
- picnic tables, and
- general open space.

Wildwood Park and Golf Course is located adjacent to Steinhart Park and consists of 63.7 acres. The park includes:

- picnic areas,
- a historic period house,
- playing field,
- bicycling and hiking trails, and
- a 9-hole golf course.

Riverview Park is located adjacent to the Riverview Marina and consists of 22.8 acres of land. The park includes:

- hiking,
- a monument, and
- a scenic overlook.

Greggsport Park is located in the eastern part of Nebraska City and consists of 1.7 acres of land. The park has:

- a playground area, and
- general open space.

Kearney Hill Park is located in the southeast part of Nebraska City and contains 2.5 acres of land. The park contains:

- picnic areas, and
- softball practice fields.

Nebraska City Softball Complex is located in the northwest corner of Nebraska City along US Business Highway 75, on 12.1 acres of land. The complex contains:

- 3 softball fields, and
- restrooms

RECREATIONAL RECOMMENDATIONS

Nebraska City is located in the Nebraska Recreation Planning Region II. Recreation Planning Region II consists of 17 Southeastern Nebraska counties. These counties include Saunders, Lancaster, Cass, Butler, Johnson, and Otoe. Basic park and recreation space and location planning offers the following recommendations for parks and recreation areas. High density recreation areas should be located near urban areas and user-oriented in design and a range of recreational facilities should be available which are appropriate to the park setting and mass use; and general outdoor recreation areas should utilize natural resources, and be equipped with man-made facilities.

TABLE 18: PARK SPACE SUMMARY

Park Facility	Number of Acres
Steinhart Park	54.40
Nuckolls Square Park	1.70
Wildwood Park	63.70
Riverview Park	22.80
Greggsport Park	1.70
Kearney Hill Park	2.50
Lewis and Clark Interpretative Center	79.00
Nebraska City Softball Complex	12.10
Riverview State Recreational Area	37.79
Arbor Lodge State Historical Park	72.01
Total Acreage	347.70
Park Standards / 1,000 persons	40
Nebraska City Population (1998)	6,839
Park land / 1,000 persons	50.84
Difference / 1,000 persons	10.84
Difference in acres	74.14

The Nebraska Game and Parks Commission recommends urban areas in Nebraska provide a minimum of 40 acres of park/recreation space per 1,000 persons. This recommendation would indicate Nebraska City should have a minimum of 273.56 acres of park or recreation space be available for the City residents. Nebraska City has an estimated 347.70 acres of park/recreation land, which is approximately 50.84 acres of parkland per 1,000 persons. Therefore, Nebraska City presently has an abundance of 74.14 acres in total parkland, which is 10.84 acres of parkland per resident in Nebraska City. As the population continues to increase, this difference should be monitored and made up in the future in order to provide for the existing residents of Nebraska City. Park land should be monitored and additional space should be freed in the future to coincide with population growth. Table 18 indicates the park and the total acres within the park.

As the population of Nebraska City continues to increase, the City will be faced with a need to provide more parkland. It is not only the amount of parkland, but, the location of the parkland that is important. It is recommended that future park land be centrally located within new subdivisions in order to provide central access to the recreational opportunities.

EDUCATIONAL FACILITIES

The public schools in Nebraska are grouped into six classes, depending upon the type of educational services provided and the size of school district. The six classes, as defined by the State of Nebraska, are:

- Class 1 Any school district that maintains only elementary grades
- Class 2 Any school district with territory having a population of one thousand (1,000) inhabitants or less that maintains both elementary and high school grades
- Class 3 Any school district with territory having a population of more than one thousand (1,000) and less than one hundred thousand (100,000) that maintains both elementary and high school grades
- Class 4 Any school district with territory having a population of one hundred thousand (100,000) or more and less than two hundred thousand (200,000) inhabitants that maintains both elementary and high school grades
- Class 5 Any school district with territory having a population of two hundred thousand (200,000) or more that maintains both elementary and high school grades
- Class 6 Any school district that maintains only a high school. The territory of Class 6 districts is made up entirely of Class 1 districts (or portions thereof) that have joined the Class 6.

Since 1990, Class 1 districts have had the ability to “affiliate” with Class 2, 3, 4, and 5 districts in order to provide a high school education to the district’s students.

PUBLIC SCHOOLS

Nebraska City Public Schools include the facilities within the city but are also affiliated with the following school districts:

- Smallfoot Public Schools, District 11
- Hazel Dell Public Schools, District 36
- McCartney Public Schools, District 17

Table 19 indicates the enrollment of the Nebraska City School District and the districts affiliated with Nebraska City. In addition, the enrollments are divided into Pre-Kindergarten, K-6, 7-8, and 9-12 grades.

TABLE 19: PUBLIC SCHOOL ENROLLMENTS, 2001-2002

<u>School District</u>	<u>Pre-K</u>	<u>K-6</u>	<u>7-8</u>	<u>9-12</u>	<u>Total</u>
11- Smallfoot	-	3	0	-	3
17-McCartney	-	16	2	-	18
36-Hazel Dell	-	10	1	-	11
111-Nebraska City	12	642	221	573	1,348

Source: 2001/2002 Nebraska Department of Education

The following paragraphs are a description of the Nebraska City School District and each of the affiliated districts. The paragraphs contain data found in Table 19 and Table 20.

Smallfoot School District, District 11 is a Class 1 District and is affiliated with Conestoga Public Schools (Cass County), Syracuse-Dunbar-Avooca Public Schools and Nebraska City Public Schools depending upon a students residence. The district covers approximately 23 square miles in Otoe County.

The district, in 1998/1999 had a total enrollment of 12 students. Of the 12 students, 9 were in Kindergarten through 6th grade and 3 were in the 7th and/or 8th grade. The total Assessed Valuation for the district was \$16,123,407.00.

McCartney Public Schools, District 17, is a Class 1 District. The district covers approximately 21.5 square miles, within Otoe County. The total student enrollment, in 1998/1999, was 16 students. Of the 16 students, 13 were in Kindergarten through 6th grade and 3 were in 7th and/or 8th grade. The total Assessed Valuation for the district was \$37,543,170.00.

Hazel Dell Public Schools, District 36, is a Class 1 District. The district covers approximately 29 square miles in Otoe County. The total student enrollment, in 1998/1999 was four (4) students. Of the four students, three were in Kindergarten through 6th grade and one was in the 7th through 8th grade level. The total Assessed Valuation of the district was \$16,877,874.00.

FIGURE 4: NEBRASKA CITY SCHOOL DISTRICT MAP

Nebraska City Public Schools, District 111 is a Class 3 District and is located in and around Nebraska City. The Nebraska City School District covers approximately 58.0 square miles in addition to the affiliated districts for high school students. The district covers land in Otoe, Cass, and Nemaha Counties. Nebraska City Public Schools operates five (5) buildings. Of the five buildings, three (3) are elementary schools, one is a Middle School, and one is a Senior High School.

The three elementary schools are Second Avenue School, Northside Elementary School, and Hayward Elementary School. Second Avenue School serves strictly the Kindergarten population in the district, while at present, Hayward and Northside Elementary Schools serve the 1st through 5th Grade populations. At the time of this plan, plans to keep Kindergarten at Second Avenue School, move all 1st and 2nd graders into Northside Elementary and all 3rd through 5th graders into Hayward Elementary took place. It is felt that dividing the elementary population into these levels will equalize the student population of each school.

Nebraska City Middle School is located near downtown Nebraska City. The building was completed in 1994 and replaced the older Middle School on approximately the same site.

Nebraska City High School is located north and west of Steinhart Park. The district completed an addition to the building in 1994.

All schools are considered to adequate at this time and capable of adding to the student population in the future.

TABLE 20: SCHOOL DISTRICT VALUATIONS, 2001-2002

<u>School District</u>	<u>Student Population</u>	<u>District Valuation</u>	<u>Cost Per Student (ADA)*</u>
11-Smallfoot	3	\$18,029,416	\$14,456.45
17-McCartney	18	\$53,520,108	\$8,426.60
36- Hazel Dell	11	\$32,734,216	\$4,998.50
111- Nebraska City	1,348	\$386,452,294	\$7,243.47
Totals	1,348	\$490,736,034	

Source: The 1998/1999 Education Directory
 * Average Daily Attendance

OTHER PRIVATE AND PUBLIC ELEMENTARY AND SECONDARY SCHOOLS

Nebraska City and the other communities in the county are served by one private school system. The private school system is **Our Lady of Lourdes Central Catholic Schools**. The school system is located in Nebraska City and offers a total Kindergarten through 12th grade education. The school system is tuition based and is supported by eight (8) parishes in the Nebraska City area.

Nebraska School for the Visually Handicapped

The school is located in northeast Nebraska City.

POST SECONDARY SCHOOLS

In close proximity to Nebraska City are various higher level educational opportunities include:

- University of Nebraska-Lincoln

-
- University of Nebraska-Omaha
 - Bellevue University
 - Southeast Community College (Lincoln)
 - College of St. Mary's (Omaha)
 - Nebraska Wesleyan (Lincoln)
 - Union College (Lincoln)
 - Peru State College (Peru)
 - Creighton University (Omaha)
 - Metropolitan Community College (Omaha)

This is just a short list of post-secondary institutions that are available to residents of Nebraska City. There are various other schools that offer higher level educational classes, such as vocational and business schools. Most of these types of schools are located either in Omaha or Lincoln. Nebraska City's location in the state provides great access to education experience that other counties in the state can not offer.

FIRE AND POLICE PROTECTION

FIRE DEPARTMENT

The Nebraska City Fire District consists of 39 volunteer firefighters of which 3 are full-time in the City and act as volunteers for the rural areas. The district serves Nebraska City and the surrounding rural areas, which covers approximately 122 square miles. The fire station is located directly within the City of Nebraska City, and was constructed in 1972. The space at the time of the plan was considered adequate.

<u>Year, Make and Type</u>	<u>Pump Size</u>	<u>Tank Size</u>
2003 Sutphen Pumper	1,500 GPM	750 Gallon
2000 Pierce Pumper	1,000 GPM	1000 Gallon
1979 Sutphen Pumper	1,500 GPM	750 Gallon
1966 AmLaF Pumper	1,000 GPM	500 Gallon
1975 Sutphen 85' Tower	1,250 GPM	300 Gallon
1993 IHC Utility Rescue		
1990 Chevy Tanker	350 GPM	1,250 Gallon
1973 Ford Tanker	350 GPM	1,250 Gallon
1996 Ford Grass Truck	250 GPM	250 Gallon
1995 GMC Grass Truck	250 GPM	250 Gallon
1985 Ford E350 Utility		

Besides the equipment listed above, the fire district has a variety of miscellaneous equipment. Figure 5 shows the Nebraska City Fire District boundaries in comparison to the other districts within Otoe County.

RESCUE SQUAD

The rescue squad is a separate entity that assists the Fire and Police Departments. The following is a list of operational rescue vehicles:

<u>Year, Make and Type</u>	<u>Patient Capacity</u>
1993 Ford Rescue Squad	2 patient capacity
2001 Ford Rescue Squad	2 patient capacity
1997 Ford Rescue Squad	2 patient capacity
1994 Ford Rescue Squad	2 patient capacity

LAW ENFORCEMENT

Nebraska City Police Department

The Nebraska City Police Department is located in City Hall. The department has 13 full-time officers resulting in 24-hour protection. The department has part-time dispatcher services for a total of 8 hours per day. The department also has a bicycle patrol and has a local D.A.R.E. Program.

Otoe County Sheriff's Department

Nebraska City is the location of the only jail in Otoe County. The jail has a capacity of 18 adults, in 16 cells, with 2 cells dedicated to each female and juvenile detainees. In addition to the 16 cells listed there are 3 temporary holding cells available in the facility. The jail is an annex to the original courthouse. The building was built in 1988, and is structurally sound. The facility does meet standards for the Americans with Disabilities Act (ADA).

Based upon data in the “*Crime in Nebraska – 1996-1998*” published by the Nebraska Crime Commission the following data for Otoe County and the surrounding counties, regarding officers is as follows:

County	Sworn Officers 1996	Sworn Officers per 1,000 persons	Sworn Officers 1997	Sworn Officers per 1,000 persons	Sworn Officers 1998	Sworn Officers per 1,000 persons
Otoe County	14	0.95	18	1.3	17	1.3
Johnson County	2	0.7	7	0.7	7	0.7
Nemaha County	3	0.7	5	0.7	6	0.9
Lancaster County	63	6.5	80	2.7	81	2.9
Cass County	31	1.1	33	1.2	35	1.2

In addition, the jail has 4 full-time jailers on staff to assist with the prisoner population.

Nebraska State Patrol

The Nebraska State Patrol provides protection throughout the entire county including within the communities.

FIGURE 5: FIRE DISTRICT MAP

NEBRASKA CITY MUNICIPAL BUILDINGS

This section is considered to be a summary of the facilities offered by the City.

City Hall is located at 1409 Central Avenue. The building was constructed in two phases, the first was the fire department section in 1972 and the second was the remainder of the building in 1974. City Hall contains the following operations:

- City Offices including the Clerk's Office,
- Council Chambers,
- Police Department and dispatch center,
- Fire and Rescue facilities, and
- Building and Zoning Office,

The facility is structurally sound and appears to be adequate at this time. The facility is partly accessible under the Americans with Disabilities Act (ADA); however, the City has a plan in place to eventually make the entire building accessible.

Morton-James Public Library is located at Eleventh and First Corso. The building was constructed in 1896-1897 of brick and stone. The buildings architectural style is a simplified Richardsonian Romanesque and is on the state register of historic places, see information in the Historic Buildings section of this plan.

The library is currently open 49 hours per week. The library has an approximate annual operating budget of \$206,613.00. The facility serves an average of 139.47 persons per day with a total annual circulation of 77,100 items loaned annually. The total collection consists of over 47,000 books and other materials.

The **Memorial Building** is located on First Corso. The building serves primarily as a meeting facility for local residents. The facility contains an old auditorium / gymnasium style main room. The facility houses the offices of the Parks and Recreation Department for the City and on the basement is a Senior Center. Only parts of the building meet the requirements of ADA. The facility at this time is in need of serious restoration if the facility is to continue in a safe and functional role for the City and surrounding area into the future.

