

# City of Wayne, Nebraska

## Comprehensive Planning Program – 2027.

*(Nebraska Investment Finance Authority –  
Housing Study Grant Program).*



## COMPREHENSIVE PLAN 2017 - 2027.

Prepared By:

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**MARCH, 2017**

# WAYNE, NEBRASKA

## COMPREHENSIVE PLAN – 2017-2027.

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The Wayne, Nebraska, Comprehensive Planning Program was funded in part by the Nebraska Investment Finance Authority Housing Study Grant Program, with matching funds from the Wayne Community Housing Development Corporation and the City of Wayne. This Comprehensive Plan was completed with the guidance and direction of the Wayne Comprehensive Plan/Housing Task Force and the Wayne Planning Commission.

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# SECTION 1

## THE WAYNE PLANNING PROCESS.



## COMPREHENSIVE PLAN 2017 - 2027.

HANNA:KEELAN ASSOCIATES, P.C.  
COMMUNITY PLANNING & RESEARCH

# SECTION 1

## THE WAYNE PLANNING PROCESS.

### *INTRODUCTION.*

This **Wayne, Nebraska Comprehensive Plan** was prepared as a tool to assist in planning for future stability and development for Wayne, Nebraska and the City's respective Two-Mile Planning Jurisdiction. The **Comprehensive Plan** contains information about existing conditions within the City, including population, land use, public facilities, utilities and transportation. This **Plan** replaces the current **Comprehensive Plan**, prepared in 2006.

The Wayne planning process included the development of a **general plan**, which establishes specific and practical guidelines for improving existing conditions and controlling future growth. The **Plan** itself presents a planning program with “Goals” and “Action Steps” in the areas of “Community Growth, Land Use & Zoning;” “Housing & Neighborhood Redevelopment;” and “Education & Community/Economic Development.”

The **Comprehensive Plan** was prepared under the direction of the **Wayne Planning Commission**, with the assistance of the **Comprehensive Plan/Housing Task Force, City Council, City Staff** and Planning Consultants **Hanna:Keelan Associates, P.C.** of Lincoln, Nebraska. The **Comprehensive Plan** was funded by a **Housing Study Grant** from the **NEBRASKA INVESTMENT FINANCE AUTHORITY**, with matching funds provided by the **City of Wayne** and **Wayne Community Housing Development Corporation**.

### PLANNING PERIOD

The planning period for achieving the goals, programs and community and economic development activities identified in this **Comprehensive Plan** is **10 years, 2017 to 2027**. The **Plan** highlights necessary, broad-based community and economic development activities to meet goals and activities. This approach allows the Community of Wayne to focus on a long-term vision, accomplished by means of implementing specific activities to address the social and economic well-being of its citizens.

### PLANNING JURISDICTION

The City of Wayne Planning Jurisdiction includes the land areas within the Corporate Limits and within two miles of the City. The City enforces planning, zoning and subdivision regulations in the Two-Mile Planning Jurisdiction, in accordance with Nebraska State Statutes.

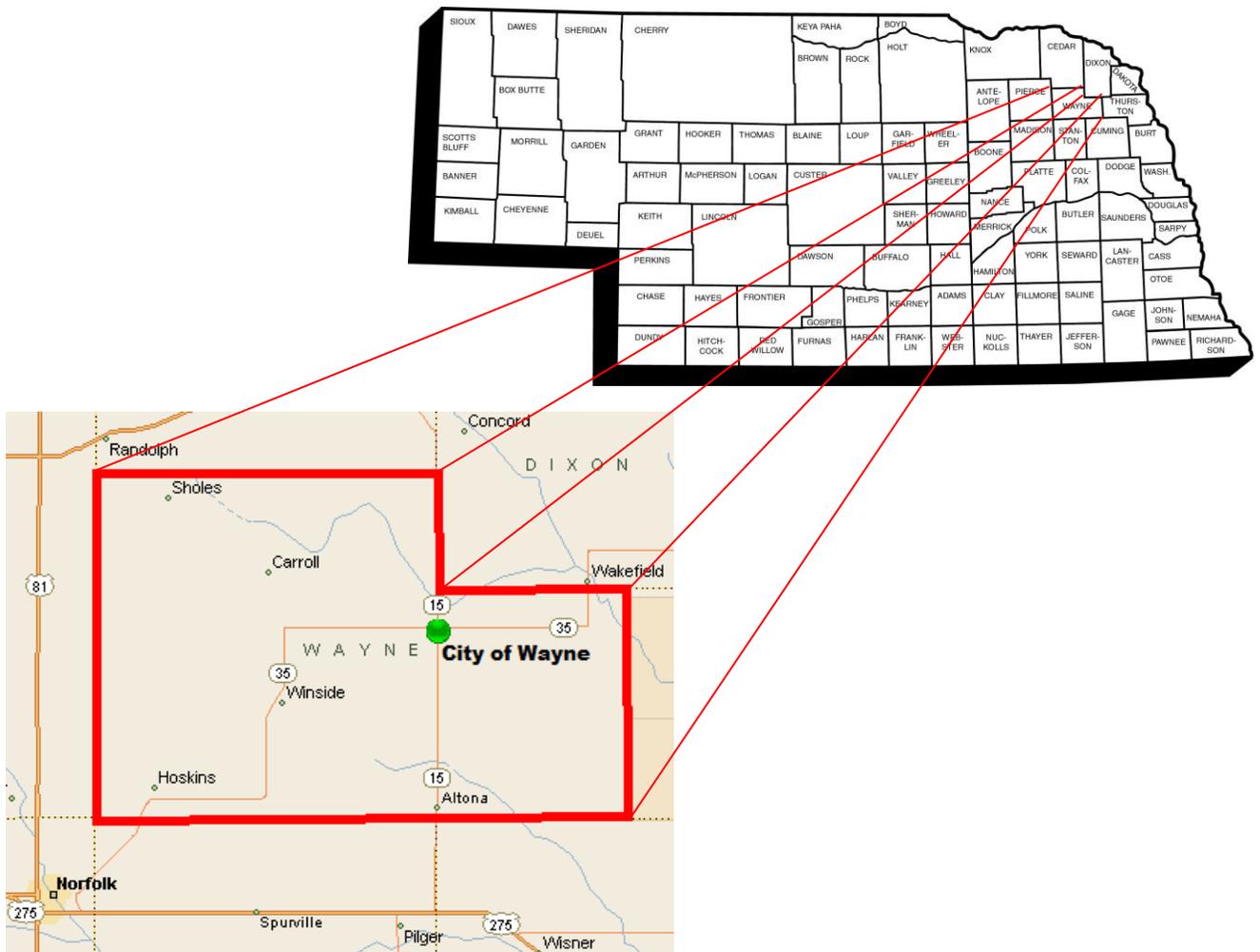
## AUTHORITY TO PLAN

This **Comprehensive Plan** for the City of Wayne is prepared under the Authority of Section 19-924 to 929, Nebraska State Statutes 1943, as Amended.

## COMMUNITY SUMMARY

The City of Wayne, the largest Community in Wayne County, is located in northeastern Nebraska, approximately 31 miles northeast of Norfolk, Nebraska. The City is served by U.S. Highways 15 and 35, and the Wayne Municipal Airport. Currently (2017), an estimated 5,589 residents live in Wayne.

### **Illustration 1.1 Location Map**



The City of Wayne is in a position to determine the community and economic development enhancements most needed and desired to better serve persons and families interested in quality small town living. The Community of Wayne offers a variety of amenities including public and parochial schools, Wayne State College, restaurants, governmental services, grocery and convenience stores, senior center, hospital, etc.

Downtown Wayne is located along Main Street (Highway 15), concentrated between 1<sup>st</sup> and 5<sup>th</sup> Streets. The Downtown consists mostly of professional offices, specialty retail stores, banks, a theater and restaurants. The City Offices are located at the Wayne City Hall, located one block west of the Downtown at the northwest corner of 3<sup>rd</sup> and Pearl Streets.

Most of the major employers in Wayne are located along the Highway 15 and 35 Corridors, including **Wayne Junior/Senior High School, Wayne State College, Great Dane Trailers and Heritage Homes**. The Community has the advantage of being located within short commute times to the City of Norfolk, Nebraska and the Sioux City Metropolitan Statistical Area, allowing for expanded access to nearby amenities and services.

## **RESPONSIBLE GROWTH AND DEVELOPMENT**

**The Wayne Comprehensive Plan promotes responsible growth and sustainability of Community services and values.** This includes an understanding of the growth potential within the existing built environs of Wayne, as well as the support for preserving the agricultural and natural resources associated with the City. Undeveloped areas within the Two-Mile Planning Jurisdiction of Wayne will be assigned land uses and zoning classifications capable of preserving the integrity of these areas, while providing for controlled, well planned growth throughout the 10-year planning period.

**Responsible growth and development activities** will include the ongoing planning and implementation of needed public facilities, utilities and transportation systems in Wayne. The Community is cognizant of its residential, commercial, industrial, social and recreational needs, but will need to continue to upgrade and develop modern, accessible public facilities and infrastructure to meet an increasing demand for these services.

## ***THE PLAN AS A COMMUNITY & ECONOMIC DEVELOPMENT TOOL.***

The **Wayne Comprehensive Plan** has been designed to **enhance both community and economic development efforts**, to promote the stability of the local economy. To accomplish this, local leaders will need to react to changing economic conditions and access both public and private financing programs available to meet and aid in financing these changes. Local decisions will need to enhance community and economic development opportunities, as well as preserve local values. The Community's ability to utilize both Tax Increment Financing (TIF) and LB840 sales taxes for economic development will play an important role in growth opportunities for Wayne. Citizen input will be needed to assist and enhance this political decision making process.

The Community greatly benefits from having effective community and economic development organizations, including **Wayne Area Economic Development, Wayne Community Redevelopment Authority** and the **Wayne Community Housing Development Corporation**, to serve as a vehicle to plan and implement residential, commercial, and industrial development and redevelopment activities in the City. **The City has 11 officially designated Redevelopment Areas, which includes the Downtown and residential, commercial and industrial areas.**

The **Future Land Use Maps** for the City of Wayne encourage growth and expansion of the City during the 10-year planning period. The City must also continue to improve and enhance its older neighborhoods, including the Downtown. The City should establish incentives for public and private partnerships for redevelopment to coincide with community growth and expansion.

Incentives such as LB840 sales taxes, TIF, Historic Tax Credits, Community Development Block Grants and a variety of housing and economic development funding sources, coupled with private financing, should be utilized on an annual basis by the Community to achieve the goals contained within this **Comprehensive Plan.**

Under the direction of the City of Wayne Planning Commission, a new **Community Housing Study** was completed in December, 2016. The **Study** includes a **10-Year Housing Action Plan**, complete with a list of specific housing programs for both the construction of new housing and the rehabilitation of the existing housing stock. Providing safe, modern and affordable housing in Wayne, during the next 10 years, will ensure a population base capable of supporting various important businesses and services in the Community.

The **Housing Study** also includes a “**Downtown Housing Initiative**” to encourage the development of additional housing in the City’s Central Business District.



*Downtown Wayne at night, looking south on Main Street.*

Housing development and rehabilitation activities in Wayne, coupled with new housing opportunities for both elderly and young families, will need to be an ongoing process. The City should support housing improvement and development efforts as a means of both expanding the population and local tax base.

## **ORGANIZATION OF THE PLAN.**

The creation of the **Wayne Comprehensive Plan** included the implementation of both **qualitative** and **quantitative research activities**, in an effort to gather pertinent planning information and data. The **qualitative approach** included a comprehensive citizen participation process consisting of meetings with the Wayne Planning Commission and Comprehensive Plan/Housing Task Force, as well as the implementation of three important Community Surveys in an effort to assess the needs and wants of the local citizenry.

The **quantitative approach** included the analysis of the various statistical databases provided by the 2000 and 2010 Censuses, the 2010-2014 American Community Survey and information from other pertinent local, state and federal agencies. The **quantitative approach** also included on-site field research activities to determine the present condition and profiles of local land use, housing, public infrastructure and facilities, transportation and environmental issues.

The combined results of these two important research approaches produced this Comprehensive Plan and includes the following Sections:

- ❖ The Wayne Planning Process.
- ❖ Community Planning Goals & Action Steps.
- ❖ Population, Income & Economic Profile.
- ❖ Land Use, Growth & Redevelopment.
- ❖ Public Facilities, Utilities & Transportation.
- ❖ Economic & Community Development Profile & Plan.
- ❖ Energy Element.

The system embodied in this community planning framework is a process that relies upon continuous feedback, as goals change and policies become more clearly defined. Planning is an ongoing process that requires constant monitoring and revision throughout the proposed planning period. This **Comprehensive Plan** is organized into three elements as summarized below.

### **ELEMENT 1**

The **first** element of the Comprehensive Plan is the **Goals and Action Steps**, which represent the foundation for which planning components are designed and eventually implemented. The **Goals and Action Steps** identified in this **Comprehensive Plan** address each component of the Plan itself. Action Steps identify specific activities the Community should undertake to accomplish the **Goals**.

### **ELEMENT 2**

The **second** element is the **Background Analysis**, which presents the research, both, quantitative and qualitative, necessary for the development of the **Plan's Goals and Action Steps**. This research included the investigation of demographic, economic, land use, housing, transportation and public facilities and utilities in Wayne. The careful research of past and present data allowed for the projection of future population and development needs.

### **ELEMENT 3**

The **third** and final element of the **Comprehensive Plan** are the **Planning Components**, which present general background analysis and future plans for land use, public facilities, infrastructure, transportation and energy consumption reduction.

## COMPREHENSIVE CITIZEN PARTICIPATION PROGRAM.

A **comprehensive citizen participation program** was implemented to gather the opinions of the Wayne citizenry regarding Community planning and housing issues and needs. *Planning for Wayne's future is most effective when it includes opinions from as many citizens as possible.* The methods used to gather information from the citizens of Wayne included meetings with an organized **Comprehensive Plan/Housing Task Force**, **Planning Listening Sessions** with Community organizations and local citizenry and the completion of three important Surveys: a “**Citizen Survey**,” a “**Workforce Housing Needs Survey**” and a “**Continuum of Care for Elderly Persons Household Survey**.”

## COMPREHENSIVE PLAN/HOUSING TASK FORCE.

The comprehensive citizen participation program involved a **Comprehensive Plan/Housing Task Force**, an organized group of local elected officials, business and property owners and local citizens. This Task Force provided valuable information regarding current housing stock condition, current development trends and future growth and development needs in the Community. An additional activity involved Survey promotion and participation throughout the Community.



The first meeting of the Comprehensive Plan/Housing Task Force was held in December, 2015. A **Task Force “breakout session”** involving three separate Sub-Committees was also conducted in May, 2016. **The following highlights Task Force comments regarding the strengths, weaknesses and opportunities for planning and housing development in Wayne.**

- Several jobs are available in the Community of Wayne, but not enough housing for employees desiring to move and be close to their place of employment. Attendees agreed that the Community has a high “commuter population” because housing in Wayne “can’t be built fast enough”. Many young professionals in the Community look elsewhere for housing due to a large population of off-campus students.
- Wayne needs to continue owner-occupied housing rehabilitation activities, including the demolition of substantially deteriorated and/or dilapidated housing units for new housing development.

- The Comprehensive Plan/Housing Task Force members would support additional housing preservation activities in the Community.
- Downtown Wayne has greatly improved in recent years, but more “public purpose” spaces, including entertainment and festival space are needed. The need exists for a Community Events Building, as well as continued growth of professional and retail services.
- The City of Wayne has multiple barriers to community and economic growth and development, including land affected by a river floodplain to the south and the Wayne Municipal Airport to the east.
- Formalize a plan to identify cost effective residential, commercial and industrial future growth areas suitable for future development and annexation by the City.
- Landlords in the Community need to be held accountable for the general maintenance and upkeep of their rental properties.
- Student housing needs exist in Wayne. New housing development projects, both on and off campus, should be considered for the Community and include “urban living” concepts such as townhomes and loft apartments. Vacant properties adjacent Wayne State College would be the most ideal location for new student housing.
- Sustainability factors, such as green building, energy efficiency & conservation and use of renewable resources should be promoted and encouraged in Wayne.
- The Community also has a large, agriculturally-based economy. The preservation of environmentally sensitive land within the Two-Mile Planning Jurisdiction would benefit not only the local economy, but the economy of Wayne County.



## WAYNE CITIZEN SURVEY.

The “Wayne Citizen Survey” was made available on various Community websites. Survey participants were asked to provide information regarding their current living situation, condition of their dwelling unit and what they could afford for a monthly rent or a mortgage payment. A total of **339 Surveys** were completed. The following summarizes the results of the **Survey**. The complete results of the **Survey** are included in the **Appendix**.

- 36.8 percent of the Survey participants have resided in the City of Wayne for 21 years or more.
- 63.1 percent of the Survey participants resided in a single family home. **A total of 54, or 16 percent of the participants were not satisfied with their current housing situation, due to living too far from their place of employment or their current home being too small, too expensive or needing excessive repairs.**
- The most common barriers identified in obtaining affordable **owner housing** included a **lack of sufficient homes for sale, housing prices and cost of real estate taxes.**
- The most common barriers faced when obtaining affordable **rental housing** included the **high cost of rent and a lack of decent rental units at an affordable price range.**
- Survey participants identified Housing for Middle-Income Families, Single Family Housing, Housing Choices for First-Time Homebuyers, Housing for Existing/New Employees and Rehabilitation of Renter-Occupied housing as “**Greatly Needed**” in the City of Wayne.
- Survey respondents were asked to identify where should residential growth in Wayne occur. 47.4 percent indicated to the “West” and 44.2 percent said “North.” ***These responses supported the conclusions of the Task Force and Planning Commission.***
- Top-rated Community Services and Public Facilities in Wayne included Churches, Fire/Police Protection, Banks, Library and the Senior Center.

- Survey participants indicated that:
  - ❖ 76 percent would recommend Wayne Public Schools to Parents.
  - ❖ 36 percent were graduates of Wayne State College.
  - ❖ 9 percent currently have children attending Wayne Public Schools.
  - ❖ 32 percent of the respondents agreed that Wayne Public Schools and Wayne State College were factors in their decision to reside in Wayne, Nebraska.
  
- Top-rated Business/Industry Sectors in Wayne included:
  - ❖ Education,
  - ❖ Medical/Emergency,
  - ❖ Farming/Agriculture,
  - ❖ Law Enforcement/Fire Protection, and
  - ❖ Health and Manufacturing.
  
- When responding to a sample list of transportation items needing to be addressed in Wayne, the top three responses were:
  1. School traffic circulation;
  2. More parking and
  3. Traffic safety improvements.
  
- Top responses to the question, “The sustainability of the City of Wayne can be improved with” were:
  1. Business retention, recruitment & expansion.
  2. Reducing utility costs with Alternative Energy Sources, and
  3. Improved Streets, Sidewalks & Alleys.

## ***WORKFORCE HOUSING NEEDS SURVEY.***

**The City of Wayne Planning Commission**, in cooperation with **Wayne Community Housing Development Corporation (WCHDC)** and **local major employers**, conducted a **Workforce Housing Needs Survey** to determine the specific renter and owner housing needs of the Area's workforce. A total of **278 Surveys** were completed. The results of this Survey are available in the **Community Housing Study**

## ***CONTINUUM OF CARE FOR ELDERLY PERSONS HOUSEHOLD SURVEY.***

A “**Continuum of Care for Elderly Persons Household Survey**” was made available at selected locations in Wayne, to assist in determining the specific, both short- and long-term housing and Community service needs of the Area’s elderly (55+) population. A total of **47 Surveys** were completed.

Survey participants were asked to provide information on subjects concerning the types of housing needed for senior citizens and the appeal of a retirement housing campus for the Community. The results of this Survey are available in the **Community Housing Study**.

# SECTION 2

## COMMUNITY PLANNING GOALS & ACTION STEPS.



## COMPREHENSIVE PLAN 2017 - 2027.

HANNA:KEELAN ASSOCIATES, P.C.  
COMMUNITY PLANNING & RESEARCH

## **SECTION 2**

# **COMMUNITY PLANNING GOALS & ACTION STEPS.**

### ***INTRODUCTION.***

**The Wayne Comprehensive Plan is an essential and most appropriate tool** to properly guide the development of the City. The *Community Planning Goals and Action Steps*, an important aspect of the Plan, provides local leaders direction in the administration and overall implementation of the Comprehensive Plan. In essence, the goals and action steps are the **most fundamental elements of the Plan**; the premises upon which all other elements of the Plan must relate.

**Goals are broad statements**, identifying the state or condition the citizenry wishes the primary components of the planning area to be or evolve into within a given length of time. These primary components include **Community Growth & Land Use/Zoning, Housing & Neighborhood Redevelopment and Education & Economic/Community Development.**

“Goals” are long-term in nature and, in the case of those identified for the **Wayne Comprehensive Plan**, will be active throughout the 10-year planning period.

“Action Steps” help to further define the meaning of goals and represent **very specific activities** to accomplish a specific Goal. In many cases, specific time lines are attached to **Action Steps** and are the most measurable component of this **Comprehensive Plan.**

The main component supporting these **Goals & Action Steps** is the **Comprehensive Citizen Participation Program.** This includes meetings with a local Comprehensive Plan/Housing Task Force, three Community Surveys and Community “Listening Sessions”.



## **CITIZEN PARTICIPATION “CONSENSUS STATEMENTS”.**

The following **five consensus statements**, depicting important community development desires of the City of Wayne, were derived from comments received from the “Citizen,” “Workforce” and “Continuum of Care” Surveys.

- **Community residents want more entertainment, employment and retail opportunities in Wayne**, in an effort to be more economically competitive with surrounding Communities. This includes encouraging local, County and regional residents to consider Wayne for their retail and employment needs.
- **Residents are concerned about pedestrian safety** for the general public, especially children. Parks, schools and other public facilities that are frequently utilized by local children and residents must have appropriate and efficient safety measures and devices implemented to ensure safe access to and from these facilities.
- **Property clean-up and nuisance abatement should be a top activity of the City** and its residents, including building façade improvements, housing rehabilitation, junk vehicle removal, and aesthetic improvements along major corridors (benches, street trees, street lighting, curb cuts, etc.). This will improve the overall quality of life of local citizens and enhance Community sustainability.
- **Top housing needs in Wayne include** affordable single family housing for low- to moderate-income persons and families (including first-time homebuyers, single parent households and existing/new employees) consisting of two+-bedrooms, rehabilitation of owner and renter-occupied housing, and retirement housing for low- to moderate income elderly persons. Most participants of the Wayne Community Survey identified support for the use of local, State and Federal grant opportunities to assist with owner and renter-occupied housing rehabilitation, purchase/rehab/ resale or re-rent programs and down payment assistance.
- **Employees in Wayne identified a desire to relocate to the Community if more housing types were made available.** Workforce Housing Needs Survey participants identified the cost of rent, housing prices, a lack of available rental units or homes in an affordable price range, the cost of utilities and real estate taxes as impediments to obtaining affordable housing in Wayne.

## **COMMUNITY LISTENING SESSIONS “CONSENSUS STATEMENTS”.**

**Listening Sessions** included the participation of local organizations and leadership. Participants included the Futures Class from Wayne High School, financial groups, senior center attendees, a “Leadership of Wayne” class, Wayne State College Student Senate/Faculty, realtors and developers and the Main Street Marketing Committee. **Four consensus statements** were developed as a result of citizen input from these Listening Sessions.

- **Jobs need to be created in Wayne that not only attract persons from other Communities, but also graduates of Wayne State College.** The Community currently supports several major employers, but is lacking in the number of supervisor and management positions. A strong diversity of technical and professional “white collar” jobs would also help to retain College graduates and diversify the economic capabilities of Wayne.
- **The creation of jobs should have a direct correlation to addressing the Community’s affordable housing shortage.** For owner housing, price products in high demand among the local workforce range from \$120,000 to \$150,000. The combination of lot costs and the cost of construction and infrastructure installation results in new housing prices ranging from \$180,000 to \$200,000. This forces many prospective residents, including the local workforce, to find housing in other communities. A shortage of sound, decent rental housing with a monthly rent ranging from \$600 to \$800 also exists in Wayne. The closure and renovation of Bowen (residence) Hall, on the Wayne State College campus, has forced many students to find off-campus housing in an already tight housing environment. Major employers should be encouraged to assist in the financing and/or development of new housing in Wayne.
- **The City needs to aggressively address existing deteriorating and dilapidated housing units through moderate and substantial rehabilitation programs.** Listening Session participants identified an average cost between \$20,000 and \$30,000 to rehabilitate a “fixer-upper” in Wayne. Assistance from the Wayne Housing Authority, Wayne Community/Housing Development Corporation and Wayne Area Economic Development Corporation could help to alleviate this problem.
- **Continued development in Downtown Wayne should be a high priority for the Community.** The development of new housing units, combined with the rehabilitation of the upper floors of commercial buildings for mixed use purposes would help to increase business activity. Business retention and recruitment efforts will need to continue to make Downtown Wayne a thriving central business district.

## COMMUNITY GROWTH, LAND USE & ZONING.

**Goal 1: Population Growth Activities.** The City of Wayne is projected to increase from the current (2017) population of 5,589, to an estimated 5,683 by 2027, representing an annual increase of 0.2 percent. The Community, through more aggressive planning and development activities and the creation of 75 additional full-time employment opportunities, could reach a “high” population of 5,745 within the next 10 years, an increase of 156 persons. An **Economic Development “Boost”** scenario, consisting of creating an additional 135 full-time employment opportunities, would result in an estimated 2027 population of 5,874, an increase of 285, or 5.1 percent. Land availability for residential, commercial and industrial development should correlate with future population growth projections.

- **Action Step 1:** Meet the projected population growth and land use needs by **maximizing development in existing land areas** served by municipal infrastructure, including the development/infill of vacant parcels within the Corporate Limits of Wayne. Approximately 287 acres of vacant land exists within the Corporate Limits of the City of Wayne. An estimated 38 percent, or 108 acres of this area is developable. Approximately 180 acres of vacant land are located within the Municipal Airport environs and the floodplains associated with South Logan Creek and Dog Creek.
- **Action Step 2:** Designate a minimum of **168 acres** of land to support **future single family, multifamily and mobile home residential development and meet National Planning Standards.** Currently, the City has a shortage of land areas designated for all types of residential housing, when compared to the requirements set forth in the National Planning Standard. Future residential growth areas are recommended to be concentrated to the west, northwest and north of the Community. **The Land Use Plan includes:**

- **Western, Northwestern and Northern Growth Areas** are intended to expand opportunities for single and multifamily residential development through 2027. The **housing target demand of 250 dwelling units**, including 120 owner and 130 rental units, are needed to support future population growth. The analysis of existing land uses determined that the City lacks sufficient amounts of vacant land within the current Corporate Limits for these housing units.

**Approximately 70 percent of Citizen Survey respondents identified the western portions of Wayne as the most preferred location for future residential growth, while 65 percent identified the northern portions of Wayne as their preferred location for residential growth.**

➤ **Eastern Growth Areas** are concentrated on making stronger connections between the incorporated areas adjacent the west and east sides of Centennial Road. Only a narrow band of land near East 10<sup>th</sup> Street connects the core of the City with the Airport environs. Large tracts of industrial and vacant but developable land areas are recommended to be annexed into the Corporate Limits of the City to strengthen connections to the Airport.

- **Action Step 3: Continue the development of Commercial and Industrial Land in Wayne.** An analysis of existing land uses in Wayne, correlated with population growth, identifies a need for an additional **63 acres of commercial** and **37 acres of industrial land** by 2027, to meet the National Planning Standards. The location of future highway-oriented commercial uses is recommended along the Highway 15 and 35 Corridors through the City. Future professional services and specialty retail outlets are recommended to remain in Downtown Wayne, while automotive oriented commercial uses should develop along the Highway Corridors. Light industrial uses and manufacturing companies, within the Corporate Limits should remain in their current locations in designated industrial zoned areas, to the southwest and southeast of the Downtown and adjacent Centennial Road in the eastern portion of the City.
- **Action Step 4: Address parks, open space and public/quasi-public land uses in Wayne.** The Community of Wayne recently completed construction of a new aquatic center, adjacent and south of the Community Activity Center. By National Planning Standards, the City exceeds the recommended amount of parks and open space by an estimated 166 acres, due to the recreational facilities of Wayne State College and the Wayne Country Club being located within the Corporate Limits of the City. Future parks improvements should also include completing the first and second phases of the City Trails Plan by connecting Community facilities, schools and the Downtown with planned trails. These trails should also extend throughout and around the City.

The total acres of public/quasi-public land uses in Wayne exceed recommended National Planning Standards by an estimated 245 acres, due to the fact that the Wayne State College campus, Greenwood Cemetery and the Wayne Municipal Airport are located within the Corporate Limits. It is recommended the City continue to maintain its existing public/quasi-public land uses and expand only in conjunction with future Community growth.



**Goal 2 – Land Use Plan.** Adopt and maintain a **Land Use Plan** capable of fulfilling the residential, employment, recreational and entertainment needs of the Community of Wayne. The Plan should encourage the preservation and protection of environmental resources while supporting development in the Two-Mile Planning Jurisdiction of Wayne.

- **Action Step 1:** Develop solutions to **correct development barriers** in Wayne, including the prohibition of intensive agricultural uses, such as feedlot operations, from expanding or developing within the Two-Mile Planning Jurisdiction.
- **Action Step 2:** Promote **residential, commercial and industrial growth areas** that are located beyond designated floodplains and sensitive soil areas.
- **Action Step 3:** The City of Wayne is divided into four “Quadrants,” demarcated by the Highway 15 and 35 Corridors. The City should establish “**Quadrant**” **Plans** that reflect development trends, as well as features and characteristics unique to each Quadrant. Development standards should be established for infill construction that complement adjacent architectural styles and materials within the Zoning Regulations and Building Codes of the City.
- **Action Step 4:** All future development in Wayne should be accompanied with a **modern utility and infrastructure system** of public and/or private utilities and a storm water drainage plan.

**Goal 3: Ordinances and Regulations.** Maintain proper **land use development ordinances** and **regulations** in Wayne. Utilize the City Zoning and Subdivision Regulations to implement the development provisions in the Land Use Plan.

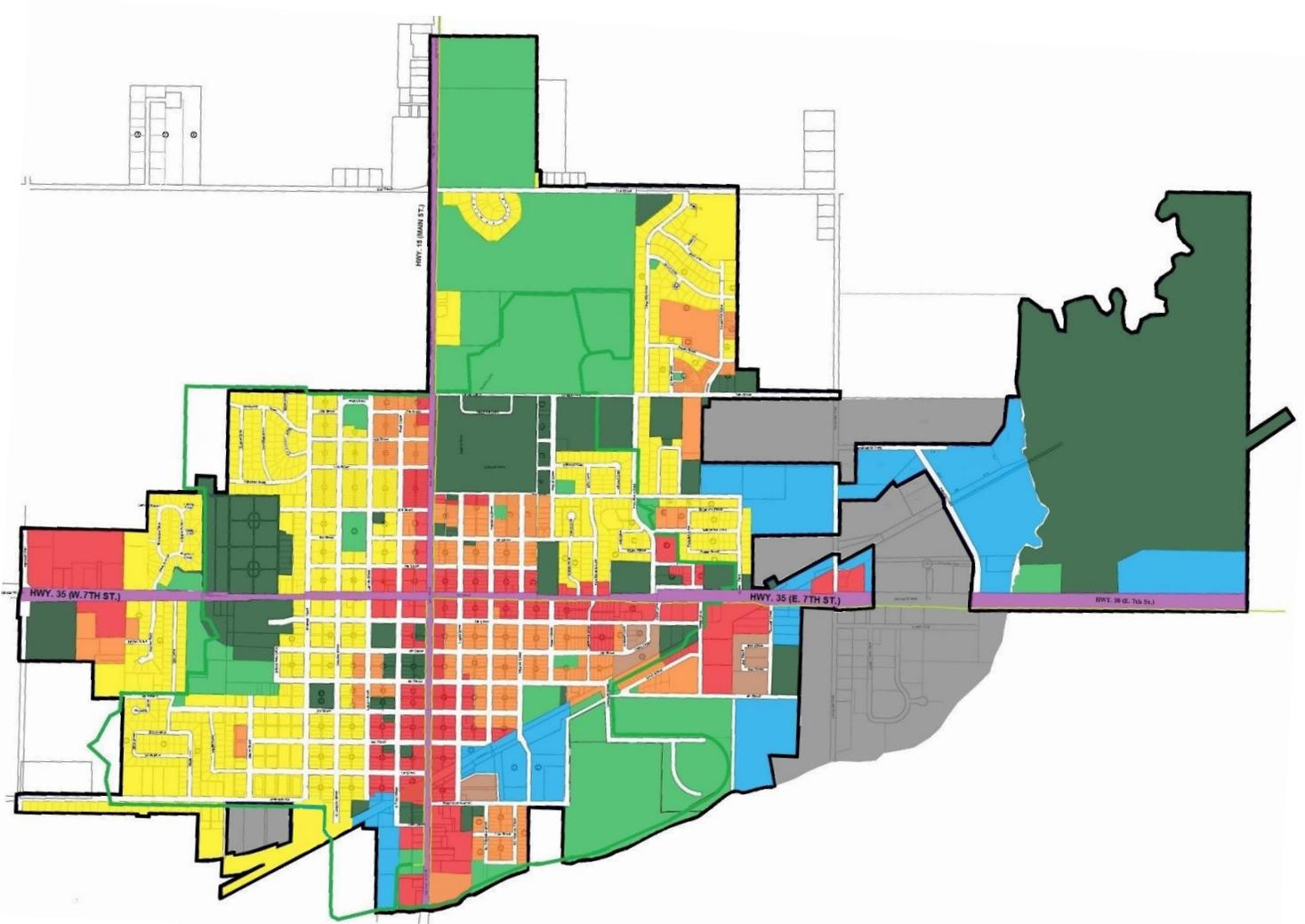
- **Action Step 1:** Adopt revised **zoning and subdivision regulations** and maintain appropriate **building codes**, which support the efficient implementation of the **Land Use Plan**. Establish new provisions within these regulations and codes that support mixed land use developments and promote sustainable development principles, smart growth and green building practices. Subdivision requirements should include modern infrastructure standards and the incorporation of storm water management and alternative energy systems.
- **Action Step 2:** Utilize both **voluntary and involuntary annexation policies** in conformance with Nebraska State Statutes. These policies should serve as a guide to integrate residential and commercial growth areas adjacent the current Corporate Limits of the City of Wayne. Future development should be encouraged to locate in areas free of environmental problems related to ground and surface water features, soil and topographic slope. **Floodplain Regulations** should be strictly enforced for all proposed developments in the City, especially along South Logan Creek and Dog Creek, including their associated tributaries. Residential growth areas are located to the west, northwest and north of the Community and are in regions that have only narrow corridors impacted by the 100-year floodplains.