City Maintenance Buildings and Garages are located throughout the City. Locations for these facilities are as follows:

- 100 Central Street
- 110 N. 6th Street
- 2190 4th Corso
- 11th Street and 8th Avenue
- 1902 4th Corso

HISTORICAL SITES WITHIN NEBRASKA CITY

The Morton-James Public Library is located at Eleventh and First Corso. The building was constructed in 1896-1897 of brick and stone. The buildings architectural style is a simplified Richardsonian Romanesque and was designed by the Omaha architectural firm of Fisher and Lawrie. John W. Steinhart started the construction of the facility as early as 1885. Joy Morton, son of J. Sterling Morton, provided the financial assistance for the library.

The Nebraska City Historic District contains 58 square blocks of Nebraska City. The boundary is roughly between Third Street and Nineteenth Street, and between Fifth Street and Central Avenue. The district contains a large number of residential dwellings, which are great examples of several architectural styles. These styles include Greek Revival, Gothic Revival, Italianate, Queen Anne, Shingle and Georgian Revival. The district also has a small commercial area concentrated along Central Avenue. Most structures are two-story brick dating back to the 1870's and 1880's.

The Otoe County Courthouse was constructed in 1865. The building was added to in 1882, 1936 and a Law Enforcement Center added on the site in 1988. The Courthouse is the oldest public building in Nebraska. The structure is located at Eleventh and First Corso. The architect on the project was A.G. Basset with W.R. Craig and F.W. Wood the contractors.

St. Benedict's Catholic Church at 411 Fifth Rue was constructed in 1861. The architectural style of Romanesque Revival is simplified in this design. The church is believed to be the oldest brick Catholic Church in Nebraska. The construction of the church was overseen by Father Emmanuel Hartig, a missionary and Benedictine priest who served the parish for forty years.

South Nebraska City Historic District contains nine square blocks. The district is between Fourth Street and Eleventh Street, and between First Corso and Fourth Corso. The district contains 90 structures primarily residential dwellings and several religious structures. The largest building in the district is the First Baptist Church, which is a simplified Romanesque Revival structure and was constructed in 1884-1885. The architects of the building were Fisher and Lawrie of Omaha.

South Thirteenth Street Historic District contains nine and one-half square blocks. The district is between Twelfth Street and Fourteenth Street, and between First Corso and Sixth Corso. The make-up of the district is a combination of residential and industrial buildings and is located in the southwest part of the community. The district is associated with Nebraska City's business, professional and political figures of the past.

U.S. Courthouse and Post Office is located at 202 South Eighth Street. The structure was completed in 1889 and was designed by W.E. Bell, an architect for the U.S. Treasury. The architectural style is an example of both the Chateausque and Romanesque Revivals. The building has been renovated in recent years to serve as a banking facility.

Arbor Lodge (J. Sterling Morton House) is located along Centennial Avenue in the northwest part of Nebraska City. This building is the former home of J. Sterling Morton, founder of Arbor Day and former Secretary of the Agriculture

under President Grover Cleveland. The structure sets approximately 65 acres. The structure underwent several transformations in its history beginning as a four-room “L” shaped frame house in 1864. The house was enlarged in 1878, 1879, and 1887 and finally completed in 1903. Joy Morton, son of J. Sterling Morton, completed the final change to the house. The final change created the three-story, 52-room mansion seen today. The present day architectural style of the building is Neo-Classical Revival.

Boscobel is located along Steam Wagon Road. Boscobel is a two-story brick dwelling built for Rollin M. Rolfe, a prominent Nebraska City freighter. The architectural style of the dwelling is Italianate and was built in 1879. Rolfe was instrumental in developing a shipping route from Nebraska City to Fort Kearny, which became known as the Nebraska City-Fort Kearny cutoff.

Jasper A. Ware House (Wildwood Center) is located along Steinhart Park Road in Nebraska City. Jasper A. Ware moved to Otoe County in the 1850’s and built this house in 1869. The house is constructed of brick and is an example of the Gothic Revival architectural style. In addition to the house, the property contains a brick barn, also built in 1869.

Bridge is located southwest of Nebraska City and is a small-scale concrete arch bridge. The location of the bridge is over a small-unnamed water course. The structure was constructed in 1912. The bridge has a great deal of detailing and is considered to be of high craftsmanship.

Kregel Windmill Company Building The building was constructed circa 1905 and was the home of the Nebraska City Manufacturing Company. The building served as a manufacturing plant for the Eli windmill. The building remains in tact complete with equipment used in the early days of its existence.

Grand Army of the Republic (G.A.R.) Memorial Hall was constructed in 1894 and is of the Richardsonian Romanesque architectural style. The G.A.R. was formed in 1866 of Union soldiers from the Civil War. The building in Nebraska City is one of only three freestanding structures that were built exclusively for the G.A.R. in Nebraska.

Nebraska City Burlington Depot In 1887 Burlington opened a passenger line between Omaha and Nebraska City. However, by 1910 many people in Nebraska City, seeing improvements made to railroad facilities in other towns, felt they were being slighted by Burlington because of the perceived inadequacy of the depot. The importance of having a larger modern depot played a dual role. First, it would allow for the accommodation of increased traffic. Also, the depot presented the first impression of a community to the passengers. After placing considerable pressure on the railroad, Burlington built a new depot for the community in 1912. (Written by the Nebraska State Historical Society)

TRANSPORTATION FACILITIES

Truck Line Service

There are various truck lines that run and operate in Nebraska City. The primary two routes used by truck line include Highways 2, which travels east west, and Highway 75 that runs north/south through the county.

Railroad Service

The nearest passenger services are located in Omaha and Lincoln with AMTRAK.

Bus Service

There is presently no bus service to Nebraska City. Greyhound Bus Lines in Omaha and Lincoln provide the nearest bus service.

Airports

Nebraska City Municipal Airport is owned and operated by the City of Nebraska City and the Nebraska City Airport Authority. The airport is located approximately 3 miles South of the City. The main runway is 33-15 and the length is approximately 4,700 feet long by 75 feet wide, the runway recently underwent an expansion from 4,100 feet. The main runway is a concrete surface. The secondary runway is designated 50-23 and is 2,550 feet long and 150 wide. The Airport experiences single engine, light twin engine, and twin turbo-prop traffic.

Airport zoning is in place for Nebraska City Municipal under Nebraska Revised Statute sections 3-301 to 333 which, allows zoning to restrict height of structures within three miles of the Airport.

The nearest passenger and freight services are located in Omaha at Eppley Air Field and at the Lincoln Municipal Airport. All major airlines fly out of Eppley Air Field in Omaha and limited flights fly out of the Lincoln Municipal Airport.

COMMUNICATION FACILITIES

Telephone Services

Alltel of Lincoln provides all local telecommunications services in Nebraska City. This service is adequate for present and future needs. Long distance carriers in the area include Sprint, MCI, AT&T, and various others.

Radio and Television

There is one local radio station in Nebraska City, which is KNCY. In addition, there are various radio stations located in neighboring counties that provide local as well as regional programming for the area.

There are currently no local television stations located in Nebraska City. However there are various television stations located in neighboring counties that provide local as well as regional programming for the area.

Newspapers

Nebraska City has one daily newspaper. The Nebraska City News Press is a daily newspaper distributed Monday through Friday. In addition to these papers there are others that serve the county as well which include the Lincoln Journal-Star, and the Omaha World Herald. (All Daily)

UTILITIES

Electrical Service

Nebraska City Utilities is a public utility that is governed by the Nebraska City Board of Public Works. Nebraska City Utilities supplies electrical power to all of Nebraska City. Supply appears to be adequate at this time and it is believed that future demand will be met as development occurs in Nebraska City.

Natural Gas Service

Nebraska City Utilities supplies all of Nebraska City with Natural Gas Services. Supply appears to be adequate at this time and it is believed that future demand will be met as development occurs in Nebraska City.

Water Service

Nebraska City presently supplies treated water to its residents, businesses, and industries from 7 wells located along the Missouri River in the Northeast portion of the City. The present combined pumping capacity of these wells is 4,750,000 gallons per day. This pumping capacity is supplemented by water storage facilities consisting of a 2,235,000 underground storage facility at the treatment plant and a 750,000-gallon elevated storage tank located in the West Central portion of the urban area. Iron and Manganese in the well water is removed in the treatment plant and the water is partially softened prior to distribution throughout the City.

The present system has a capacity of 3,300 gallons per minute (gpm). Present average annual consumption is approximately 2,496,000 gallons per day (gpd). The highest peak consumption, occurring in July of 1999 required a pumping and treatment rate of 3,340,000 gpd.

The water distribution system consists of pipe sizes ranging from 16 inches to 4 inches in diameter. Larger mains are located in major industrial areas and in a grid system within the distribution system. These sizes are large enough to maintain adequate distribution of water during peak periods such as when large quantities are required in a specific area to fight a fire.

Only minor water pressure problems exist in the present system. These are typically caused from a limited lack of looping in the system or undersized mains feeding certain areas of the distribution system. Some pressure problems exist due to starting and stopping of high service pumps at the treatment plant. The Utilities Department improves the system each year and is providing the looping and maintenance of the system at the time of this plan.

Based upon present water use data, the future system requirements can be forecasted by considering projected population increases, estimated per capita water consumption increases and fire flow requirements. The population of Nebraska City is forecasted to reach 7,601 by the year 2020 and could reach as high as 7,708. Assuming a 10 percent increase in per capita consumption, the average daily demand can be expected to reach 3,115,000 gpd and could be as high as 3,159,000 gpd. Peak flow requirements can be expected to reach approximately 4,170,000 gpd.

The pumping, treatment, and distribution capacities of the present water system exceed the estimated average and peak daily demands through the planning period. Expansion of the water supply and treatment system should not be necessary unless a high water use industry located in or around Nebraska City or the urban population expands beyond present estimates. Replacement of one or two of the oldest wells is being considered by Nebraska City Utilities due to diminished capacity.

The present distribution system, will, however, need several improvements in the form of expansions to accommodate the proposed future land use pattern proposed in the Future Land Use Plan. Foremost among these expansions will be the expansion of the distribution system to serve a proposed industrial area North of the present urban area. Although this area is proposed as an “industrial reserve” and its actual development may not occur for several years, appropriate planning for provision of an adequate municipal water supply should be scheduled.

Provisions for extending water service to the area Southeast of the present urban area should also be included in the utility planning process as this area is proposed to be developed to urban and suburban densities through and beyond the planning period.

Solid Waste Disposal Facilities

Refuse and trash generated by the residents, businesses, and industries within Nebraska City and the surrounding County is hauled to a City owned transfer station on the north side of Nebraska City. The transfer station is one-quarter mile north of 23rd Avenue at approximately 23rd Street.

Refuse and trash collected at the transfer station is hauled to the Butler County Landfill in David City, Nebraska.

The transfer station also operates a brush disposal area where the brush is burned. The City has a permit to burn brush from the Nebraska Department of Environmental Quality. Yard waste is also accepted and composted on the site.

The County has placed a soil and artificial membrane cover on the former landfill. This cover was seeded with grass and will be maintained in the future. Current monitoring wells will also be tested on a regular basis to monitor groundwater quality at the former landfill.

Sanitary Sewerage System

The sanitary sewer system in Nebraska City consists of gravity sewers ranging in size from 6 inches to 12 inches with 4 lift stations. Primary treatment is by settlement basins and bio-discs serve as the secondary treatment. Solids are dewatered with a centrifuge. The treatment capacity is rated at 4.2 million gallons per day (mgd). The present sewage flow rates are less than 1.31 mgd. The treatment plant is twenty-one years old, having been placed in service in 1979.

The sewer collection system has been designed and constructed to provide adequate flow capacities through the system to the treatment plant. Utility Department officials do not anticipate any capacity problems regarding the capacities of the existing collection system relative to the future land use types, locations and densities proposed in the Future Land Use Plan.

Assuming a similar increase in per capita sewage flow as was assumed in the future water demand, the capacity of the present sewerage system should prove adequate through the planning period. A future population of 7,601 would generate a sewage flow of less than 1.6 mgd.

Future land use developments in the area Southeast of the present urban area and the industrial reserve area to the North will require extension of sewer lines. Planning for extension of sewer service into these areas should be initiated in the near future.

Storm Drainage Facilities

Due to the almost constantly sloping topography of the land on which Nebraska City is situated and the fact the natural drainage in the City flows short distances to North and South Table Creek, which flow through the City, few storm sewers have been needed. The City Council continues to identify and fund small areas within the City to upgrade or replace storm sewer systems as problems develop.

The majority of the storm sewers in the City are relatively short run sewers that collect runoff from relatively small watersheds and transports it to either North Table Creek or South Table Creek as such do not carry large volumes of water.

Due to the topography of the area, the need for future storm sewer development will be limited to relatively short runs. It may be necessary and appropriate to require installation of storm sewers as new development occurs, particularly on relatively flat areas in the Northwest portion of the City. New developments will be required to handle their storm water runoff such that post development runoff peaks do not exceed runoff peaks prior to development.

HEALTH FACILITIES

The following are a listing of those health services that are available to the residents of Nebraska City.

Medical Clinics

There is one (1) medical clinic located in Nebraska City. **Physicians' Clinic** is located at 1700 14th Avenue. There are 8 physicians, 3 physicians' assistants, 5 RN's, and 3 LPN's serving this facility. There are 50 full-time employees at this clinic. The building was constructed in 1997 and is in excellent condition. There is room for expansion and remodeling of the building took place in the year 2000. The facility was adequate at the point of the plan. There are 4 specialists that come into the clinic; plastic surgery, ENT, pulmonology, allergy and orthopedic specialists. The facility offers educational programs to the community as well as flu shot clinics and Community Health Fairs.

There are several clinics serving the Nebraska City area from Lancaster, Johnson, Sarpy and Douglas Counties.

Mental Health

Blue Valley Mental Health Center is located at 1903 4th Corso in Nebraska City. There is 1 psychiatrist, 1 psychologist, 1 RN, 1 Sub-abuse Counselor and 3 therapists. There are 8 employees that staff this facility. The building was built in the early half of the 1950s and was remodeled in 1992 and is in good condition. There is room to expand at the current site of the facility, but there are no plans for remodeling or expanding during the planning period. The facility is adequate for the present needs of the citizens of Nebraska City and the facility offers mental health seminars to the community.

Hospitals

There is one hospital located in Nebraska City. In addition, there are a number of facilities in Lancaster, Sarpy and Douglas Counties.

Nebraska City

St. Mary's Hospital serves Nebraska City and the surrounding area. The hospital is operated by Catholic Health Initiatives. The facility is located at 1314 3rd Avenue. The facility has 38 beds. There are 6 doctors that serve the hospital facility. In addition, there are 34 RN's and 4 LPN's working at the facility. Services provided at St. Mary's Hospital include:

- Cardiac and Pulmonary Rehabilitation;
- 24-hour emergency care;
- Medical/Surgical/Obstetrical Services;
- Physical and Occupational Therapy;
- Out-patient Specialty clinics

Other Hospitals serving the area

There are numerous hospitals serving the Nebraska City area from Lancaster, Sarpy, and Douglas Counties.

- Midlands Community Hospital located at 11111 S. 84th Street in Papillion
- Bergan Mercy Medical Center located at 7500 Mercy Road in Omaha
- Immanuel Medical Center located at 6901 N. 72nd Street in Omaha
- Methodist Hospital located at 8303 Dodge Street in Omaha
- Children's Hospital located at 8301 Dodge Street in Omaha
- University of Nebraska Medical Center 600 S. 42nd Street in Omaha
- Saint Joseph's Hospital located at 601 30th Street in Omaha
- St. Elizabeth's Community Health Center located at 555 South 70th Street in Lincoln
- Bryan/LGH East located at 1600 South 48th Street in Lincoln
- Bryan/LGH West located at 2300 South 16th Street in Lincoln
- Madonna Rehabilitation Hospital located at 5401 South Street in Lincoln
- Veteran's Hospital located at 600 South 70th Street in Lincoln

Nursing Home Facilities

There are three Nursing Home facilities located within Nebraska City. Besides these three facilities, there are numerous facilities available in the Omaha and Lincoln Metropolitan Areas.

Ambassador Nebraska City is located at 1800 14th Avenue. The facility was originally founded in 1953 with additions to the original facility constructed in 1961 and 1974. The facility offers rehabilitation Care, Sub-Acute Care,

Long-term Care and Retirement Living. The facility has Occupational Therapy, Physical Therapy and Speech Therapy available on site. The facility is a licensed Medicare provider.

Duff's Friendship Village is located at 1104 3rd Avenue and is a County-owned facility. The facility is licensed for 62 beds. The facility is staffed by 6 RN's, 5 LPN's, and 25 Nursing Aids and a Medical Director on site. Besides these staff members, the facility has Occupational Therapy, Physical Therapy and Speech Therapy available on site. The facility is a licensed Medicare provider.

Nebraska City Manor is located at 1420 North 10th. The facility was constructed in 1965 and is owned and operated by Beverly Enterprises in Fort Smith, Arkansas. The west wing addition was in 1968. The facility is licensed by the State of Nebraska as a nursing facility with 116 beds. Services of various consultants including a Registered Dietician, Medical Records, and Pharmacy Consultant complement the staff. Physical, Occupational, and Speech Therapies are available to all residents. Laboratory, X-ray Services, and podiatry services are available on site. The facility has 22 assisted-living and an adult day-care unit to the building. The facility will have 94 licensed beds for long-term care and 22 licensed for assisted-living.

ENVIRONMENT, NATURAL & MAN-MADE RESOURCES

ENVIRONMENT, NATURAL & MAN-MADE RESOURCES

INTRODUCTION

Preparation of a plan for the future physical development of Nebraska City necessarily involves the identification and evaluation of the natural and man-made features in and around the City that have and will continue to influence the directions of physical growth of the City.

The purpose of this element of the Comprehensive Development Plan is thus to identify what environmental characteristics of the area surrounding the City will encourage, discourage or prohibit urban development and evaluate the historic growth patterns of the City to determine what man-made features will also serve to influence future physical development.

The analysis is divided into two parts which include an examination of the Natural Environmental Conditions within and surrounding Nebraska City, as well as, an examination of the Man-Made Features that have, and will continue to impact, future development trends in and around the City.

Under the first heading, the characteristics of the geology, soils, topography and flood hazards are evaluated. Under the second heading the present “urban form”, including past growth directions, transportation systems, land use and public facility location patterns shall be evaluated.

NATURAL ENVIRONMENTAL CONDITIONS

Geology

Nebraska City is situated within the glaciated portion of the Great Plains physiographic province. It is a dissected glacial plain that has been modified by continuous cycles of sedimentation, erosion and soil formation. The deep bedrock consists of shale and limestone of the Pennsylvanian age. Material on top of the bedrock ranges from sand and gravel to cobbles and boulders to very fine clayey material.

The present gently sloping to very steeply sloped hills are the predominant surface feature in the area today. The materials present on the surface of the uplands and valleys are loess; a fine grained wind deposited material; glacial deposits, clay, silt, sand and boulders transported and deposited by glacial ice, alluvium, sand, silt and clay deposited on land by rivers and streams, shale, sedimentary rock formed by the hardening of clay deposits and limestone.

In Nebraska City, the narrow plain along the Missouri River gives way to steep hills and then to more gently rolling hills in the western portions of the urban area. The north and south forks of Table Creek, which flow east to the Missouri River, serve to divide the City into three plateaus. The present urban development thus encompasses two valleys and three upland areas all with distinctive attributes with regard to the ease of urban uses.

Due to this geologic composition, ground water in the area in and around Nebraska City is available in limited quantities except along the Missouri River. In areas away from the River, the water is generally obtainable in quantities of 1 to 10 gallons per minute from a perched water table ranging in depth from 25 to 100 feet. Because

these wells depend on seepage and precipitation for recharge, this perched water table can be quite easily contaminated from spilled chemicals, septic disposal systems or other waste materials. The need to avoid individual lot sewage disposal systems in newly developed areas around the City is thus established.

The geology of the area also places limitations or adds expense to building development, as well as, street and utility construction due primarily to the hilly terrain. Future planning for the physical expansion of the City should attempt to minimize these factors.

Soils

The common soil types in and around Nebraska City are quite varied. As indicated on Table 21, the characteristics of the soils with regard to limitations imposed on man-made developments vary from slight to severe. Generally, the soils on the upland plateaus present few limitations for development, while those in the river and stream valleys can be severe enough to preclude development or at least make such development quite costly.

As is easily discerned from the above Table, the soils on which the urban area is located and on which future expansion will occur present numerous limitations for structure and street development. When any new development is proposed to the Planning Commission and City Council it is imperative that reference be made to the Otoe County Soil Survey to determine what potential problems may be encountered so that the design of the development will minimize the impacts of these soils characteristics.

A composite of the various soil limitations is presented on Figures 6 through 9. These Figures indicate the locations of the areas in and around the City that have few development limitations, as well as, those areas which have moderate to severe limitations for urban development. These map should be used by developers or other related public / private parties and City Officials as a quick reference to determine where potential environmental factors will influence building, street and other related construction.

Slope

A natural characteristic closely related to geology and soils is the topography of Nebraska City and the surrounding area, as well as, the resulting drainage patterns from such topography. The topography (relief) of the area in and around the City ranges from flat level plains along the Missouri River to very steep bluffs over 100 feet above the River to rolling hills with small narrow valleys. Figure 10, indicates the general topography in and around Nebraska City. As indicated in the Figure, slopes in this area range from 0 to 3% on the Missouri River flood plain to over 70% on the bluffs overlooking the River.

TABLE 21: COMMON SOIL TYPES & SOIL CHARACTERISTICS NEBRASKA CITY, NEBRASKA AND SURROUNDING AREA

MAJOR SOIL TYPES LOCATED IN AND AROUND NEBRASKA CITY, NEBRASKA	SLOPE (%)	SHRINK-SWELL POTENTIAL	SEPTIC TANK ABSORPTION FIELD LIMITATIONS	LIMITATIONS FOR DWELLINGS	LIMITATIONS FOR STREETS	FLOODING POTENTIAL	PRIME FARMLAND	OVERALL URBAN DEVELOPMENT LIMITATIONS
(Ab) Albaton silty clay	0-1	High	SEVERE flooding wetness slow percolation	SEVERE flooding wetness shrink-swell	SEVERE low strength flooding shrink-swell	Yes	No	SEVERE Flooding Wetness shrink-swell
(Co) Colo silty clay loam	0-1	Moderate	SEVERE wetness flooding	MODERATE flooding wetness	SEVERE flooding wetness low strength	Yes	Yes	SEVERE Flooding Wetness
(Ha) Haynie silt loam	0-2	Low	SEVERE flooding	SEVERE flooding	MODERATE low strength flooding frost action	Yes	Yes	SEVERE Flooding
(JuC) Judson silt loam	2-6	Moderate	SLIGHT	MODERATE shrink-swell	SEVERE low strength frost action	No	Yes	MODERATE shrink-swell slope
(MhD2) Marshall silt clay loam	5-11	Moderate	MODERATE slope	MODERATE shrink-swell slope	SEVERE low strength frost action	No	Yes	SEVERE Slope
(MkE) Marshall-Ponca silt loam	11-17	Low	MODERATE slope	MODERATE shrink-swell slope	SEVERE low strength frost action	No	Yes	SEVERE Slope
(MoC) Monona silt loam	2-5	Moderate	SLIGHT	MODERATE shrink-swell	SEVERE low strength frost action	No	Yes	MODERATE shrink-swell
(MpG) Monona-Shelby Kipson Complex	30-70	Moderate	SEVERE slope slow percolation depth to rock	SEVERE slope depth to rock	SEVERE low strength slope frost action	No	No	SEVERE Slope
(MsC3) Morrill-Mayberry Complex	3-9	Low	MODERATE slow percolation	MODERATE shrink-swell wetness	MODERATE low strength frost action shrink-swell	No	No	MODERATE Wetness shrink-swell slope
(Nd) Nodaway Colo Complex	0-2	Moderate	SEVERE flooding wetness	SEVERE flooding wetness	SEVERE flooding frost action low strength	Yes	Yes	SEVERE Flooding Wetness
(PaD) Pawnee clay loam	9-12	High	SEVERE slow percolation wetness	SEVERE shrink-swell wetness	SEVERE low strength frost action shrink-swell	No	No	SEVERE shrink-swell frost action low strength
(PwE2) Ponca-Dow silt loam	5-17	Moderate	MODERATE slope	MODERATE shrink-swell slope	SEVERE low strength frost action	No	No	SEVERE Slope
(SaB) Sarpy-Haynie Complex	0-3	Low	SEVERE flooding poor filter	SEVERE flooding	SEVERE flooding low strength frost action	Yes	No	SEVERE Flooding
(ShC) Sharpsburg silty clay loam	0-11	Moderate	MODERATE slow percolation	SEVERE shrink-swell	SEVERE low strength frost action	No	Yes	SEVERE shrink-swell
(Zo) Zook silty clay loam	0-1	High	SEVERE slow percolation wetness flooding	SEVERE flooding wetness shrink-swell	SEVERE flooding low strength frost action	Yes	Yes	SEVERE Flooding Wetness shrink-swell

Source: Soil Survey of Otoe County, Nebraska, United States Department of Agriculture, Soil Conservation Service
 Specific locations of the individual soils, listed above, can be referenced in the location-specific maps provided as part of this analysis, as well as, in the Soil Survey of Otoe County

The implications of the topography for future physical expansion of the City are several. First, development on the very flat areas are generally precluded due to the flooding hazard that exists. Second, development of steep slopes, slopes typically in excess of 20%, is virtually prohibited due to the costs associated with initial development and the ongoing expense of controlling erosion once land in the steep slope areas has been cleared for such development. Thirdly, development of streets in a rectangular pattern, as now exists in much of the City, requires construction of expensive bridges or high maintenance culverts. The topography indicates that a future street pattern that corresponds to the lay of the land and the drainageways is desirable.

A problem typically associated with street development is that of surface water runoff. Due to the relatively steep slopes throughout the areas around the existing developed area, it is imperative that future developments make adequate provisions for such drainage to avoid potentially disastrous erosion problems. Further, because of the increased rates of runoff from the developed areas, it may prove necessary to require construction of runoff water retention systems to prevent temporary, but none the less, damaging flooding in the areas through which such water will flow once it leaves the area being developed.

Typically, development crossing a drainage basin and into another requires construction of expensive sewage life stations or interceptor sewers in order to channel the sewage to a centralized treatment facility. The present development of the City across such drainage basins has, however, resulted in a utility system to serve both basins. This provides expanded opportunities for future development both in terms of quantity of available land and location or direction. Care should be exercised, however, in avoiding expansion into any additional watersheds that would require additional major investments for utility service.

FIGURE 6: SOIL SUITABILITY FOR SEPTIC TANKS

FIGURE 7: SOIL SUITABILITY FOR DWELLINGS

FIGURE 8: SOIL SUITABILITY FOR STREETS

FIGURE 9: SOIL SUITABILITY FOR PRIME CROP LAND

FIGURE 10: SLOPE

FLOOD HAZARDS

Nebraska City's location on the hills above the Missouri River places it on land that has very little flooding problems. Flooding along the Missouri River on the Nebraska City side is limited due to the narrow plain along the River. The flooding potential that does exist in the City and in areas around the City are limited to the narrow valleys of North and South Table Creek.

As indicated in Figure 11, the flood hazard areas, which are those areas subject to flooding during a "project flood" or 100 year flood plain, extend along these Creeks and their tributaries but are generally less than a block in width. Due to the rapidity of drainage into these Creeks and the velocity of water in the creek channels during flood periods, development in these areas should be strictly regulated. If development in these areas is permitted, such areas should be filled to above the expected flood elevations if such filling will not restrict the channel capacity and thus cause higher flood elevations upstream; or such development must be flood-proofed to minimize any flood damage.

The presence of these flood hazard areas in regard to future land use planning suggests that these areas should remain as open space with use of such areas limited to those uses which would be least affected by flooding.

MAN-MADE FEATURES

The present urban form of Nebraska City is the result of the location of the Missouri River, the Railroads and to a lesser extent, the location of the major highways. Recent growth within the City has occurred towards such major highways, specifically the J. Sterling Morton Beltway. Other notable developments have occurred both west and north of the City Center. The resulting shape of the present City is that of a fan with its base being the downtown commercial area.

The development of Railroads along both forks of Table Creek and the Missouri River effectively divided the City into three separate segments and three distinct residential neighborhoods. Each segment is of similar size, but the segment between the north and south forks of Table Creek contains the most developed area and population, especially due to recent residential growth in the western portion of this area. This area also contains the central business district, the predominant commercial district in the City.

Industrial development occurs almost without exception along the Railroads in the western and southern portions of the City and along the Missouri River on the eastern portion of the City. This is fortunate from a land use standpoint because it has minimized the potential for land use conflicts with residential areas. This segregation of industrial uses away from existing and future residential areas should be continued provided that adequate quantities of land suitable for future light and heavy industrial uses is available.