# FUTURE LAND USE MAP

## CORPORATE LIMITS

WAYNE, NEBRASKA

2027



### LEGEND

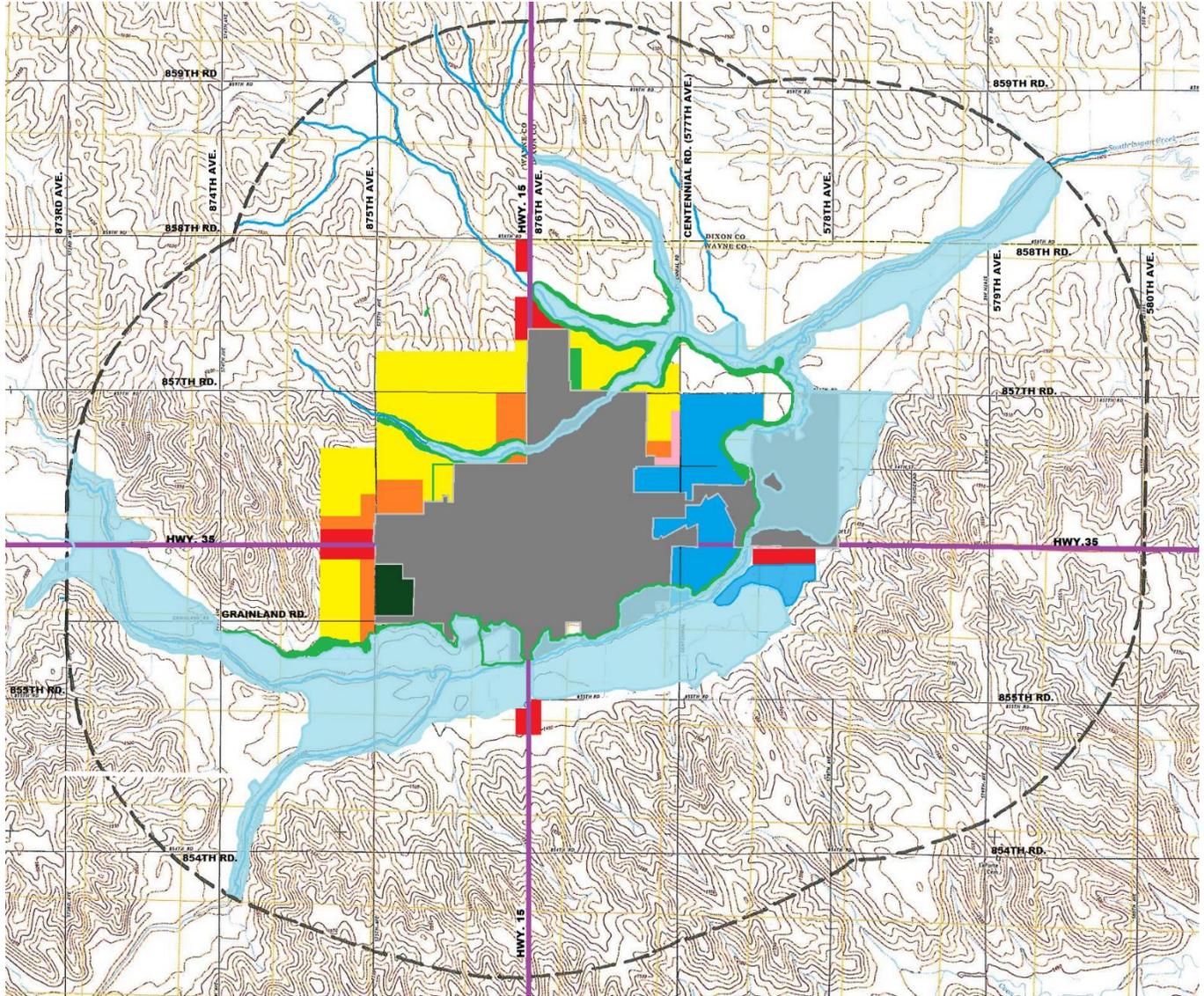
PARKS/RECREATION.	COMMERCIAL.
PUBLIC/QUASI-PUBLIC.	INDUSTRIAL.
SINGLE FAMILY RESIDENTIAL.	HIGHWAY CORRIDOR.
MOBILE HOME RESIDENTIAL.	CORPORATE LIMIT BOUNDARY.
MULTIFAMILY RESIDENTIAL.	AREAS TARGETED FOR ANNEXATION.

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ILLUSTRATION 2.1

**FUTURE LAND USE MAP**  
**TWO-MILE PLANNING JURISDICTION**  
**WAYNE, NEBRASKA**  
**2027**



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**ILLUSTRATION 2.2**

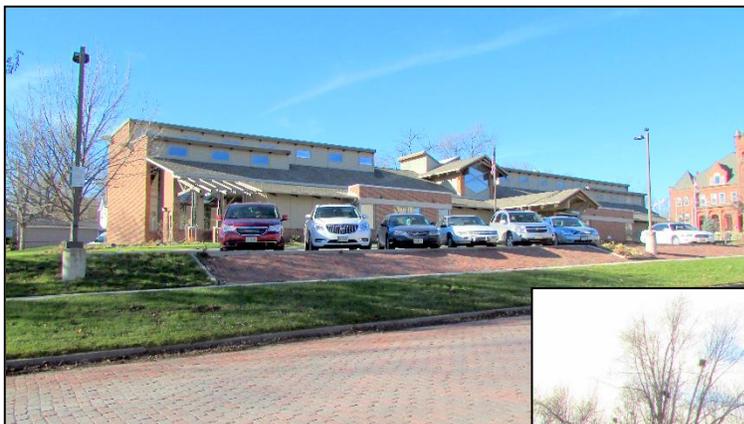
**LEGEND**

- VACANT.
- PUBLIC/QUASI-PUBLIC.
- PARKS/RECREATION.
- SINGLE FAMILY RESIDENTIAL.
- MULTIFAMILY RESIDENTIAL.
- COMMERCIAL.
- MIXED-USE RESIDENTIAL/COMMERCIAL.
- INDUSTRIAL.
- WAYNE INCORPORATED AREA.
- HIGHWAY CORRIDOR.
- CREEK / FLOODPLAIN.

- **Action Step 3: Continue to enforce modern construction and property standards** by including the 2012 International Building, Residential and Property Maintenance Codes with the City’s current municipal codes. Such action ensures that the residents of the City of Wayne can live and work safely in structures that are built and maintained to modern safety standards.

**Goal 4: Appearance and Sustainability.** Continue to implement various Community improvement projects that enhance the quality of life and aesthetic appearance of the City of Wayne.

- **Action Step 1: Incorporate beautification projects** that improve the appearance of Wayne. Target areas should include, but not be limited to, the Downtown, highway corridors, Wayne State College campus, City parks and historically significant residential neighborhoods. **Citizen Survey participants strongly agreed with improving the appearance of the Community through street trees, public benches, landscaping; street and pedestrian lighting; crosswalk enhancements; pedestrian seating areas and sidewalk cafes; and the restoration/preservation of historic buildings.**
- **Action Step 2: Create a sustainable, healthy Community** for residents currently living in, or families planning to move to Wayne. **Citizen Survey participants strongly agreed with business retention, recruitment and expansion, the use of alternative energy sources and improved streets, sidewalks and alleys as methods to improve the sustainability of the Community.** Local churches and fire protection; pharmacy; banks and the library were identified as high-quality community services/facilities in Wayne.



## HOUSING & NEIGHBORHOOD REDEVELOPMENT.

**Goal 1: Community-Wide Housing Development Initiative.** Implement a **housing development initiative** for Wayne, as a primary economic development activity. A **core activity of this Housing Development Initiative will be the development of a Community-Wide Housing Partnership** to monitor and encourage housing development throughout Wayne. The **Partnership** should be comprised of the **City of Wayne (CW), Wayne Community Housing Development Corporation (WCHDC), Wayne Housing Authority (WHA), Wayne Community Redevelopment Authority (WCRA) and Wayne Area Economic Development (WAED)**. The **Partnership** could also include the participation of other local and regional groups and organizations serving the Community of Wayne including Wayne Habitat for Humanity (WHFH), Wayne State College (WSC), Providence Medical Center (PMC), Northeast Nebraska Area Agency on Aging (NENAAA), Northeast Nebraska Community Action Partnership (NENCAP), Northeast Nebraska Economic Development District (NENEDD), Northeast Nebraska Joint Housing Agency (NENJHA) and NeighborWorks Northeast Nebraska (NWNEN).

The **Housing Partnership** would work directly with both local and State housing stakeholders and housing funders to encourage the development of specific housing programs that meet the needs of the Community's current and future residents, with emphasis on housing for the local workforce, families, the elderly, veterans, college students and populations with special needs.

- **Action Step 1:** The **Housing Initiative** should target the development of up to **250 new housing units in Wayne, by 2027**, including an estimated **120 owner housing units and 130 new rental units**. The development of these new housing units would add an estimated \$40 Million to the local residential property tax base.

The potential exists for the Community to experience an “Economic Development Boost,” equal to a 5.1 percent population growth through 2027. This Boost would require the creation of an estimated 135 additional full-time employment opportunities. This Boost would also increase the total housing target demand in Wayne to an estimated 354 housing units, including 168 owner and 186 rental housing units, requiring an investment of an estimated \$57.5 Million.

- *NOTE: The City of Wayne has a housing vacancy deficiency with both owner and rental housing units. This vacancy deficiency results in a lack of housing supply, limiting choice by both current and future residents. With projected increases in population through 2027, it is critical that the Community be prepared by implementing housing development “plans of action” that include the identification of vacant lots within the Wayne Corporate Limits, as well as suitable land adjacent but outside the Community for the development of a rural “build through” residential subdivision which could be annexed in the future. A purchase/rehab/resell or re-rent program involving existing vacant housing should also be implemented.*
- **Action Step 2:** All new housing developments in the City of Wayne should be developed in a manner that supports place-based development. Components of place-based development include sociability, access and linkage, uses and activities, and comfort and image. Additional information regarding place-based development is highlighted in the 10-Year Housing Action Plan.

- **Action Step 3:** The **Housing Partnership** should be comprised of Community leadership and organizations from both the private and public sector, including, major employers and other local “housing stakeholders” directly involved with selling and leasing real estate, builders and suppliers and representatives of organizations providing housing and related services to the elderly, workforce families and special populations.
- **Action Step 4:** The **Community-Wide Housing Partnership** should assist with and expand the Community’s **Continuum of (Housing) Residential Care Programs**, directed at persons and families 55+ years of age. These **Programs** would address several facets of elderly housing and supportive services needs to coincide with a projected growth in elderly population. Attention should be given to increasing in-home health services and home maintenance, repair and modification of homes for elderly households, as well as providing additional affordable housing units, both owner and rental, both with or without supportive services.
  - Independent living housing types for the 55 to 75 year age group should include smaller, space efficient detached single family houses, patio homes and attached townhomes of 1,600 to 2,200 square feet.
  - The continuation of modern programs of assisted and long-term care living should be on the housing agenda for the Community of Wayne.
  - Existing retirement and elderly rental housing facilities, both affordable and market rate (private pay) maintain high occupancy levels, some with a waiting list. Additional elderly housing projects need to be planned for, and built during the next five years.
- **Action Step 5:** The **Community-Wide Housing Partnership**, working with major employers, should design and implement **Community-wide Workforce Housing Assistance Programs** in Wayne. The purpose of these **Programs** would be to encourage and directly involve major employers with assisting their employees in obtaining affordable housing. Assistance could include, but not be limited to, locating and negotiating the purchase of a home, to providing funding assistance for the purchase and/or rehabilitation of a house. Funding assistance could be, for example, a \$5,000 to \$10,000 grant and/or low-interest loan to persons and families for closing costs, down payment, etc.

**Two or more major employers should consider forming a limited partnership to develop housing projects in the Community, utilizing all available public and private funding sources. Any limited partnership would collaborate with local housing developers to construct housing for local employees.**

**By 2027, an estimated 74 owner and 72 rental housing units should be developed for the Wayne workforce, a total of 146 units. This should include both new construction and purchase/rehab/resale or re-rent activities, lease- or credit-to-own units.**

- **Action Step 6:** Implement a **Wayne Downtown Housing & Redevelopment Initiative**, directed at increasing the availability of housing opportunities in the Community’s Central Business District. **A demand for an estimated 30 units, including 12 owner and 18 rental units exists for Downtown Wayne.** The potential Economic Development Boost scenario would increase the demand to 42 units, including 18 owner and 24 rental units.



**Goal 2: New Housing Developments** in Wayne should address the needs of **both owner and renter households of all age and income sectors, with varied, affordable price products.**

- **Action Step 1:** Build new owner and rental housing units that are affordable for low- to middle income workforce families and households that are cost-burdened throughout the Community. Affordable homes, particularly those with three+-bedrooms, are in demand in the Community. Consider expanding existing, or creating new **Credit- or Lease-To-Own Housing Programs and a Spec-House Risk Sharing Program.**
- **Action Step 2:** Owner housing units should be constructed in Wayne, with emphasis on single family homes. **The average affordable purchase price of a home in Wayne should be at or above \$152,000 for workforce families. The price product in highest demand in Wayne includes homes at or above \$229,900.** Owner housing should generally consist of three+-bedrooms, with the exception of housing for retirees, which would typically be two-bedroom units.
- **Action Step 3:** Rental units should be constructed in Wayne, with emphasis on town home, duplex and apartment units for the elderly and local workforce households. **Rental housing price products in the Community should rent at or above the average affordable monthly rent of \$665 for workforce families. The price product in highest demand in Wayne ranges from \$595 to \$795.** General rental housing, preferably units consisting of two+-bedrooms, should be constructed to provide safe, decent and affordable rental housing options.

*NOTE: Future affordable rental housing in Wayne will require the creative use of available “tools of both public intervention and credit enhancement” to buy down both development and operational costs. “Tools” could come in the form of grants, low-interest loans, mortgage insurance, tax increment financing or land and/or cash donations. New affordable rental units will need an average credit enhancement of 35 percent.*



- **Action Step 4:** Plan and develop additional, both **owner and rental housing** for **Special Populations**; a target number of **six units, including two owner and four rental units**. This includes persons with a mental and/or physical disability.
- **Action Step 5: Housing development projects in Wayne should coincide with public facility, utility and infrastructure improvements**, emphasizing alternative transportation methods, such as multi-use trails and local transit services. Access to necessary amenities of public use, as well as proper water, sewer, storm water and electrical utility installation are important for prolonged sustainability in residential neighborhoods. The planning and use of **alternative energy systems** should be a goal of the Community for future residential developments.
- **Action Step 6:** Develop unique solutions to create residential developments, both on existing vacant lots as infill, and on land adjacent the Corporate Limits of Wayne, to make vacant land available for expanded residential growth. **Available tracts of vacant land, best suited for residential development within the Corporate Limits, are in the western portions of Wayne. Residential growth areas, outside the Corporate Limits, are located west, northwest and north of the Community.**

*NOTE: Vacant lots exist in the older residential areas of Wayne that are too small (less than 7,500 square feet in area) for today's housing development standards. The **Community-Wide Housing Partnership** should explore unique housing concepts for infill housing development, including single and two-story housing for families of all income ranges. Architectural designs should closely resemble that of existing housing units in the neighborhood.*

- **Action Step 7:** Employ proper, modern planning practices for the development of housing units in identified residential growth areas. **This would include the design of modern infrastructure systems. Input received from the Wayne Comprehensive Plan/Housing Task Force identified a need for additional housing for workforce families in the Community.** Several industries that have recently located or expanded in the Community have put a strain on the availability of housing for the local workforce.



- **Action Step 8:** Public and private sectors should create a “**shared cost**” program to finance needed public utility, sidewalk and road improvement costs in both existing and new residential developments. Tax Increment Financing is an excellent source of financing for public infrastructure systems.
- **Action Step 9:** The **Community-Wide Housing Partnership** should work in conjunction with **Wayne State College** to produce **rental housing development projects** to meet the needs of local College students.

**Goal 3: Existing Owner and Rental Housing Stock.** Housing rehabilitation programs and activities in the City of Wayne should strive to protect and preserve the existing housing stock of the Community.

- **Action Step 1:** The Community of Wayne should continue to utilize the local, CDBG-funded **Comprehensive Development (CD) Program** to implement owner and rental housing rehabilitation activities, with emphasis on meeting the housing rehabilitation needs of the elderly, low income families, college students and housing occupied by persons with special needs. **“Greatly Needed” housing types/activities, as per the Wayne Citizen Survey, included single family housing for middle-income families; first-time homebuyers; rehabilitation of owner- and renter-occupied housing units; and retirement housing for low and middle-income elderly persons.**
- **Action Step 2:** The Community of Wayne should continue to preserve housing of historical significance. Housing that is architecturally significant or for its association with persons or families who played key roles in the development and growth of the City adds to the character and uniqueness of Wayne neighborhoods.
- **Action Step 3:** Continue and expand the promotion of the **“Wayne Works Exchange”** newsletter to inform the Wayne citizenry on topics involving housing development, redevelopment and rehabilitation programs.

**Goal 4: Financing Housing Development.** The City of Wayne and housing developers should consider both public and private funding sources to both construct new housing and maintain the existing housing stock.

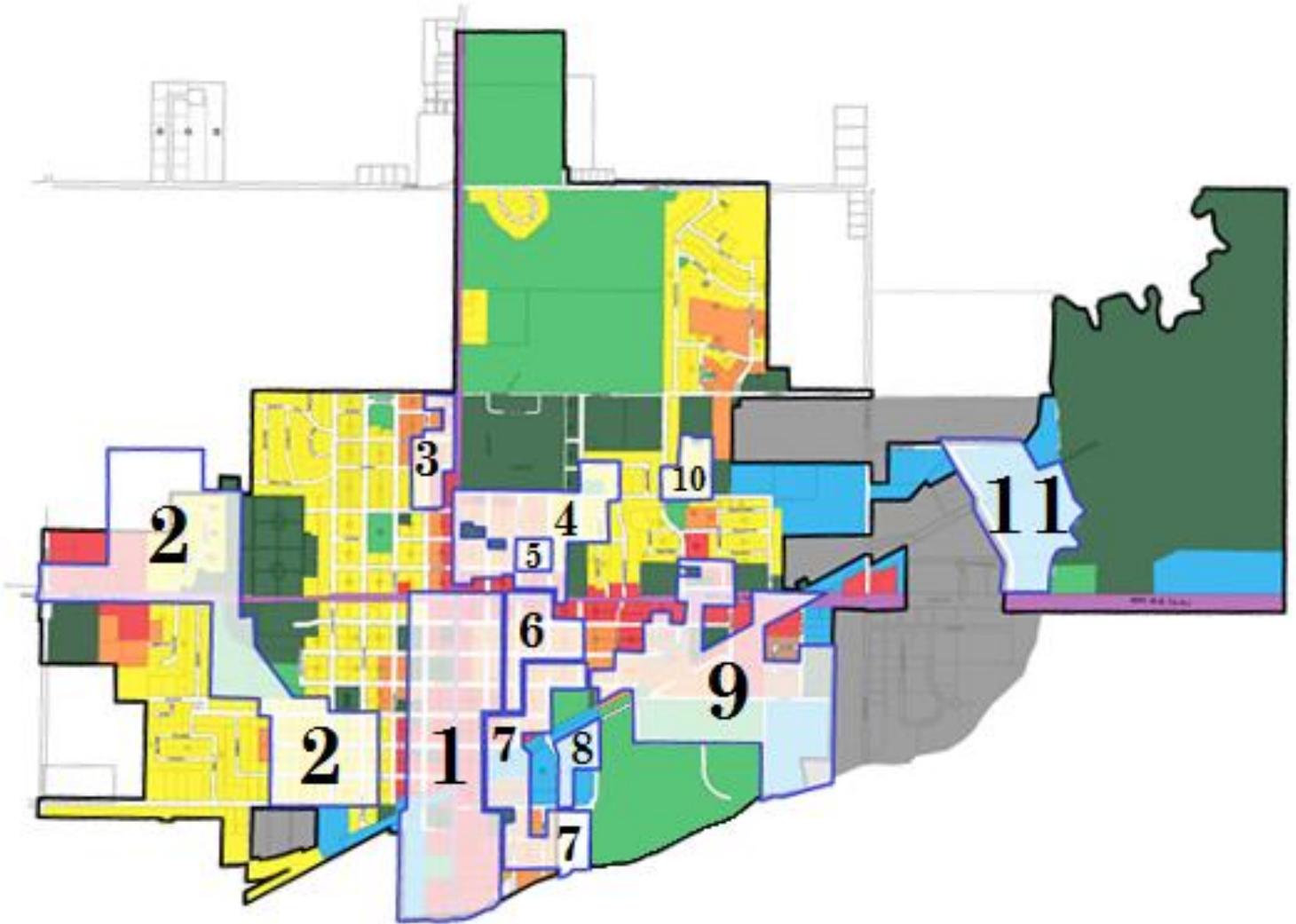
- **Action Step 1:** The City of Wayne and local Housing Partners should continue to pursue State and Federal Grants to assist in financing housing rehabilitation, housing purchase, rehabilitate and resale and first-time homebuyer’s programs. The City and private builders should pursue such funding from **USDA-Rural Development, Nebraska Investment Finance Authority and Nebraska Department of Economic Development.**

**Nearly 60 percent of Citizen Survey respondents expressed support for the City in using State or Federal grant funds to purchase dilapidated houses to demolish and make the lots available for families and singles to build a house; and over 50 percent supported using housing program grant dollars for owner housing rehabilitation; and for the purchase and rehab of homes for resale or re-rent programs.**

- **Action Step 2:** The City of Wayne should continue to utilize **Tax Increment Financing (TIF)** to assist in the financing of new housing developments, especially those targeted to low- and moderate-income families, specifically to lower the cost of land, address public facility needs and meet utility requirements. Wayne also needs to expand its use of TIF to redevelop dilapidated housing for new replacement housing. The City has also utilized to TIF for the redevelopment and development of commercial and industrial business expansion and attraction of new businesses. The 11 designated **“Redevelopment Areas”** in the City of Wayne are highlighted in **Illustration 2.3, Page 2.15.**

# REDEVELOPMENT AREAS MAP

CORPORATE LIMITS  
WAYNE, NEBRASKA  
2027



## LEGEND

**3** REDEVELOPMENT AREA.

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ILLUSTRATION 2.3

**Action Step 3:** Housing developers in Wayne should be encouraged to pursue the securement of all available tools of financing assistance in the development of new housing projects in the Community. This assistance is available with the Nebraska Investment Finance Authority, Nebraska Department of Economic Development, USDA-Rural Development, Federal Home Loan Bank and the Department of Housing and Urban Development, in the form of grants, tax credits and mortgage insurance.



**Goal 5: Impediments to Fair Housing Choice.** As a Community, Wayne will need to identify, discuss and establish a plan to eliminate all barriers and impediments to fair housing choice in the City. All sectors of the Community, both public and private, should play a role in this process. This would include the involvement of City government, schools, churches and the local business sector.

- **Action Step 1:** Address the following, primary impediments to fair housing choice in Wayne, as identified by participants of the **Wayne Workforce Housing Needs Survey**. ***For Owner Households** – Housing Prices, Cost of Real Estate Taxes and the Lack of Sufficient Homes for Sale. **For Renter Households** – Cost of Rent, Lack of Availability of Decent Rental Units in their Price Range, and Attitudes of Landlords and Neighbors.* The **Community-Wide Housing Partnership**, along with additional local, State and Federal funding sources could provide funding to assist in developing new, affordable housing that could potentially alleviate one or several impediments to fair housing.
- **Action Step 2:** Create and support the efforts of a **Community-wide “Fair Housing Advisory Group”** through the provision of adequate resources for the delivery of fair housing activities. **Activities of the Advisory Group could include the following:**
  - Creating a **“Housing Action Plan”** to identify strategies to further affordable housing opportunities.
  - Hosting a **“Housing Fair”** for developers and contactors to promote existing market opportunities that exist for the development of affordable housing.

- Promote “Equal Housing Opportunities” on flyers, brochures and local newspapers.
- Assist the WHA in enforcing fair housing policies and submitting complaints of discrimination to the Nebraska Equal Opportunity Commission.
- **Action Step 3:** Continue to implement **Fair Housing Policies** and **Property Maintenance Codes** to ensure all current and future residents of the Community do not experience any discrimination in housing choice and that properties are not overtaken by debris, potentially leading to unsafe and unhealthy conditions.
- **Action Step 4:** For **persons with a disability(ies)**, supply fully accessible housing, both for rent and for sale. Include supportive services where necessary. A total of 5 percent of these new units should be fully accessible for persons with physical disabilities, while 2 percent should be accessible for persons with sensory disabilities.
- **Action Step 5:** Develop housing for **minorities** needing safe and affordable housing.
- **Action Step 6:** **Support bilingual** and **impoverished families** in their search for affordable housing. This could include housing counseling, homeownership classes and information on fair lending practices.
- **Action Step 7:** **Continue to** routinely inspect rental housing units to ensure minimum standards for dwelling units are met, as a form of **Fair Housing Enforcement**.



## **EDUCATION & COMMUNITY/ECONOMIC DEVELOPMENT.**

**Goal 1: Educational Quality.** Continue to provide a **high quality of public and private elementary, junior, senior and college-level education** for the residents of Wayne. Maintain an excellence in education by expanding facilities, amenities and employment opportunities, as needed, while creating new and expanding existing educational programs and activities to support a growing student and faculty population for the Wayne Public Schools, including Wayne Elementary and the Wayne Junior/Senior High School and Wayne State College. **A total of 109 Citizen Survey participants identified Wayne Public Schools and Wayne State College as a factor in their decision to live in Wayne. Additionally, 260 Survey respondents would recommend Wayne Public and Parochial Schools to other families looking to relocate from another Community.**

- **Action Step 1:** Support a gradually **increasing enrollment** at Wayne Public Schools. In the event of a substantial increase in enrollment, educational facilities should be prepared with appropriate amenities, facilities and necessary staff to meet increased demands.
- **Action Step 2: Extra-Curricular Activities,** such as homework assistance, athletics, student clubs should continue to be an important role in the development of education in all school children.
- **Action Step 3:** Support the **student leadership programs** that are offered by Wayne Public Schools. Programs of this nature will provide school children of all ages with the necessary knowledge and potential to be successful, post-graduation.
- **Action Step 4:** Implement the **Wayne Community Schools Foundation’s mission** to support “Learning for Life” by working with the school district, alumni, businesses and community to provide financial support for items not covered by the school district’s funding sources.
- **Action Step 5:** Provide opportunities for adults and the elderly to obtain skills in a new career through **continuing education programs** at Wayne State College.
- **Action Step 6:** Support the efforts of Wayne State College to meet the development options included in the College’s Strategic Plan for academic and facility improvements and expansion goals. Long-term goals of the College include expanding the types of on-campus housing options to increase the number of students living on campus. The need for private/public partnerships will be the focus of the on-campus student housing initiative developing a range of housing options for current and future students.





**Goal 2: Economic/Community Development.** Utilize the **Wayne Comprehensive Plan** as an **economic and Community development resource and guide** to maximize economic opportunities for all residents. Foster an increase in diversified employment and business types in Wayne.

- **Action Step 1: Wayne Area Economic Development** has established a strategic **Economic Development Program** for prioritizing economic and Community development and redevelopment efforts in Wayne. **The focus of the Program is on providing adequate community facilities, attracting new businesses and assisting existing businesses to grow.**
- **Action Step 2:** Create up to **75 new jobs in Wayne by 2027.** This should be achieved by expanding existing and adding commercial businesses and industrial companies, that are “light manufacturing” in nature to Wayne.
- **Action Step 3:** The City’s Economic/Community Development Program should explore all funding opportunities of LB840 to maximize use of local tax dollars on an annual basis.
- **Action Step 4:** Utilize the **Wayne Community Foundation Fund** in expanding local efforts to support existing businesses and industries to renovate and grow. This effort is focused upon providing a revolving loan program and assisting in acquiring available Federal, State and Local grants.
- **Action Step 5:** Focus efforts of **diversified businesses and employment opportunities** to expand existing and attract new companies. Expand the availability of retail commerce development sites and available storefronts for rent or purchase to attract non-local businesses. Maintain and improve both public and private services, businesses and industries in Wayne, to increase and diversify employment opportunities.
- **Action Step 6:** Continue to support **business retention and expansion programs** offered by Wayne Area Economic Development and the Wayne Chamber of Commerce to ensure the continuation of well established businesses. Business transition services should be offered to support the transfer of businesses to new generation owners, as current owners retire. These Programs could assist in recruiting both High School and College students/graduates to train in selective career paths to become business owners. The Community should create and maintain a listing of “Home-Based Businesses” so that as businesses outgrow a home (or farm) location, appropriate space in commercial or industrial areas of the Community can be occupied with a local base, home-grown businesses.

- **Action Step 7: Housing initiatives** in Wayne should be paired with **job creation activities**. A high percentage of persons employed in Wayne live in other Communities. This is primarily due to the lack of available or suitable housing. Programs supported by Wayne Area Economic Development, through the provision of housing development partners should focus on addressing the need for housing development and redevelopment in older neighborhoods, combined with promoting new housing development in new residential subdivisions.
- **Action Step 8:** Expand efforts to utilize **Federal, State and Local Governmental Incentives** for promoting economic development in Wayne and recruit and retain job/business opportunities. Continue strong relationships with Local and State agencies such as the Nebraska Department of Economic Development.

**Goal 3: Community Development.** Community Development practices should strive to both **stabilize and improve the local Wayne economy and quality of life**. Proper renovation, adaptive reuse and additions of existing buildings, as well as new construction activities should be components of locally available incentives to attract residents, businesses and industries.



- **Action Step 1:** Utilize the **Wayne Community Foundation Fund** to encourage **local reinvestment** in Wayne by both the public and private sectors. Provide infrastructure and needed amenities to support future growth of commercial, industrial and residential areas. Remove dilapidated buildings and promote building rehabilitation on structures that are considered cost-effective for such activity.
- **Action Step 2:** Include a **building repair and modification program** for deteriorating structures, including commercial buildings with upper-story housing and homes adjacent Downtown Wayne.
- **Action Step 3:** Expand the promotion of Downtown Wayne as a Nationally Registered **“Historic District”** to increase knowledge of available funding sources for the rehabilitation and preservation of buildings with historic significance. The City of Wayne should continue to utilize the “Downtown Revitalization Project-Phase I” program completed in 2009 as a guide for additional development efforts. The Project highlighted necessary improvements to buildings, streets, infrastructure and pedestrian safety in Downtown Wayne. The Downtown should be enhanced as the primary **“Entertainment District”** for residents, including college students, comprised of businesses, restaurants and other entertainment venues.
- **Action Step 4:** Continue the promotion of the development and redevelopment of highway-oriented commercial businesses along the Highway 15 and 35 Corridors.

- **Action Step 5:** Utilize all available **public programs of financing** in funding development and redevelopment programs. These programs include, but are not limited to HOME Funds, Community Development Block Grants, SAFETEA-LU (Transportation Enhancement Act), The Nebraska Transportation Innovation Act, Nebraska Affordable Housing Trust Fund, State and Federal Historic Preservation Tax Credits and locally based **TIF**.
- **Action Step 6:** Provide **public improvements** to older residential neighborhoods, as well as Downtown Wayne, in need of street and sidewalk resurfacing, landscaping and street trees. Downtown facade improvements, a public gathering/festival space, additional public parking and stronger ties to Wayne State College, are all needed to support the development of additional specialty retail businesses.
- **Action Step 7:** Utilize **TIF** as a financial incentive for redevelopment projects in Downtown Wayne. Identified improvements include, but are not limited to, structurally securing Downtown buildings, façade improvements, public parking improvements, and Gateway Entry improvements along the Highway 15 Corridor within Downtown.
- **Action Step 8:** Enhance the potential of **Community agency connections**, including the Wayne Area Economic Development and Chamber of Commerce, Northeast Nebraska Community Action Partnership, Northeast Nebraska Economic Development District, Northeast Nebraska Public Power District, State and City Government and other existing organizations or special committees for technical and financial assistance for securing new community and economic development activities. Utilize Local, State and Federal funding sources to strengthen existing and assist in the creation of new business/industry.
- **Action Step 9:** Promote **Community sustainability and quality of life** in Wayne as being a great place to live, work, raise a family and retire. The high quality of parks and recreation areas and public facilities make this Community attractive to existing and future residents. Continuing a “**sense of community**” image in Wayne, through the local public education system and close-knit neighborhoods is important to the long-term viability of the Community.