FIGURE 11 FLOOD HAZARD AREAS

Commercial land uses have been influenced by the location of the major highways serving the area. The downtown area has developed along Central Avenue, a major intra-city street. Due to its location at the base of the fan shaped development of the City, the downtown commercial district is at distinct disadvantage in that it is located at an ever increasing distance for the center of the residential population, meaning residential expansion is occurring further north, south and west of the downtown area. Future land use planning should attempt to encourage residential growth and additional commercial and recreation uses on the east end of downtown to attract additional people into the downtown area.

Highway oriented, as well as, non-highway commercial uses have been, and are still currently being, developed along all major highways serving the City, specifically along 11th Street from the downtown area to the J. Sterling Morton Beltway. Commercial development has spawned along both sides of 11th Street and is at its densest in the southernmost section north of the intersection with the Beltway. Commercial development has also occurred north of the downtown area along 11th Street, as it changes from 11th Street to Orchard Drive, extending to the northwestern corporate limit line. A limited amount of commercial development was constructed along “old” State Highway 2, or 4th Corso, in the western and eastern portions of the City.

Future commercial development in the City will continue to be influenced directly by the major highways surrounding the City. The finalization of the J. Sterling Morton Beltway around the south and west sides of the City has had a profound effect on the recent development that has occurred, as well as, will have a profound effect on future development projects. New commercial developments, particularly those that depend solely on the “highway traveler”, will vie for locations along the Beltway. The land adjoining the intersections of the Beltway along with the land surrounding the interconnecting highways should continue to be desirable locations for future business. The land around the intersections of local county roads or city streets and other select areas along the Beltway itself will also be attractive sites for continued commercial development.

The implications of the development of the Beltway cannot be ignored in any future plan for Nebraska City. Development of a Future Land Use Plan for the City must reflect a reasonable number of continued commercial uses of land along the Beltway, while providing for the maintenance of the existing highway commercial strips or, in some instances, the conversion of land along the “old highway” routes to other types of commercial uses or to residential uses.

All planning for future commercial development should be accomplished in a manner that effectively addresses the competitive relationship between outlying shopping areas and the downtown commercial district, so that the downtown area can remain economically viable. Recent commercial development within Nebraska City has primarily occurred along the Beltway or along 11th Street as it connects with the Beltway. The downtown commercial district has suffered due to this trend. Therefore, it is important to properly plan for the future development of the downtown commercial district, as well as, any Beltway development.

The location of public facilities, parks and schools within the City have influenced the residential development patterns by attracting new residential construction in the vicinity of such sites. The City's public facilities are reasonably distributed and provide a major attraction in regard to the living environment of the City. Development of future public facilities should not only be located with respect to local residential service areas, but also should be used to attract residential development into a given area where appropriate.

MAN-MADE CONDITIONS SUMMARY

Given the topography of the area around the City, the location of the major transportation corridors, the Missouri River, existing urban development and the finalization of the J. Sterling Morton Beltway, the alternatives for the future physical expansion of the City is limited to a degree. Future expansion can occur to the north, south and west. The locations of the various types of land uses must include evaluation of the available alternatives that provide the best living, working and/or recreational environment at the least public cost.

GOALS & OBJECTIVES

GOALS AND OBJECTIVES

A Comprehensive Plan is an essential tool to properly guide the development of any modern community. In order to develop this or any plan for future community development, it is critical to focus the diverse views of its citizens into a formalized set of goals for the future that can be agreed upon and supported.

In order to accomplish such agreement and support, it is first necessary for someone or some recognizable group to generate a series of goals and objectives, which the citizens of the community can respond to. Since the Nebraska City Planning Commission is charged by virtue of its creation by the City Council with taking the lead in planning for the future of the City, this task logically begins with the Commission. Formulation of a set of these goals together with specific objectives is the purpose of this section of the Nebraska City, Nebraska Comprehensive Plan.

GOALS & OBJECTIVES DEFINED

GOAL: A goal is a broad statement dealing with various aspects of community development. A goal indicates the state or condition that the citizens of the community wish to attain over a period of time, typically several years to a decade.

OBJECTIVE: An objective is a necessary and measurable achievement to be accomplished as a step or the step in fulfilling the stated goal. An objective is a subpart of a goal and is to be accomplished in a shorter time span.

GOALS, OBJECTIVES & PLANNING

Once a set of community goals and objectives are formulated and agreed upon, they are intended to provide the basis for formulating local government policies to be applied in the administrative and governing process by the City Council, the various departments of City government, the Planning Commission, and other commissions and boards representing the City of Nebraska City. Accordingly, the goals and objectives presented herein shall provide the framework upon which the remaining elements of the Comprehensive Plan shall be based.

PLANNING CATEGORIES

The primary aspects of the community development which are dealt with in this planning effort and those which are best approached on the basis of a Comprehensive Plan include:

- I. Economic Development
- II. Land Usage
 - A. General Land Use Development
 - B. Residential / Housing Development
 - C. Commercial Development
 - D. Industrial Development
 - E. Agricultural Development
- III. Transportation Elements
- IV. Public Facilities and Services
- V. Zoning and Subdivision Regulations

In addition, Goals and Objectives should be established with regard to implementation and administration of this Comprehensive Plan.

GOALS AND OBJECTIVES OF NEBRASKA CITY, NEBRASKA

The Nebraska City Planning Commission originally developed a set of goals and objectives in 1988 as part of the Comprehensive Plan adopted by Resolution 1438. As part of updating that Comprehensive Plan, the Planning Commission, in 2000, has worked to update and amend the existing goals and objectives. As a result a set of updated goals and objectives and been established. However, many of the original goals and objectives from 1988 have remained as they remain appropriate to the development of Nebraska City and are important factors in the updating of this Comprehensive Plan.

ECONOMIC DEVELOPMENT

Goal: Plan for continued expansion of industry and commercial activity in and around the City.

Objectives:

- Preserve, through zoning regulations, undeveloped land suitable for industrial use for long-term industrial expansion. Such land should be relatively level topography with good access to major highways and, where possible, railroads.
- Establish industrial zoning regulations based on performance standards rather than types of industry to minimize zoning related problems and time delays.
- Maximize participation in economic development programs such as the Community Development Block Grant (CDBG) program and other similar programs to assist in attracting new industry or allowing existing industry to expand.
- Establish the capability of the City to provide tax increment financing (TIF) as an economic development and infrastructure improvement tool.
- Revitalize the downtown retail commercial area with development of additional commercial business, preservation of historic buildings and the historic character of the City, and by linking the downtown area to a redeveloped riverfront area in order to increase consumer traffic within the area.
- Redevelop the Missouri River riverfront area extending from the Riverfront Park southward to the J. Sterling Morton Beltway to create a combination commercial/recreational area designed to serve tourists and local residents.

Goal: Promote diversification of the local economy.

Objectives:

- Establish and maintain an industrial/business incubator program with local and grant funds to seek out and assist new small businesses/industries to get started and succeed.
- Plan for the economic enhancement of the downtown area, particularly through redevelopment of the eastern portion of the downtown area, locating future building sites, development of downtown housing and parking, and through redevelopment of the riverfront area into a commercial/recreational area.
- Identify categories of businesses and services most sought by local industry and consumers in the trade area and seek out providers.

Goal: Expand/enhance upon existing industry and business.

Objectives:

- Implement a program to revitalize the downtown center that includes improvements to existing buildings, physical appearance, assistance in financing such improvements and through provisions for appropriate historic outdoor signage.
- Establish a beautification program at all entrances into the City, as well as, along the major roadways leading to the downtown area which will serve to draw travelers off of the highways and into the highway commercial and downtown commercial areas.
- Provide financial assistance for those existing businesses to assist in expansion and diversification of those businesses.

LAND USE

GENERAL LAND USE

Goal: Achieve a concentric and compact distribution of all uses within the City minimizing land use conflicts throughout the City.

Objectives:

- Encourage development of vacant and underutilized land within the existing urban framework through zoning and subdivision incentives and public infrastructure improvements, which will attract development.
- Discourage “leap-frog” development on the periphery of the City through zoning and subdivision regulations and public utility extension policies.

Goal: Promote optimum efficiency relative to public services, facilities, utilities and transportation systems.

Objectives:

- Direct new physical growth into those areas presently provided with a full range of public facilities and services, or in areas where such can be provided at reasonable costs and which are in accordance with overall growth objectives for the City.
- Promote the rehabilitation/redevelopment of existing structures within the older areas within the City limiting the need to expand public facilities, utilities and services.
- Enforce subdivision and related development standards to insure long-term adequacy of design and physical improvements while avoiding excessive standards that deter affordable development.
- Utilize a comprehensive review process in actions to approve new subdivision and related development standards in areas surrounding the existing urban development in order to assure that new developments do not limit additional expansion potentials, or create undue loads on existing streets, on public utilities or other related infrastructure.
- Apply zoning not only to avoid land use conflicts, but to match the capacity of existing or proposed public infrastructure.

RESIDENTIAL LAND USE (HOUSING)

Goal: Promote mixed market housing that is responsive to the housing needs for all income levels.

Objectives:

- Update zoning regulations to permit development of various housing types and densities within properly designated areas of the City.
- Promote new development on existing vacancies within the existing urban area, or where existing development should be removed or renovated.
- Provide and/or properly maintain adequate streets, street lighting, drainage, sidewalks and other related infrastructure in residential areas, especially older residential areas, to promote reinvestment in residential areas.
- Maintain a policy of removing all dilapidated housing and non-residential structures throughout the community, particularly in prime development areas, with an annual review of the City to proper maintain such policy.
- Maintain policies and/or ordinances, on junk/inoperable vehicle storage, junk/debris storage, and otherwise improperly kept property within the City to promote an overall appearance of clean and quality residential neighborhoods.
- Promote housing rehabilitation programs including rental rehabilitation to improve the overall quality of residential areas in the City.

Goal: Encourage quality and long-term stability in new residential developments, including proper location in relation to the existing land use pattern and environmental capacities.

Objectives:

- Designate land for future residential development that allow for choice of topography, lot size, density, housing type and location in areas where such uses do not create land use conflicts or create a potential for damaging the environment.
- Designate land for future residential development sufficient in size to be competitive with housing market standards of today to assure effective real estate price competition.
- Update/maintain existing building codes within the City to promote proper development of structures within the City including application of new technologies, which accelerate the process.
- Establish and maintain a policy of limiting residential development in the rural areas within the jurisdictional area of the City to avoid conflicts with agricultural uses, to minimize the potential for environmental problems associated with on-site sewage disposal systems, and to minimize problems of future growth of the urban area through annexation.

COMMERCIAL LAND USE

Goal: Enhance and maintain the downtown areas as the dominant retail and service center in the City.

Objectives:

- Designate, in the Future Land Use Plan, additional land area(s) for the physical expansion of the downtown area to be accomplished through redevelopment of existing deteriorating commercial structures and extension of the downtown to the proposed redeveloped riverfront area.
- Create and continue programs the work to revitalize the downtown area via public improvements, proper and unique signage, adequate and defined street lighting, development of public uses, and beautification of the area including improvements to the major streets leading to the downtown area.

-
- Create incentives for travelers along the J. Sterling Morton Beltway to enter into the downtown commercial area including development of attractive entrances into the City, the development and proper regulation of signage, the development of walkways and bikeways to the downtown area from areas located along the Beltway and the Missouri River, and improvement of street access into the downtown area.
 - Utilize now vacant downtown buildings for multi-family residential/residential office development or other related development that would increase foot traffic and consumers within the downtown commercial area.
 - Establish through a Downtown Business Improvement District the private and public organizational structures necessary to implement the objectives listed above and other business improvement objectives.

Goal: Provide for the future expansion of highway commercial uses and commercial uses not suited for a downtown location, specifically in relation to the J. Sterling Morton Beltway.

Objectives:

- Zone adequate land areas for location of highway commercial uses along the J. Sterling Morton Beltway to provide locational choice and assure real estate price competition.
- Properly plan for access, service and frontage roads off of the Beltway and other major roadways to minimize the number of curb cuts and turning movements off of the major roadways.
- Require preliminary platting of all land under the same ownership when the frontage development is proposed to encourage increased depth of highway commercial uses and to assure secondary access to the major roadways from future development behind the highway commercial frontages.
- Establish and stringently enforce building setback requirements and developer installed landscape buffer requirements to improve and maintain attractive entrances into the City.
- Establish and stringently enforce sign and billboard regulations consistent with the advertising needs of the local business community but also consistent with maintaining attractive entrances into the City.

Goal: Improve the character and appearance of all major entrances into the City, as well as, create an overall attractive appearance of the City along the J. Sterling Morton Beltway.

Objectives:

- Design a street tree planting plan for all existing and planned future commercial frontages along the major entrances serving the City, as well as, in areas abutting the J. Sterling Morton Beltway.
- Establish minimum landscaping standards for all new non-residential uses fronting on the major entrances into the City, and stringently enforce such standards to all business desiring locations in such areas.
- Create and implement a historic character business signage program and limit the number and size of business signs per business and billboards to avoid the “avenue of signs” that typically results along major entrances to a City, and enforce such standards for all businesses developing along the major entrances into the City.

INDUSTRIAL LAND USE

Goal: Preserve adequate amounts of land suited for industrial use to preserve such land and avoid its development into uses not compatible with future planned industrial use.

Objectives:

- Zone for industrial use all lands suitable for such use, particularly those lands which are relatively flat and have good highway and rail access, to create a long term industrial land reserve and to avoid potential land use conflicts with future development of adjoining properties.

-
- Encourage the development of one or more industrial park areas with zoning and subdivision incentives for development of the same in order to have lots with utilities immediately available.

AGRICULTURAL LAND USE

Goal: Work to protect prime agricultural land and strongly agricultural areas within the jurisdictional area of the City.

Objectives:

- Minimize unnecessary encroachment of urban land uses onto prime agricultural land via zoning and subdivision disincentives.
- Establish zoning regulations in the jurisdictional area of the City which would prohibit new agricultural uses that would not be compatible with existing or planned future land uses and indicated in the Future Land Use Plan.
- Establish consistent regulations and standard, and enforce such standards, regarding rural subdivision development within the City jurisdiction as to prevent undue loads on existing road maintenance, undue loads on the existing public infrastructure, and to prevent to loss of prime agricultural land within the area.

TRANSPORTATION

Goal: Create a more efficient network of streets within the urban area providing equitable access to all areas of the City.