**Goal 4: Community Redevelopment Planning and Implementation.** Focus on improving structures, utility mains and public facilities throughout Wayne. Utilize various funding local, State and Federal funding sources to achieve various redevelopment goals in Wayne.

- **Action Step 1:** Utilize **TIF** in designated “**Redevelopment Areas**” as a method of funding structural rehabilitation activities for commercial buildings. These activities could include façade renovation, utility and street improvements and mixed use developments.



- **Action Step 2:** Wayne will need to consider the use of **TIF** for Community development activities involving the improvement of public utilities, facilities, public utilities, streets, sidewalks and trails.
- **Action Step 3:** Continue to support the efforts of the **Wayne Community Redevelopment Authority** to arrange and manage a variety of funding sources and development/redevelopment activities, along with the implementation of improvements within the City’s current and future “**Redevelopment Areas.**”

**Goal 5: Public Facilities & Utilities.** Maintain and improve the existing public facilities and utilities in Wayne. Develop, as needed, new facilities and services to reflect the Community's needs and demands during the 10-year planning period. Provide modern water and sewage treatment mains, public utility facilities, flood control and similar environmental control processes.

- **Action Step 1: Upgrade and expand public services** to keep pace with population changes and associated commercial, industrial and residential developments. Provide public services in an efficient and economic manner to protect and enhance the safety and welfare of Wayne residents. Provide modern sewage treatment facilities, refuse collection and disposal, street cleaning, flood control and similar environmental control processes.
- **Action Step 2: Provide adequate law enforcement, fire and ambulance protection/services**, with increased emphasis on community relations, as well as adequate civil defense and emergency services. Ensure that facilities necessary to support such services are available throughout the Community. Promote the coordination of these services among the various governmental and quasi-governmental entities.
- **Action Step 3:** The City of Wayne should prioritize reuse options for the sanitary lagoon in the southeast portion of the City. **A total of 146 respondents of the Citizen Survey, or 43 percent of the total 339 respondents, indicated that the land should remain in the public sector.** Highlighted reuse projects include a fishing pond/lake, an RV Park and campgrounds with a lake and athletic fields for the development of City Soccer Leagues.
- **Action Step 4:** Maintain an **adequate supply of potable water** and an **expanded distribution system** suitable for both present and future consumption and fire protection in Wayne. Continue to maintain the water distribution system to supply a sufficient quantity and quality of water for residents. **The City of Wayne Volunteer Fire Department was ranked as one of the best Public Services in the Community by the residents that completed the Citizen Survey.**
- **Action Step 5: Continue efforts to upgrade and expand segments of the Wayne municipal sanitary sewer collection system** within the 10-year planning period. While segments of the original sanitary sewer system are aging, and will likely need replaced during the next 10 years, the majority is adequately sized and in good condition.

**Goal 6: Energy.** Access available programs and funding sources to reduce energy consumptions and promote the use of alternative energy systems in Wayne.

- **Action Step 1:** Promote the use of **alternate energy systems** in Wayne, available through the provisions of the Nebraska Net Metering, State Statutes §70-2001. A variety of wind, solar, geothermal, biomass and methane energy sources are available in association with “green building” methods to significantly reduce energy costs for heating and cooling.
- **Net Metering** is also encouraged to be supplemented with “green building” techniques to enhance energy efficiency by all sectors of the City of Wayne. **Tax Increment Financing**, in combination with low-interest or no-interest loans through programs available from the United States Department of Agriculture and Northeast Nebraska Public Power District, can greatly reduce the cost of implementing these alternative energy systems.
- **Action Step 2:** Assist public and private property owners in Wayne to access available funding sources through utility districts such as Northeast Nebraska Public Power District and the Nebraska Energy Office for modern heating, cooling and lighting systems to reduce consumption rates by commercial, industrial, residential and public/quasi-public building owners.
- **Action Step 3:** Strive to establish a pilot project in Wayne that utilizes alternative energy systems to provide electric energy to multiple stores within a strip-mail setting or within Downtown Wayne at a reduced rate or “no cost.” This would reduce overhead costs and achieve profitability.



**Goal 7: Transportation.** Provide an **efficient transportation system** throughout Wayne for the safe and efficient movement of people, goods and services.

- **Action Step 1:** Continue to annually update the coordinated **One- and Six-Year Street Plan** for maintenance and improvement of existing and future streets, roads, and highways in the Community. This includes paving, curbs, gutters, street lighting and curb cuts, all in an effort to reduce excessive travel delays.
- **Action Step 2:** Maintain design standards and policies for various classes of streets, roads and highways to enhance the function and safety of the street system in Wayne.
- **Action Step 3:** Coordinate the **Wayne Land Use Plan** and the **One- and Six- Year Street Plan** to prepare the City for future growth and development. Emphasis should be given to seeking cost effective methods to reduce/calm traffic along the Highway 15 and 35 Corridors, which handle between 3,400 and 9,500 vehicles per day.
- **Action Step 4:** New residential, commercial and industrial developments in Wayne should have appropriate and adequate streets, curbs, gutters and sidewalks.
- **Action Step 5:** Plan and Implement a **“Safe Routes to School” initiative** in Wayne. Create a collaborative partnership including, but not limited to, educators, parents, students, community leaders, health officials and administrators to encourage school-age children to walk or bike to school through the construction of bike lanes and pedestrian walkways. Specifically address the desire of Wayne residents for the need for sidewalks and or hiking and biking trails. **The City of Wayne is currently finishing Phase II of a two phase implementation process to loop the City with a hiking/biking trail system.**
- **Action Step 6:** Address transportation issues identified in the Wayne Citizen Survey. **These include, but are not limited to, pedestrian and trails connections and school traffic circulation.**



# SECTION 3

## POPULATION, INCOME & ECONOMIC PROFILE.



## COMPREHENSIVE PLAN 2017 - 2027.

HANNA:KEELAN ASSOCIATES, P.C.  
COMMUNITY PLANNING & RESEARCH

## SECTION 3 POPULATION, INCOME & ECONOMIC PROFILE.

### *INTRODUCTION.*

Population, income and economic trends in Wayne, Nebraska, and the City's Two-Mile Planning Jurisdiction serve as valuable indicators for future development needs and patterns for the Community by providing a basis for the realistic projection of future population income and economics. The population trends and projections for the years 2000 through 2027 were studied and forecasted for Wayne, Nebraska utilizing a process of both trend analysis and popular consent.

Wayne is projected to increase in population during the next 10 years, due, primarily, to additional employment opportunities, continued housing development and students enrolling at Wayne State College. To maintain a stable population base, the City will need to develop existing land within the Corporate Limits, while developing suitable land adjacent the City for future annexation. This population will also require the creation of additional housing units and related public facilities and utilities for the City.

A **Community Housing Study** was completed for the City of Wayne, Nebraska, in December, 2016, that highlighted population, income, economic and housing trends and projections, as well as determined a 10-year housing target demand for Wayne. The **Study** also identified important housing development projects to serve several different income levels in the Community.

A target demand for up to **250 new housing units** by **2027** should be implemented. A "**10-Year Housing Action Plan**" identifies specific housing projects most needed by the local citizens of Wayne.

**The most critical housing issues in Wayne are to promote the development of housing for the local workforce population affordable to all salary income levels.** Other priority housing needs in Wayne include providing opportunities for college students, first time homebuyers, middle-income persons and families and the elderly. Housing units of various types and styles, having three+-bedrooms are recommended. Future population and household growth in Wayne will be driven by new and expanded economic development and public service activities, not only in the City of Wayne but in northeastern Wayne County.

## GENERAL POPULATION TRENDS AND PROJECTIONS.

The analysis and projection of local demographics are at the center of all planning decisions. This process assists in the understanding of important changes which have and will occur throughout the 10-year planning period.

Estimating population is critical to a community planning process. Further, projecting population growth and/ or decline of a community is extremely complex. Projections are based upon various assumptions about the future, and must be carefully analyzed and continually reevaluated, due to the changing economic and social structure of a community.

### POPULATION

- Table 3.1 identifies population trends and projections for the City of Wayne, Nebraska. The current (2017) estimated population for Wayne is 5,589. The “medium” population projection for Wayne is projected to increase by 94, or 1.7 percent, to 5,683 by 2027. The City of Wayne has the potential to experience a population increase of 285, or 5.1 percent to 5,874, by increasing housing development and economic/ community development activities including job creations.**

**TABLE 3.1  
POPULATION TRENDS & PROJECTIONS  
CITY OF WAYNE, NEBRASKA  
1990-2027**

	<u>Year</u>	<u>Population</u>	<u>Total</u>		<u>Annual</u>	
			<u>Change</u>	<u>Percent</u>	<u>Change</u>	<u>Percent</u>
	1990	5,142	--	--	--	--
	2000	5,583	+441	+8.6%	+44.1	+0.9%
	2010	5,660	+77	+1.4%	+7.7	+0.1%
	<b>2017</b>	<b>5,589</b>	<b>-71</b>	<b>-1.2%</b>	<b>-14.2</b>	<b>-0.2%</b>
<b>Low</b>	<b>2027</b>	<b>5,643</b>	<b>+54</b>	<b>+0.96%</b>	<b>+5.4</b>	<b>+0.1%</b>
<b>Medium</b>	<b>2027</b>	<b>5,683</b>	<b>+94</b>	<b>+1.7%</b>	<b>+9.4</b>	<b>+0.2%</b>
<b>High*</b>	<b>2027</b>	<b>5,745</b>	<b>+156</b>	<b>+2.9%</b>	<b>+15.6</b>	<b>+0.3%</b>
<b>ED Boost*:</b>	<b>2027</b>	<b>5,874</b>	<b>+285</b>	<b>+5.1%</b>	<b>+28.5</b>	<b>+0.5%</b>

City of Wayne Census Population Estimates: 2011 = 5,552; 2012 = 5,590; 2013 = 5,555; 2014 = 5,577.

\*Population estimated due to an Economic Development (ED) Boost via increased job creation and housing development. “High 2027 = 75 Additional Full-Time Employment (FTE) positions. “ED Boost” 2027 = 135 additional FTE positions.

Source: 2000, 2010 Census, 2010-2014 Census Population Estimates.  
Hanna:Keelan Associates, P.C., 2017.

## AGE DISTRIBUTION

For planning purposes, the various cohorts of population are important indicators of the special needs of a community. The cohorts of age, sex and family structure can assist in determining potential labor force and the need for housing, public facilities and other important local services. An analysis of age characteristics can be used to identify the potential need for public school, recreational areas and short- and long-term health care facilities.

- **Table 3.2** provides **age distribution** for the City of Wayne, from 2000 to 2027. The “55-64” age group experienced the largest increase in population from 2000 to 2010, increasing by 117, or from 312 to 429. This age group, as well as the “20-34” age group, are projected to experience the largest increases in population from 2017 to 2027, both with an increase of 48 persons.
- **All Wayne population groups, with the exception of the “35-54” age group, are projected to increase by 2027. This includes retiree, elderly and frail elderly populations. This is due, in part, to two factors: expanding employment opportunities and an “aging in place” population. Housing for elderly, frail elderly and retirees that includes independent living, assisted living, and long-term care are available in Wayne.**
- The current median age in Wayne is an estimated 29.8 years, an increase from the 2010 median age of 28.2. The trend of an increasing median age is projected to continue through 2027, increasing to 31.7 years.

**TABLE 3.2**  
**POPULATION AGE DISTRIBUTION**  
**TRENDS & PROJECTIONS**  
**CITY OF WAYNE, NEBRASKA**  
**2000-2027**

<u>Age Group</u>	<u>2000</u>	<u>2010</u>	<u>Change</u>	<u>2017</u>	<u>2027</u>	<u>2017-2027</u> <u>Change</u>
19 and Under	1,631	1,647	+16	<b>1,650</b>	<b>1,665</b>	<b>+15</b>
20-34	1,951	2,007	+56	<b>2,013</b>	<b>2,061</b>	<b>+48</b>
35-54	941	873	-68	<b>820</b>	<b>779</b>	<b>-41</b>
55-64	312	429	+117	<b>435</b>	<b>483</b>	<b>+48</b>
65-74	306	275	-31	<b>249</b>	<b>256</b>	<b>+7</b>
75-84	264	266	+2	<b>269</b>	<b>277</b>	<b>+8</b>
85+	<u>178</u>	<u>163</u>	<u>-15</u>	<b>153</b>	<b>162</b>	<b>+9</b>
<b>Totals</b>	<b>5,583</b>	<b>5,660</b>	<b>+77</b>	<b>5,589</b>	<b>5,683</b>	<b>+94</b>
<b>Median Age</b>	<b>22.9</b>	<b>28.2</b>	<b>+5.3</b>	<b>29.8</b>	<b>31.7</b>	<b>+1.9</b>

Source: 2000, 2010 Census.

Hanna:Keelan Associates, P.C., 2017.

## HOUSEHOLD CHARACTERISTICS

- **Table 3.3** identifies **specific household characteristics** in the City of Wayne, from 2000 to 2027. Households in Wayne increased from 1,850 in 2000 to 1,953 in 2010; an increase of 103 households. Currently, Wayne consists of an estimated 1,971 households, including 1,062 owners and 909 renter households.
- **An estimated 2,041 households are projected to exist in Wayne by 2027. This will equal an estimated 1,083 owner and 958 renter households.**
- The current number of persons per household in Wayne is approximately 2.19 and is projected to decrease to 2.15 by 2027. Persons per household, as per the “ED Boost” scenario, would continue to remain stable through 2027.
- Currently (2017), an estimated 1,270 persons reside in **group quarters**. By 2027, an estimated 1,293 persons will receive services in a group quarter facility. Group quarters consist of dormitories, correctional facilities and nursing/care centers and are not considered a household.

**TABLE 3.3**  
**SPECIFIC HOUSEHOLD CHARACTERISTICS**  
**CITY OF WAYNE, NEBRASKA**  
**2000-2027**

<u>Year</u>	<u>Population</u>	<u>Group Quarters</u>	<u>Persons in Households</u>	<u>Households</u>	<u>Persons Per Household</u>
2000	5,583	1,225	4,358	1,850	2.36
2010	5,660	1,262	4,398	1,953	2.25
<b>2017</b>	<b>5,589</b>	<b>1,270</b>	<b>4,319</b>	<b>1,971</b>	<b>2.19</b>
<b>2027</b>	<b>5,683</b>	<b>1,293</b>	<b>4,390</b>	<b>2,041</b>	<b>2.15</b>
<b>2027 ED Boost</b>	<b>5,874</b>	<b>1,343</b>	<b>4,531</b>	<b>2,137</b>	<b>2.12</b>

Source: 2000, 2010 Census.  
 Hanna:Keelan Associates, P.C., 2017.

## INCOME TRENDS AND PROJECTIONS.

### HOUSEHOLD INCOME GROUPS

- **Table 3.4, identifies household income trends and projections** for Wayne, Nebraska, from 2000 to 2027. Household incomes in Wayne have increased in recent years and are projected to continue this trend through 2027. From 2000 to 2017, median income in Wayne increased from \$27,730 to \$52,332. **The median income is projected to increase, by 2027 to \$62,450, an increase of 19.3 percent from 2017.**
- The number of households in the City of Wayne having an annual income at or above \$35,000 is expected to increase during the next 10 years. Households having incomes ranging from \$35,000-\$49,999 experienced the greatest increase.
- Incomes in the City of Wayne, for households age 65+ years, have also increased from \$24,760 in 2000 to \$41,763 in 2017. Elderly household incomes are projected to increase from the current 2017 median income of \$41,763, to \$49,902 by 2027, an increase of 19.5 percent.

**TABLE 3.4**  
**HOUSEHOLD INCOME BY AGE GROUP\* TRENDS AND PROJECTIONS**  
**CITY OF WAYNE, NEBRASKA**  
**2000-2027**

<u>Income Group</u>	<u>2000*</u>	<u>2013 Est.*</u>	<u>2017</u>	<u>2027</u>	<u>2027 ED Boost</u>	<u>% Change 2017-2027^</u>
<b><u>All Households</u></b>						
Less than \$10,000	231	104	87	54	58	-37.9%
\$10,000-\$19,999	399	351	338	316	323	-6.5%
\$20,000-\$34,999	452	322	296	270	290	-8.7%
\$35,000-\$49,999	235	222	230	244	248	+6.1%
<u>\$50,000 or More</u>	<u>542</u>	<u>923</u>	<u>1,020</u>	<u>1,157</u>	<u>1,218</u>	<u>+5.3%</u>
<b>Totals</b>	<b>1,859</b>	<b>1,922</b>	<b>1,971</b>	<b>2,041</b>	<b>2,137</b>	<b>+4.7%</b>
<b>Median Income</b>	<b>\$27,730</b>	<b>\$46,341</b>	<b>\$52,332</b>	<b>\$62,450</b>	<b>\$65,882</b>	<b>+19.3%</b>
<b><u>Households 65+ Yrs.</u></b>						
Less than \$10,000	61	0	0	0	0	+0.0%
\$10,000-\$19,999	116	102	91	77	80	-15.4%
\$20,000-\$34,999	178	109	86	66	75	-23.3%
\$35,000-\$49,999	27	49	53	67	70	+26.4%
<u>\$50,000 or More</u>	<u>85</u>	<u>169</u>	<u>193</u>	<u>228</u>	<u>246</u>	<u>+18.1%</u>
<b>Totals</b>	<b>467</b>	<b>429</b>	<b>423</b>	<b>438</b>	<b>471</b>	<b>+3.5%</b>
<b>Median Income</b>	<b>\$24,760</b>	<b>\$36,017</b>	<b>\$41,763</b>	<b>\$49,902</b>	<b>\$54,003</b>	<b>+19.5%</b>

\* Specified Data Used. 2013 Estimate subject to margin of error.

^Does not include ED Boost.

Source: 2000 Census, 2009-2013 American Community Survey Estimate.

Hanna:Keelan Associates, P.C., 2017.

## PER-CAPITA INCOME

- **Table 3.5** identifies **per capita income trends & projections** in Wayne County and the State of Nebraska, from 2002 to 2027. Current per capita income in Wayne County is an estimated \$41,472. By 2027, per capita income in the County is projected to increase by an estimated 30.2 percent to \$53,988.

**TABLE 3.5**  
**PER CAPITA INCOME**  
**WAYNE COUNTY, NEBRASKA / STATE OF NEBRASKA**  
**2002-2027**

<u>Year</u>	<u>Wayne County</u>		<u>State of Nebraska</u>	
	<u>Per Capita Income</u>	<u>Percent Change</u>	<u>Per Capita Income</u>	<u>Percent Change</u>
2002	\$22,813	--	\$30,314	+1.4%
2003	\$25,712	+12.7%	\$32,126	+6.0%
2004	\$27,460	+6.8%	\$33,265	+3.5%
2005	\$27,365	-0.3%	\$34,318	+3.2%
2006	\$26,158	-4.4%	\$35,679	+4.0%
2007	\$29,617	+13.2%	\$38,177	+7.0%
2008	\$32,679	+10.3%	\$40,163	+5.2%
2009	\$31,760	-2.8%	\$39,332	-2.1%
2010	\$33,982	+7.0%	\$39,445	+0.3%
2011	\$38,598	+13.6%	\$42,450	+7.6%
<b>2017</b>	<b>\$41,472</b>	<b>+7.4%</b>	<b>\$45,948</b>	<b>+8.2%</b>
<b>2000-2017</b>	<b>\$22,813-\$41,472</b>	<b>+81.8%</b>	<b>\$30,314-\$45,948</b>	<b>+44.3%</b>
<b>2017-2027</b>	<b>\$41,472-\$53,988</b>	<b>+30.2%</b>	<b>\$45,948-\$56,108</b>	<b>+22.1%</b>

Source: Nebraska Department of Economic Development, 2017.  
Hanna:Keelan Associates, P.C., 2017.

## COST BURDENED HOUSEHOLDS

- **Tables 3.6 and 3.7, Page 3.7,** identify **households with housing problems/cost burdened** in the City of Wayne, in 2000, 2017 and 2027. Cost burdened households are households that spend 30 percent or more of their income on housing costs. Housing costs include any cost directly attributable to the cost of living and may include rent, mortgage, insurance, taxes and utilities. Housing problems may include a lack of plumbing facilities or overcrowded housing conditions. Overcrowded housing conditions exist when more than 1.01 person per room exist in a housing unit.

- An estimated 153 owner and 229 renter households in Wayne are currently cost burdened and/or have housing problems. Households experiencing cost burden and/or housing problems are projected to decline for both owner and renter households by 2027, where an estimated 148 owner and 188 renter cost burden households are projected to exist in Wayne.
- Substandard Housing, as defined by the U.S. Department of Housing and Urban Development, considers housing units that are experiencing overcrowded conditions (1.01+ persons per room) or homes without complete plumbing. The 2009-2013 American Community Survey found two homes in Wayne lacking complete plumbing, but 71 homes experienced overcrowded conditions.

**TABLE 3.6**  
**ESTIMATED OWNER HOUSEHOLDS BY INCOME**  
**COST BURDENED WITH HOUSING PROBLEMS**  
**CITY OF WAYNE, NEBRASKA**  
**2000-2027**

<b>Income Range</b>	<b>2000*</b> <b># / #CB-HP</b>	<b>2012*</b> <b># / #CB-HP</b>	<b>2017</b> <b># / #CB-HP</b>	<b>2027</b> <b># / #CB-HP</b>
0%-30% AMI	34 / 30	45 / 35	<b>49 / 38</b>	<b>45 / 40</b>
31%-50% AMI	37 / 8	175 / 100	<b>189 / 94</b>	<b>193 / 86</b>
51%-80% AMI	223 / 33	120 / 0	<b>126 / 0</b>	<b>130 / 0</b>
<u>81%+ AMI</u>	<u>725 / 51</u>	<u>865 / 10</u>	<u><b>698 / 21</b></u>	<u><b>715 / 22</b></u>
<b>Totals</b>	<b>1,019 / 122</b>	<b>1,205 / 145</b>	<b>1,062 / 153</b>	<b>1,083 / 148</b>

# = Total Households      #CB-HP = Households with Cost Burden – Housing Problems

\*Specified Data Used.

Source: 2000, 2012 CHAS Data.

Hanna:Keelan Associates, P.C., 2017.

**TABLE 3.7**  
**ESTIMATED RENTER HOUSEHOLDS BY INCOME**  
**COST BURDENED WITH HOUSING PROBLEMS**  
**CITY OF WAYNE, NEBRASKA**  
**2000-2027**

<b>Income Range</b>	<b>2000*</b> <b># / #CB-HP</b>	<b>2012*</b> <b># / #CB-HP</b>	<b>2017</b> <b># / #CB-HP</b>	<b>2027</b> <b># / #CB-HP</b>
0%-30% AMI	203 / 179	180 / 85	<b>181 / 74</b>	<b>185 / 62</b>
31%-50% AMI	218 / 94	225 / 155	<b>237 / 138</b>	<b>245 / 115</b>
51%-80% AMI	227 / 22	95 / 10	<b>113 / 8</b>	<b>128 / 5</b>
<u>81%+ AMI</u>	<u>190 / 20</u>	<u>175 / 10</u>	<u><b>378 / 9</b></u>	<u><b>400 / 6</b></u>
<b>Totals</b>	<b>838 / 315</b>	<b>675 / 260</b>	<b>909 / 229</b>	<b>958 / 188</b>

# = Total Households      #CB-HP = Households with Cost Burden – Housing Problems

\*Specified Data Used.

Source: 2000, 2012 CHAS Data.

Hanna:Keelan Associates, P.C., 2017.

## **EMPLOYMENT/ECONOMIC TRENDS AND PROJECTIONS.**

The most recent and comprehensive employment data available for Wayne County was obtained from the Nebraska Department of Labor. Since some of these figures are only available County-Wide, a review and analysis of Wayne County labor force statistics is also highlighted to provide a general understanding of the economic activity occurring in and around the City of Wayne.

### **EMPLOYMENT TRENDS**

- **Table 3.8, Page 3.9,** identifies **employment trends and projections** in Wayne County, Nebraska, from 2000 to 2027. The unemployment rate in Wayne County ranged from 2.5 percent to 4.0 percent, between 2000 and 2017. During this time, the number of employed persons decreased by 312 in the County. Currently, an estimated 5,274 employed persons exist in Wayne County with an estimated unemployment rate of 2.5 percent. By 2027, the number of employed persons is projected to increase by 84, or 1.5 percent, to 5,358.

### **WORKFORCE EMPLOYMENT BY TYPE**

- **Table 3.9, Page 3.10,** identifies **workforce employment by type** in Wayne County, Nebraska, from 2013 to 2015. Overall, non-farm employment (wage and salary) in Wayne County decreased, between 2013 and 2015. The largest increase occurred in the Other Services, while the largest decrease occurred in the State Government.
- **Wayne is the commercial and employment center of Wayne County, as well as the largest City. Wayne also has a very diverse commercial and industrial setting in northeast Nebraska. Major employers in the City of Wayne include Providence Medical Center, Great Dane, Heritage Homes, Wayne State College and Wayne Public Schools.**
- Overall, the economic outlook for Wayne is “good” for the 10-year planning period. Economic opportunities exist, primarily due to potential population increases in Wayne, and large employers interested in expanding their employment opportunities. Additional commercial and industrial business, as well as the expansion of existing businesses in the Wayne area and the provision of vacant land for these economic growth activities should be pursued if the Community desires more commerce. Existing, locally-based business, including agricultural-related industries, will ensure Wayne has a stable economic base and a bright future for increased economic development.

**TABLE 3.8**  
**EMPLOYMENT DATA TRENDS & PROJECTIONS**  
**WAYNE COUNTY, NEBRASKA**  
**2000-2027**

<u>Year</u>	<u>Number of Employed Persons</u>	<u>Change</u>	<u>Percent Unemployment</u>
2000	5,586	--	2.5%
2001	5,378	-208	2.8%
2002	5,320	-58	2.9%
2003	5,349	+29	2.9%
2004	5,392	+43	3.0%
2005	5,307	+15	3.1%
2006	5,326	+19	2.5%
2007	5,185	-141	2.5%
2008	5,142	-43	2.8%
2009	4,931	-211	4.0%
2010	5,152	+221	3.9%
2011	5,051	-101	2.8%
2012	5,353	+302	3.3%
2013	5,628	+275	2.7%
<b>2017*</b>	<b>5,274</b>	<b>-354</b>	<b>2.5%</b>
<b>2027</b>	<b>5,358</b>	<b>+84</b>	<b>2.6%</b>
<b>2027 ED Boost</b>	<b>5,530</b>	<b>+172</b>	<b>2.8%</b>
<b>2000-2027^</b>	<b>5,586-5,358</b>	<b>-228</b>	<b>2.5%-2.6%</b>

\*Estimate as of September, 2017.

^Does not include ED Boost.

Source: Nebraska Department of Labor, Labor Market Information, 2017.  
Hanna:Keelan Associates, P.C., 2017.

**TABLE 3.9  
WORKFORCE EMPLOYMENT BY TYPE  
WAYNE COUNTY, NEBRASKA  
2013-2015**

<b>Workforce</b>	<b><u>2013</u></b>	<b><u>2014</u></b>	<b><u>2015</u></b>	<b><u>% Change 2013-2015</u></b>
<b>Non-Farm Employment (Wage &amp; Salary)</b>	<b>4,600</b>	<b>4,283</b>	<b>4,391</b>	<b>-4.5%</b>
Goods-Producing	1,075	1,007	840	-21.8%
Nat. Res. & Const**	84	88	78	-7.1%
<b>Service-Providing</b>	<b>3,525</b>	<b>3,276</b>	<b>3,551</b>	<b>+0.7%</b>
Trade, Trans, Ware, Util***	*	*	692	N/A
Total Trade	519	538	554	+6.7%
Wholesale Trade	168	202	179	+6.5%
Retail Trade	351	336	375	+6.8%
Information	*	*	*	*
Financial Activities	253	302	368	+45.4%
Professional & Business	73	80	92	+26.0%
Education & Health	490	546	672	+37.1%
Leisure & Hospitality	406	377	420	+3.4%
Other Services	73	115	132	+80.8%
<b>Total Government</b>	<b>1,514</b>	<b>1,157</b>	<b>1,143</b>	<b>-24.5%</b>
Federal	26	35	35	+34.6%
State	883	524	538	-39.1%
Local	605	598	570	-5.8%

N/A = Not Available.

\*Data not available due to disclosure suppression.

\*\*Natural Resources & Construction.

\*\*\* Trade, Transportation, Warehousing & Utilities.

Source: Nebraska Department of Labor, Labor Market Information, 2017.

Hanna:Keelan Associates, P.C., 2017.

# SECTION 4

## LAND USE, GROWTH & REDEVELOPMENT.



## COMPREHENSIVE PLAN 2017 - 2027.

HANNA:KEELAN ASSOCIATES, P.C.  
COMMUNITY PLANNING & RESEARCH

## SECTION 4 LAND USE, GROWTH & REDEVELOPMENT.

### *INTRODUCTION.*

The **Land Use, Growth and Redevelopment** section of this **Comprehensive Plan** identifies the current and future land use development patterns in Wayne, Nebraska. The land use component examines **development opportunities and requirements and future utilization of land** in and around the City. A discussion of the **environmental** and **physical characteristics** of Wayne precedes a description and analyses of **existing** and **future land use** conditions in the City.

### *PROPER LAND USE PRACTICES.*

Proper land use practices can protect the natural resources of a community and be a complement to the built environment. The natural environment of the City of Wayne provides both opportunities and constraints for existing and future developments. As humans strive to create a sustainable living environment, they must work and live in harmony with their natural surroundings. This can occur by designing with nature, conserving unique features, protecting watersheds and using sensitive development practices.

In Wayne, the primary development constraints are associated with the soil conditions and floodplains of South Logan Creek and its tributaries along the southern perimeter of the Community. The Municipal Airport and industrial environs at the eastern edge of the City also present manmade constraints that limit residential and commercial growth and development opportunities.



## IDENTIFICATION OF FUTURE GROWTH AREAS

The proposed **Land Use Plan** concentrates on the use of land in the City of Wayne and the Community's respective Two-Mile Planning Jurisdiction during the 10-year planning period. Special attention is given to the identification of future residential, public/quasi-public, parks and recreational, commercial and industrial growth areas. The identification of undeveloped land in the Corporate Limits and Two-Mile Planning Jurisdiction is imperative to support growth and development opportunities during the next 10 years.



*Main Street, 1907*

## LOCATION

The City of Wayne is located in eastern Wayne County, at the junction of Highways 15 (Main Street) and 35 (7<sup>th</sup> Street). The Highways intersect at the northern edge of the Downtown. Downtown Wayne is situated along Main Street as traffic enters the City from the south on Highway 15. Wayne State College is located in the northern portion of the Community, east of Highway 15. The Municipal Airport is in eastern Wayne, while large scale highway commercial uses are at the western portion of Wayne, along Highway 35 and the primary industrial uses are located in the eastern portion of the Community.



*Main Street, 1957*



*Downtown Wayne, pictured above in 1886.*

Wayne is located 15 miles north of the junction of Highways 15 and 275, approximately 20 miles east of Norfolk, Nebraska. Multiple transportation networks provide reliable access to area communities, as well as connections to regional metropolitan cities including, Lincoln, Omaha and Sioux City, Iowa. This geographic setting directly links Wayne with trading centers throughout the Midwest and points beyond.

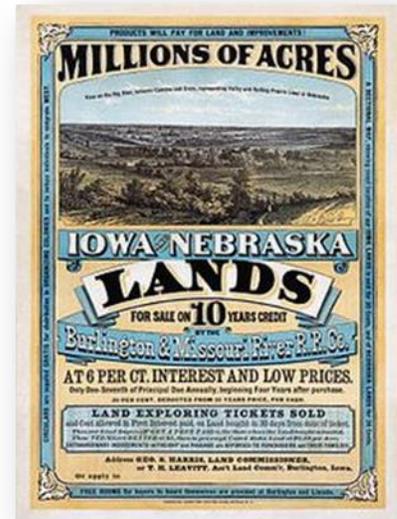
**HISTORICAL DEVELOPMENT.**

Settlers began arriving in the Wayne area in 1869, with the Town established in 1881 when the Chicago, St. Paul, Minneapolis and Omaha Railroad extended a rail line through Wayne County, linking Norfolk, Nebraska to Sioux City, Iowa. Railroads aggressively marketed lands for sale along railroad lines, similar to the flyer at the right, to establish “refueling communities” and consistent revenue streams for railway services.

Railway officials first named the Community, “Brookdale,” but the residents convinced the officials that “Wayne” was more appropriate, in honor of General Anthony Wayne, of whom the County had also been named. Several houses and Main Street commercial buildings were constructed in 1881, with a significant number built once Wayne was designated in 1882, the “Second” County Seat. LaPorte had served as the County Seat since 1870. Many homes and businesses were moved to Wayne after it won the election and LaPorte was abandoned.

**POPULATION GROWTH**

**Table 4.1** highlights **historical population trends** for the Community of Wayne. The population of Wayne grew to 200 in 1884, allowing the Town to be incorporated as a Village. Wayne first appears in the U.S. Census in 1890 with 1,178 residents living in the Community, growing by 978 persons in just six years. As of the 1900 Census, Wayne had grown by an additional 941 persons to a population of 2,119. Wayne, again, experienced significant growth between 1930 and 1970, increasing by nearly 3,000 residents and reaching a population of 5,379 in 1970.



**TABLE 4.1  
HISTORY OF POPULATION  
WAYNE, NEBRASKA  
1890-2017**

	PERSONS	+/- & PERCENT CHANGE
1890	1,178	--
1900	2,119	+941 / +79.9%
1910	2,140	+21 / +1.0%
1920	2,115	-25 / -1.2%
1930	2,381	+266 / +12.6%
1940	2,719	+338 / +14.2%
1950	3,595	+876 / +32.2%
1960	4,217	+622 / +17.3%
1970	5,379	+1,162 / +27.6%
1980	5,240	-139 / -2.6%
1990	5,142	-98 / -1.9%
2000	5,583	+441 / +8.6%
2010	5,660	+77 / +1.4%
2017	5,589	-71 / -1.2%

Source: U.S. Census;  
Hanna:Keelan Associates, P.C., 2017

The population in Wayne remained stable through the 1990s. Historic population peaks in 2000 and, again, in 2010, with 5,660 residents.

Today, 2017, the population in Wayne is an estimated 5,589.

## THE NATURAL ENVIRONMENT.

### SOIL ASSOCIATIONS

The soils in and around Wayne are classified into three groups, or Associations, each with a broad range of characteristics. **Illustration 4.1** graphically displays the **General Soil Associations** for the City of Wayne and the Two-Mile Planning Jurisdiction. The U.S. Department of Agriculture, Natural Resources Conservation Service conducted the soil survey and developed the boundaries of the soil types found on **Illustration 4.1**.

The three Soil Associations depicted in **Illustration 4.1** are the Nora-Moody, McPaul-Lamo-Kennebec and the Moody-Nora-Judon Associations. The majority of the lands throughout the Wayne Planning Jurisdiction are associated with the South Logan and Dog Creeks.

The City is situated between Dog Creek on the north and South Logan Creek on the south. Wayne grew and developed on the upper terraces of the of these Creeks, which afforded the Community access to drinking water and suitable land for varied development purposes. Dog Creek converges into South Logan Creek north of the Municipal Airport.

## Major Existing Land Use Issues.

The **Total Area** included within the Corporate Limits of Wayne, in 2017, is approximately 1,830 acres, which equates to **32.8 Acres per 100 persons**. After applying National Planning Standards, Wayne has 126 fewer acres of land than the typical City of its population.

❖ *The Land Use Categories with excess acreage include Public/ Quasi-Public and Parks and Recreation land uses due to the College, Wayne Country Club Golf Course, Airport and Cemetery being located within the City Corporate Limits.*

❖ *Based upon the land use development patterns of the City, Wayne will need an additional 79 acres of Multifamily acreage to meet the recommended National Standards.*

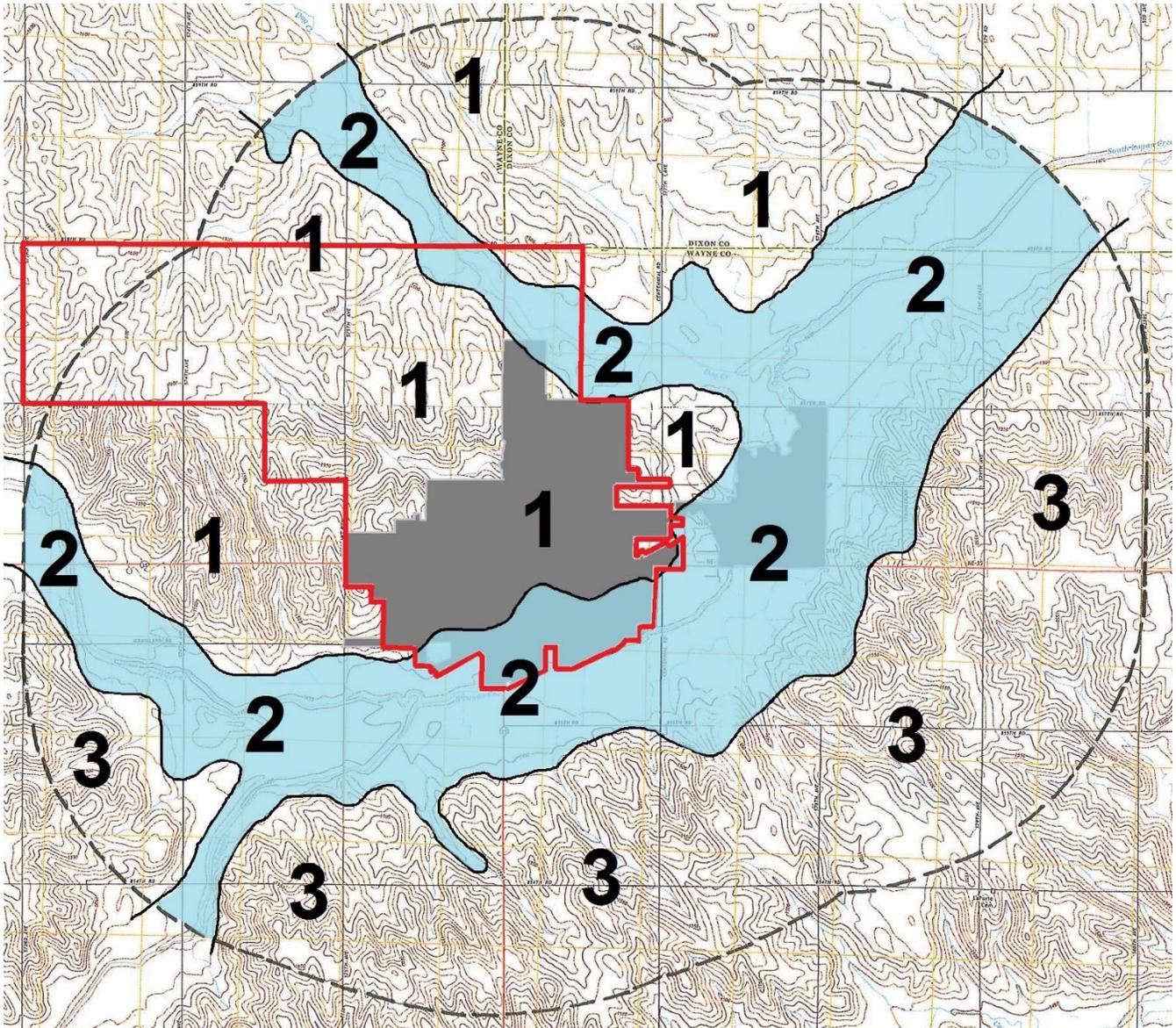


# GENERAL SOIL ASSOCIATIONS MAP

TWO-MILE PLANNING JURISDICTION

WAYNE, NEBRASKA

2017



## LEGEND

- 1 NORA-MOODY ASSOCIATION.
- 2 McPAUL-LAMO-KENNEBEC ASSOCIATION.
- 3 MOODY-NORA-JUDSON ASSOCIATION.
- INCORPORATED AREA.
- WELLHEAD PROTECTION BOUNDARY.
- - - TWO-MILE PLANNING JURISDICTION BOUNDARY.

**HANNA:KEELAN ASSOCIATES, P.C.**  
**COMMUNITY PLANNING & RESEARCH**

\* Lincoln, Nebraska \* 402.464.5383 \*

ILLUSTRATION 4.1

## ❖ NORA-MOODY ASSOCIATION.

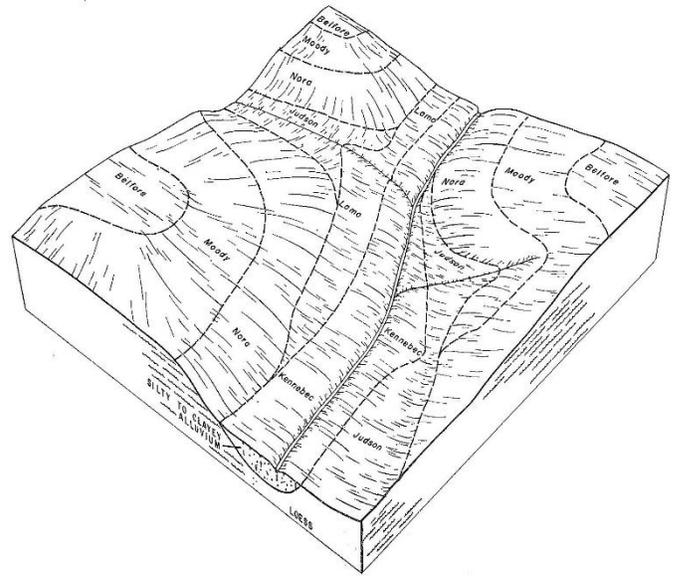
The Nora-Moody Association includes most of the City of Wayne and the northwestern and northern portions of the Two-Mile Planning Jurisdiction, located above the bottom lands and stream terraces of Dog Creek and South Logan Creek. The Association is stated as being **“Gently sloping to moderately steep, deep, well-drained silty soils on loess-mantled uplands.”** This Soil Association covers approximately 60 percent of Wayne County. Most of the Association is dry-farmed, although a few center pivot systems are in use. Water erosion is the primary hazard, while conserving water and maintaining fertility are the main concerns in cultivated areas.

The rural areas of the Association have “moderate” limitations for septic tank absorption fields due to permeability of the soils and “moderate to severe” limitations for sewage lagoons, especially where slopes exceed seven percent. Limitations for building foundations are “moderate” from shrink-swell potential and “severe” when slopes exceed seven percent. Limitations to foundations within the City of Wayne and its Two-Mile Planning Jurisdiction can be mitigated by strengthening and reinforcing, during the construction process.

## ❖ MOODY-NORA-JUDSON ASSOCIATION.

This Association is concentrated in the eastern and southeastern portions of the Two-Mile Planning Jurisdiction of the City. The topography consists of rolling soils on broad uplands and on narrow foot slopes adjacent the uplands. The Association occupies nearly 23 percent of the County.

ILLUSTRATION 4.2



*Moody-Nora-Judson Association.*

This Association is described as, **“Very gently sloping to moderately sloping, deep, well drained silty soils on dissected loess-mantled uplands.”** Nearly 95 percent of the Association is dry-farmed raising soybeans, corn, grain sorghum, and alfalfa. Soybeans are a cash crop, while other grains are fed to cattle or hogs. Erosion by water is the principal hazard on the uplands and flooding is hazard on the bottom lands of drainageways.

Moderate to severe limitations exist for all soils in this Association for septic tank absorption fields, while only slight limitations for sewer lagoons exist in the Moody-Nora-Judson Association. Foundations for buildings have moderate limitations due to shrink-swell potential of the soils, but can be eliminated by strengthening the footings and foundation walls.

❖ **McPAUL-LAMO-KENNEBEC ASSOCIATION.**

The bottom lands and lower elevations of Dog Creek and South Logan Creek, including the southern third of the City of Wayne are included in the McPaul-Lamo-Kennebec Association.

The Association is described as ***“Nearly level, deep, moderately well drained to somewhat poorly drained silty soils on bottom lands.”***

The areas included in the Association also extend up the sides of the stream terraces to narrow foot slopes that border the upland areas. Approximately 10 percent of the County is included in this Association, most which is dry-farmed. The rural areas of the Association are well suited to irrigation due to its shallow depth to the water table. Conserving water and maintaining good tilth and fertility are the main concerns land management throughout rural areas of the Association.

Severe limitations due to flooding exist in both the McPaul and Lamo Soils of the Association for septic systems, sewer lagoons and building foundations. The Association has “moderate” limitations for septic tank absorption fields “slight” limitations for the construction of building foundations.



## WATERSHEDS

The topography and terrain of Wayne and the Planning Jurisdiction are varied. The natural landscape has been formed by wind and water erosion and deposits, creating areas of long slopes, rolling hills, and broad, low-gradient stream valleys that provide storm water drainage to Dog and South Logan Creeks. The natural topography of the City of Wayne from approximately 10<sup>th</sup> Street, slopes downward to the south/southeast to South Logan Creek and to the north/northeast to Dog Creek. These Creeks converge into the Logan Creek Dredge, just north of the City of Wakefield, Nebraska, eventually flowing into the Elkhorn, Platte and then Missouri Rivers.

Groundwater and groundwater-fed surface streams account for a large percentage of the water resources in the Wayne Two-Mile Planning Jurisdiction. The underground water supply for the City is part of the Logan Creek Watershed. The City of Wayne relies upon the groundwater reserves and surface water run-off to recharge the underground water supply of the municipal wells. A description of the municipal water system is provided in **Section 5** of this **Comprehensive Plan**.

The underground water supply is vital to the region and is the source of water for numerous rural private drinking and irrigation wells. Any endangerment to the supply threatens public health, as well as the local farm economy. This natural resource must be protected. Securing the quality of drinking water from private wells in the rural areas within the Wayne Two-Mile Planning Jurisdiction is very important.

A minimum lot size of 10 acres is utilized in the “A-1” Agriculture zoning district, while the “A-2” Agricultural Residential District has a 2.5 acre minimum lot size for residences in the Two-Mile Planning Jurisdiction. This standard generally ensures that adjacent households do not contaminate one another’s drinking water.

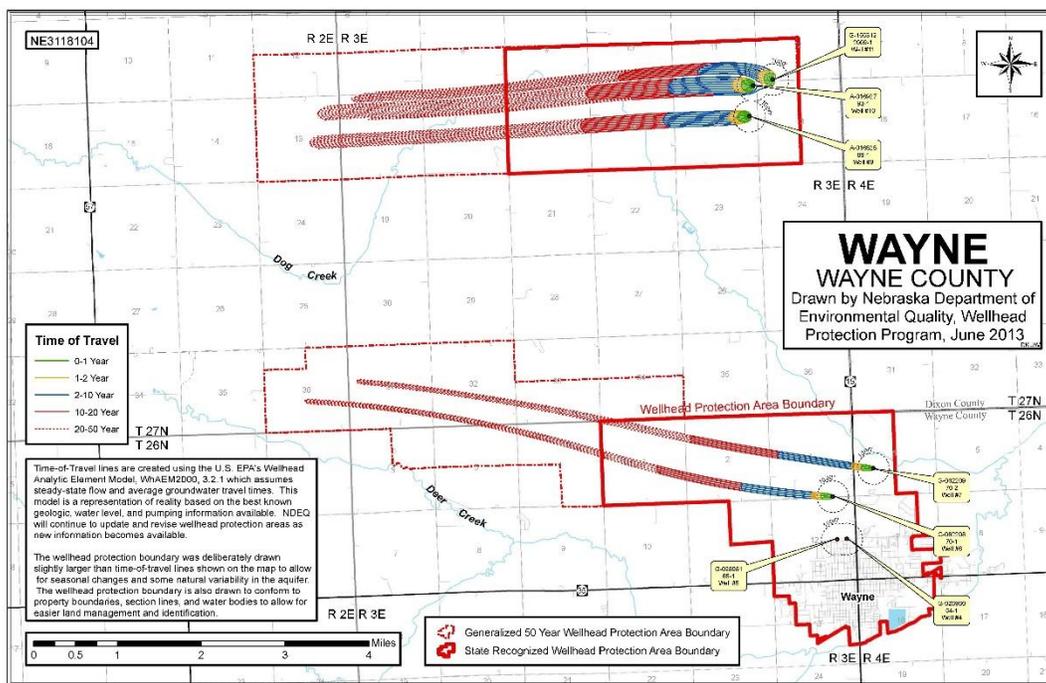
## WELLHEAD PROTECTION PROGRAM

The Nebraska Department of Environmental Quality (NDEQ) regulates ground water quality and quantity. To assist local municipalities with protecting their municipal drinking water supply, NDEQ has developed the **Nebraska Wellhead Protection (WHP) Program**. The voluntary program intends to prevent the contamination of ground water.

The **WHP Program** provides the following in accordance with the federal laws: 1) duties of the governmental entities and utility districts, 2) determines protection area, 3) identify contamination sources, 4) develop a contaminant source management program, 5) develop an alternate drinking water plan, 6) review contaminated sources in future wellhead areas, and 7) involve the public.

The purpose of **Nebraska’s Wellhead Protection Program** is to prevent the location of new contaminant sources in wellhead protection areas through planning, minimize the hazard of existing sources through management, and provide early warning of existing contamination through ground water monitoring. The **Wellhead Protection Area (WHPA)**, adopted by the Wayne City Council in 2013, includes the incorporated area of the City, with the exception for the Municipal Airport environs and adjacent industrial businesses. The boundary also extends into the northwest portion of the Wayne Two-Mile Planning Jurisdiction, see **Illustration 4.1**.

A second **Wellhead Protection Area** includes a municipal wellfield located approximately 3.5 miles north of the City, (**Illustration 4.3**). This rectangular area is approximately one-half mile west of Highway 15 and is entirely within Wayne County. A **partnership between the City and the County would need to be established to fully provide Wellhead Protection restrictions to this rural wellfield.**



**WELLHEAD PROTECTION MAP  
ILLUSTRATION 4.3**

## CLIMATE

The climate of the City of Wayne area is continental and characterized by widely ranging seasonal temperatures and rapidly changing weather patterns. The temperature ranges from an average daily minimum of 7°F in January and maximum of 88°F in July. The total annual precipitation is 25.9 inches, while the average annual snowfall is 32 inches.

## THE BUILT ENVIRONMENT.

The built environment of Wayne is characterized by its districts, roadways and landmarks. The combination of these physical features creates a sense of place for the citizens and patrons of Wayne. The natural terrain enhances the built environment by providing an aesthetic base for urban development. The districts and neighborhoods are defined by their edges or boundaries. The major transportation corridors and the physical barriers of the terrain generally create the edge of each district, giving the neighborhoods distinct boundaries.

**Designating the proper land uses adjacent the Highway 15 and 35 Corridors is essential.** The general trend is to guide highway oriented commercial development beyond Downtown Wayne along Highways 15 and 35 (Main Street and 7<sup>th</sup> Street respectively). Additionally, industrial land uses are concentrated in industrial parks along Centennial Road and extending to the west of the Municipal Airport. Most these industrial uses are located outside of the current Corporate Limits, therefore not included in the **Existing and Future Land Use Capacity Matrix, Tables 4.2 and 4.3.**

## LAND USE ANALYSIS.

### EXISTING LAND USE PROFILE

**Existing Land Use** in and around Wayne is identified in **Table 4.2** and **4.3** and depicted in **Illustrations 4.4** and **4.5**. The **Tables, Existing and Future Land Use Capacity Matrix**, analyzes land uses within the Corporate Limits of the City of Wayne and compares this information to National Planning Standards. The Wayne and National Planning Standards identify total acres as a ratio of per 100 persons per acre.

	2017		WAYNE PLANNING STANDARD	NATIONAL PLANNING STANDARD	TOTAL ACRES NEEDED (Wayne / National)		
	ACRES	PERCENT			2017	2027**	2027***
					%		
<b>Parks &amp; Rec./Open Space</b>	278.1 ^	15.2 %	5.0	2.0	278.1 / 111.8	284.2 / 113.7	293.7 / 117.5
<b>Public/Quasi-Public</b>	401.8	21.9 %	7.2	2.8	401.8 / 156.8	408.6 / 159.1	422.3 / 164.5
<b>Residential</b>	400.3	21.9 %	7.2	10.0	400.3 / 558.9	407.0 / 568.3	420.7 / 587.4
<i>Single &amp; Two-Family</i>	358.1	19.6 %	6.4	7.5	358.2 / 419.2	364.1 / 426.2	376.4 / 440.6
<i>Multifamily</i>	34.1	1.9 %	0.6	2.0	34.1 / 111.8	34.7 / 113.7	35.8 / 117.5
<i>Mobile Home</i>	8.1	0.4 %	0.1	0.5	8.1 / 27.9	8.2 / 28.4	8.5 / 29.4
<b>Commercial</b>	73.5	4.0 %	1.3	2.4	73.4 / 134.1	74.7 / 136.4	77.2 / 141.0
<b>Industrial</b>	93.2	5.1 %	1.7	2.3	93.2 / 128.5	94.8 / 130.7	98.0 / 135.1
<b>Streets/Alleys</b>	296.9	16.2 %	5.3	9.0	296.9 / 503.0	301.9 / 511.5	312.0 / 528.6
<b>Total Developed</b>	1,543.7	84.3 %	27.6	28.5	1,543.7 / 1,592.9	1,571.2 / 1,619.7	1,623.9 / 1,674.1
<b>Total Vacant</b>	286.9 ^	15.7 %	5.1	6.5	286.9 / 363.3	289.8 / 369.4	299.6 / 381.8
<i>Developable</i>	107.5	37.5 %	1.9	6.5	212.8 / 363.3	216.4 / 369.4	223.7 / 381.8
<i>Not Developable</i>	179.4	62.5 %	3.2	NA	179.4 / NA	182.4 / NA	188.5 / NA
<b>Total Acreage</b>	1,830.6 ^	100.0 %	32.8	35.0	1,830.6 / 1,956.2	1,861.0 / 1,989.1	1,923.5 / 2,055.9

The City of Wayne incorporated area includes the Municipal Airport, Wayne State College and its associated athletic facilities, the Wayne Country Club golf course and Greenwood Cemetery. These land uses are included in **Table 4.2, Existing and Future Land Use Capacity Matrix**, which identifies the total incorporated area as 1,830.6 acres. These land uses are not typically included within the incorporated areas of municipalities and, thus, the Wayne Planning Standard for “*Parks and Rec./Open Space*” and “*Public/Quasi-Public*” land use types greatly exceed the National Planning Standard.

Large public uses/facilities were removed from the acreage calculation in **Table 4.3** to better compare and understand the land uses associated with Wayne National Planning Standards and determine if the City of Wayne needs additional parks and open space and additional public facilities to serve its residents needs throughout the 10-year planning period. **The adjusted Total Area of the City in Table 4.3 is 1,280.8 acres.**

<b>TABLE 4.3</b>							
<b>EXISTING &amp; FUTURE LAND USE CAPACITY MATRIX<sup>^</sup></b>							
<b>WAYNE, NEBRASKA</b>							
2017 ESTIMATED POPULATION - 5,589							
2027 PROJECTED (MEDIUM) POPULATION - 5,683							
2027 PROJECTED (BOOST) POPULATION - 5,874							
	2017		WAYNE PLANNING STANDARD	NATIONAL PLANNING STANDARD	TOTAL ACRES NEEDED (Wayne / National)		
	ACRES	PERCENT			2017	2027**	2027***
<b>Parks &amp; Rec./Open Space</b>	104.0	8.1 %	1.9	2.0	104.0 / 111.8	108.0 / 113.7	111.6 / 117.5
<b>Public/Quasi-Public</b>	156.1	12.2 %	2.8	2.8	156.1 / 156.8	159.1 / 159.1	164.5 / 164.5
<b>Residential</b>	400.3	31.3 %	7.2	10.0	400.3 / 558.9	407.0 / 568.3	420.7 / 587.4
<i>Single &amp; Two-Family</i>	358.1	28.0 %	6.4	7.5	358.2 / 419.2	364.1 / 426.2	376.4 / 440.6
<i>Multifamily</i>	34.1	2.7 %	0.6	2.0	34.1 / 111.8	34.7 / 113.7	35.8 / 117.5
<i>Mobile Home</i>	8.1	0.6 %	0.1	0.5	8.1 / 27.9	8.2 / 28.4	8.5 / 29.4
<b>Commercial</b>	73.5	5.7 %	1.3	2.4	73.4 / 134.1	74.7 / 136.4	77.2 / 141.0
<b>Industrial</b>	93.2	7.3 %	1.7	2.3	93.2 / 128.5	94.8 / 130.7	98.0 / 135.1
<b>Streets/Alleys</b>	296.9	23.2 %	5.3	9.0	296.9 / 503.0	301.9 / 511.5	312.0 / 528.6
<b>Total Developed</b>	<b>1,123.9</b>	<b>87.7 %</b>	<b>20.1</b>	<b>28.5</b>	<b>1,123.9 / 1,592.9</b>	<b>1,145.5 / 1,619.7</b>	<b>1,184.0 / 1,674.1</b>
<b>Total Vacant</b>	<b>156.9</b>	<b>12.3 %</b>	<b>2.8</b>	<b>6.5</b>	<b>156.9 / 363.3</b>	<b>159.1 / 369.4</b>	<b>164.5 / 381.8</b>
<i>Developable</i>	107.5	68.5 %	1.9	6.5	107.5 / 363.3	108.0 / 369.4	111.6 / 381.8
<i>Not Developable</i>	49.4	31.5 %	0.9	NA	49.4 / NA	51.2 / NA	52.9 / NA
<b>Total Acreage</b>	<b>1,280.8 <sup>^</sup></b>	<b>100.0 %</b>	<b>22.9</b>	<b>35.0</b>	<b>1,280.8 / 1,956.2</b>	<b>1,304.6 / 1,989.1</b>	<b>1,348.5 / 2,055.9</b>

<sup>^</sup>Based on Net Area Acreage. Corporate Limits without the Municipal Airport, Cemetery, Wayne State College and Campus Athletic Fields and the Golf Course.  
The City Sanitary Lagoon was converted from Public/Quasi-Public to Parks & Recreation/Open Space to reflect new use of the facility.  
Note: Wayne and National Planning Standards identify number of acres per 100 persons.  
\*Vacant Land Capable of Development.  
\*\*Based on Medium Population Projection.  
\*\*\*Based on High Population Projection for Economic Development Boost.  
Source: Hanna:Keelan Associates, P.C., 2017.

The following **existing land use** discussion focuses on each of the land use types in Wayne, utilizing the adjusted land use conclusions from **Table 4.3** in comparison to National Planning Standards.

### **PARKS/RECREATIONAL**

Park facilities in the City of Wayne include several Community and neighborhood parks, as well as athletic fields. The land use matrix analysis also assumed that the sewer lagoons would be adaptively reused as park and recreational lands. Combined, these parks comprise a total of 104 acres<sup>1</sup>, or 8.1 percent of the total (adjusted) 1,280.8 acres in Wayne, as identified in **Table 4.3**. A comparison between the Wayne and National Planning Standards indicate that the City has 5 percent fewer park and recreational land than recommended by the National Planning Standard, at two acres for every 100 persons in the City.

### **PUBLIC/QUASI-PUBLIC**

Typical public/quasi-public uses include the public schools, city and county buildings, U.S. Post Office and churches. Approximately 12 percent, or 156 acres<sup>2</sup> of the (adjusted) incorporated area of Wayne are utilized for public/quasi-public land uses. The Land Use Capacity Matrix identifies the City of Wayne as having a ratio of 2.8 acres of public land per 100 people, which meets the National Planning Standards.

### **RESIDENTIAL**

Single and multifamily residential uses, including housing for families, the elderly and college students are the primary housing types in the Community. Residential uses occupy an estimated 400 acres of land, or 31 percent of the City's total area. **National Planning Standards reveal that the City of Wayne single family ratio of 6.4 persons per 100 acres is 14.7 percent less than the recommended National Planning Standard of 7.5 acres per 100 persons.** Wayne has a multifamily ratio of 0.6 acres, which is 70 percent less than the National Standard recommendation of 2.0 acres per 100 people. Land occupied by mobile homes are 80 percent less than the National Standard recommendation of 0.5 acres per 100 people.

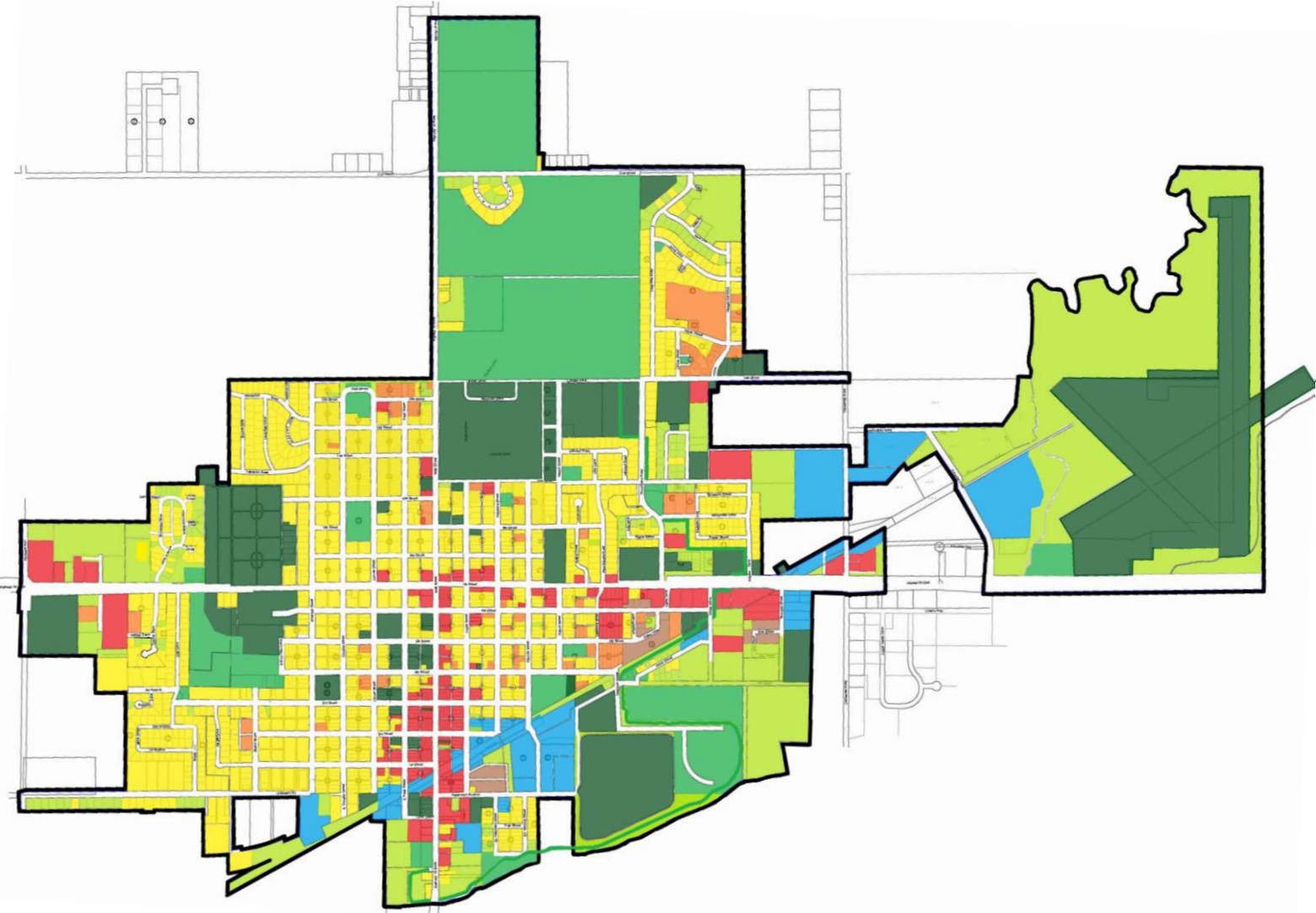
1. *Adjusted total; does not include Wayne County Club and Wayne State College athletic fields.*
2. *Adjusted total; does not include the Municipal Airport, Wayne State College Campus and Greenwood Cemetery.*

# EXISTING LAND USE MAP

CORPORATE LIMITS

WAYNE, NEBRASKA

2017



## LEGEND

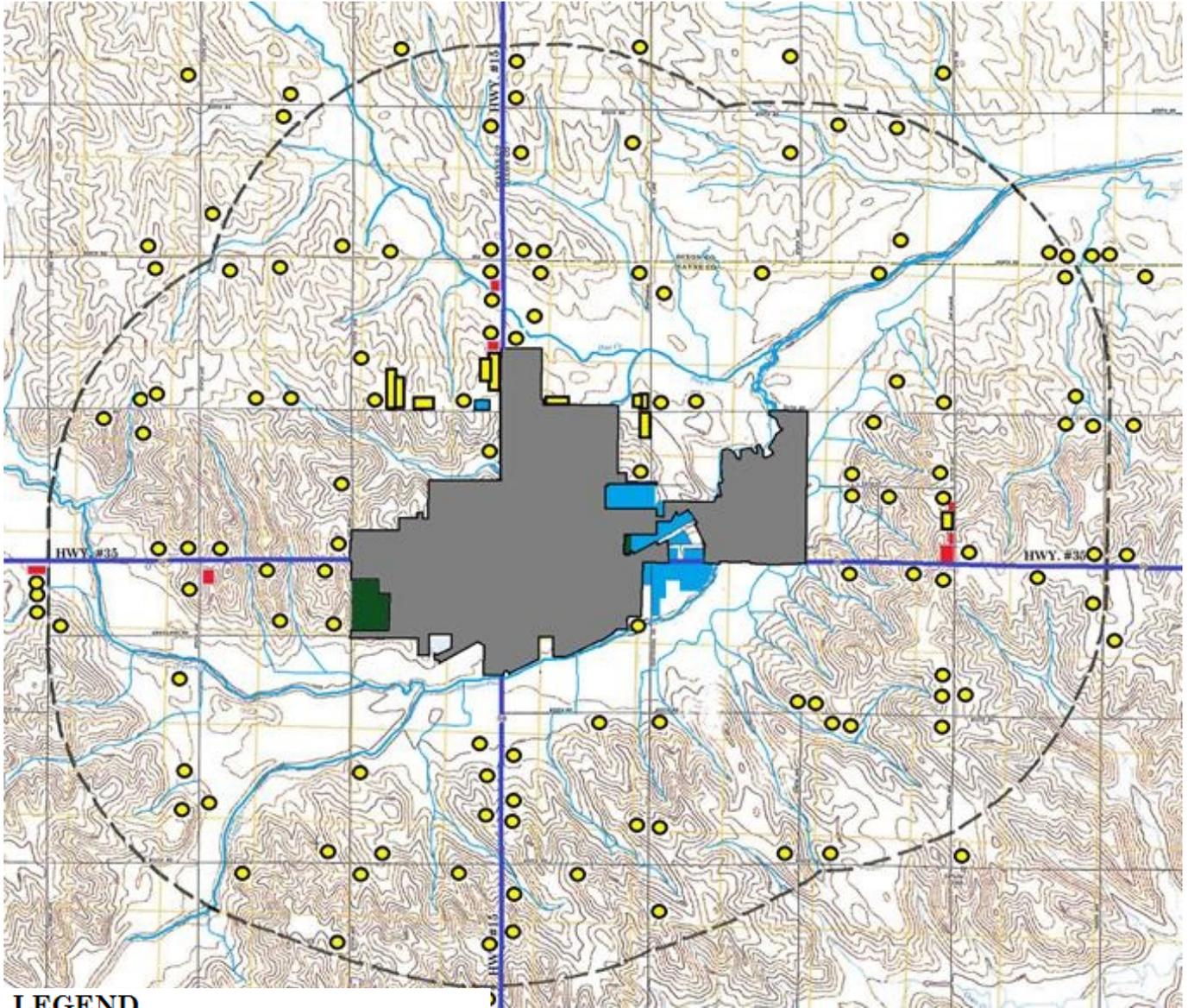
VACANT.	MOBILE HOME RESIDENTIAL.
PARKS/RECREATION.	MULTIFAMILY RESIDENTIAL.
PUBLIC/QUASI-PUBLIC.	COMMERCIAL.
SINGLE FAMILY RESIDENTIAL.	INDUSTRIAL.