Objectives:

- Design and implement an undated Major Street Plan for the City and the jurisdictional area which provides appropriate access to business areas, industrial sites, major public facilities, and particularly streets that link residential neighborhoods in the City to these other uses, and follows the functional classification guidelines of the Federal and State Highway Departments.
- Coordinate functional classification maps of the Federal and State Highway Departments with the local major street plan by requesting amendments to the Federal and State functional classification maps where appropriate.
- Establish appropriate and consistent roadway classification, right-of-way, and design standards which are keyed to the land use types, densities, applicable traffic types and volumes, and the topography of the areas served.
- Promote the development of alternative transportation systems within the urban area and from the J. Sterling Morton Beltway, specifically through provisions for bicycle and pedestrian routes to major shopping areas (specifically the downtown area), schools, and other major public facilities.
- Implement a policy of construction new sidewalks in conjunction with any new street improvement projects eliminating the need to do so at a later date.

Goal: Maintain quality access to the City from regional and national transportation systems and routes.

Objectives:

- Limit the number of access points to all major roadways serving the City to preserve the traffic handling capability and safety of these highways.
- Maintain and improve upon signage and advertisement of Nebraska City's attributes along major roadways in close location to the City, including I-29 and State Highway 2.
- Avoid spot developments, particularly commercial uses, along the J. Sterling Morton Beltway, by zoning for concentrations of uses at specific locations where secondary access to the site already exists or where such access should be constructed.

Goal: Encourage more efficient uses of existing streets thus affording improvement of those streets not now paved.

Objectives:

- Encourage the development of unused or underutilized land within the present corporate limits via zoning and subdivision incentives, housing rehabilitation programs, utility installation policies, and location of future public facilities to better utilize streets already in place.
- Implement a policy and timeline for paving unimproved gravel streets within the corporate limits of the City, and coordinate such improvements with improvements to sidewalks, public utilities, and other related infrastructure increasing the marketability of the area.
- Utilize Community Development Block Grant (CDBG) funds, tax increment financing, and assessment districts to assist in street and sidewalk improvement programs.

PUBLIC FACILITIES AND SERVICES

Goal: *Provide for continued expansion, improvement, and diversification of recreational facilities within the City.*

Objectives:

- Coordinate demand for additional park land with the Future Land Use Plan to facilitate planning for the acquisition of land and development of future parks.
- Establish a program of recreational easement acquisition for the development of a linear park system in the flood hazard areas within the City to provide incentives to develop now vacant and underutilized land along these areas, including the development of a linear park system connecting the downtown area with other points of interest within the City.
- Establish the demand for additional year-round recreational facilities and programs for all age groups, particularly those of working age and the elderly, and work to provide such facilities and programs.
- Maintain the excellent quality of many of the recreational opportunities within Nebraska City to continue to promote tourism within the City and to continue to add to the overall aesthetic quality of the City.
- Develop the riverfront area in part to provide added active and passive recreational facilities attractive to tourists and local citizens.

Goal: *Promote continued education quality, facilities and opportunities in the Community.*

Objectives:

- Expand communications between the Planning Commission and all educational boards and administrators serving the community to better comprehend the needs of the educational community and to better coordinate projected needs in the future.
- Coordinate future educational facility land use needs with these overall planning goals of the City so that the eventual development of new educational facilities meets the needs of the educational community, as well as, the overall City.

Goal: *Provide for the continued updating of all public facilities and administrative functions of the City.*

Objectives:

- Provide for continuous updating of law enforcement, fire protection, and emergency service facilities, manpower and equipment.
- Develop and implement a Citywide parkway/walkway plan designed to serve all parks, major public facilities, schools, shopping areas, major employment centers, and areas along the J. Sterling Morton Beltway.
- Utilize an annually updated capital improvements program and budget to anticipate needed expenditures for public facilities, services and manpower and provide them at the lowest possible cost to the taxpayers of the City.

-
- Stress the importance of the need to have an educated and updated Planning Commission and City Council with regard the new legislation and Federal and State incentives for new development/redevelopment within the City and take appropriate steps, such as attendance at forums and other informative meetings, regarding such issues.

ZONING AND SUBDIVISION REGULATIONS

Goal: Develop effective and efficient regulations which serve to protect the quality of life in the community without undue restraint on or costs to the private development sector and which properly promotes development within the community.

Objectives:

- Establish a Planning Commission policy and annual review procedure which will afford a good understanding of the impacts of the regulations and development standards on all development petitions to identify areas where improvements in the regulations can be made with sacrificing quality development.
- Structure Planning Commission, City Council, and Board of Adjustment meeting dates, public notice requirements, hearing procedures, and administrative procedures to minimize the length of time necessary to clear the regulatory process.
- Once adopted, strictly enforce new and updated regulations within the City to ensure proper development, and, where necessary, amend the regulations to ensure proper development occurs within the City.

IMPLEMENTATION AND ADMINISTRATION

Goal: Provide effective implementation of these community goals and objectives and the overall Comprehensive Development Plan.

Objectives:

- Bylaws and Rules of Procedure should be adopted and carefully followed by the Planning Commission and Board of Adjustment to assure completeness, fairness, and efficiency in dealing with land use and zoning issues.
- Implement a Planning Commission and City Council policy of annually reviewing and updating these goals and objectives and adopting the same.
- Implement a policy of annually reviewing all zoning and subdivision regulations, petitions, and Board of Adjustment cases to determine any problem areas and resolve any problems via appropriate amendments.
- Implement a policy of properly instructing and teaching new members of the governing bodies the importance of the Comprehensive Development Plan, specifically these goals and objectives as they relate to land use planning and development, and the zoning/subdivision regulations and the need to follow such regulations in almost all instance to assure proper development and fairness to property owners within the City.

EXISTING LAND USE

EXISTING LAND USE

Essential to the preparation of any future land use and physical development plan for Nebraska City is an analysis of the existing land uses and land use patterns within the City. Since future development in and around Nebraska City will become an extension of the existing City, examination of the existing land use patterns will provide the basis for planning for future land use and physical growth.

Examining Existing Land Use and Existing Land Use Patterns

An understanding of the way land is used provides information including the following for Nebraska City, Nebraska:

- An understanding of the capabilities of the land for urban development;
- Knowledge of the factors that will encourage or discourage certain kinds of land uses or land use patterns;
- The amount of land within the urban area that is vacant and unused;
- Special characteristics within the urban area with aesthetic, recreational or historic interest or potential;
- The relationship of the value of land and its current use;
- An understanding of historic and recent development trends and the logic behind such trends.

Objectives of the Existing Land Use Analysis

This existing land use analysis for Nebraska City, Nebraska is structured to accomplish the following objectives:

- Define the locations of existing land uses within the present corporate limits of Nebraska City and within its two mile extraterritorial planning and zoning jurisdictional area;
- Define the trends of expansion in the various categories of land use;
- Provide a comparison of present land usage to present zoning;
- Provide information with regard to future growth options and alternatives within and around the existing urban area.

Land Use Categories

Existing land uses are classified by the type of activity occurring on an identifiable parcel of land. Land uses in Nebraska City and its jurisdictional area are categorized as follows:

- Residential
 - A. Single-family residential dwellings
 - B. Multi-family residential dwellings
 - C. Group quarters and assisted living facilities
 - D. Mobile homes
- Commercial
- Industrial
- Public and semi-public
 - A. Public and semi-public structures
 - B. Parks/recreational open space
- Public streets and alley rights-of-way
- Railroad rights-of-way
- Open space agriculture and vacant / unused open space

QUANTITATIVE EXISTING LAND USE ANALYSIS

During the development of this Comprehensive Development Plan all land uses within the corporate limits of Nebraska City were surveyed, classified and tabulated. A “windshield” survey, as well as, aerial photographs of the City were utilized in the construction of the Existing Land Use map. This map, which is shown on Figure 12, details the general existing land use form of Nebraska City. From this map a quantitative analysis of the land use categories was constructed. Table 22 details the findings of such analysis.

The total area (in acres) for each land use category within the present corporate limits of the City is provided below. The percentage of each land use to the total land area utilized and the total corporate limit area is also presented to further the analysis.

TABLE 22 EXISTING LAND USE – QUANTITIES & COMPARISONS BY CATEGORY – NEBRASKA CITY, NEBRASKA

Type of Use	Acres	Percent of Developed Area	Percent of Total Area	Acres per 100 persons
Residential	715.0	34.0	26.0	10.5
Commercial	147.0	7.0	5.3	2.1
Industrial	164.0	7.8	6.0	2.4
Public/Semi-Public	173.0	8.2	6.3	2.5
Parks/Recreation	362	17.2	13.1	5.3
Railroad R.O.W	84.4	13.0	3.1	1.2
Street and Alley R.O.W	544.7	25.9	19.8	8.0
Total Developed Land	2105.7	100.0	76.5	30.8
Vacant/Agriculture	647.4	-	23.5	9.5
Total Area	2753.1	-	100.0	40.3

Source: Stahr & Associates, Inc. & J E O Consulting Group, Inc., 2000

OVERALL LAND USE

As indicated in Table 22, the corporate limits of Nebraska City contain a total of 2,753.1 acres. Developed land within the City presently comprises 76.5% of the total land area within the corporate limits. The remaining area is comprised of land used for open space agricultural uses, vacant (otherwise unused) land and undevelopable areas including water areas. This remaining land accounts from 23.5% of the corporate area.

Land that is developed with actual building and related structures, including residential, commercial and industrial land, as well as, public and semi-public buildings and related facility sites comprise only 1,114.6 acres, or 40.4% of the total corporate area.

Open space land that is developed includes parks, streets, alleys and railroad rights-of-way conversely comprises nearly 36% of the total land within the corporate limits of the City.

FIGURE 12: EXISTING LAND USE

RESIDENTIAL LAND USE

The 715 acres of land used for residential has significantly increased over the past decades due to recent subdivision development in the periphery of the existing urban area. Newer residential development commonly occurs on larger parcels of land than older residential development. In Nebraska City, older residential development near the downtown commercial area has occurred on 25 to 50 foot wide lots with little separation between structures. Residential development in the newer residential areas has significantly wider lots, usually ranging between 100 to 300 feet in width, with considerable separation between adjoining structures. This trend is common among residential development in cities similar in size to Nebraska City, as well as, can be identified in larger urban areas such as the cities of Lincoln and Omaha, Nebraska.

The largest type of residential development within Nebraska City is that of the single-family type. Single-family residential development has continued to be the most desired form of housing for citizens of the City and is very common in cities similar in size to Nebraska City. Multi-family housing, including duplexes and apartment complexes, are scattered throughout the residential areas of the City. Common to most of these multi-family dwellings is their location next to a major intra-city transportation route. In addition, in most instances the size of the multi-family housing units is less than one city block, however, recent apartment complex development has increased in size to allow more rental units in the City. Group housing facilities, including assisted living facilities and related projects, are also located within Nebraska City and are also located along major transportation routes within the City.

Residential land uses represent the largest land use category in the City and comprise a total of 715 acres, or 34.0% of all land within the corporate limits of the City. In terms of density, residential development has an average size of 0.39 acres per household. In comparison with past trends, the residential densities in terms of acres per household has increased approximately 0.10 acres per household since 1980. This discrepancy in terms of acres per household can be attributed to the construction of larger sized homes in areas surrounding the central urban area in which larger parcels of land have been purchased for larger scale residential development.

COMMERCIAL LAND USE

Commercial land use consisting of the downtown area and the commercial uses along the major transportation routes in the City, including Business Highways 2 and 75, comprise one of the smallest land use categories in the City. The total of 147.0 acres of commercial development represents only 7.0% of the total land within the corporate limits.

The majority of these commercial uses are situated in the downtown area and along Business Highway 75 (11th Street) between 1st Avenue and the J. Sterling Morton Beltway. Additional commercial development has occurred in areas along Business Highway 2 at the western and eastern entrances into the City and along Business Highway 75, otherwise known as Orchard Drive, in the northern portion of the City.

INDUSTRIAL LAND USE

Industrial land use comprises 164.0 acres of land or 7.8% of the total land within the corporate limits of Nebraska City. With only limited exceptions, all industrial uses are situated in the southern portion of the City along the railroad and

along the Missouri River on the eastern periphery of the City. The only exception to this trend of industrial development is the location of a grain storage facility located in the northwestern portion of the City.

PARKS/RECREATIONAL/OPEN SPACE LAND USE

Parks and recreational land use is one of the most attractive land uses within Nebraska City. Parks and related areas comprise of total of 362.0 acres within Nebraska City which is 17.2% of all land within the corporate limits. The majority of the park lands are situated on the western and eastern edges of the City. Small parks, generally of one square block or less, are scattered throughout the residential areas of the City.

PUBLIC AND SEMI-PUBLIC LAND USE

Public and semi-public development includes all schools, the hospital and local, state and federal government installations, as well as, semi-public uses such as churches, lodges, cemeteries, airports and similar facilities. In Nebraska City, these uses comprise a total of 173.0 acres, or 8.2% of land within corporate limits of the City. The largest individual public land use is the land devoted to the Wyuka Cemetery located in the southwestern portion of the City.

Public and semi-public structures and facilities are generally located in the downtown commercial area, as well as, in the northcentral portions of the City. Churches and related education facilities are distributed throughout the residential portions of the City.

STREETS, ALLEYS AND RAILROAD RIGHTS-OF-WAY

The total land area devoted to street, alley and railroad rights-of-way within the corporate limits comprises nearly 629.1 acres and represents nearly one-fourth of all land within the corporate limits of the City.

This acreage reflects the relative inefficiency of the “grid” system of streets existing in Nebraska City, as well as, rights-of-way of 80 feet or more for a considerable number of streets within the City. There is at present approximately 0.11 acre of streets and alleys for each person residing in the City.

Street rights-of-way range from 22 to 100 plus feet with little regard for minor versus major streets or topography within the City. This suggests the need for a street classification system within the City, as well as, proper regulations regarding future subdivision development indicating the type of street required facilitating such development.

VACANT/AGRICULTURAL/UNDEVELOPABLE LAND

Agricultural open space, but most generally vacant unused land or undevelopable land comprises one of the largest land uses within the City. This type of land use comprises a total of 647.4 acres, or 24.0% of the total land within the corporate limits of the City. Approximately one-half of this vacant land is situated in the flood plains of the North and South Table Creeks, as well as, the Missouri River and should remain undeveloped at least for the construction of dwellings due to potential flooding and resulting potential of property damage. The remaining half of undeveloped

land, which is not subject to flooding, represents a considerable inefficiency within the City in terms of streets, utilities and public services coverage requirements.

The majority of this unused land is situated in the southern portion of the City south of the Burlington Northern and Missouri Pacific Railroads. Recent development has occurred in select portions of this area and will continue to occur in the future eliminating a significant percentage of the vacant, yet developable land within this area.

Smaller pockets of unused land are scattered throughout the residential areas of the City. For the most part these areas have been platted for residential development and many already have streets and utilities in place. This suggests that development of additional lands on the periphery of the existing City for residential purposes should be limited to avoid the costs to expand existing public utilities and services.

EXAMINATION OF THE EXISTING URBAN FORM AND EXISTING LAND USE PATTERNS

This portion of the analysis examines the existing land use within Nebraska City from a qualitative perspective. By examining the existing urban form and land use patterns, a basis can be formed for the formulation of a future land use plan and development strategies. In addition, the analysis of the existing urban form details past development trends that had either positive or negative impacts on the community thus providing a historical context for what development trends should be continued and what trends should be eliminated or modified.

RESIDENTIAL LAND USE

An overall examination of the existing land use reveals that residential development within Nebraska City is located in three primary areas or “neighborhoods.” These three neighborhoods are identified on Figure 12.

One such neighborhood is the residential development located south of the Missouri Pacific Railroad in the south-central and southeastern portion of the City. This residential area is the smallest neighborhood within the City and is the least densely developed. In recent years new residential construction has occurred in select areas of this neighborhood. Factors that have limited residential development in this area include the lack of adequate street systems, the non-conducive hilly topography of the area and the overall aged and deteriorated appearance of the existing dwellings.

The second primary residential neighborhood within Nebraska City is located north of the Missouri Pacific Railroad in the northeastern portion of the City. This residential area is densely developed with more recent residential development occurring in the western portion. The character of the existing residential development within this neighborhood is slightly different than that of the aforementioned neighborhood in that this area is more densely developed. Portions of residential development within this neighborhood have occurred in areas that provide adequate street access, as well as, larger lots on which development has occurred. Development, specifically in the western portion of this neighborhood, is distinctive in that it deviates from the typical grid pattern of square and symmetrical blocks to irregularly shaped blocks that have allowed larger lots for residential development. Development of this

type is indicative of a type of residential development, which the market is demanding, particularly in times when the local economy is strong.

The largest residential neighborhood is located between the northern and southern lines of the Missouri Pacific Railroad. It can be stated that there are, in fact, three smaller neighborhoods within this area as newer residential development has been constructed away from the older residential neighborhood to two identifiable locations in the western periphery of the City. These two areas are located (1) west of Wildwood Park and Golf Course and (2) north of the Arbor Lodge. The largest residential lots within the City are located in these areas and represent the most recent expansion locations of residential development within the City. Residential development within the central, north-central portions and south-central portions of Nebraska City; which includes residential development in and around the downtown commercial area, is the densest within the City. Many older and historical residential dwellings are located in this area.

RESIDENTIAL DEVELOPMENT TRENDS

The residential land uses within Nebraska City are predominantly single-family uses, which occur in all areas of the City. Although a majority of the residential uses are situated in areas or neighborhoods which are totally residential in character and thus have few if any land use conflicts, there are a number of residential uses on the peripheries of these areas and scattered through the non-residential portions of the land use pattern that are negatively impacted due to their location near or abutting a incompatible land use. The residential uses in these areas have been and are still negatively impacted by these land use conflicts and represent an issue that should be addressed in order to maintain the existing housing stock rather than risking the potential of losing a notable percentage of the existing housing stock.

Recent single-family residential development within Nebraska City as mentioned above, has shifted away from centralized areas within the City to areas located on the western periphery of the existing urban development. This trend of residential development is common in many urban areas as modern day homeowners search for larger parcels of land that are still in close proximity to the goods and services provided by the nearby urban area.

Multi-family residential uses are located throughout the residential areas within the City. Almost all of the existing multi-family uses are smaller-scale development projects comprising a total of one or less city block, there are; however, larger-scale multi-family apartments located within the City. Group housing facilities such as nursing and retirement homes within Nebraska City are scattered throughout the residential areas but are generally located next to a major transportation route or highway to allow easier access to and from the site.

COMMERCIAL LAND USE

Commercial land uses comprise one of the smallest land use categories within the City. The majority of these commercial uses are located in the downtown commercial area, which is south of 1st Avenue and north of 2nd Corso between 2nd and 15th Streets. Additional commercial uses are located along Orchard Drive in the northern portion of the City and along both sides of 11th Street from the south side of the downtown commercial area to the J. Sterling Morton Beltway. Additional commercial uses are located in select areas along 4th Corso as it extends from the

southwestern to southeastern portions of the City. Minimal commercial uses have been developed in areas other than those mentioned above.

COMMERCIAL DEVELOPMENT TRENDS

Examination of all existing commercial development within the corporate limits of Nebraska City indicates several distinctive patterns.

The densest commercial development occurs within the downtown commercial area. Commercial development within the downtown area began surrounding the courthouse and expanded east and west along both sides of Central Avenue and 1st Corso. The extent of this expansion can be seen in Figure 12.

The main north-south thoroughfare is 11th Street, which, until the construction of the Highway 75 bypass to the west and south of the City, served Nebraska City as the only north-south highway in the City. Commercial uses have been developed along this street as it was and still remains a strong marketable area for commercial business due to the large amount of traffic that utilizes this street each day. With the recent development of the J. Sterling Morton Beltway south of Nebraska City, commercial development along 11th Street has continued south to and beyond its intersection with this Beltway.

State Highway 2, which connected into 4th Corso, ran through Nebraska City before the bypass was constructed. Due to this fact, commercial uses were developed along the western entrance into the City along 4th Corso and on the eastern entrance into the City along 4th Corso to serve the high volume of traffic utilizing 4th Corso daily. Construction of the bypass has significantly decreased traffic volumes along 4th Corso, and thus no major commercial development has occurred over the past 5 years.

The only remaining commercial area is located in the northern portion of Nebraska City along Orchard Drive, formerly U.S. Highway 75. Commercial development along Orchard Drive is less dense than the development along 11th Street, located to the south, and the types of businesses in this area tend to be more oriented to the local market area as opposed to serving the highway traveler.

INDUSTRIAL LAND USE

Industrial land uses, with only limited exceptions, are situated in the southern portion of the City along the Missouri Pacific and Chicago Burlington & Quincy Railroads and along the eastern edge of the City.

INDUSTRIAL DEVELOPMENT TRENDS

Recent industrial uses have been constructed in the southwestern portions of Nebraska City near the western entrance to the City. Such development has occurred along Industrial Road, which connects with Business Highway 2 leading into and out of Nebraska City. This recent industrial development is still located in close proximity to the Missouri Pacific and Chicago Burlington & Quincy Railroads. Only one industrial use exists in an area not previously mentioned, that is the grain storage facility located in the northwestern portion of the City.

PUBLIC AND SEMI-PUBLIC USES

Development within this land use category includes all public uses, including parks, schools, local, state and federal government installations, as well as, semi-public uses such as churches, lodges, cemeteries and other similar facilities.

Park and recreational land uses are the largest land use within this category in terms of total acres involved. With the exception of several small parks, generally one square block or less, that are scattered throughout the City, the majority of the park lands are situated on the western and northeastern peripheries of the City. These parks consist of the Wildwood Park and Golf Course located in the western portion of the City; Steinhart Park located in the western portion of the City; the Arbor Lodge and State Park located in the west-central portion of the City; a softball/baseball complex located in the northwest portion of the City; Riverview Park and the Riverview Park Marina located in the northeast portion of the City along the Missouri River and several smaller parks located throughout the community. These parks are located near the more modern residential areas and away from the downtown commercial service center. The location of these parks has enticed and will continue to entice development due to the overall scenic beauty of the landscape in these areas. However, all parks are readily accessible by all citizens of the community through both the street and sidewalk system.

Governmental structures and facilities; including the Otoe County, Nebraska Courthouse, the County Law Enforcement building and the Nebraska City City Hall; are all located in or near the downtown commercial area. Other public and related facilities of note include the Arbor Lodge located in the northwest portion of the City; the Hospital located northwest of the downtown commercial area in the north-central portion of the City and Wyuka Cemetery located in the western periphery of the City. Additional public and semi-public uses, including churches, are located throughout the City as indicated on Figure 12.

The local schools are located in several areas of the community including (1) Nebraska City High School located in the west-central portion of the City; (2) Northside School located in the north-central portion of the City; (3) the State School for the Visually Handicapped located in the north-central portion of the City; (4) Lourdes Central High School located in the east-central portion of the City; (5) Hayward School located in the south-central portion of the City; (6) St. Benedict's School located in the southeastern portion of the City and (7) Nebraska City Middle School located just southeast of the downtown commercial area.

PUBLIC AND SEMI-PUBLIC LAND USE TRENDS

From a general perspective governmental public services and facilities have been developed in and around the downtown commercial area; such trend is common in many urban areas.

As indicated on Figure 12, the local schools within Nebraska City have no specific development pattern. Most schools have, however, been developed in areas throughout the City which are within or near the residential neighborhoods.

Larger scale public and semi-public land uses, including Wyuka Cemetery and the larger parks, have been developed in areas outside of the urban center, specifically in the western and northeastern peripheries of the City. Development of this nature requires a significant acreage of land, thus these public and semi-public uses were constructed in areas outside of the developed urban area to allow the consolidation of larger areas of land. Smaller parks are, however, located within the existing urban framework both near the downtown commercial service center and within the older residential neighborhoods located near the downtown area.

Other public and semi-public facilities and services, including churches, hospitals and clinics and other related public service centers, are located in strongly residential areas providing services to the local population.

STREETS, ALLEYS AND RAILROAD RIGHTS-OF-WAY

The total land area devoted to street, alley and railroad rights-of-way comprises a significant percentage of all land within Nebraska City. A large percentage of this total right-of-way is devoted to the rights-of-way of both the Missouri Pacific and Chicago Burlington & Quincy Railroads. Street rights-of-way within Nebraska City range from 33 feet to 100 plus feet with most streets within the City having 80 foot rights-of-way or larger.

From an overall perspective, the street system within the City is relatively inefficient in that many of the streets have been developed with improper rights-of-way in regard to total daily traffic volumes and topography. Access to many residential areas, specifically the residential neighborhoods in the northern and southern and southeastern portions of the City, is difficult due to the topography of the areas and due to the limited street rights-of-way in these areas.

STREETS, ALLEYS AND RAILROAD RIGHTS-OF-WAY DEVELOPMENT TRENDS

With new development and expansion comes the need to provide access to and from such new development and expansion. Therefore the street and alley system corresponds with new development within Nebraska City. Recent industrial and residential expansion within the City has occurred in the western periphery thus recent street system expansion has also occurred in the western periphery of the City. There has been no major expansion or development requiring additional construction of rail transportation within the City. Therefore there has been no major development trends for railroad development within Nebraska City.

LAND USE PLAN

LAND USE PLAN

The physical form of most urban communities is the result of profit-oriented development in response to economic opportunities and the corresponding growth in population. This type of development is typically single use oriented with little consideration of the impacts of such development on the whole of the community regarding land use conflicts, traffic impacts, the costs of providing public services, facilities and utilities required to support the development. Quite often, the impacts of such single use developments, either individually or as a class of development, are negative and have resulted in a public outcry for local regulations to avoid or minimize negative impacts on adjoining property or the community as a whole. To avoid shortsightedness in the application of such regulations and to provide consistency in the application of such regulations, the Land Use Plan has evolved as a long-range guide for future development of the community and its immediate environs.

A Land Use Plan is intended to be used as a general guide for future land use development so that such development or redevelopment of land within a given community will result in an overall land use pattern which minimizes negative impacts on adjoining lands and the community as a whole, while maximizing the opportunities for continued profit-oriented development in support of economic expansion and population growth.

Determining a desirable pattern for and distribution of land uses within the future community is a structured process consisting of:

1. Utilization of the existing land use pattern combined with the physical and environmental limitations for land development within and around the community as the basis for the Land Use Plan.
2. Recognition of the past growth trends in terms of directions of physical growth of the urban area as a function of market demand and acceptability and evaluation of alternatives to such historical growth patterns if such past patterns have or will result in future land use conflicts or unacceptable negative impacts on the community as a whole.
3. Determination of the redevelopment needs of the community by identifying those areas within the existing urban area where land use conflicts, lack of public infrastructure or other negative factors have or are resulting in blighted or substandard areas in which the land uses need to be modified if such problems are to be overcome.
4. Estimation of future land use needs of the community to provide a basis for determination of the physical land area which can be expected to be developed through the Planning Period and which, in turn, must be accounted for in the Future Land Use Plan for the community and its environs.
5. Development of a Future Land Use Plan and land use policies which reflect the factors listed above to provide guidance to the decision making process by private sector developers, the Planning Commission, the Mayor and City Council and the Board of Adjustment so that the result will be a future land use pattern which minimizes negative impacts while maximizing economic opportunities.

The Land Use Plan and policies should be establish a “local determination process” whereby local developers and local community officials can work in partnership to evaluate each land development proposal with the objective being a balance of developer needs and community needs. The advantages of the process are several:

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1. The Land Use Plan permits the community to anticipate future land use needs thus allowing local community officials to forecast the demand for improved or expanded public services, facilities and utilities and to budget efficiently for development of such improvements or expansions.
 2. The Land Use Plan and policies provides a clear, and organized, statement regarding future land use needs and relationships that the private sector developer can quickly comprehend and utilize in evaluating the initial feasibility and community acceptance of a give development project.
 3. The Land Use Plan and policies, in combination, provide the Planning Commission and the Mayor and City Council a format for making appropriate and consistent decisions regarding future land development projects which will be of long-term benefit to the entire community.

EXISTING LAND USE PATTERNS AND TRENDS

In order to accurately prepare a Land Use Plan for any community an examination of existing land use patterns and past land use trends of that community must occur. The Existing Land Use analysis component of this Comprehensive Development Plan describes the land use patterns and trends that have occurred, and still are occurring, within Nebraska City. The following is a brief synopsis of the land use patterns and trends occurring within the community:

Residential Development

Residential land uses within the community are predominantly single-family oriented and are located throughout the community. Historic residential growth has been from east, near the Missouri River, to the west. Residential single-family housing development has continued this trend with almost all new residential development occurring on the western, northwestern and northern peripheries of the City. This trend is occurring due to the location of a natural barrier, the Missouri River, to the east, and due to the location of major public infrastructure components including highways, schools, parks and recreation facilities, on the western side of the City, and because the topography of the areas west and north for development is less challenging.