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ILLUSTRATION 4.4

**EXISTING LAND USE MAP**  
**TWO-MILE PLANNING JURISDICTION**  
 WAYNE, NEBRASKA  
 2017



**LEGEND**

- VACANT.
- PUBLIC/QUASI-PUBLIC.
- SINGLE FAMILY RESIDENTIAL.
- COMMERCIAL.
- INDUSTRIAL.
- WAYNE INCORPORATED AREA.
- TRANSPORTATION CORRIDOR.
- CREEK / DRAINAGEWAY.

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**ILLUSTRATION 4.5**

## COMMERCIAL

A comparison of land use ratios from the National Planning Standards indicates that Wayne has approximately 46 percent less commercial land uses than the recommended Standard. Although commercial uses will continue to be developed along the Highway 15 and 35 Corridors, Downtown Wayne is desired by residents to be the focus of entertainment and social activities of the City.

## INDUSTRIAL

The amount of land occupied by industrial uses within the Corporate Limits of Wayne is 26 percent less than that recommended by the National Planning Standard. Great Dane trailers and Heritage Homes, two of the largest manufactures, are located outside of the current Corporate Limits of Wayne and not included in the Land Use Capacity Matrix. If two companies and several smaller industries were located within the City, Wayne would exceed the recommended National Standards for industrial land use area.

### *Wayne Workforce Employment Data*

U.S. Census Workforce Employment Data from 2014 indicates a total of 2,558 workers are employed in Wayne, 1,657 workers, or 64.8 percent, commute to Wayne for employment, while 901, or 35.5 percent, live and work in Wayne.

Additionally, of the 1,983 employed persons that live in the City of Wayne, 54.6 percent commute for work beyond the Corporate Limits of the City, while 901, or 45.4 percent live and work in Wayne.

Results of the **Workforce Housing Needs Survey** indicated that 92 respondents have a desire to purchase a home in Wayne. Top three barriers to obtaining a home in Wayne were identified as, ***Housing prices, Cost of real estate taxes and Lack of sufficient homes for sale.***

## Priorities for Growth and Development

The results of the Land Use Capacity Matrix revealed that Wayne needs to concentrate its efforts on expanding the amount of land dedicated to residential uses and diversifying commercial land uses.

- ❖ *The City must continue to designate undeveloped land for all residential land uses, especially multifamily housing.*
- ❖ *Wayne should strive to attract housing in the upper levels of Downtown commercial buildings.*
- ❖ *Downtown Wayne should increase efforts to both attract and retain commercial retail businesses.*
- ❖ *Automotive oriented commercial uses should be expanded along the Highway 15 and 35 Corridors, at the eastern, western and northern entrances to the City.*

## ***FUTURE LAND USE.***

The City of Wayne should propose a goal of implementing appropriate community and economic development initiatives to increase the population base and provide additional wealth to the Community. Since its founding, the City has experienced population growth, especially between 1950 and 1970 when the City of Wayne grew by 2,660 people. Population between 2000 and 2010 reached historic peak populations in each of these decennial censuses. As of 2017, the population has remained stable.

The City should plan for an estimated population close to 5,700 by 2027, an increase of at least 90+ persons during the next 10 years. **The potential for an Economic Development “Boost” through the creation of an additional 135 additional full-time jobs, would result in an estimated 2027 population of 5,874, an increase of 285 persons, or 5.1 percent.**

Achieving the projections for growth through 2027 will require the annexation of undeveloped land and the expansion of infrastructure and utilities to support residential, commercial and industrial development. The identification of future growth areas for all land use types adjacent and beyond the City of Wayne Corporate Limits is necessary to support growth opportunities. **Illustrations 4.6 and 4.7 identify future land use patterns for the City of Wayne and the Two-Mile Planning Jurisdiction.**

### **INFILL DEVELOPMENTS**

The strategic development of infill lots and other undeveloped land areas within the Corporate Limits of Wayne would allow for managed growth and the utilization of the existing infrastructure, including streets, electrical, gas, and water and sewer systems. The current available undeveloped parcels are not sufficient to meet the needs for future development opportunities throughout the 10-year planning period, 2017 to 2027. **Thus, the identification of residential, commercial, industrial and parks and recreational growth areas beyond the current Corporate Limits is a vital component of this Comprehensive Plan.**

**Illustration 4.5, Future Land Use Map,** highlights the future land use development recommendations for areas within the Corporate Limits of Wayne. **Future Land Use Map, Illustration 4.6,** identifies the growth areas proposed to the west, northwest and north of the City, within the Two-Mile Planning Jurisdiction.

## PARKS & RECREATION

An estimated 104 acres of park and recreation land currently exists in Wayne excluding the Wayne Country Club and Wayne State College athletic fields. This acreage is approximately five percent less than the amount of land recommended by current National Planning Standards. Efforts to modernize and expand park equipment in existing parks and the completion of “Phase II” of the hiking/biking trails system should be the focus for park and recreation improvements during the 10-year planning period. Reuse of the former sewer lagoon for additional park and recreational uses is also included as part of the 104 acres of park land. Suggested uses included a fishing pond, RV park, athletic fields for soccer or combinations of park uses.

## PUBLIC/QUASI-PUBLIC

Future public/quasi-public land uses in Wayne will primarily accommodate any expansions of existing public services. Existing facilities are expected to be sufficient to meet the service requirements of Wayne through 2027, including the expansion of Wayne State College facilities within the existing campus area.

## RESIDENTIAL AREAS

Future residential development in and around the City of Wayne should be a high priority during the 10-year planning period. Based on a comparison of National Planning Standards, the City will need to designate an estimated 168 acres of residential land, for residential development, providing additional housing options to all income sectors, age groups and family types/sizes in the Community.

An **“Economic Development Boost,”** in Wayne, during the next 10 years, would require up to a minimum of 187 additional acres of land for residential development.

The **Future Land Use Map, Illustration 4.6,** identifies designated residential areas in and around Wayne as single family and multifamily uses. These designations will allow developers the option of providing a variety of housing for persons and families, of all ages and incomes.

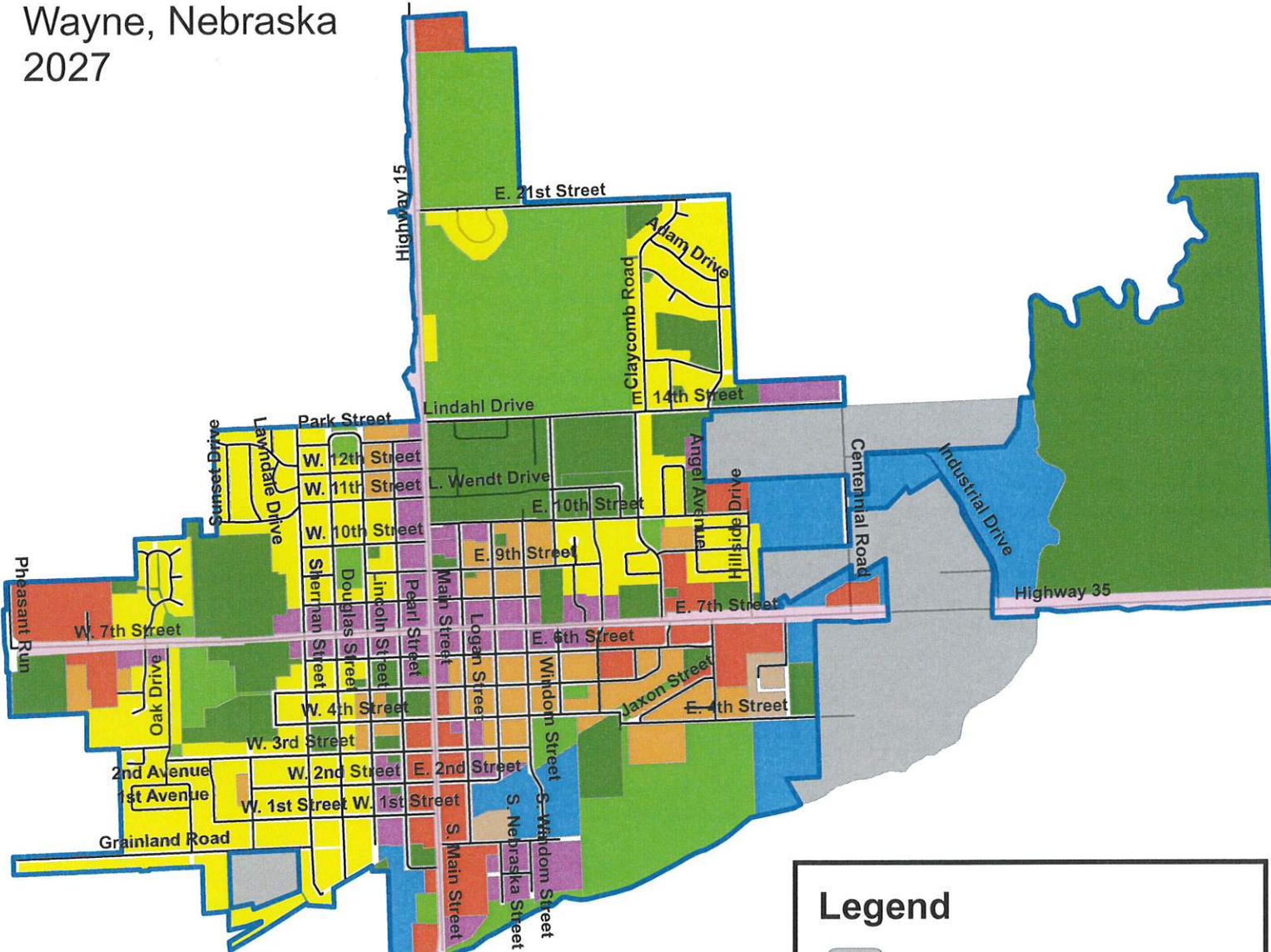


# FUTURE LAND USE MAP

CORPORATE LIMITS

Wayne, Nebraska

2027



## Legend

- Areas Targeted for Annexation
- Commercial
- Highway Corridor
- Industrial
- Mixed Use Residential/Commercial
- Mobile Home Residential
- Multifamily Residential
- Parks/Recreation
- Public/Quasi-Public
- Single Family Residential

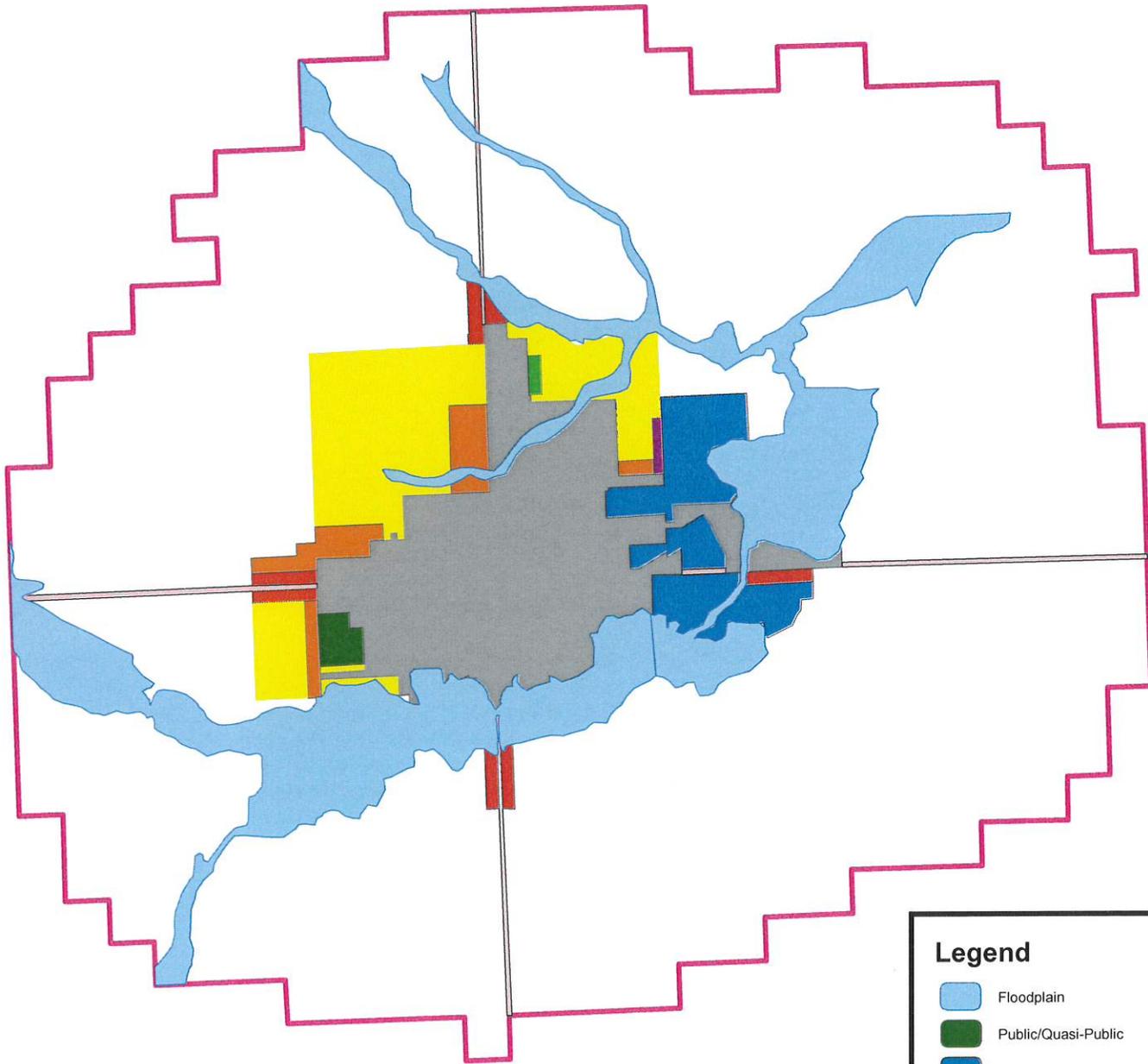
ILLUSTRATION 4.6

# FUTURE LAND USE MAP

TWO-MILE PLANNING JURISDICTION

Wayne, Nebraska

2027



**ILLUSTRATION 4.7**

The following provides a description of future residential land uses for the Community.

- ❖ **Single family housing** development should, first, occur within the Corporate Limits of Wayne. Vacant lots exist in a few residential subdivisions, such as Angel Acres Addition, Vintage Hill Third Addition, Western Ridge II Addition and Southview Addition. Several individual vacant parcels are also scattered throughout the Community.
- ❖ **Multifamily housing** development must be pursued during the 10-year planning period, for both elderly and family households. The existing land use analysis concluded that multifamily acreage in Wayne is currently 78 acres less than recommended National Planning Standards. The recent trend of residential development in Wayne has focused on single family houses. There are several examples of multifamily buildings and complexes in Wayne, but there has not been a large multifamily apartment building or complex constructed in the City within the last 15 years. The Community of Wayne also supports Wayne State College students that live off campus. The competition for rental housing in Wayne makes it difficult for workforce employees, young professionals and their families, or retirees to acquire sound, decent, rental housing with college students quickly occupying most available rental units.

To expand affordable housing options for single adults, families, retirees, the elderly and, especially, workforce households, the Wayne Comprehensive Plan/Housing Task Force established a priority for the development of multifamily housing and upper-story housing in Downtown commercial buildings. This effort will require the designation of residential growth areas to be planned and appropriately zoned for multifamily residential development. There is land within the Corporate Limits of Wayne permissively zoned for multifamily development; R-4 and R-5 Districts. Most R-4 Districts are utilized for mobile home parks, while one small area is currently zoned R-5 in support of the Ridge Point Apartments. Smaller, four to 10-unit apartment buildings scattered throughout the Community are approved by Conditional Use Permits in R-2 and R-3 Districts. This approval process extends the length of time to obtain approval for apartment buildings to be constructed in Wayne.

The consensus of the **Comprehensive Plan / Housing Task Force** members was that new residential development should occur within the Corporate Limits of Wayne, first. If sufficient lands are not available, the development of planned growth areas would be implemented in conformance with the **Future Land Use Map, Illustration 4.6**. The primary residential growth areas are in the west, northwest and northern portions of the Two-Mile Planning Jurisdiction.

**Vacant lands designated for new residential development adjacent the Corporate Limits, will require an extension of all utilities.**

Housing projections through 2027 must be supported by expanding the Utility Service Area. If projections for 2027 are to be met, the City will need to expand water and sewer trunk lines to extend utility services to identified growth areas. **The City is expected to need up to 250 new housing units in the next 10 years, with up to 354 new units with an “Economic Development Boost”.**

- ❖ *The Public Works Staff indicated that all designated residential growth areas will require the extension of infrastructure and utilities systems to support proposed development.*
- ❖ *The existing Utility Service Area can sustain concentric growth from the current Corporate Limits outward.*
- ❖ *Water and waste water treatment facilities have sufficient capacities to support projected growth through 2027.*

## COMMERCIAL

Future commercial land uses, in Wayne, along the Highway 15 and 35 Corridors are anticipated to include infilling vacant lots and replacing existing deteriorated and/or abandoned buildings. Automotive oriented commercial uses and big box retail outlets should continue to be developed along the Highway Corridors at the four gateway entrances to the City. Future highway commercial development should proceed with caution as to not diminish the role of Downtown Wayne as the primary center of commerce and entertainment.



**Specialty retail, cafes/restaurants, and professional offices are encouraged to further diversify commercial venues in Downtown Wayne.**

## INDUSTRIAL

The City of Wayne has a limited amount of land within the Corporate Limits, either developed or planned for future industrial uses. One area exists at the eastern edge of the City, generally located between Centennial Road and the Municipal Airport, on either side of East 7<sup>th</sup> Street (Highway 35). A second industrial area is in the southern portion of Downtown Wayne, along the former railroad corridor. An estimated 93 acres of industrial land currently exists within the Corporate Limits of Wayne. A significant number of industrial facilities are located beyond the Corporate Limits. The current industrial tracts within the City, in a state of transition or possessing vacant parcels in close proximity to residential development, are encouraged to become "light" industry. The reason is twofold: one, it creates a more compatible land use with adjacent commercial and residential properties; and two, it satisfies a need in the Community.

The City has two major industrial facilities located directly adjacent, but outside the Community's Corporate Limits. These include Great Dane and Heritage Homes, both located along the west side of Centennial Road. **If these and other developed industrial lands outside of the incorporated area of Wayne were inside, the City would exceed recommended National Planning Standards for developed industrial land area.**

The City of Wayne also has a designated industrial growth area beyond the Corporate Limits, located south of the Highway 35 Corridor between South Logan Creek and the eastern edge of the Municipal Airport. This tract of land would have the benefit of having direct access to the Highway 35 Corridor.

To provide jobs for an increasing population base and to attract additional business and industry to Wayne, it is recommended that vacant lands within these industrial areas be prepared to support new industrial development. The City must maintain enough industrial land for growth and development. Local development groups, organizations and property owners, with the guidance of the Wayne Area Economic Development Corporation are encouraged to promote and continue their support for additional industrial land development. **The Future Land Use Maps, Illustrations 4.5 and 4.6, identify proposed industrial land areas within the Corporate Limits and the Two-Mile Planning Jurisdiction.**

## INTENSIVE AGRICULTURAL USES

The Wayne Planning Commission recognizes the importance of agricultural practices to the economy of the Community, including livestock facilities. The expansion of existing livestock confinement operations within the Two-Mile Planning Jurisdiction of the City should only be permitted in unique circumstances. The development of new livestock confinement operations should be prohibited in the Planning Jurisdiction of the City. Floodplains associated with Dog Creek and South Logan Creek and their tributaries limit the development of the City beyond its current Corporate Limits to the south and to the east of the Municipal Airport. Therefore, the remaining portions of the Two-Mile Planning Jurisdiction of the City are vital to the continued growth and development of Wayne. **Livestock confinement operations are best suited for locations within rural Wayne County, outside the Two-Mile Planning Jurisdiction of the City of Wayne.**

## LAND USE PLAN / IMPLEMENTATION

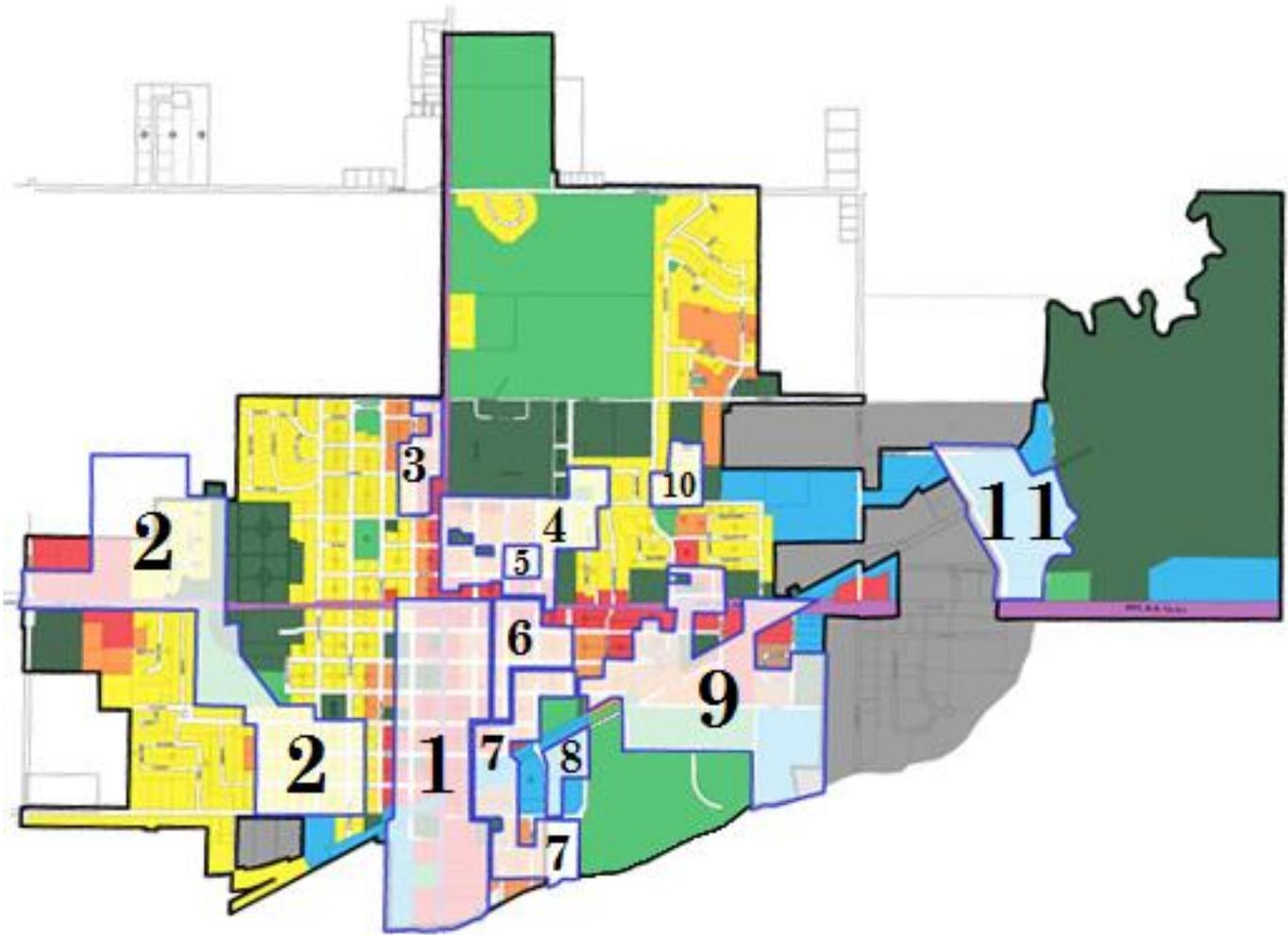
Various funding sources exist for the preparation and implementation of a capital improvement budget designed to meet the funding needs of proposed development activities. These include Local, State and Federal funds commonly utilized to finance street improvement funds, i.e. Community Development Block Grants, Special Assessments, General Obligation Bonds and Tax Increment Financing (TIF). The use of TIF for redevelopment projects in the areas such as the Downtown and adjacent older residential neighborhoods is deemed to be an essential and integral element of development and redevelopment planning.

**Redevelopment Areas Map, Illustration 4.8**, includes the **11 Redevelopment Areas** established by the City of Wayne. This includes the Downtown and adjacent older neighborhoods, a few newer residential neighborhoods, commercial uses adjacent portions of the Highway 15 and 35 Corridors and a few industrial areas of the City (**See Illustration 4.8**). **Redevelopment Area #1** includes Downtown Wayne in which upper stories of commercial buildings are recommended for adaptive reuse as residential apartments, in conformance with the priorities set forth in the recently completed **Community Housing Study**.

The **11 Redevelopment Areas** have been officially declared blighted and substandard. TIF is available for both redevelopment and development projects in these **Areas**.

# REDEVELOPMENT AREAS MAP

CORPORATE LIMITS  
WAYNE, NEBRASKA  
2027



## LEGEND

**3** REDEVELOPMENT AREA.

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ILLUSTRATION 4.8

## ***PLACE-BASED DEVELOPMENT COMPONENTS.***

Future development efforts within identified growth areas are encourage to incorporate “**Place-Based**” development components, whereby development supports the Community’s quality of life and availability of resources including, but not limited to: public safety, community health, education and cultural elements. The four general concepts of place-based development include the following:

### **ACCESS AND LINKAGES:**

- Does the development area have adequate accessibility and walkability to other neighborhoods and centers in the Community?
- What are the programs proximity to local services and amenities?
- Can people utilize a variety of transportation modes, such as sidewalks, streets, automobiles, bicycles and public transit, to travel to and from the development area?
- Is the development program visible from other neighborhoods or parts of the City?
- Is public parking available for visitors to the development site?

### **COMFORT AND IMAGE:**

- Is the proposed development located in a safe neighborhood?
- Are there historic attributes to consider for the proposed development?
- Is the neighborhood of the proposed development located safe, attractive and well maintained for all residents?
- Are there any environmental impacts that could hinder the development of the proposed facility?

### **USES AND ACTIVITIES:**

- How will the proposed development be used? By young families and local workforce? By elderly or special needs populations?
- Are there amenities proposed, or existing and nearby the development that will keep residents active, including parks and recreation opportunities?
- Does the development program include a central gathering space for workers, residents and/or visitors?
- Does the housing program include a central gathering space for residents, workers and visitors to the site, as well as Community residents?

### **SOCIABILITY:**

- Will the development program be developed in a way the will allow residents to socialize and interact with one another?
- Will people take pride in living at the proposed development site?
- Are diverse population encouraged to reside at the development site?
- Does the housing program present a welcoming environment for both current and future residents?

## VOLUNTARY AND INVOLUNTARY ANNEXATION

Future annexation activities in the City of Wayne, both **voluntary and involuntary**, should occur in the non-agricultural land use areas identified in **Illustration 4.6, Future Land Use Map**. Land could be annexed at a point in time when in conformance with and meeting the criteria of Nebraska State Statutes, (Neb.Rev. Stat.§16-117). Specifically, if such land, lots, tracts, streets, or highways are contiguous or adjacent and are urban or suburban in character. Agricultural lands that are “rural in character” are not included under such authority. The terms “adjacent” or “contiguous” under §16-118, states that “contiguous may be present even though a stream, embankment, strip, or parcel of land *not more than 200 feet wide* lies between the targeted land and the corporate limits of the city.”

**The City of Wayne should conduct annexation procedures as follows:**

*“...the mayor and city council of a city of the first class may by ordinance at any time include within the corporate limits of such city any contiguous or adjacent lands, lots, tracts, streets, or highways as are urban or suburban in character and in such direction as may be deemed proper.”*

*“The city council proposing to annex land under the authority of this section shall first adopt both a resolution stating that the city is proposing the annexation of the land and a plan for extending city services to the land, (Neb.Rev. Stat.§16-117). The resolution shall state:*

*(a) The time, date, and location of the public hearing;*

*(b) A description of the boundaries of the land proposed for annexation;*

*(c) That the Plan of the city for the extension of city services to the land proposed for annexation is available for inspection during regular business hours in the office of the city clerk.”*

*(d) The Plan shall include:*

- 1. Estimated cost impact of providing the services to the land.*
- 2. State the method by which the City plans to finance the extension of services to the land and how any services already provided to the land will be maintained.*
- 3. Include a timetable for extending services to the land proposed for annexation.*
- 4. Include a map drawn to scale clearly delineating the land proposed for annexation, the current boundaries of the City, the proposed boundaries of the City after the annexation, and the general land-use pattern in the land proposed for annexation.*

- (e) **A public hearing on the proposed annexation shall be held within 60 days following the adoption** of the Resolution proposing to annex land to allow the City Council to receive testimony from interested persons.
- (f) **A copy of the resolution providing for the public hearing shall be published in a legal newspaper in or of general circulation in the City** at least once not less than ten days preceding the date of the public hearing. A map drawn to scale delineating the land proposed for annexation shall be published with the resolution. A copy of the resolution providing for the public hearing shall be sent by first-class mail following its passage to the school board of any school district in the land proposed for annexation.
- (g) **Any owner of property contiguous or adjacent to a city of the First Class may by petition request that such property be included within the Corporate Limits of such City.** The Mayor and City Council may include such property within the Corporate Limits of the City without complying with subsections (a) through (f) of this section.
- (h) **Notwithstanding the requirements of this section, the Mayor and City Council are not required to approve any petition requesting annexation or any resolution or ordinance proposing to annex land pursuant to this section.**

Documenting that the character of the land proposed for annexation is **“urban or suburban in character” and not “agricultural in nature”** has no clear definitions or thresholds established by State Statutes. Although court cases have found that the use of land for agricultural purposes is not *“dispositive of the character of the land, nor does it mean it is rural in character. It is the nature of its location as well as its use which determines whether it is rural or urban in character.”*

Standard Planning Methodology also advocates:

1. Lands that are planned for the growth of the City are best identified in the Comprehensive Plan of the City, specifically the “Future Land Use Maps.” Lands are identified to support future growth needs for residential, commercial, industrial, parks/recreation and open space.
2. Also, planning practice dictates that if the land is bound on two sides by the Corporate Limits of a City it should be considered for annexation. If it also has municipal water, but not sewer access; or municipal sewer, but not water access, a stronger case for the land being **“urban or suburban in nature”** is made.
3. If the land is bound on three sides by the Corporate Limits of the City, and has access to municipal water and sewer service, general planning practice dictates that the land should be annexed.

The City of Wayne **Future Land Use Map** of the Two-Mile Planning Jurisdiction, **Illustration 4.7**, also maintains that a certain amount of **vacant land** will also be needed to provide an overall functional land use system. To develop the Community in the most efficient and orderly manner possible, the focus should be placed, first, on the development of suitable vacant land within the Corporate Limits of Wayne. When land within the Corporate Limits is not sufficient in area to support a proposed development project, developers are recommended to identify land appropriate to the scope of the project within identified residential, commercial, industrial, public/quasi-public and parks/recreation growth areas within **Illustration 4.7**.

**There currently exists an estimated 287 acres of vacant land within the Corporate Limits.** An estimated 37 percent of the vacant land is developable. The remaining 63 percent of vacant land can be considered “not developable” due to its location within a floodplain, steep topography or located within the approach path of the Municipal Airport.

### **AREAS FOR ANNEXATION**

Areas directly adjacent the existing Corporate Limits to the west, northwest and north of the City are recommended for future annexation, throughout the 10-year planning period. The configuration of the eastern Corporate Limits, between Centennial Road and the Municipal Airport has left several tracts of land outside of the current Corporate Limits. These areas are bound on two or three sides by incorporated areas of Wayne, identified by the gray areas in **Illustration 4.7**.

It is recommended that annexation of the identified areas should take place in the next few years to “square up” the eastern Corporate Limit boundary and to provide vacant land within the designated industrial growth areas that could support needed development. The extension of municipal infrastructure and utility systems will be necessary. Much of the land located in identified growth areas are adjacent existing infrastructure, water and sewer lines that can be readily extended to facilitate development.

Vacant land within the current Corporate Limits, designated for future residential development, is not of sufficient size to meet the residential needs during the 10-year planning period. Thus, plans should be made to expand land uses through the annexation of vacant land in designated residential, commercial, industrial, public/quasi-public, and parks/recreation growth areas, as well as extending the current utility service area of Wayne into all growth areas.

# SECTION 5

## PUBLIC FACILITIES, UTILITIES & TRANSPORTATION.



## COMPREHENSIVE PLAN 2017 - 2027.

**HANNA:KEELAN ASSOCIATES, P.C.**  
**COMMUNITY PLANNING & RESEARCH**

## **SECTION 5**

# **PUBLIC FACILITIES, UTILITIES & TRANSPORTATION.**

### **INTRODUCTION.**

**Section 5** of the **Wayne, Nebraska Comprehensive Plan** discusses the existing conditions and planned improvements to the public facility and utility systems in the Community. Quality public facilities, services and parks & recreation systems are provided to ensure a high quality of life for all residents of Wayne. All improvements to these Community components are aimed at maintaining or improving the quality of life in the City of Wayne.

**Public Facilities** identify existing facilities in Wayne and determine future needs and desires during the 10-year planning period. Public Facilities provide citizens with social, cultural and educational opportunities. Facilities in Wayne include, but are not limited to city government, health care, law enforcement, education, police/fire protection and recreational facilities such as parks and athletic fields. **Unless otherwise identified, general maintenance is planned for all public facilities in Wayne, which also implies that the identified facility is adequate and meets the needs of the Community through the 10-year planning period.** The locations of these public facilities are identified in the **Wayne Public Facilities Map, Illustration 5.1.**

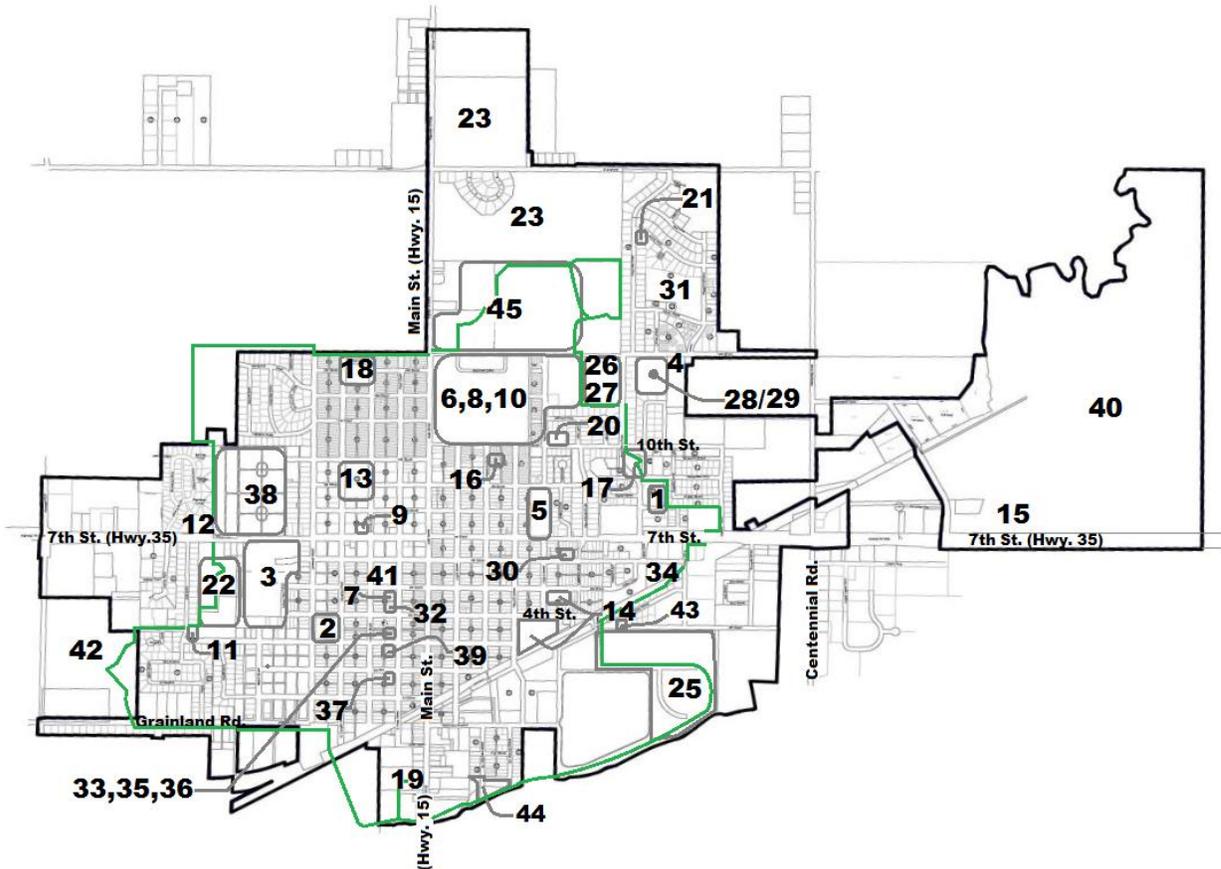
**Public Utilities** address the water and wastewater utility systems in the Community, including current condition and capacity. It is the responsibility of any community to provide a sound public infrastructure for its citizens, as well as to provide for anticipated growth. Therefore, it is important that the expansion and maintenance of these systems be coordinated with the growth of Wayne. Analysis of these infrastructure systems, via conversations with City maintenance and utility personnel, confirmed that the City must continue to maintain and improve these utility systems.

**Transportation** examines the systems that provide for safe travel of pedestrians and automobiles. The City has aggressively utilized federal funding opportunities to reconstruct major arterial streets, leveraging millions of dollars for transportation improvements with local funding for street improvement. The availability of a convenient and efficient transportation system is essential to the continued economic and physical development of Wayne. An adequate transportation system is required to transport goods and services to and from major travel routes and market centers outside the City, and provide for the circulation needs within the Community. The overall purpose of the transportation plan is to provide the necessary guidelines for the safe movement of people and vehicles throughout the Community and Two-Mile Planning Jurisdiction.

# PUBLIC FACILITIES MAP

## CORPORATE LIMITS

### WAYNE, NEBRASKA



**LEGEND:**

**Wayne Public Schools:**

1. Wayne Early Learning Center.
2. Wayne Elementary School.
3. Wayne Jr./Sr. High School.
4. ESU #1 Tower School.
5. St. Mary's Catholic School.
6. Wayne State College.

**Libraries:**

7. Robert B. and Mary Y. Benthack Wayne Library.
8. Conn Library (Wayne State College).

**Museum and Planetarium:**

9. Wayne County Historical Museum.
10. Fred G. Dale Planetarium (Wayne State College).

**City Parks:**

11. Ashley Park.
12. Beverly Park.
13. Bressler Park.
14. East Park.
15. Lions RV Park.
16. Nebraska Street Park.
17. Sunnyview Park.
18. Swimming Pool Park.
19. Victor Park.
20. Viken Park.
21. Vintage Hill Park.
22. Wayne Community Activity Center.
23. Wayne Country Club.
24. Bike and Hiking Trail.
25. Summer Activities Complex.

**Health/Wellness/Elderly Facilities:**

26. Providence Medical Center.
27. Wayne Family Medicine.
28. Careage Campus.
29. Country View Assisted Living.
30. Kirkwood House.
31. Brookdale.
32. Wayne Senior Center.

**Public Safety:**

33. Wayne City Police Department.
34. Wayne Volunteer Fire and Rescue.
35. Wayne Civil Defense.

**Government:**

36. Wayne City Hall.
37. U.S. Post Office.
38. Greenwood Cemetery.
39. Wayne City Auditorium.
40. Wayne Municipal Airport.
41. Wayne County Courthouse.
42. Wayne County Fairgrounds.

**Additional Recreational Facilities:**

43. Benscoter Open Space.
44. Roosevelt Park.
45. Wayne State College Athletic Facilities.

**HANNA:KEELAN ASSOCIATES, P.C.**  
**COMMUNITY PLANNING & RESEARCH**

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## ILLUSTRATION 5.1

## EDUCATION.

Education is becoming increasingly important as the need for a broader-based education with emphasis on technical and human relation skills increases in today's society. Standards developed by educators and planners can provide guidance in the creation of, and addition to, the School District's educational facilities. **Wayne Public Schools** is a major contributor to the quality of life and well-being in the Community of Wayne. It will be important, from 2017 to 2027, that the facilities maintained by Wayne Public Schools have the ability to support a growing population, specifically youth populations.

### DISTRICT FACILITIES

Wayne Public Schools maintains Preschool, Elementary, and Junior/Senior High School facilities, along with athletic fields and maintenance buildings. All facilities are ADA compliant. Total district enrollment for the 2016-2017 school year is 927 students, including 451 at Wayne Elementary School, 436 at Wayne Jr./Senior High School and 40 at Wayne Early Learning Center. **Table 5.1, page 5.4, Annual Student Enrollment**, provides a comparison of enrollment totals from 2012 through 2016. *The Public School District has 65 certified teacher and six administrators providing the ability to maintain a student/teacher ratio of 14 to 1 on an annual basis.* Information associated with the Wayne Public Schools facilities was cited from the District Administration and Superintendent offices.

- ◆ **Wayne Early Learning Center** – Located at 803 Providence Road, in the Sunnyview Business Park, the 2016-2017 school year is the second year that this building has been leased by the Public School District. Children ages three and four, as well as children with special needs, that attend this facility are exposed to skills building, socialization with students of the same age and interaction in terms of working with other children on shared projects.



*Wayne Elementary School*

- ◆ **Wayne Elementary School** – The Wayne Elementary School serves grades Kindergarten through sixth in a facility located at 312 North Douglas. Built in 1959 and renovated in 1999, a new gym added in 2000 and the school also completed a one-story addition with three classrooms in 2012. The school has two computer labs and several mobile computer carts to provide laptops and tablets when needed in the classroom. The elementary school has its own library and band/music room that was renovated in 2000. Currently, the 2016-2017 school year has a total Elementary School enrollment of 451 student.
- ◆ **Wayne Jr./Senior High School** – The High School facility for Seventh through Twelfth grades is located at 611 West 7<sup>th</sup> Street. A 2012 addition to the High School was completed to accommodate Junior High classrooms and a state of the art cooking facility and cafeteria. A computer lab has an adjacent media center and library to provide centralized access to educational materials and equipment. This School provides high quality academic programs and has numerous extracurricular opportunities for students. The fine arts program is well-known for producing outstanding performances in the areas of band, choir, and theatre.

As part of the Nebraska School Activities Association, Wayne High School offers boys and girls athletic programs, including Football, Volleyball, Cross Country, Softball, Golf, Cheerleading, Dance Team, Speech, Mock Trial, Basketball, Wrestling, Track and Field, Baseball, and a Power Drive program. Over 90% of High School students are involved in some form of extracurricular activity, providing students a well-rounded education that prepares them for their future endeavors after high school and beyond.

**TABLE 5.1**  
**ANNUAL STUDENT ENROLLMENT**

<u>Public Schools</u>	<u>Annual Enrolled Students</u>					
	<u>2011-12</u>	<u>2012-13</u>	<u>2013-14</u>	<u>2014-15</u>	<u>2015-16</u>	<u>2016-17</u>
Wayne Early Learning Center	16	15	20	18	47	40
Wayne Elementary School	440	436	459	460	487	451
Wayne Jr/Senior High School	412	414	408	408	413	436
<b>TOTAL</b>	<b>868</b>	<b>865</b>	<b>887</b>	<b>886</b>	<b>947</b>	<b>927</b>
<u>Parochial School</u>						
St. Mary's Elemnetry	29	38	38	39	42	46

Source: Hanna:Keelan Associates, P.C. 2017

- ◆ **St. Mary's Catholic School** – This parochial Elementary School is located at 412 East 8<sup>th</sup> Street was first opened in 1953. The School supports grades Kindergarten through 6<sup>th</sup> with classrooms combined for 1<sup>st</sup> - 2<sup>nd</sup>, 3<sup>rd</sup> - 4<sup>th</sup>, and 5<sup>th</sup> - 6<sup>th</sup> grades. A total of six certified teachers with the assistance of teacher assistants provide instruction. Language arts, music and physical education classes are also provided. A library/computer lab and language arts room supports a diverse education for the St. Mary's students.

- ◆ **Educational Services Unit 1** – Headquartered in Wakefield, Nebraska, ESU 1, serves 24 K-12 school districts in six counties in Northeast Nebraska including Cedar, Dakota, Dixon, Knox, Thurston, and Wayne Counties. **ESU 1 Tower School** located in the City of Wayne, Nebraska, provides a “Severe and Profoundly Handicapped Program” and “Behaviorally Disordered Program” for the area school districts.

## **PROGRAM RECOMMENDATIONS**

### *Schools in Wayne should meet the following standards and guidelines:*

- ◆ Schools should be centrally located;
- ◆ Schools should not be located near high traffic or heavily concentrated areas with high noise levels;
- ◆ Land acquisition with future expansion in mind;
- ◆ Adequate open space should be available to students; and
- ◆ Provide safe routes to schools from all neighborhoods of the Community, including sidewalks, pedestrian crossings, school bus access and traffic signals.

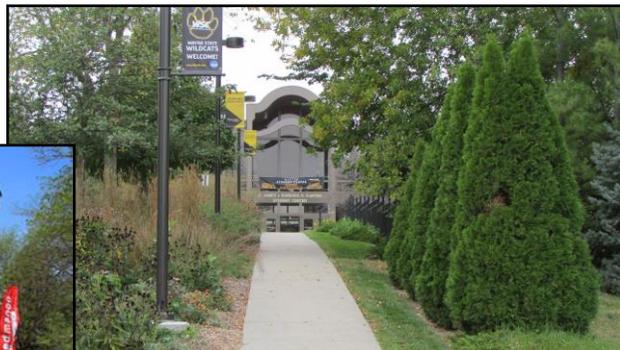


The City and Wayne Public Schools should support and provide a **high quality of elementary, junior and senior-level education** for residents of the Community and surrounding area. The District should strive to maintain an excellence in education by expanding facilities, amenities and employment opportunities, as needed, while creating new and expanding existing educational programs and activities to support a growing student and faculty population within the Public School system.

- ◆ **Wayne State College** – Nebraska Normal College went through a series of name changes, before it was officially established as Wayne State College by the Nebraska Legislature in 1963. The College is located in the northern portion of Wayne, Nebraska and offers over 90 different programs of study including Bachelor of Arts and Science degrees, and Master’s/ Professional Studies Degrees in many traditional education programs. Wayne State College also partners with the Northeast Nebraska Teachers Academy (NENTA) to provide a unique hands-on teaching experience, the University of Nebraska Medical Center, Rural Health Opportunities (RHOP) and Public Health Early Admissions Student Track (PHEAST) health programs as well as the University of Nebraska Rural Law Opportunities Program (RLOP). Wayne State “Kiddie College” Child development lab also provides daycare services.

*Current (2016-17) enrollment at the Wayne Campus is 3,361 students, including 959 Freshmen, 530 Sophomores, 627 Juniors and 674 Seniors. The main campus of Wayne State College employs 121 full-time and 107 part-time faculty.*

Wayne State College is recognized as the first State College in Nebraska to complete a campus facilities “Master Plan.” The first master plan was completed in 1990, while the most recent facilities master plan was completed in 2012. Recent facility improvements at the Wayne State College campus include renovations to Hahn Hall, Pile Hall, and Carhart Science Phase I and II and the addition of the Campus Commons. Street and Parking lot reconfiguration and improvements to the equipment and locker room facilities at Baseball/Softball Complex were also completed. Currently, Bowen Hall is closed until the beginning of the 2017-2018 school year, while major renovations to this residence hall are completed. **Future projects and campus improvements are highlighted in the Wayne State College Campus Master Plan.**



**Other Area Education Facilities** – Several Colleges and Universities are located within a short distance of Wayne, many of which accept high school credits from Wayne Public Schools. These Colleges and Universities include the following:

- ◆ **Northeast Community College** – Norfolk, NE (36 Miles).
- ◆ **Briar Cliff College** – Sioux City, IA (51Miles).
- ◆ **Morningside College** – Sioux City, IA (51 Miles).
- ◆ **Western Iowa Tech Community College** – Sioux City, IA (51 Miles).
- ◆ **University of South Dakota**– Vermillion, SD (52 Miles).
- ◆ **Midlands College** – Fremont, NE (70 Miles).
- ◆ **Central Community College, Columbus Campus** – Columbus, NE (72 Miles).

## LIBRARIES

- ◆ **Robert B. and Mary Y. Benthack Library** – Located at 410 Pearl Street, Wayne’s Public Library was opened in 1997 as a joint facility with the Senior Center. The original Library in Wayne was opened in 1902 in a single room of the County Courthouse. The Library employs eight staff members including a Library Director, Adult Services Librarian, Youth Services Librarian, Library Assistants and Substitutes. Current Library hours are Monday thru Thursday 10:00 am to 8:00 pm, Friday 10:00 am to 6:00 pm, Saturday 10:00 am to 4:00 pm and Sunday 2:00 pm to 5:00 pm.
- ◆ Library patrons have access to more than 30,000 print, audio and DVD holdings, digital books, art reproductions and audio recordings. The library also participates in an interlibrary loan program, to make more resources available to users. Offered programs include school-age story time, summer reading programs for ages pre-school through adult and the “Grandmapa Story time.” This is a volunteer program for preschools and daycare facilities that engages the elderly population of Wayne. The Library also provides access to four data bases to its patrons, including BrainHQ, Freegal, Pronunciator and NebraskaAccess.
- ◆ **Conn Library** – The Conn Library is located on the Wayne State College Campus. Offering over 100 laptops and 50 desktop computers for patron use, Conn Library is also a resource for the residents of Wayne. The Library was originally in 1956 and enlarged in 1970. A recently completed \$3.1 million renovation project involved the replacement of the HVAC system, removal of asbestos formed ductwork, the entire electric system, water distribution system, plumbing fixtures were replaced and a dry piping fire suppression system was installed. The building received a 1,470 square foot main entry addition an elevator tower to access the entire building. The completed building meets energy code requirements and protects its collections. Over 350,000 books, periodicals, and government documents are available in the library and another 17,000 electronic journal titles are available through online databases.

## MUSEUM & PLANETARIUM

- ◆ **Wayne County Historical Museum** – This Museum is located at 7<sup>th</sup> and Lincoln Streets in Wayne. Built in the 1890’s the Wayne County Museum is the former mansion of Rollie Ley. Featured in the Museum are several historically significant items including a desk designed for the Chicago World’s Fair in 1893, memorabilia from several historical wars and a clock that was used in the first Wayne County Courthouse in the former Community of LaPorte, which was abandoned in the early 1880s. The Museum is open Sunday afternoons from 2:00 to 4:00 pm, May through September and schools and private tours can also be scheduled by appointment.
- ◆ **Fred G. Dale Planetarium** – Housed in the Wayne State College Carhart Science building, the Planetarium was originally constructed in 1969 and extensively remolded in 2010. The facility now can hold 50 visitors. The Planetarium is the most technologically advanced and educationally versatile planetarium in the State, with the Spitz SciDome high-definition projection system that projects 3 Million pixels on the 30-foot dome and can show 500 million stars, view space from any location in the solar system and move backward and forward through time 100,000 years. The planetarium has always and continues to support the science curriculum on campus. In addition to serving Wayne State students on a daily basis, the facility is also made available to area residents through special programs offered to schools and organizations and regularly scheduled shows offered to the general public on Sunday afternoons.

## ***PARKS/RECREATION.***

The City of Wayne Parks and Recreation Department maintains approximately 72 acres of designated park and recreation sites and amenities for residents and visitors. Wayne also provides a variety of pocket parks, Community gardens, hiker/biker trails and playground sites in non-designated park areas, including schools.

### CITY PARKS

- ◆ **Ashley Park** – Located at West 3<sup>rd</sup> Street and Oak Drive, Ashley Park was originally a dirt road that led to the Wayne County Fairgrounds. In 1972, the road was filled, sodded, and trees were added to create the Park. Amenities include a playground, slides, swing sets, miniature park rides, basketball court, water fountain, and picnic tables.
- ◆ **Beverly Park** – This Park is located in the new Western Ridge subdivision in western Wayne. Originally developed as a storm water retention area, in 2013, the area was filled and playground equipment was installed. This Park will become more utilized as Phase II of Wayne’s extensive pedestrian walking trail will run adjacent the park.

- ◆ **Bressler Park** – The park is located at West 9<sup>th</sup> Street and Lincoln Street and is named after Mr. and Mrs. John T. Bressler, who donated the land to the City. This is the largest park in Wayne.

Family reunions are commonly hosted at Bressler Park during the summer months. Amenities include a band shell, restrooms, two shelter houses, drinking fountains, BBQ grills, picnic tables, playground equipment, and a basketball court.

- ◆ **East Park** – Located at East 5<sup>th</sup> Street and Walnut Street, East Park has the following amenities: shelter house, restroom, drinking fountain, BBQ grills, picnic tables, playground equipment, and a basketball court. In 2010 new equipment was purchased and installed in East Park.
- ◆ **Baseball Park** – Located one-half block south of East Park, at the southeast corner of 4<sup>th</sup> and Windom Streets, is **Baseball Park** which is the home of Hank Overin Field, was renovated in 2016. A new wood grandstand, press box, storage shed, dugout and new backstop were completed to enhance the facility. The concession stand and restrooms were also remodeled. Plans for 2017 include the construction of a new scoreboard.
- ◆ **Lions RV Park** – Lions RV Park is located on Highway 35 adjacent the west side of the Municipal Airport. This Park is maintained by the Wayne Lions Club and serves as an overnight campground and park. Amenities include a shelter house, six electrical/water hookups, sewer discharge area, water hydrants, BBQ grills, picnic tables, and playground equipment.
- ◆ **Nebraska Street Park** – Located on Nebraska Street between 9<sup>th</sup> Street and 10<sup>th</sup> Street, this City Park was once an open drainage ditch that the City enclosed and landscaped. Amenities in the Park today include picnic tables, playground equipment, and a basketball court.
- ◆ **Sunnyview Park** – Located at Providence Road and Sunnyview Drive, the success of this Park is due to the collaboration of many stakeholders including the developer of Sunnyview Drive, Mr. John Vakoc, Nebraska Game and Parks Commission, and the Wayne Public Works Department. Amenities include a shelter house, restrooms, drinking fountains, BBQ grills, picnic tables, playground equipment, and a basketball court.
- ◆ **Swimming Pool Park** – Swimming Pool Park is located at West 13<sup>th</sup> Street and Lincoln Street. Originally established for a municipal swimming pool and tennis courts, in 2000 the tennis courts were converted into a skate park. The swimming pool has been permanently closed, as the new swimming pool/aquatic center was completed in 2016 adjacent the Activities Center. Future plans for this park are being evaluated by the City.

- ◆ **Victor Park** – Located along Highway 15 on the southern edge of Wayne, Victor Park offers Wayne residents and visitors many amenities. These include restrooms, 12 electrical hookups and sewer discharge area for campers, BBQ grills, picnic tables, playground equipment, and a basketball court.
- ◆ **Viken Park** – Viken Park is located at East 10<sup>th</sup> Street and Walnut Street. Amenities include picnic tables, playground equipment, and basketball courts.
- ◆ **Vintage Hill Park** – Located at Claycomb Road and Brooke Drive, Vintage Hill Park was established after the City of Wayne purchased this land from the Vintage Hill Park 2<sup>nd</sup> Addition. The park was designed for small children and includes picnic tables, a drinking fountain, and playground equipment.
- ◆ **Roosevelt Park** – Located between Nebraska and Windom Streets at the southern edge of the City is a park facility utilized by the Wayne Boy Scouts. Current improvements include a shelter house, grill and two fire rings added in 2016. It is anticipated that additional features will be added as funding permits.

## RECREATION FACILITIES

- ◆ **Wayne Community Activity Center** – Funded through grants, private donations, and local tax dollars, this 38,000 square foot facility opened in November of 2002. Included in the facility are three offices, a gymnasium, Youth Center, fitness room, community center, locker rooms, indoor batting cage, golf area, and a concession/ vending area. The Youth Center provides board games, video game stations, game tables, and a TV viewing area with a DVD player for youth in grades 5-12.

The gymnasium consists of a three-lane walking track, two regulation sized basketball courts that can be divided into four cross courts, and a drop-down multi-purpose hitting cage. A large fitness room provides a variety of different exercise equipment, as well. A recent addition includes an adjacent outdoor aquatic center/swimming pool which opened in August of 2016. Memberships packages are available for families, Senior Citizens, College Students, School Aged children, and afterschool programs, as well as non-membership punch cards for daily use and yoga classes.

- ◆ **Wayne Country Club** – A public 18-hole golf course is located at 302 East 21<sup>st</sup> Street, in the northern portion of the City. The Course features all standard course amenities, including club house, pro shop and cart storage buildings. Memberships are available for individuals and families. Wayne Country Club hosts a variety of leagues, special golf events and organized tournaments including Wayne High School and Wayne State College golf teams and invitational tournaments.

- ◆ **Bike and Hiking Trails** – The City of Wayne has completed Phase I of a two phase trail system throughout the City of Wayne. Phase I was funded with a Nebraska Department of Roads grant and local matching funding and was constructed in 2003. Phase I begins at 14<sup>th</sup> Street where it connects to the Wayne State College Fitness Trail and runs to the southeast to Providence Road, along the north side of Logan Creek and then west to Highway 15 at Victor Park. Wayne City Council approved the route for the second phase of the trail in February of 2015. Phase II, currently finalizing design, will connect with Phase I route, continuing west from Victor Park adjacent Logan Creek and then continuing along the west and north sides of town, connecting with the Wayne State Campus and the starting point of Phase I, on the south side of 14<sup>th</sup> Street.
  
- ◆ **Summer Sports Complex** – A variety of athletic fields and a baseball/softball complex of four fields are located in southeast Wayne, generally south of East 4<sup>th</sup> Street between Dearborn Street and Tomar Drive. Multipurpose fields are utilized for rugby, soccer and flag football. The Wayne Bike and Hiking Trail runs through the facility and a dog park is also in the developing stages at the southern edge of the Complex. Future park and recreational plans by the City of Wayne may potentially include the reuse of the sanitary sewer lagoons, soon to be decommissioned, as a future location for recreational uses. **Participants of the Citizens Survey, Listening Sessions and Comprehensive Plan/Housing Task Force members all focused on the reuse of the site as a potential fishing pond, RV Park and expanded athletic fields.**
  
- ◆ **Other Recreational Facilities** – indoor recreational facilities, including health and wellness equipment at Wayne High School and Wayne State College, both are available for public use. The Wayne State College campus also features a campus three-mile fitness trail.



## **FUTURE PARK & RECREATION RECOMMENDATIONS**

Since the completion of the **new swimming pool/aquatic facility** at the Community Activity Center, City Officials have discussed the possibility of filling in or removing the original swimming pool at Swimming Pool Park. Maintaining a smaller neighborhood park and potentially utilizing the former pool site and adjacent parking areas for the development of multi-family housing has been recommended by several groups and organizations participating in the planning sessions for this new Comprehensive Plan.

Original plans for the **Wayne Trail System** included four phases in the Plan. City Officials determined that Phase Three and Four are considered long range. Construction of the first phase of the Trail System is complete. Phase Two of the Trail System is planned to begin construction in the Spring of 2018.

## HEALTH, WELLNESS & ELDERLY SERVICES.

A number of modern health and hospital services, including a critical access hospital, nursing care and assisted living facilities, clinics and private medical offices are available to residents of Wayne and the surrounding area.

- ◆ **Providence Medical Center (PMC)** – This is a Critical Access 25-bed, non-profit hospital that was constructed in 1975 and is located at 1200 Providence Road in Wayne, Nebraska. PMC offers private rooms and laptop computers with internet access. Additions to the Hospital have included an education wing completed in 1988, a clinic wing in 1995 and an outpatient service wing in 2000. PMC employs nearly 200 full and part-time employees. The Center offers acute, skilled/swing-bed care, as well as Medicare certified Home Health, Hospice and private pay Personal Care. Palliative Care is also available. The surgical suite was recently remodeled and expanded in size by 25 percent. The Hospital has a permanent MRI located in the Outpatient Services area. PMC also offers mobile PET/CT scan services through its affiliation with Northern Shared Medical Services, Inc. Nearly 1,000 patients per month are provided service at the **Providence Outpatient Services Department** which is served by approximately 50 specialty physicians.



- ◆ **Wayne Family Medicine (Clinic)** – This branch of Faith Regional Health Services, of Norfolk, Nebraska, is currently leasing space through the hospital for four local physicians and three Certified Physician Assistants. **Wayne Family Medicine**, is an independent doctor's clinic that is attached to the hospital. The local physicians and Certified Physician Assistants are employees of Faith Regional Health Services and serve PMC, as well as the outreach clinics in Wisner, Laurel and Wakefield, Nebraska.
- ◆ **The Providence Medical Center Ambulance** – This is a hospital-based ambulance service providing 24-hour service. The facility is a division of the Wayne Volunteer Fire Department and the City Police Dispatch Center coordinates emergency response. This service is licensed by the State of Nebraska as an Advanced Life Support Service. Nearly all registered nurses and licensed practical nurses at PMC have an additional license as an emergency medical technician.

Nurses and emergency medical technicians, in addition to the Ambulance driver who is also EMT certified, provide the crew. These ambulances provide transfers to hospitals providing higher levels of care. Physicians at PMC can also contact Mercy Air Care at Sioux City, Iowa, or LifeNet Air Care at Norfolk and/or Omaha, Nebraska, for helicopter transport to a hospital providing a higher level of care.

- ◆ **Providence Home Health Care** – Certified by the State of Nebraska as a home health agency, Providence Home Health Care is located in the Providence Medical Center and participates in Medicare and Medicaid programs. A variety of services are offered through Providence Home Health Care and they include supervised medication; physical, speech, and occupational therapies; and nursing care provided through home visits done by Registered nurses and certified therapists. Licensed, private pay, personnel care service is also available to those in need.
- ◆ The **Providence Wellness Center** encourages exercise programs and is available to family members as well as general memberships.
- ◆ The **Providence Medical Center Foundation** has assisted in the raising of funds to improve and expand the facility and associated services. The Foundation enables individuals to assist the hospital in maintaining a high standard in the healthcare delivery system. Community leaders compose the Foundation Board of Directors.
- ◆ **Nursing/Assisted Living Facilities** - One skilled nursing and three assisted living facilities are located in Wayne. They include:
  - **Careage Campus** (60 nursing beds) and **Country View Assisted Living** (32 assisted living units).
  - **Brookdale Wayne** (80 assisted living and independent living units),
  - **Kirkwood House** (12 units).

Additional information on these facilities is provided in the **Wayne, Nebraska Community Housing Study**.

- ◆ **Wayne Senior Center**- Located at 410 Pearl Street, the Wayne Senior Center is a joint facility with the Public Library that opened in 1997. Hours of operations are Monday-Friday 9:00 am to 5:00 pm. The Senior Center consists of a dining area, kitchen, quilting room and game room. Shared spaces with the Library include bathrooms and a conference room. A congregate lunch is available at 12:00 noon each day. Meals are delivered to home-bound individuals via the Meals-on-Wheels program. Activities at the Center include billiards, quilting, card games, dominoes, board games, collections and programs. Special events are held monthly that include entertainers and evening dinners. Wellness services include FROG (Fitness Reaching Older Generations), walking and health screenings to promote physical fitness.



*Wayne Senior Center and Library*

Additional services offered through the Senior Center include nutrition education programs, recreational programs and financial counseling. Transportation services through Wayne Public Transit is coordinated through the Senior Center. Residents of all ages are transported to any destination within the City. Funding for the Handi-van service includes Northeast Nebraska Area Agency on Aging, United Way, the City of Wayne and private contributions.