Multi-family residential uses are scattered within the single-family residential neighborhoods and are most commonly smaller-scale development projects comprising a total of four to eight apartment units and in an area less than one city block. There has been; however, recent larger-scale multi-family development in the form of apartment complexes. Group housing facilities such as nursing homes and retirement homes are also located within the community, but are generally located next to a major transportation route to allow easier access to and from the sites.

Commercial Development

The densest commercial development occurs within the downtown commercial area. Commercial development within the downtown area began near the Missouri River and expanded westward along Central Avenue to the Otoe County Courthouse. With the construction of U.S. Highway 75, commercial development then began to extend southward, and to a limited extent northward, along the highway along with limited expansion along Central Avenue west of the Courthouse. The recent construction of the J. Sterling Morton Beltway has encouraged additional commercial development along these areas, as well as, in areas in close proximity to the Beltway.

The main north-south thoroughfare in Nebraska City is 11th Street, which, until the construction of the J. Sterling Morton Beltway to the west and south of the City, served Nebraska City as the only north-south highway in the City.

Commercial uses have been developed along this street as it was and still remains a strong marketable area for commercial business due to the large amount of traffic that utilizes this street each day. With the recent development of the J. Sterling Morton Beltway south of Nebraska City, commercial development along 11th Street has continued south to and beyond its intersection with this Beltway.

Construction of State Highway 2, which connected into 4th Corso, ran through Nebraska City from the west and provided the only vehicular bridge crossing the Missouri River before the bypass was constructed. Due to this fact, commercial uses were developed along the western entrance into the City along 4th Corso and on the eastern entrance into the City along 4th Corso to serve the high volume of traffic utilizing 4th Corso daily. Construction of the bypass has significantly decreased traffic volumes along 4th Corso, and thus no major commercial development has occurred over the past 5 years.

The only remaining commercial area is located in the northern portion of Nebraska City along Orchard Drive, formerly U.S. Highway 75. Commercial development along Orchard Drive is less dense than the development along 11th Street, located to the south, and the types of businesses in this area tend to be more oriented to the local market area as opposed to serving the highway traveler.

Industrial Development

Historically industrial development in Nebraska City began along the Missouri River and expanded northward and southwestward along the rail lines when the railroads were constructed. Subsequent development of residential uses to the south of the railroads left these areas separated from the remainder of the City by the rail line and industrial uses.

Recent industrial uses have been constructed in the southwestern portions of Nebraska City near the western entrance to the City. Such development has occurred along Industrial Road, which connects with Business Highway 2 leading into and out of Nebraska City. This recent industrial development is still located in close proximity to the Missouri Pacific and Chicago Burlington & Quincy Railroads. Only one industrial use exists in an area not previously mentioned, that is the grain storage facility located in the northwestern portion of the City.

Public and Semi-Public Development

From a general perspective governmental public services administrative facilities have been developed in and around the downtown commercial area; such trend is common in many urban areas.

The local schools within Nebraska City have no specific development pattern. Most schools have, however, been developed in areas throughout the City, which are within or near the residential neighborhoods.

Larger scale public and semi-public land uses, including Wyuka Cemetery and the larger parks, have been developed in areas outside of the urban center, specifically in the western and northeastern peripheries of the City. Development of this nature requires a significant acreage of land, thus these public and semi-public uses were constructed in areas outside of the developed urban area to allow the consolidation of larger areas of land. Smaller parks are, however,

located within the existing urban framework both near the downtown commercial service center and within the older residential neighborhoods located near the downtown area.

Other public and semi-public facilities and services, including churches, hospitals and clinics and other related public service centers, are located in strongly residential areas providing services to the local population.

Impact of Land Use Patterns and Trends within Nebraska City

The impacts of these trends have been positive from the standpoint of avoiding land use conflicts, but negative from the standpoint that residential development has occurred at increasing distances from the primary shopping and employment areas, as well as, major public facilities located in and around the downtown area.

This negative impact will only intensify with continued northward and westward expansion. Future growth directions should aim at achieving a more concentric land use pattern while continuing to avoid conflicts with industrial and commercial uses. The land use patterns and trends thus form the basis on which a Land Use Plan can be constructed. Past trends that have been positive in character should be continued; past trends that have been negative in character should be discontinued or minimized.

Therefore, in order to create a valid plan for the future of the City, positive land use trends need to be encouraged and elimination or modification of negative land use trends need to be established. Through this process land use planning principles can be constructed. The following sections highlight these planning principles for Nebraska City.

PLANNING PRINCIPLES

Like pieces of a puzzle, the various urban land uses join together to form the “City”. These uses must be properly situated within the planned urban frame to achieve the most desirable environment for each type of use and to achieve the overall objective of creating and maintaining the most desirable environment in which the citizens of the City can live, work and recreate. In striving to accomplish this end, the following principles have been applied in the development of this Land Use Plan:

Residential Use Principles

From a land use planning standpoint, Nebraska City consists of several residential neighborhoods. The following planning principles have been and should continue to be applied to all such residential neighborhoods:

- Residential uses in general should, as much as possible, be centered around major community shopping and service centers.
- Individual neighborhoods should be centered around school facilities, in particular elementary schools, to allow full and effective utilization of such facilities not only as a place of learning but also as a place for meeting and recreating.
- Where possible, residential areas should not be located directly on high-volume traffic roadways. If such locations are necessary, such uses should be set back considerable distances from such streets or buffer uses should be introduced between the major street or highway and the residential dwellings.

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- Proposed new residential areas should be so located as to be free from encroachment by incompatible land uses either existing or proposed.
 - Where feasible, proposed residential areas should be located within easy reach of playgrounds and other recreational facilities. Access to such facilities from the residential neighborhoods should be safe and avoid arterial street or highway and railroad crossings. Where this is not feasible, it is an indication of a lack of such facilities in that particular area of the City.
 - Residential areas should provide for a full range of housing types, ranging from single-family detached housing to townhouse and mid-rise apartments and condominiums with densities ranging from 4 to 50 units per acre or higher.
 - Higher density residential uses, including apartments and other attached developments should be located in relatively close proximity to collector or arterial streets to maintain adequate traffic flow capacities while avoiding introduction of heavier traffic volumes into lower density areas.
 - Higher density residential uses should also be constructed in areas that serve to buffer incompatible land uses, such as commercial areas from lower density residential neighborhoods. This allows for the transition between very high volume traffic areas commonly associated with commercial areas to lower volume traffic areas located in residential areas, as well as, minimizes the negative effects created when such incompatible uses abut each other.

Commercial Use Principles

Commercial uses in larger urban areas are generally divided or categorized into three types. These include neighborhood commercial areas, community commercial centers and highway commercial areas.

Neighborhood commercial areas are developed to provide retail distribution of convenience goods and services such as food, drugs, proprietary goods and dry cleaning or laundry services.

Community commercial centers are developed for retail distribution of comparison goods or comparison and convenience goods and services. These areas serve as the predominant shopping areas of the City.

Highway commercial areas, as the description suggests, are land areas fronting on major arterial streets designed to serve the motoring public. Typical uses including convenience stores, motels, restaurants and other commercial uses that require considerable amounts of land, such as automobile dealerships and implement dealerships.

In Nebraska City's case the downtown areas and the concentration of comparison goods stores on south 11th Street serve both as convenience and comparison goods centers or the "community shopping centers". The smaller commercial uses located on major thoroughfares away from the downtown commercial area, and 11th Street, serve as "neighborhood shopping centers". South 11th Street is the primary location of highway commercial uses within the City and has continued to develop as such since the construction of the J. Sterling Morton Beltway located to the south.

Planning for future commercial uses in Nebraska City should include provisions for all three types of commercial uses. The following principles have been applied with regard to these uses in this Land Use Plan:

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- The downtown area should remain the major community shopping center in the City. Active recruiting of new businesses should occur to revitalize this area.
 - The economic vitality of the downtown commercial area should be strengthened by planning for the physical expansion of the area to meet future demands for additional or expanded businesses. Such planning must provide for adequate land area through redevelopment of land within and around the downtown area. Renewal of abandoned or vacated commercial structures in this area should occur prior to expansion of the area in most instances.
 - The downtown area should be strengthened through improvement of access to the area from all areas of the City, particularly eastward to the Missouri River and the J. Sterling Morton Beltway via 4th Corso.
 - “Community shopping centers” in highway commercial locations should carefully monitored, and minimized, as they would use up land needed for future expansion of true highway oriented uses and would serve to further detract from the economic viability of the downtown area. If this is to be accomplished it is imperative that land area suited for such additional uses in the downtown area with similar traffic exposure be provided through redevelopment.
 - Highway commercial areas should be concentrated along major roadways and be developed to permit or require maximum use of depth from the highway frontage. This will permit clustering of the uses back away from the actual frontage while maintaining the necessary exposure and visibility from the selected roadway. It will also minimize the overall length of the highway commercial area and help to maintain the traffic handling capacity of the highway since the total number of access points to the highway would be reduced.
 - Since highway commercial areas most often serve as the entrance to a community, provision for continued landscaping and control of business signage and billboards must be developed and strictly adhered to.
 - To avoid unwarranted traffic congestion and hazards, multiple accesses to the arterial streets should be avoided. Instead, access roads or frontage roads with limited and controlled accesses should be required.
 - With the completion of the J. Sterling Morton Beltway to the south of the City comes the need to properly develop frontages along the major roadways. Highway oriented commercial uses should be encouraged to develop in these areas provided that proper access or frontage road are constructed. This will minimize the number of access points of these major roadways and, once constructed, increase marketability of undeveloped parcels.

Industrial Use Principles

Since the ideal industrial development site is a produce of a number of variables including the overall land use pattern of the City, as well as, the requirements of individual industries, the task of identifying sites for new industrial development is difficult. There are, however, some minimum requirements that have been used in the formulation of this Land Use Plan:

- The sites should contain well-drained soils and have gently sloping topography. Such sites should be free from flooding potential or be capable of being filled to avoid flooding at reasonable costs.
- Municipal water and sewer utilities capable of serve such uses are a must and the water system must be capable of delivering adequate quantities of water for industrial processing and fire protection.
- Adequate supplies of energy must be available at reasonable installation costs.
- Any industrial site must have good access to a major arterial street or highway and preferably access to rail facilities, direct or indirect access to air transport facilities, as well as, barge facilities and river transport along the Missouri River if desired.

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- Industrial sites should be located in areas where surrounding uses, existing or proposed, will not encroach significantly on such uses and create inappropriate conflicts or traffic conflicts.
 - Since quality industrial land availability is typically limited within the service area of a community, the majority of those sites that do have such potential should be reserved for industrial use even though actual development of the sites may be deferred a number of years. Such reservation keeps such sites from being developed for other uses and serves to reduce future conflicts with new uses that may develop in proximity of the proposed industrial sites.

The application of these principles to Nebraska City suggests a continuation of past industrial trends to the southwest, but due to the limited amount of land in this area suited for such development that does not flood, it is suggested that an expanded second industrial area, including land along Highway 2 and the Beltway, be reserved. Recent development in this area has occurred within the past 10 years indicating the desirability to locate in this area.

NEBRASKA CITY LAND USE PLAN

The Land Use Plan for the future physical development of Nebraska City consists of two elements; a future land use map and a set of land use policies. The map was constructed to provide a general guide to the community's future growth by identifying the desired overall land use pattern and the direction of growth. The land use policies are provided to allow the Planning Commission and City Council to evaluate the appropriateness of proposed new developments relative to the Land Use Plan Map.

Land Use Plan Map

The characteristics, determinants and principles previously mentioned provide the basis for the configuration of the Land Use Plan Map indicated on Figure 13. It is important to note that the land indicated for residential, commercial and industrial is larger than projected expansion of such land uses within the planning period. This was done to provide locational choice, competition in the real estate market and in the case of industrial areas, the desire to preserve land best suited and properly located for such future use.

The following is a review of the future land use recommendations by category:

Residential

The largest areas of proposed development, in terms of residential expansion, is indicated to continue to occur west, northwest and north of the existing urban area. In addition to proposed residential expansion to the west and north, the Plan provides for encouraging development of the area south of the existing urban area and north of the J. Sterling Morton Beltway. This was planned to accomplish a more concentric overall growth pattern.

The Plan calls for encouraging infilling of vacant/undeveloped lots located within existing residential neighborhoods, particularly in the residential areas south of the downtown area, through allowances for increased densities, and development of improved street access and improvement of public facilities, as well as, possible financial incentives for subdivision development.

FIGURE 13: FUTURE LAND USE PLAN

Where proposed residential developments would occur in proximity to potential incompatible uses buffer uses of higher density residential developments are proposed. Such areas could also incorporate professional office (non-retail) uses to serve as buffers.

Commercial

The majority of new commercial development will occur along or near the major intersections with the J. Sterling Morton Beltway. Such development should be clustered at major intersection points and not be allowed to string out along the entire highway frontage. Again, the installation of access and frontage roads are a must to eliminate the need to excessive numbers of access points off the highway. The majority of new commercial development is proposed to occur south of the existing urban area fronting the Beltway, along Business Highway 2 southwest of the existing urban area, and along Business Highway 75 northwest of the existing urban area.

Within the existing urban framework of the City, the Plan indicates five areas for commercial development. These include the downtown commercial area, the redevelopment of the riverfront area east of the downtown into a commercial/recreation area, two commercial areas located north of the downtown commercial area along Business Highway 75, and the commercial development located along south 11th Street. This reflects commercial development trends that have occurred over the past several years, as well as, reflects suggested improvements to urban design of the City.

Industrial

Nebraska City is not blessed with large areas of gently sloping land with soil types appropriate for industrial development. For this reason it is imperative that the land is suited for industrial development and that is located in areas that will not conflict with other land uses be preserved.

As indicated on Figure 13, proposed industrial development should be located to the southwest of the existing urban area. This area is in close location to the major transportation routes to and from Nebraska City, as well as, located near the railroad. Additional industrial development should be located in the northern portion of the City as indicated on Figure 13. The land in this area is relatively flat and has excellent highway and rail access. Existing industrial areas along the Missouri River should be retained to allow continued access to barge transportation on the River.

LAND USE POLICIES

The following is a listing of Land Use Policies structured to reinforce the Land Use Plan Map and to guide specific land use (rezoning and subdivision) decisions in years to come.