## ***PUBLIC SAFETY & GOVERNMENT.***

Public administration facilities are facilities which serve the citizens of the Community and conduct the business of government and carry out its operations. Therefore, it is essential these services are centrally located and convenient to the majority of the citizens in the Community.

### **PUBLIC SAFETY**

- ◆ **Police** – The City of Wayne Police Department occupies the basement and main floor of the Wayne City Hall, which is located at 306 Pearl Street. Department staff includes the Chief of Police, two Sergeants, five Officers and five full-time dispatchers. A State Patrol Sargent and two State Patrol Officers serving with Nebraska State Patrol Troop B are also stationed in the Wayne Police Department. The Department provides 24-hour service to the citizens of Wayne. The Department 911 dispatch also serves the Wayne County Sheriff Office, the Villages of Carroll and Winside, Providence Medical Center Ambulance and Wayne State College campus security.

A renovation was completed in the basement in 1997 which is now occupied by the supervisor’s office, storage, and squad room. The main floor consists of a kitchen, booking, dispatch (renovated in 2000), and a small holding room. Four patrol cars make up the vehicles utilized by the City’s Police Department.

- ◆ **Volunteer Fire Department** – Wayne’s Volunteer Fire department consists of 32 volunteers which include a President, Vice President, Secretary, Treasurer, Fire Chief, First and Second Assistant Chiefs and a Rescue Captain. Eight volunteers are also certified as first responders and eight emergency medical technicians are also part of the Wayne Volunteer Fire Department. The City of Wayne and the Wayne Rural Fire District #2 are both served by the department and they also provide protection outside of the city limits by operating the Rural Fire District’s equipment. The Department has been active in the community for over 90 years and promotes fire prevention programs including “Invite a Firefighter to your School” and “Fighting Fires through Prevention”.

The Wayne Fire Hall was opened in 2002 and is located at 510 Tomar Drive. This 16,200 square foot steel building consisting of 10 bays, including two drive-through bays, a kitchen, large meeting room with an OCR projector, restrooms, lounges, offices, laundry, and two work rooms and a large off-street parking lot.



*Wayne Volunteer Fire Department facility.*

Vehicles stored at the Wayne Fire Hall include a 75-foot ladder or aerial truck, a City fire engine, a County fire engine, three tanker trucks, a pumper truck, a mini pumper/first response equipment vehicle, two grass rigs, a cascade trailer, a personnel and equipment vehicle, First Response EMT vehicle, rescue vehicle, and a Fire Chief Command vehicle.

- ◆ **Civil Defense** – The civil defense services in Wayne are provided through the City Police Department and coordinated with the Wayne County Sheriff’s Office. The planning and preparation for natural disaster and man-made emergencies consist of the following: Mitigation, Preparation, Response and Recovery. Examples of natural and man-made disasters include floods, tornadoes, winter storms, chemical spills, explosions, plane crashes, etc. Other services include alert of severe weather, tornado awareness week education, winter road services, etc.

## GOVERNMENT

- ◆ **City Hall** – City offices for Wayne are located at 306 Pearl Street. This four story building functions as both the Police Department and location of City offices. The basement, first floor and portions of the second floor are occupied by the Police Department. City Administrative Offices are located on the remainder of the second floor as well and the entire third floor. The fourth floor consists of the technology, city planning, engineering and maintenance offices as well as additional storage area. The City is currently remodeling the City Clerk office and Utility Departments.
- ◆ **Public Works** – The Public Works Department is located at 207 Fairgrounds Avenue. The Department is responsible for streets and sidewalks, storm water drainage systems, solid waste and treatment, as well as maintenance of City buildings, City Parks and Aquatic Center, fleet of 55 City vehicles. The Department implements the Community Forestry and tree-planting program and enforces the Property Maintenance Code for notices regarding mowing of over grown vegetation and removal of dead trees.
- ◆ **Wayne City Auditorium** – The City Auditorium is located south of the City Hall building at 222 North Pearl Street. The Wayne Community Activity Center is responsible for scheduling reservations for social events held at the Auditorium. The main Auditorium includes a basketball court and a raised performance stage in addition to the bleachers and balcony seating areas.
- ◆ **U.S. Post Office** – The Post Office in Wayne was constructed in 1934 as a Works Progress Administration project. The Art Deco-style building is located at the southwest corner of 2<sup>nd</sup> and Pearl Streets, officially at 120 Pearl Street. The Service Counter is open from 9:00 to 10:30 am and from 11:30 am to 4:30 pm. The Lobby is open 24 hours a day, Monday through Friday. The Post Office has six full-time and six part-time employees that provide service to the City of Wayne, as well as to three rural postal routes.



*U.S. Post Office*

- ◆ **Greenwood Cemetery** – Greenwood Cemetery has been the primary cemetery in Wayne for 130 years and is generally located on Highway 35, between Sherman Street and Oak Drive, directly north of the Wayne Junior/Senior High School. The Greenwood Cemetery is within the Wayne Corporate Limits and is managed by the Greenwood Cemetery Association Board of Trustees.

## ***PUBLIC UTILITIES.***

It is the responsibility of any community to provide a sound public infrastructure for its citizens, as well as to provide for anticipated growth. Therefore, it is important that the expansion of these systems be coordinated with the growth of the City. The following information, provided by the **Wayne Public Works Department** and highlights the condition of public utilities in the City of Wayne.

### **WATER DISTRIBUTION SYSTEM**

#### ***Water Supply***

The municipal water system obtains drinking water from seven wells that also serve Wayne State College and few businesses located adjacent, but beyond, the current Corporate Limits. Wells #4 and #5 were constructed in 1954 and 1965, respectively, and are located directly north of the Swimming Pool Park. These wells have high nitrate levels and are only utilized for emergency purposes. Wells #6 and #7 were constructed in 1970 near the golf course, within a quarter-mile of the Corporate Limits. Well #6 has elevated nitrate levels, but is within acceptable ranges for human consumption.

The primary municipal water well #s 9, 10 and 11 are located approximately seven miles north of the City, in a wellfield within the jurisdiction of Wayne County. These three wells (completed in 1988, 1990 and 2010 respectively) provide 95 percent of the drinking water distributed through the water system. These three primary wells each have production capacities of 1,200 gallons per minute (gpm), but combined, have a total capacity of 2,700 gpm. The older wells adjacent the City each range between of 400 to 500 gpm.

The wells are radio controlled by the water tank levels within the two existing storage facilities. The system is served through one pressure district. A booster pump was installed at the base of the standpipe, near the cemetery, to increase service to the western residential and commercial areas near Pheasant Run (575<sup>th</sup> Avenue). Water quality from groundwater sources is relatively good. Nitrate levels from the primary well #s 9, 10 and 11 are well under the State of Nebraska standards. Fluoride ion is added at the wellfield and water is moderately hard and not impacted by lead or copper.

#### ***Water Mains***

The City of Wayne's water distribution system is constructed of cast-iron or ductile iron materials, with some newer PVC extensions. The water mains range from 4" to 12" in diameter, with one 16" transmission main connecting the City to the wellfield seven miles north of the Corporate Limits. The oldest portions of the system are approximately 87 years old.

The system is fully metered with remote readers. There are 262 hydrants that are maintained by Public Works staff. The normal operating system pressures range from 36 pounds per square inch (psi) to 91 psi.

### ***Water Storage System***

The City is served by a 500,000 gallon water tower constructed in 1988 and located at the southwest corner of 14<sup>th</sup> Street and Vintage Hill Drive. The standpipe, installed in 1978 at the northwest corner of Greenwood Cemetery, has a water storage capacity of 750,000 gallons. City staff indicated that the standpipe only has an effective storage capacity of 308,000 gallons providing pressure to the distribution system. Combined, the City of Wayne has a total storage capacity of 808,000 gallons. The current water storage facilities cannot provide adequate water pressure west of Pheasant Run (County Road 575<sup>th</sup> Avenue)

### ***Future Water System***

The “**Water System Master Plan**”, completed in 2001, projected the City would need a total of 1,090,600 gallons of storage capacity to support 2020 population needs. Thus, Wayne would need to add an additional 300,000 gallons of storage capacity. The **Master Plan** recommended the City replace the standpipe with a new water tower of at least 600,000 gallon capacity to meet the 2020 projection. If installed to the west or northwest of the Community, adequate water quantity and pressure would be available throughout all identified growth areas to the west, northwest and north of the City.

The **Master Plan** also reported the existing 16” transmission main is the only line connecting the northern well field to the city. This wellfield supplies 95 percent of the water consumed by the City. **If the single transmission main were damaged or not operational, the City could not supply water to meet domestic or commercial needs. A second transmission main from the wellfield should be constructed within the 10-year planning period.** Lastly, the City should continue the process of replacing water mains smaller than 6” in diameter.

## **WASTEWATER COLLECTION SYSTEM**

### ***Sanitary Sewer Collection System***

The City’s sanitary sewer collection system is composed of 8”, 12” and 16” mains. Most of the system is vitrified clay pipe that was installed between 1900 and 1970 and is separated from the storm sewer system. The newest lines are all constructed of PVC.

The City of Wayne owns and operates five lift stations, with a sixth owned by Wayne State College. These lift stations are located as follows:

- Lift station # 1 is adjacent South Nebraska Street.
- Lift station # 2 at the wastewater treatment facility.
- Lift station # 3 is on Grainland Road between Sherman and Douglas Streets.
- Lift station # 4 on North Sherman Street.
- Lift station # 5 is near the Walnut and 14th Street intersection.
- Lift station # 6 along Centennial Road south of Country Club Road.

The **2001 Wastewater System Master Plan** concluded most of the collection system was in excellent condition.

### ***Wastewater Treatment Facility***

Wayne's wastewater treatment facilities were placed into operation in March of 1985. The initial stages of the project date back to 1976 when the City received a grant to prepare a Facility Plan. This report evaluated various types of treatment methods that could satisfy the City's needs for expanded capacity and provide the degree of treatment required to meet federally-mandated discharge quality standards.

Construction began in August, 2010, on a **new wastewater treatment plant**, utilizing a system developed by **Aquarius Technologies**. The new treatment plant was completed in 2011. The wastewater plant treats an average of 600,000 gallons per day with a peak capacity of 850,000 gallons per day. The plant is designed to serve a maximum population of 8,500 people.

There are seven main parts to Wayne's wastewater treatment process. Wastewater flows through the following components in this order:

- Lift Stations  
Wayne has two main pumping stations that transfer wastewater collected throughout the entire City to the treatment plant. Each of the two lift stations contains three pumps. Both lift stations are controlled by a SCADA 3000 operating system. This system enables staff to remotely monitor levels and run-times.
- Influent Structure  
The first treatment unit at the plant is the influent structure, which receives the combined flows from the two lift stations.

- Primary Clarifier

The flow from the influent structure is split between two, rectangular primary clarifiers. The clarifiers provide the next treatment step by removing most of the solids that have settled. The solids, are then pumped to the aerated sludge lagoon.

- Aquarius Technologies

A new Aquarius wastewater treatment component utilizes two digesters and a belt press to further treat the wastewater.

*This new component eliminated the need for the former “Rotating Biological Contactor” and the 26-acre wastewater lagoon. The City is in the process of decommissioning the lagoon, but City Staff estimated it will take at until 2019 to complete the process.*

- Final Clarifier

The wastewater from the Aquarius is split between two circular final clarifiers. The solids removed by the final clarifiers are mainly biological solids formed in the Aquarius.

- Final Discharge Point

The treated wastewater, which overflows from the surface of the final clarifiers, flows through an outfall line to South Logan Creek. By the time the treatment process is complete, the solids and organic materials that were contained in the raw wastewater have been removed.

- Operations Building

Within the operations building are contained many of the vital plant components and control centers. Also, located in the operations building are the plant office, lab facilities, and maintenance shop.

In 2009, an ultra-violet treatment system was added at the wastewater treatment plant to comply with federal and state government mandates to provide an additional treatment process of waste water before it is ultimately discharged into Logan Creek.

## **ELECTRICAL SYSTEM**

The City of Wayne owns and operates both the electrical power plant and distribution system. Wayne has a lease agreement until 2022 with Nebraska Public Power District to provide power to the City. The power plant, located on south Main Street, is only used during peak times, or as an emergency backup for the City. The plant has eight generators; the oldest was installed in 1947. The most recent expansion of the plant was completed in 1996 and included two new generators. The City maintains the distribution system and substation located west of the power plant.

## **TRANSPORTATION.**

The transportation includes the City streets, sidewalks, trails. Streets are only one component of a city transportation plan and. Non-vehicular modes of transportation for pedestrians and bicycles need to be evaluated and discussed. The City has aggressively utilized federal funding opportunities to reconstruct major arterial streets and construct the trails system, leveraging millions of dollars for transportation improvements.

### **STREETS**

The existing street network is shown in **Illustration 5.2, Existing Classifications of Roadways & Traffic Volume Map**. The roadway classification map is from the Nebraska Department of Roads (NDOR), and the City of Wayne, which is used in the City's annual One & Six Year Streets Plan. The classifications describe and designate each roadway according to traffic volume, speed, and level of access provided to adjacent property. The existing functional classifications include Minor Arterials, Major Collectors, Minor Collectors, and Local Streets. The classifications and functions are:

- Minor Arterials – Streets and roadways for large volumes of higher speed through traffic.
- Major Collectors – Streets and roadways to move traffic to Major Arterials.
- Minor Collectors – Streets to move traffic from local streets to Major Collectors.
- Local – Streets that have low volume traffic that provide access from adjacent properties to Collectors and Arterials.

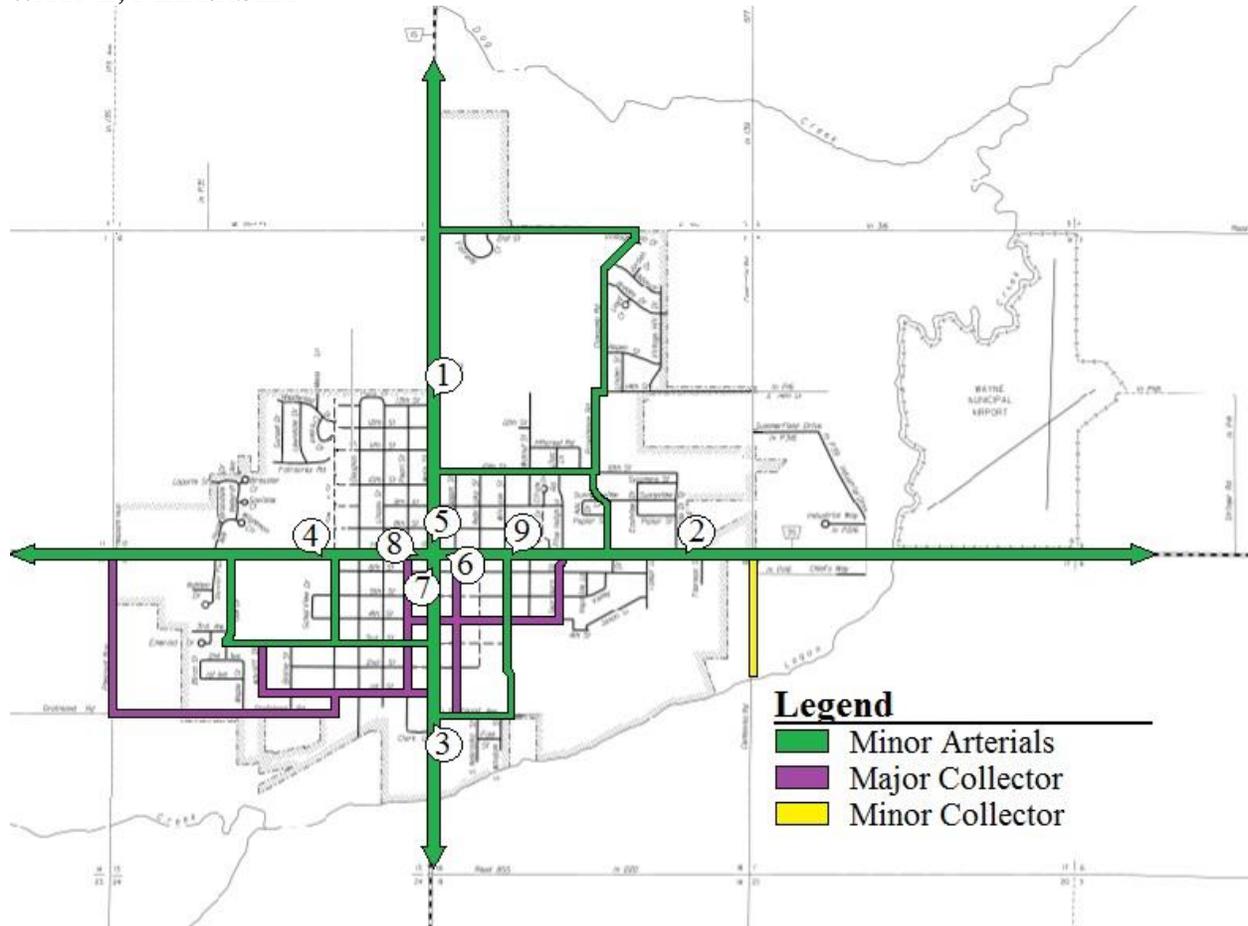
The streets are primarily in a grid network, with lower functioning streets connecting to the higher volume streets. The “**Minor**” **Arterials** in the City of Wayne are Nebraska Highways 15 and 35; 10<sup>th</sup> Street, from Main to Providence Road; the combined north/south corridor of Claycomb and Providence Roads, from 21<sup>st</sup> to 7<sup>th</sup> Street, in the northeast quadrant of the City; Oak and, Sherman from 3<sup>rd</sup> to 7<sup>th</sup> Streets and Windom Street from fairground Avenue to 7<sup>th</sup> Street. These two Corridors have the highest volume of traffic that is moved through the City.

“**Major**” **Collectors** include Dearborn Street, from 4<sup>th</sup> to 7<sup>th</sup> Streets; Logan Street, from 7<sup>th</sup> to Fairground Avenue; Pearl Street, from 1<sup>st</sup> to 7<sup>th</sup> Streets; Wilcliff Drive, from 1<sup>st</sup> to 3<sup>rd</sup> Streets, Pheasant Run, from Granland Road to 7<sup>th</sup> Street; Grainland Road, from Pheasant Run to Sherman Street; Sherman Street, from Grainland Road to 1<sup>st</sup> Street; 1<sup>st</sup> Street, from Wilcliff Drive to Main Street; and 4<sup>th</sup> Street from Pearl to Dearborn Streets.

**Minor Collector Streets** include Centennial Road from 7<sup>th</sup> Street to the southern Corporate Limits of the City of Wayne.

# EXISTING FUNCTIONAL CLASSIFICATION OF ROADWAYS & TRAFFIC VOLUME MAP

CORPORATE LIMITS  
WAYNE, NEBRASKA



### Legend

- Minor Arterials
- Major Collector
- Minor Collector

### AVERAGE ANNUAL 24-HOUR TRAFFIC COUNT

Location	2009	2015
1. 13 <sup>th</sup> & Main Street.	4,725	5,775
2. Hillside Drive & Main Street.	6,300	6,820
3. Clark Street & Main Street.	3,075	3,445
4. Sherman & 7 <sup>th</sup> Streets.	6,135	7,310
5. ½ Block north of 7 <sup>th</sup> & Main Street.	4,700	6,060
6. ½ Block east of 7 <sup>th</sup> & Main Street.	8,490	9,540
7. ½ Block south of 7 <sup>th</sup> & Main Street.	5,290	5,865
8. ½ Block west of 7 <sup>th</sup> & Main Street.	7,880	8,895
9. Northeast corner Windom & Main Street.	9,805	10,030

Source: Nebraska Dept. of Roads.

### AVERAGE ANNUAL 24-HOUR TRAFFIC COUNT

	2008	2010	2012	2014
A	2,065/210	2,000/185	2,155/245	2,220/230
B	3,700/520	3,785/530	4,520/630	4,550/635
C	2,480/200	2,230/180	2,635/210	2,890/230
D	3,385/380	3,595/405	4,465/505	4,415/500

Source: NDOR Annual Average 24 Hour Traffic Count Maps.

(Legend = Total Vehicles / Heavy Commercial Vehicles)

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ILLUSTRATION 5.2

## TRAFFIC VOLUME

The Nebraska Department of Roads monitors traffic volume in the Wayne area, for County roads and State and Federal highways. This tabulation process is done to identify appropriate existing road classification and engineering standards. **Existing Classifications of Roadways & Traffic Volume Map, Illustration 5.2**, also identifies the average daily traffic counts for State and Federal transportation routes around and within the City of Wayne. **These counts indicate that in 2014, an average of approximately 2,890 total vehicles entered the City of Wayne from the south on Highway 15 in a 24-hour period. Counts of the Highway 35 Corridor indicated that 135 more vehicles travel east of Wayne (4,550 total) than west (4,415 total).**

An analysis of traffic volumes within the City of Wayne between 2009 and 2015 indicate that the highest daily average of traffic volumes have increased throughout the City of Wayne. The intersection on Highways 15 (Main Street) and 35 (7<sup>th</sup> Street) is the highest traffic volume intersection in the City, when travel in all four directions are tabulated, at 30,360 vehicles per day. Highest traffic volumes at a single location within the City of Wayne is just east of the intersection of 7<sup>th</sup> and Windom Streets, see number “9” on **Illustration 5.2**. Average daily traffic volumes at the 7<sup>th</sup> and Windom Streets intersection increased from 9,805 in 2009 to 10,030 as of 2015. The second highest daily traffic volumes, at one specific location, occurred one-half block east of the intersection of Highway 15 and Highway 35. Although traffic volumes increased at each of the 9 locations, the intersection of 7<sup>th</sup> and Windom Streets may exceed traffic standards that require traffic control devices ranging from a four-way stop sign intersection to an fully traffic lighted intersection.

## FUTURE DESIGN STANDARDS

The City should require minimum design standards on all new construction, including streets that are reconstructed in developed areas. Table 5.2 identifies recommended minimum design standards for streets throughout the City.

**TABLE 5.2  
FUTURE DESIGN STANDARDS  
WAYNE, NEBRASKA  
2027**

<u>Road Classification</u>	<u>Row</u>	<u>Pavement Width</u>	<u>Concrete Thickness</u>	<u>Lanes</u>	<u>Parking</u>
Minor Arterial	100'	41-60'	9"	3-5	No
Major Collector	80'	41'	8"	3	Limited
Minor Collector	80'	41'	8"	3	Yes
Local	60'	32'	6"	2	Yes

Source: Hanna:Keelan Associates, P.C., 2017.

## **FUTURE ROADWAY CLASSIFICATION MAP**

The recommended future roadway classification map is shown in **Illustration 5.3, Page 5.25**. Recommended changes to the classification map include:

### **Minor Arterial Streets:**

- Centennial Road, between 7<sup>th</sup> Street and 21<sup>st</sup> Street.
- 21<sup>st</sup> Street, between Claycomb Road and Centennial Road.
- 21<sup>st</sup> Street between Main Street and Pheasant Run (575<sup>th</sup> Avenue).
- Pheasant Run (575<sup>th</sup> Avenue) between 7<sup>th</sup> and 21<sup>st</sup> Streets.

### **Major Collector Streets:**

- New Major Collector Street between Main Street and Pheasant Run (575<sup>th</sup> Avenue) generally at 15<sup>th</sup> Street curving to 12<sup>th</sup> Street.
- Sherman Street, between 1<sup>st</sup> and 21<sup>st</sup> Streets.

As future residential, commercial and industrial growth areas develop, “Other” Arterial and Collector Streets should be extended from the City, outward in support of concentric growth and cost effective development of all needed infrastructure.

## **RECOMMENDED STREET IMPROVEMENTS**

It is recommended the City use the proposed future roadway classifications and minimum design standards for all new development. It is important that when development occurs, the dedicated streets be wide enough to allow for the design of the future classification.

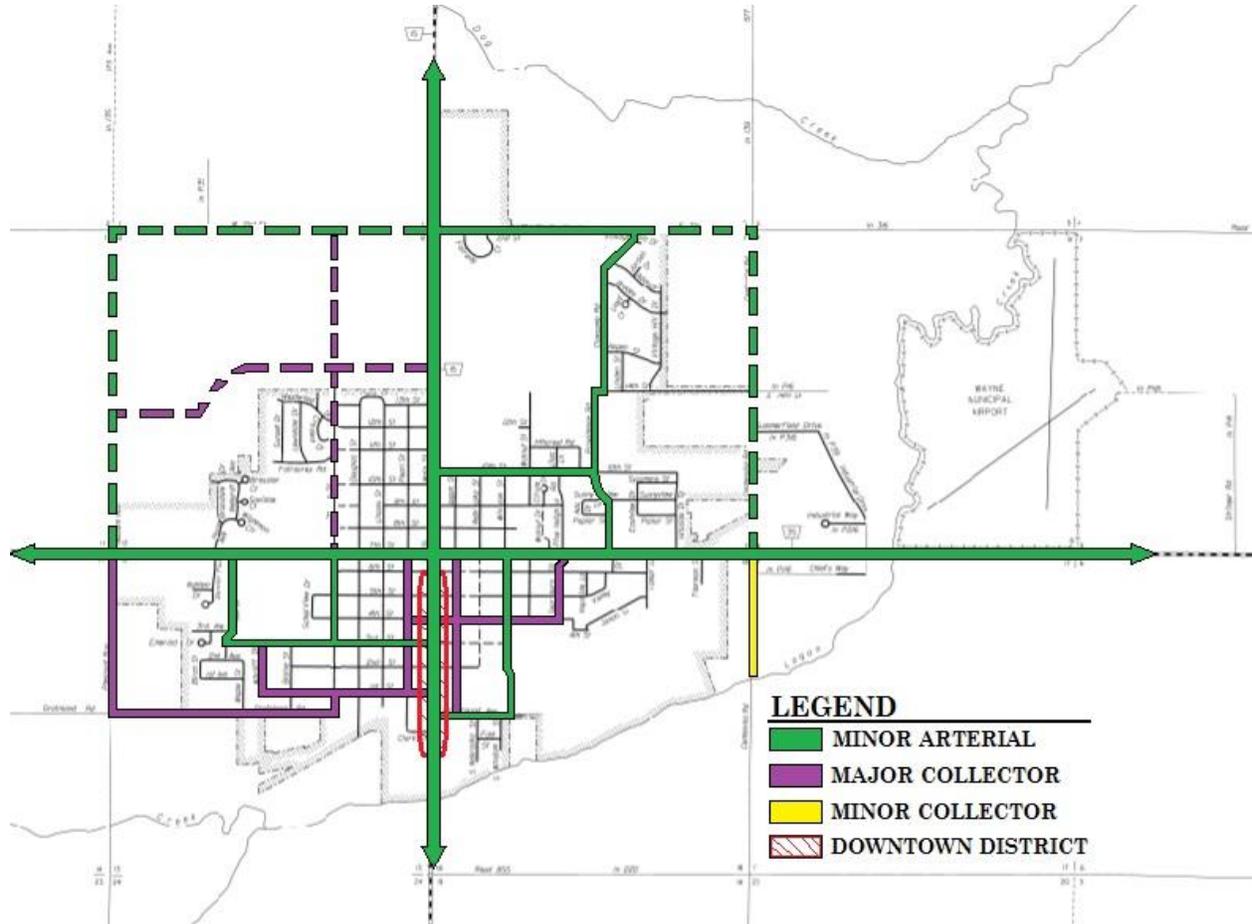
The City annually adopts a **One- & Six Year Street Plan** which is developed by the City staff and presented to the Planning Commission, prior to adoption by the City Council. The plan is kept up to date and is responsive to development and street condition problems as they occur. Individual road projects for this plan are not presented. **For proposed projects reference the current 1 & 6 Year Street Plan, on file at the City Clerk’s Office.**

The City should continue to replace gravel streets and deteriorating asphalt streets with concrete pavement meeting the minimum standards for the road classification. Paved streets require less maintenance and provide a safer surface.

## **TRAIL SYSTEM**

The Wayne Trail System began construction in 2003 after receiving a grant through the Nebraska State Department of Roads and designation of the route and final designs were completed. The second phase of the Trail System has also been funded by trails grant and will begin construction in the Spring of 2018 continuing west from Victor Park, looping around the west edge of the City through the County Fairgrounds, Community Activity Center and around the northwest portion of the City connecting to Lindahl Drive within Wayne State College. The trail, when completed, will circle the entire city, connecting parks, schools, Wayne State College, and the Providence Medical Center wellness program.

# RECOMMENDED FUTURE FUNCTIONAL CLASSIFICATIONS WAYNE, NEBRASKA



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**ILLUSTRATION 5.3**

# SECTION 6

## ECONOMIC & COMMUNITY DEVELOPMENT PROFILE & PLAN.



## COMPREHENSIVE PLAN 2017 - 2027.

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## **SECTION 6 ECONOMIC & COMMUNITY DEVELOPMENT PROFILE & PLAN.**

### ***INTRODUCTION.***

This **Section** addresses strategies, general procedures and concepts for an **Economic and Community Development Profile and Plan** for the **City of Wayne**.

“**Economic Development**” addresses the topics of *business retention and development and public relations*. The large number of non-resident employees commuting to Wayne alerts the Community leadership and local economic organizations to prepare and implement programs of housing development.

“**Community Development**” is a term that encompasses such varied activities as neighborhood redevelopment, urban design, public facility provisions, Downtown redevelopment and historic preservation. The underlying theme that unifies these activities is the conservation and reuse of existing built development and infrastructure.

### ***EXISTING CONDITIONS.***

The Community of Wayne, the largest in Wayne County, is located at the junction of Highways 15 and 35 in northeast Nebraska. Regional major thoroughfares include Highway 275 (15 miles south of Wayne); Highway 81 (15 miles south and 17 miles west of Wayne at Norfolk, Nebraska) and Interstate 29 in Iowa (48 miles east of Wayne via Highway 35) and Interstate 80 (approximately 100 miles south via Highway 15). The City was platted and developed on the upper elevations of South Logan Creek. The City benefits from its location for access to the underground water table, storm water drainage and natural open space.

Identified needs include housing rehabilitation and the annexation of land in support of new residential development; continuing efforts to diversify retail businesses in Downtown Wayne, and the expansion of existing and development new industries.

*Today, Wayne is an attractive Nebraska community with a diversified economic base and growing population.* The City also benefits from being in close proximity to the Cities of Norfolk, Nebraska and Sioux City, Iowa, for the provision of additional services and amenities.

The Community strongly benefits from having Wayne State College located in Wayne. The College enhances the ability of the Community to attract and retain a well-educated workforce. Wayne possesses an economic advantage with a core group of major industries and a highly-rated public school system.

The City of Wayne is recognized as having an agriculturally-based economy, while being supported by manufacturing and a major state college. The Community is home to several large employers, including Great Dane Trailers, Wayne State College, Heritage Homes and Heritage Industries and Providence Medical Center. These major employers contribute to the Community's low median age of 28.2 years, as per the 2010 Census.

Maintaining and developing a variety of businesses and industries, in conjunction with residential growth, will secure the Community's existence and vibrancy well into the future. With a progressive stance, the City of Wayne will continue to prosper economically and grow throughout the 21<sup>st</sup> Century.

## ***ECONOMIC & COMMUNITY DEVELOPMENT INITIATIVES.***

The Wayne Planning Commission and the City have been actively involved in a variety of Economic & Community development activities since the adoption of their current Comprehensive Plan in 2006. These activities include, but are not limited to:

- **LB840 Economic Development.** An Economic Development Program was established in Wayne, via LB840, effective during a 15-year period of July 1, 2009 to July 1, 2024. Wayne officials anticipate collecting a total of approximately \$3,200,000 during the 15 years, by the additional 0.4 percent sales tax to support economic development efforts.
- **Wayne State College.** The following highlights improvement projects on the Campus. The following projects have been completed or are in the process of being completed on campus:
  - Renovation of two dormitories, and a third- Bowen Hall, will be completed by August 2017.
  - Renovation of the Administration and “Carhart Science” buildings.
- **Sanitary Sewer Collection System.** Constructed new sanitary sewer lines to the municipal airport, industrial park and John Deere/Chief's Way.
- **Waste Water Treatment Facility.** Wayne completed a new wastewater treatment plant in 2011 utilizing a system developed by Aquarius Technologies. This facility eliminated components of the former treatment facility, as well as former 26-acre waste water lagoon.
- **Wayne Activities Center.** The City completed construction in August 2016, of a new swimming pool/aquatic center, adjacent the Activities Center.

- **Airport Improvements.** Re-pavement of runways and construction of new terminal and hanger as a result of tornado damage in 2013.
- **Four New Subdivisions.** Construction of new water and sewer mains, electrical service and new roads within subdivisions. Established 115 residential lots. Tax Increment Financing was utilized to reduce the infrastructure costs and develop approximately 70 residential single and multifamily dwellings.
- **Downtown Revitalization Project.** The City of Wayne completed a Downtown Revitalization CDBG Project, which highlights the strengths, weaknesses and potential for future planning projects in Downtown Wayne.