- POLICY 1: Encourage infilling of all vacant areas within the existing urban area. A philosophy of encouraging use of the many vacant lots within the City through appropriate zoning and subdivision incentives and development or improvement of public facilities in these areas is critical to improving the overall efficiency of land use and public facilities, utilities and services.
- POLICY 2: Residential areas should be developed as integrated areas including a full range of housing types and densities. Higher density residential uses should be located with direct access to collector or arterial streets and can serve as buffers for lower density residential developments.
- POLICY 3: Encourage new development to locate only in areas served by existing utilities and services or where such can be extended at reasonable costs. This policy will avoid leapfrog development or “urban sprawl” while permitting maximum land development locational choices. This policy will also facilitate an appropriate “annexation upon development policy and program”.
- POLICY 4: Prohibit development in any flood hazard area or permit such development only when such areas can be filled without increasing flooding upstream or in other areas not on the development site. Flood prone areas are best suited for natural or recreational uses and structural development should be avoided and can be used to effectively link residential neighborhoods with major recreational facilities, shopping areas and schools.
- POLICY 5: High activity uses or those generating large traffic volumes should be located on or near arterial streets. Commercial, industrial and traffic generating public facilities should be located on or near major traffic arterials to permit easy access and avoid introduction of traffic into lower density residential areas.
- POLICY 6: Provide buffers between high and low activity uses. Use of open space, landscape screening, street plantings and transitional land uses such as professional office uses and multi-family uses can effectively buffer low activity residential uses from major arterial streets or incompatible uses.
- POLICY 7: Promote the economic strength of the Downtown area through revitalization and redevelopment. The downtown should remain the predominant community shopping center in the City.
- POLICY 8: Permit only highway oriented uses and those uses too land expensive for locating in the downtown area to be developed along the highway frontage. Allowing other types of uses only serves to use up the limited frontages available in the City and would serve to detract from the economic strength of the downtown.
- POLICY 9: Develop industrial areas consistent with the availability of land, the costs of extending utilities and the requirements of the industries themselves while assuring real estate price competition. A larger industrial site is preferable over a series of smaller sites and permits more efficient use of public facilities, services and utilities.

URBAN GROWTH AND FUTURE ANNEXATIONS

In order for any City to physically expand, it is typically necessary to include additional land within the corporate limits of the community. Inclusion of additional land within the corporate limits can occur in two different ways. First, as land development is proposed and the land is subdivided, it can be platted as an addition to the City. If the City accepts the proposed addition the land area involved is then automatically included in the corporate limits.

The second methods of adding land to the corporate area involves annexation of land areas which are “legally” annexable under Nebraska Statutes by action of the City Council. This method is typically a unilateral action on the part of the City and quite often such annexations are opposed by those proposed to be annexed.

The inclusion of additional land within the corporate limits, using either method, should be consistent with the Future Land Use Plan and consistent with the City’s ability to provide public services at the same level as is provided elsewhere in the existing City and the City’s ability to extend utilities (although not necessarily at City cost) to the area within two years of such annexation.

To provide a guide for the inclusion of additional land within the future corporate limits of Nebraska City an evaluation of all land now outside the existing corporate limits, but which meet the statutory requirements of being “legally” annexable was conducted. As indicated on Illustration 14, there are a number of parcels which have now qualify as urban or suburban in character which the City could now annex. However, only those annexable areas which are consistent with the Future Land Use Plan should be considered for annexation. A prerequisite for any such annexation, which is particularly important to Nebraska City, is that an evaluation regarding the City’s ability to provide public utilities within two years of such annexation must be conducted for each of the areas which should be considered for annexation. These areas are identified in Illustration 15.

In Nebraska City’s case, it is critical that there be effective communication between the Mayor and City Council regarding future annexations and the City Utilities Department. Planning for the extension of public utilities and expanded utility capacities takes time and funding and the ability to plan ahead in terms of developing the financial capability to enable the City to construct such extensions and add necessary supply or treatment capacities. If annexation policy and infrastructure planning is not effectively coordinated, the ability for the City to physically expand will be severely hampered.

SUMMARY

In years to come the Planning Commission and City Council should refer to this Land Use Plan whenever a land use issue such as a rezoning or subdivision is being considered. If a change in the Plan appears appropriate, it should be evaluated in relation to the Land Use Policies herein set forth.

FIGURE 14: IDENTIFICATION OF ALL ANNEXABLE AREAS

FIGURE 15: PUBLIC INFRASTRUCTURE IMPACT ANALYSIS AREAS

TRANSPORTATION PLAN

TRANSPORTATION PLAN

The Transportation Plan identifies the future transportation systems for the City of Nebraska City. Primary emphasis was given to the improvement and development of motor vehicular traffic systems in the City. The implementation of this plan during the planning period will result in the continued safe movement of people and vehicles within Nebraska City.

The primary sources of information utilized in the development of the Transportation Plan were (1) Nebraska City's "One and Six Year Plan," and (2) The Nebraska Department of Roads "One and Five Year Plan." Other sources of information used in this plan were existing and future trails plans of the State as well as Nebraska City.

The City Commissioners, to address the issues for proposed road and street system improvements and developments, reviewed the "One and Six Year Plan" for the City of Nebraska City. Upon approval of these plans by the Board of Road Classifications and Standards, the governmental units are eligible to receive highway-user revenue from the State Highway Department.

The One and Five Year Plan, developed by the Nebraska Department of Roads, establishes present and future programs for development and improvement of state highways. The one-year plan includes highway projects scheduled for immediate implementation, while the five-year plan identifies highway projects to be implemented within five years or possibly sooner if scheduled bids and work for one-year projects cannot be awarded and constructed.

STREET AND ROAD CLASSIFICATION

Nebraska Highway Law (Chapter 39, Article 21, Revised Reissue Statutes of Nebraska 1943) proposes the functional classification of both rural and municipal roads and streets and public highways (See Figure 15). Chapter 39, Article 21.03 lists rural highway classifications as:

1. Interstate: federally-designed National System of Interstate and defense highways;
2. Expressways: second in importance to Interstate. Consists of a group of highways following major traffic desires in Nebraska and ultimately should be developed to multiple divided highway standards;
3. Major Arterial: consists of the balance of routes that serve major statewide interests for highway transportation in Nebraska. Characterized by high speed, relatively long distances, travel patterns;
4. Other Arterial: consists of a group of highways of less importance as through-travel routes. Serve places of smaller population and smaller recreation areas not served by the higher systems;
5. Collector: consists of a group of highways that pick up traffic from the local or land-service roads and transport county centers or to the arterial systems. Main school bus routes, mail routes, and farm-to-market routes;
6. Local: consists of all remaining rural roads, generally described as land-access roads providing service to adjacent land and dwellings; and
7. Bridges: structures crossing a stream twenty feet or more in width or channels of such a stream having a combined width of three hundred feet or more.

FIGURE 16: TRANSPORTATION PLAN MAP

It is noted in Section §39-2103, the combined rural highways classified under subdivisions (1) and (3), should serve every incorporated municipality having a minimum population of at least one hundred inhabitants or sufficient commerce; or in part stubs or spurs, and the major recreational areas of the State.

NEBRASKA CITY ROADS' IMPROVEMENT PLAN

Annual examination of this section should occur and amendments to the plan may be appropriate after examined. A more detailed plan of the projects listed in the table below for Nebraska City is in the City's "One and Six Year Plans."

NEBRASKA DEPARTMENT OF ROADS' IMPROVEMENTS

The Nebraska Department of Roads publishes an annual list of proposed projects for the current fiscal year, for fiscal years one to five years from the present, and six years and beyond. Nebraska City is part of the Department of Road's District One, which also includes the rest of Otoe County, Johnson County, Lancaster County, Pawnee County, Gage County and Butler County. The Nebraska Department of Roads' one year plan lists five projects to be completed within the current fiscal year, one project for fiscal years one to five years from the present, and one project for fiscal year six and beyond. In the current fiscal year no projects were listed for the Nebraska City area.

The following project was to be completed in 2009 or beyond:

- On United States Highway 75, for 1.6 miles from Nebraska City heading southeast, an interchange was to be put into place. The approximate cost of this project was \$6,104,000.

FUTURE ROAD DEVELOPMENT

As Nebraska City continues to grow in population and traffic flow, the roads identified in the City's "One and Six Year Plans" will be sufficient according to what can be seen at this time. However, the City should closely monitor the growth and development of the community in order to determine if any additional roads would be necessary.

FUTURE TRAILS DEVELOPMENT

Recent years have seen an increase interest in another form of transportation, hiking/biking trails. There is a large demand for such entities in Cities and rural areas because the trails improve the overall quality of life for the residents of the community. Trails offer an alternative to motorized vehicles, connecting homes with schools, offices, and shopping areas, and contribute to a healthier environment, with cleaner air and less traffic congestion. There are several benefits of a trail system which include:

- Recreation and Fitness
- Economic Development
- Improved Community Image and Quality
- Environmental Education and Preservation

EXISTING TRAILS IN NEBRASKA CITY

- **Arbor Day Trail** is a hiking trail located in Nebraska City and spans 1.43 miles.
- **Arbor Lodge Trail** is located in the State Historical Park and spans 0.5 miles. This trail is strictly a hiking trail system.

FUTURE TRAILS DEVELOPMENT

The following is a list of proposed trail routes, which affect Nebraska City. These routes were proposed in the Nebraska Trails Plan entitled, “A Network of Discovery: A Comprehensive Trails Plan for the State of Nebraska,” which was completed in 1994. These trails will either pass through Nebraska City or connect Nebraska City to different parts of the state.

- **Minersville to Nebraska City-** This would be an extension of the Steamboat Trace Trail and span approximately 5 miles. The intent of this trail would be a multi-use trail.
- **Nebraska City to Syracuse to Lincoln-** This would be a “Rail-with-Trail” system that would go through Otoe County to connect with the Lincoln/Lancaster County trail system. This trail would be roughly 50 miles in length and be a multi-use trail.
- **Nebraska City to Falls City-** This trail system would be unique because it would use the railroad for part of the trail, a highway shoulder for another part of the trail and finally go through native prairie lands as well. This trail would pass through Otoe County, Nemaha County and Richardson County. The trail would be 52 miles long.

In addition, as has been discussed in this Comprehensive Plan there is the desire to construct hiking trails from the J. Sterling Morton Beltway to the eastern portion of the downtown commercial area into increase the physical appearance of the area. This is another important project that would serve to enhance Nebraska City, specifically portions of Nebraska City that has an overall aged and obsolete appearance.

PLAN IMPLEMENTATION

PLAN IMPLEMENTATION

ACHIEVING NEBRASKA CITY'S FUTURE PLAN

Successful community plans have the same key ingredients: "2% inspiration and 98% perspiration." This section of the plan contains the inspiration of the many City officials and residents who have participated in the planning process. However, the ultimate success of this plan remains in the dedication offered by each and every resident.

There are numerous goals and objectives in this plan. We recommend reviewing the relevant goals during planning and budget setting sessions. However, we also recommend that Nebraska City select three elements of the plan for immediate action; the goals of highest priority. This is the Action Plan.

Action Agenda

The Action Agenda is a combination of the following:

- Goals and Objectives
- Growth Policies
- Land Use Policies
- Support programs for the above items

It will be critical to earmark the specific funds to be used and the individuals primarily responsible for implementing the goals and policies in Nebraska City.

Support Programs for the Action Agenda

Four programs will play a vital role in the success of Nebraska City's plan. These programs are:

1. Capital Improvements Financing--an annual predictable investment plan that uses a six-year planning horizon to schedule and fund projects integral to the plan's implementation.
2. Zoning Regulations--updated land use districts can allow the Village to provide direction for future growth.
3. Subdivision Regulations--establish criteria for dividing land into building areas, utility easements, and streets. Implementing the Transportation Plan is a primary function of subdivision regulations.
4. Plan Maintenance--an annual and five-year review program will allow the Village flexibility in responding to growth and a continuous program of maintaining the plan's viability.

PLAN MAINTENANCE

Annual Review of the Plan

A relevant, up to date plan is critical to the on-going planning success. To maintain the confidence of both public and private sector; evaluate the effectiveness of planning activities; and, most importantly, make mid-plan corrections on the use of City resources, the plan must be current. The annual review should occur during the month of January.

After adoption of the comprehensive plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies of the plan. At the beginning of each year a report should be prepared by the Planning Commission that provides information and recommendations on:

- whether the plan is current in respect to population and economic changes; and
- the recommended policies are still valid for the City and its long term growth.

The Planning Commission should hold a public hearing on this report in order to:

1. Provide citizens or developers with an opportunity to present possible changes to the plan;
2. Identify any changes in the status of projects called for in the plan; and
3. Bring forth any issues, or identify any changes in conditions, which may impact the validity of the plan.

If the Commission finds major policy issues or major changes in basic assumptions or conditions have arisen which could necessitate revisions to the plan, they should recommend changes or further study of those changes. This process may lead to identification of amendments to the plan that would be processed as per the procedures in the next section.

Plan Amendment Procedures

It is anticipated that each year individuals and groups may come forward with proposals to amend the plan. We would recommend that those proposals be compiled and reviewed once a year at the annual review. By reviewing all proposed amendments at one time, the effects of each proposal can be evaluated for impacts on other proposals and all proposals can be reviewed for their net impact on the comprehensive development plan.

Unanticipated Opportunity

If major new, innovative development opportunities arise which impact several elements of the plan and that are determined to be of importance, a plan amendment may be proposed and considered separate from the annual review and other proposed plan amendments. The City Staff shall compile a list of proposed amendments received during a year, prepare a report providing pertinent information on each proposal, and recommend action on the proposed amendments. The comprehensive plan amendment process should adhere

to the adoption process specified by Nebraska law and should provide for organized participation and involvement of interested citizens.

Methods for Evaluating Development Proposals

The interpretation of the plan should be composed of a continuous and related series of analyses, with references to the goals and policies, the overall land use plan, and specific land use policies. Moreover, when considering specific proposed developments, interpretation of the plan should include a thorough review of all sections of the plan.

If a development proposal is not consistently supported by the plan, serious consideration should be given to making modifications to the proposal or the following criteria should be used to determine if a comprehensive plan amendment would be justified:

- The character of the adjacent neighborhood
- The zoning and uses on nearby properties
- The suitability of the property for the uses allowed under the current zoning designation
- The type and extent of positive or detrimental impact that may affect adjacent properties, or the City at large, if the request is approved
- The impact of the proposal on public utilities and facilities
- The length of time that the subject and adjacent properties have been utilized for their current uses
- The benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not approved
- Comparison between the existing land use plan and the proposed change regarding the relative conformance to the goals and policies
- Consideration of professional staff recommendations