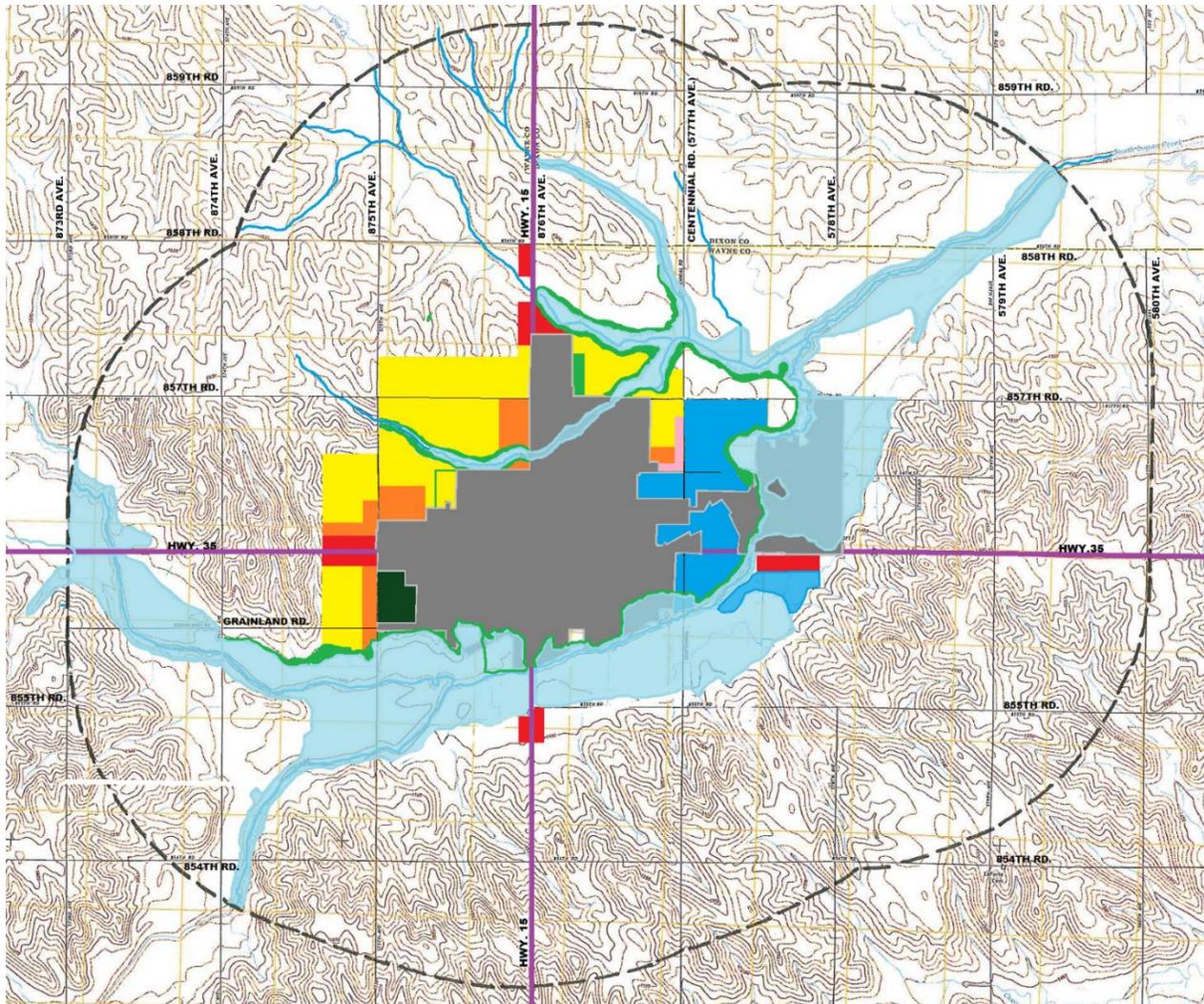
Economic and Community development activities are important to the sustained vibrancy of any Community. Urban design guidelines, public facility provisions, historic preservation, neighborhood rehabilitation and reinvestment and the identification of growth areas are key activities that the City of Wayne needs to consider during the life of this Comprehensive Plan. Residential, commercial and industrial growth areas are highlighted in the **Future Land Use Map, Illustration 6.1**, for the Two-Mile Planning Jurisdiction.

## **HOUSING REHABILITATION**

A large portion of the housing stock in Wayne is well-maintained and in good condition, but a need for moderate rehabilitation of existing housing units exists. As the housing stock continues to age, programs such as rehabilitation grants are encouraged to provide all Wayne inhabitants with safe and decent housing. *A Structural Conditions Survey, completed for the Wayne Community Housing Study, estimated that up to 232 housing structures need moderate rehabilitation, while an additional 137 housing units were identified as needing substantial rehabilitation. Lastly, 40 dilapidated housing units not cost effective for rehabilitation, should be targeted for demolition and replacement.*

The utilization of Local, State and Federal funding sources will be vital in providing appropriate incentives for property owners to rehabilitate substandard dwellings. The use of Tax Increment Financing (TIF) for redevelopment of infrastructure and private property identified in the **Comprehensive Plan** is strongly encouraged. Supplementing Local programs with additional State and Federal funding, such as Community Development Block Grants, will assist the citizens of Wayne in improving and rehabilitating their dwelling units.

**FUTURE LAND USE MAP**  
**TWO-MILE PLANNING JURISDICTION**  
**WAYNE, NEBRASKA**  
**2027**



**LEGEND**

- VACANT.
- PUBLIC/QUASI-PUBLIC.
- PARKS/RECREATION.
- SINGLE FAMILY RESIDENTIAL.
- MULTIFAMILY RESIDENTIAL.
- COMMERCIAL.
- MIXED-USE RESIDENTIAL/COMMERCIAL.
- INDUSTRIAL.
- WAYNE INCORPORATED AREA.
- HIGHWAY CORRIDOR.
- CREEK / FLOODPLAIN.

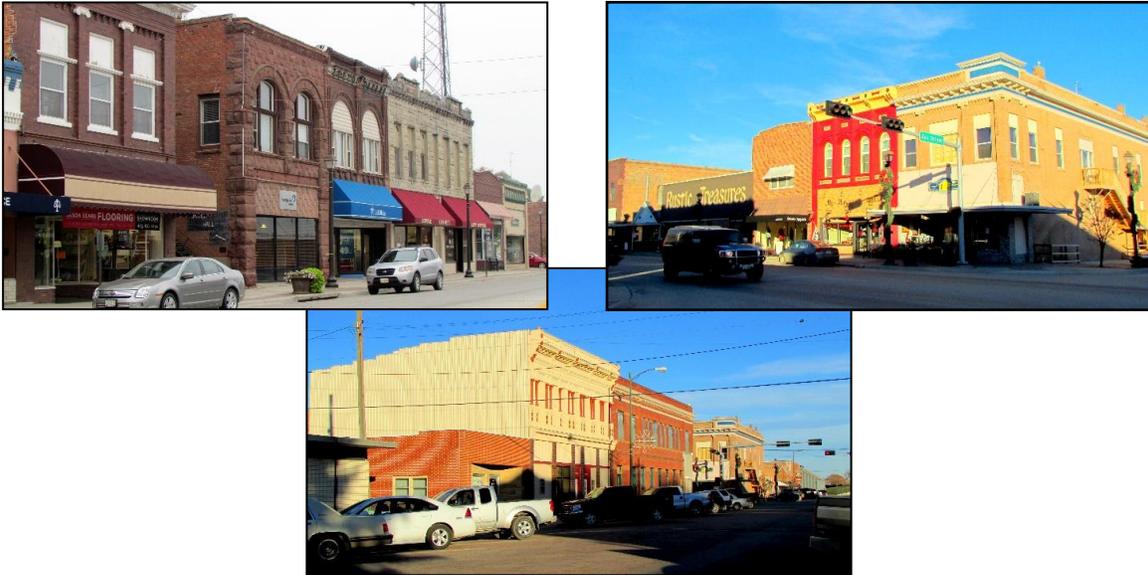
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**ILLUSTRATION 6.1**

## DOWNTOWN/HIGHWAY COMMERCIAL AREAS

Downtown Wayne is the City center for business and professional activity, but recent commercial development trends have been focused on the Highway 35 Corridor. Retail commercial uses outside of the Downtown must be limited in scope as to not diminish the role of Downtown Wayne as the focus of commerce and entertainment. A wider variety of retail specialty shops and professional offices are needed in the Downtown to provide goods and services to local citizenry, Wayne State College students and, potentially, to residents of nearby Communities and Counties.



The Comprehensive Planning/Housing Task Force identified a need for business development activities and streetscape improvements in Downtown Wayne. This includes the creation of gateway entrances, Community and family activity centers, improved parking areas and pedestrian connections to the surrounding neighborhoods.

A variety of organizations including Wayne Area Economic Development, Wayne Main Street, Wayne Chamber of Commerce, Wayne City Council and Planning Commission, City Administration and Downtown property owners, merchants and civic groups are all working to improve the appearance and viability of the Downtown. To build on successes, “tools of public intervention,” such as the National Main Street Program, Historic Preservation Tax Credits, Tax Increment Financing (TIF), and Community Development Block Grants must be used creatively and jointly to impact change.

**The City of Wayne Redevelopment Area #1 includes the Downtown. TIF is an incentive to improve existing and attract new businesses.** A total of 10 additional Redevelopment Areas adjacent and beyond the Downtown are utilized to promote residential, commercial and industrial redevelopment and development efforts.

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## Commercial Development.

In order to maintain and expand its commercial enterprises, all sectors of the Wayne retailing industry must work together. Through changes in technology and social behavior, buildings can become functionally and economically obsolete. To enhance the Wayne commercial areas, the following lists of activities were discussed and are recommended to compliment the current redevelopment activities:

- ❖ *Update and enforce minimum building codes to prevent vacant buildings from deteriorating.*
- ❖ *Encourage property and business owners to utilize the provisions of Tax Increment Financing as both a development and redevelopment tool in Downtown Wayne and along commercial highway corridors.*
- ❖ *Promote the attitude of **Wayne First in combination with Wayne Works**. If a local business has the products residents need, encourage them to purchase products in the Community, rather than in larger Communities such as Norfolk and Omaha, Nebraska, as well as Sioux City, Iowa.*
- ❖ *Maintain and improve the aesthetic appearance of Community, including street trees, adequate pedestrian walkways, street lighting, directional signage and pole banners.*
- ❖ *Strengthen working ties between the City of Wayne and Wayne/Dixon Counties through expanded marketing efforts to promote the broad range of tourism, recreational activities and special events held in the area.*
- ❖ *Encourage the development of additional specialty retail businesses, especially those catering to the needs of residents and college students of Wayne, as well as those of visitors and travelers to the Community.*
- ❖ *Encourage residents to start their own businesses through entrepreneur programs supported in incubator building spaces or malls, that support start-up businesses.*

## HISTORIC PRESERVATION

*The goal of historic preservation is to protect the historic resources of a community and preserve the historic properties and/or districts as a reflection of their heritage.*

The City of Wayne is a member of the **Nebraska “Main Street” Network**. This organization implements the **National Main Street Program** by providing technical assistance to participating communities. Technical assistance focuses on the components of the Main Street Program and ultimately redevelopment of historic properties and districts by listing historically significant structures and sites on the **National Register of Historic Places**.

Many historic sites and structures exist in Wayne, including 42 buildings within the **Downtown Historic District**. The National Trust for Historic Preservation listed the District on the National Register of Historic Properties in December, 2009. The preservation of selected commercial buildings is vital to retaining the architectural integrity and heritage of the Community. To assist in the reuse and renovation of these historic resources, the City is encouraged to

- ❖ *The City of Wayne became a “Main Street” Community of the Nebraska Main Street Network Program to develop stronger connections to the State-Wide Organization including access to technical assistance;*
- ❖ *The City should participate in the Certified Local Government (CLG) program through the Nebraska State Historic Preservation Office to provide protection for Historic Properties in Wayne;*
- ❖ *The City of Wayne should establish a Local Historic Preservation Ordinance, including a Preservation Commission to protect historic properties and districts.*
- ❖ *The Community should promote the Historic Resources of the City of Wayne to expand Tourism and Economic Development.*

consider adopting historic preservation guidelines and also participating in the **Certified Local Government (CLG)** program of the Nebraska State Historic Preservation Office. This process can be facilitated by creating a local Historic Preservation Commission and adopting a local Historic Preservation Ordinance.

The **Historic Preservation Ordinance** would provide protection for historic buildings. Individual buildings and Districts, such as Downtown Wayne, which are listed on the National Register do not have any legal protection from being modified or even demolished. The National Register is only an honorarium to promote historic buildings by creating a coordinated effort restore or preserve properties that retain architectural integrity and historic significance. The Nebraska State Historic Preservation Office (SHPO) maintains an historic building database of each of the Counties in Nebraska and their Communities.

Buildings in the Downtown and throughout the City listed on the National Register are eligible for a 20 percent federal tax credit to be deducted against personal federal income taxes of building owners or investors. Buildings that are designated as contributors to the historic district are eligible for a 10 percent credit. For every dollar spent on restoration or renovation of a building, 10 to 20 percent can be deducted. This Federal program has been successful in providing incentives for Downtown rehabilitation projects in Communities of all sizes throughout the Nation.

### **NEBRASKA “MAIN STREET” PROGRAM**

Since the mid-1970s, the National Trust has implemented the National *"Main Street"* Program. The Program was developed to combine historic preservation programs with a four-point approach to rejuvenate America's Downtowns. These four points include the following:

- ***Design:*** focus on renovating buildings, constructing compatible new buildings, improving signage, creating attractive public open spaces and ensuring planning and zoning regulations support Main Street revitalization.
- ***Organization:*** building collaboration between organizations, and public and private sector groups.
- ***Promotion:*** advertising the district to residents, visitors and potential investors.
- ***Economic Restructuring:*** strengthening the district's economic foundation.

The primary foundation of the Main Street Program is time. Successfully rejuvenated Downtowns do not happen overnight. However, the principles of “Main Street” are proven methods by which America's small to medium sized communities have rejuvenated their Downtowns.

Nebraska established a State-wide Main Street program in 1995. The City of Wayne is one of seven Nebraska cities currently designated as a “Nebraska Main Street Community.”

### **NEBRASKA STATE HISTORIC TAX CREDIT PROGRAM.**

On April 16, 2014, Legislative Bill 191 was signed into law, which created the **Nebraska Historic Tax Credit**. This new historic tax credit serves as a valuable incentive to allow Nebraska real property owners to offset Nebraska income, deposit or premium tax amounts equal to twenty percent of "eligible expenditures" on "improvements" made to "historically significant real property." The **Nebraska Historic Tax Credit** establishes an annual \$15,000,000 tax credit pool, and the Nebraska State Historical Society (SHPO) implements the annual allocation of the credits each year.

**The program encourages the preservation of the state's historic buildings for the following important outcomes:**

- Incentives for redevelopment of historic properties and districts.
- Private investment in historic buildings, downtowns, and neighborhoods.
- New uses for underutilized and substandard buildings.
- Jobs and economic development in Nebraska communities.
- Creation of housing units.
- Revitalized communities through preservation of historically significant buildings and districts.
- More heritage tourism in communities.

**Basic provisions of the NHTC:**

- Twenty percent (20%) Nebraska tax credit for eligible expenditures made to rehabilitate, restore or preserve historic buildings.
- Maximum of \$1 million in credits for a project, a dollar-for-dollar reduction in state tax liability.
- Tax credits can be transferred with limitations.
- Rehabilitation work must meet generally accepted preservation standards.
- Detached, single-family residences do not qualify.

**To qualify, a historic property must be:**

- Listed individually on the National Register of Historic Places, or
- Located within a district listed in the National Register of Historic Places, or
- Located within a historic district designated under a certified local preservation ordinance.

**The minimum project investment must equal or exceed:**

- The greater of \$25,000 or 25% of the property's assessed value (for properties in Omaha and Lincoln), or \$25,000 (for properties located in other Nebraska communities).

**NEBRASKA COMMUNITY DEVELOPMENT LAW**

The **Nebraska Community Development Law** was approved by the Unicameral in 1975. The law was developed to assist communities with economic growth and redevelopment activities. To use the Community Development Law to provide Tax Increment Financing, an area must first be declared blighted and substandard.

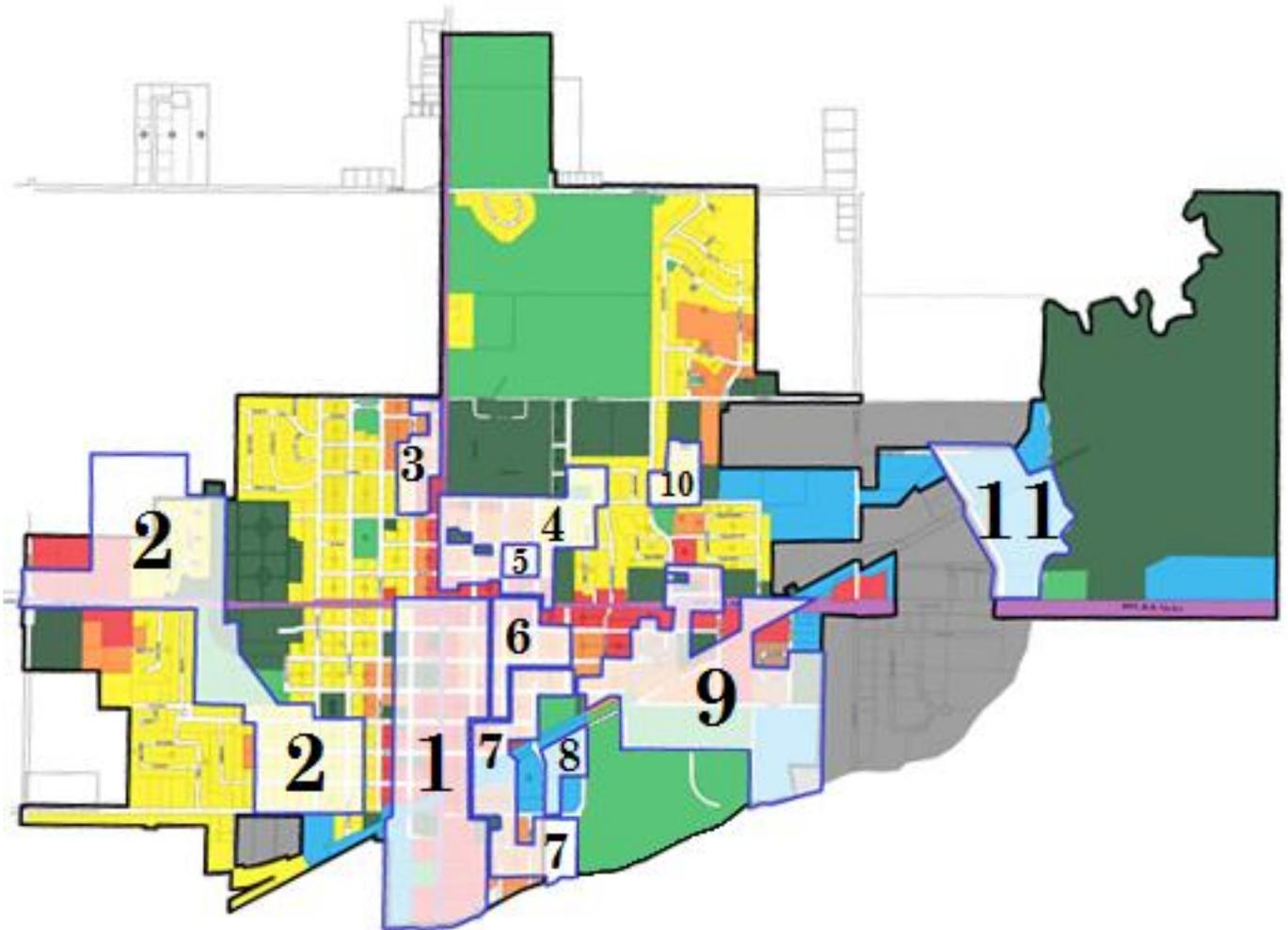
**The City of Wayne has eleven designated Redevelopment Areas, see Illustration 6.2.** It is recommended that these Areas within the City be advertised for development and redevelopment projects, as a priority implementation strategy of this planning process, in adherence with the requirements of the **Nebraska Community Development Law**. It was the consensus of the Wayne Comprehensive Plan/Housing Task Force, the City should utilize TIF to form public/private partnerships with developers to reduce the infrastructure costs of new subdivisions.

# REDEVELOPMENT AREAS MAP

CORPORATE LIMITS

WAYNE, NEBRASKA

2027



## LEGEND

**3** REDEVELOPMENT AREA

**HANNA:KEELAN ASSOCIATES, P.C.**  
**COMMUNITY PLANNING & RESEARCH**

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ILLUSTRATION 6.2

## **NEIGHBORHOOD ANALYSIS.**

Four Wayne residential neighborhoods are unique for their eras of construction, geographic features and/or established borders. Boundaries for the neighborhoods were based upon street corridors or the platting of subdivisions with distinct edges, see **Illustration 6.3, Neighborhoods Map**.

Portions of each of the four Neighborhoods are included in at least one of the eleven designated Wayne Redevelopment Areas. The Redevelopment Areas provide access to Tax Increment Financing (TIF) as an incentive to make improvements to both private and public property.

Residential areas within the East-Central and West-Central Neighborhoods that are also located within designated Redevelopment Areas have priorities for preservation, rehabilitation or replacement housing efforts. The **Wayne Community Housing Development Corporation** has also established a Community Development Block Grant target area in the region of the City located to the east of Downtown Wayne, south of 7<sup>th</sup> Street. Property owners and developers can apply to utilize these funding mechanisms in combination to enhance the southern portions of these two Wayne Neighborhoods.

### **EAST-CENTRAL NEIGHBORHOOD.**

This Neighborhood is generally located between Main Street and Providence Road, or the residential areas south of Wayne State College to approximately 3<sup>rd</sup> Street. The oldest portion of the Neighborhood, including one, one-and-a-half and two-story single family dwellings fronting Logan and Nebraska Streets, were constructed during the late 1890s to early 1920s. These houses utilized very few architectural embellishments, focusing more on bungalow and craftsman stylized porch columns, window openings and lower pitched gable and hip roofs. Brick surfaced streets between 7<sup>th</sup> and 10<sup>th</sup> Streets, from Logan to Nebraska Street further enhance this portion of the Neighborhood that is south of the Wayne State College Campus.

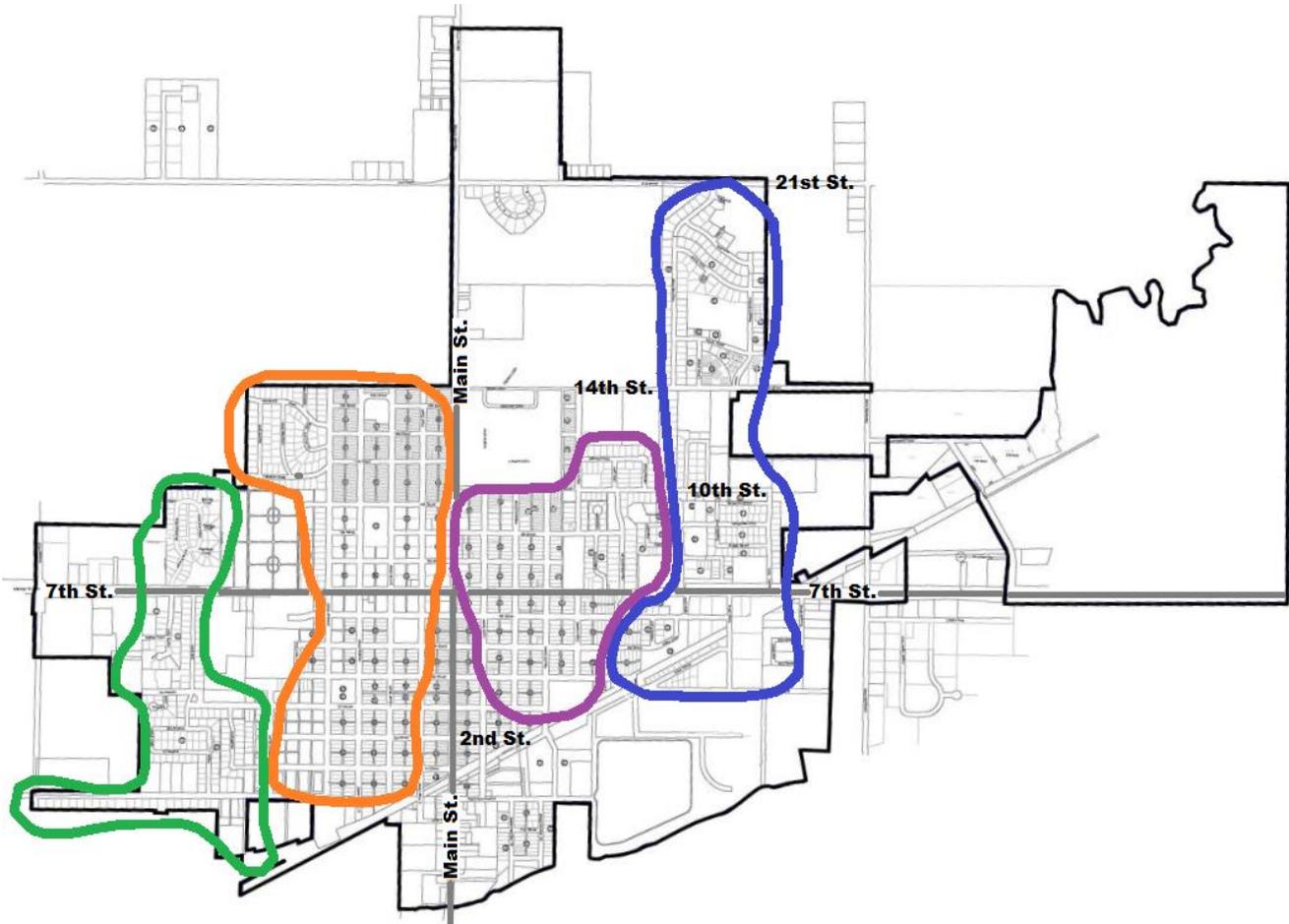
Houses fronting on Windom and Walnut Streets, as well as Pine Heights and Providence Roads have houses that are either one-story or one-and-a-half stories in height. Most of these dwellings are vernacular bungalow styled dwellings void of architectural detailing. The eastern portion of the Neighborhood between Walnut Drive and Providence Road are either one-story ranch style dwellings or split-level homes generally constructed after the 1970s. The curvilinear streets involving portions of Walnut Drive and Pine Heights and Providence Roads are associated with residential subdivisions developed after the 1970s.

# NEIGHBORHOODS MAP

## CORPORATE LIMITS

WAYNE, NEBRASKA

2017



### LEGEND

-  East-Central Neighborhood
-  West-Central Neighborhood
-  Eastern Neighborhood
-  Western Neighborhood

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### ILLUSTRATION 6.3

The western half of the Neighborhood has been significantly impacted by single family dwellings that have been converted to rental occupied “apartments.” A mixture of residential and commercial uses is evident along 7<sup>th</sup> and 10<sup>th</sup> streets, while slip in four to six-unit apartment buildings have become more common along Nebraska and Windom Streets, especially in the southern portion of the Neighborhood, south of 7<sup>th</sup> Street.



The **East-Central Neighborhood** was platted in a standard gridiron pattern with 300’ square blocks and 12 individual lots at 50’ x 140’, except for the double length blocks between 9<sup>th</sup> and 10<sup>th</sup> Streets, between Main and Walnut Streets. Corner lots were often split into two or three parcels, increasing the density of dwellings on a block from 12 to 14, or more. Houses throughout the Neighborhood are generally in good condition, although a few dwellings need moderate- to substantial rehabilitation.

### **WEST-CENTRAL NEIGHBORHOOD.**

The **West-Central Neighborhood** is located between Pearl and Blaine Streets and 14<sup>th</sup> street and Grainland Road. Housing types in the southern two-thirds of the Neighborhood, south of 10<sup>th</sup> Street, between Pearl and Douglas Streets, are comprised of one and two-story dwellings, exhibiting Queen Anne, Prairie or Bungalow architectural styles. These houses utilized a variety of architectural detailing, including stained glass windows, rounded porches and several with corner turrets. The largest of these dwellings are concentrated near Bressler Park, along Lincoln and Douglas Streets, extending south to approximately 4<sup>th</sup> Street.

Nearly all exteriors are or were wood clapboard siding and, in many cases, exteriors have been replaced with aluminum or vinyl siding. A few larger apartment buildings are concentrated at the intersection of Lincoln and 4<sup>th</sup> Streets and are in need of rehabilitation. Post-World War II houses, ranch and split-level homes of the 1950s to 1970s are present in the Neighborhood to the north of 10<sup>th</sup> Street and in the western portion of the Neighborhood.



This Neighborhood is slightly more densely developed than the East-Central Neighborhood. The majority of the blocks were platted as 300' square blocks with 12 individual 50'x140' lots. Trees are more concentrated directly around the houses as opposed to the dense tree cover provided by the street trees in the East-Central Neighborhood. Housing conditions are slightly better and the overall appearance of the yards and open spaces are well kept. Fewer vehicles are parked along the streets. Houses in the northern third of the Neighborhood are smaller single story post World War II era housing generally constructed between 1945 and 1960, with very little architectural embellishments. Additions in the northwest portion of the **West-Central Neighborhood** are concentrated with 1960s to 1980s one-story ranch style dwellings with brick veneer on at least the street side elevation.



The Westwood Addition utilizes a combination of curvilinear and rectangular street layout that does not connect at right angles to the street network to the east of Sherman Street. Residential blocks along the western edge of the Neighborhood tend to be two to three times as large as the standard 300' square blocks to the east of Sherman Street.

**WESTERN WAYNE NEIGHBORHOOD.**

The **Western Wayne Neighborhood** includes the incorporated areas located between the Greenwood Cemetery and Wayne Junior/Senior High School on the east and the Wayne County Fairgrounds on the west. The Western Ridge Addition is on the north side of 7<sup>th</sup> Street (Highway 35), while several smaller additions with interior street systems are located south of 7<sup>th</sup> Street. The houses within Western Ridge were first constructed in the late 1990s, with several vacant lots yet to be developed. Residential areas south of 7<sup>th</sup> Street include a variety of single level ranch houses and one-and-one-half story split level dwellings. Houses fronting on Blaine Street at the eastern edge of the Neighborhood appear as old as the 1970s, while the newest houses on the west side of the Neighborhood are currently under construction along the south side of Grainland Road. Most of the homes have wood or metal siding with few embellishments.

Oak Drive, continuing south as Maple Street, is the primary north/south street in the **Western Neighborhood** and is within short walking distances to Wayne Elementary and the Junior/Senior High School. West 7<sup>th</sup> Street is the primary access street that connects the **Western Neighborhood** to Downtown Wayne and the City, beyond, and continues both east and west into the rural planning jurisdiction. Local streets are narrower than those within the Central Neighborhoods, placing the houses closer to the street. Street surfaces are concrete and in good condition.



The Western Ridge II Addition has several homes with walkout basements. From the street houses appear to be smaller one-story dwellings.

All the dwellings in the southern half of the Neighborhood are either one-story ranch dwellings or split level houses.



A few of the oldest houses between Maple and Blaine Streets are in need of minor rehabilitation, but overall the Neighborhood is well maintained and the yards are well kept. The only multifamily buildings in the area are two separate complexes, one at the west side of Blaine Street and the other consisting of two rows of connected apartment buildings on the north side of Nathan Drive. These two apartment complexes need rehabilitation and exterior landscaping.

This Neighborhood has a variety of vacant lots concentrated in the Western Ridge II Addition and along the south side of Grainland Drive in Southview Addition that are suitable for new residential development.

### **EASTERN WAYNE NEIGHBORHOOD.**

The eastern portion of Wayne, generally east of Providence Road, north of 7<sup>th</sup> Street and east of Dearborn Street, to the south of 7<sup>th</sup> Street. The Vintage Hill Additions include some of the newest residential areas in the City of Wayne. These Additions are located between 14<sup>th</sup> and 21<sup>st</sup> Streets in the northeast portion of Wayne and include the “Brookdale” senior independent and assisted living center and several two, three and four unit townhomes, in addition to some of the most recently constructed single family houses. This northern portion of the Neighborhood is attractive to residents because of its proximity to the County Club Golf Course, Wayne State College and Providence Medical Center. All houses in the Vintage Hill additions were constructed since the mid-1990s and are large one-story and one-and-a-half story houses.



Residential areas in the central portion of the Neighborhood, between 14<sup>th</sup> and 7<sup>th</sup> Streets, includes single story houses and duplex townhouses, as well as the Eastview Village and Sunnyview Apartment complexes. These housing areas initially began construction in the 1980s and have had a few vacant lots built on within the last 10 to 15 years. Angel Acres Addition is a “u” shaped subdivision that has approximately 20 vacant lots remaining. The streets in the central portion of the Neighborhood are concrete paved streets that are rectangular in configuration.



Villa Wayne, at the southern edge of the Neighborhood, is located at the northeast corner of Dearborn and 4<sup>th</sup> Streets, consisting of eight, one-story, two and four unit buildings for retirees and the elderly. The Leisure Apartment building is located at the southeast corner of 6<sup>th</sup> Street and Valley Drive. The remaining dwellings between 4<sup>th</sup> and 7<sup>th</sup> Streets, are primarily mobile homes and older single family dwellings constructed after the late 1960s.



New single family dwellings are being constructed along either side of Jaxon Street. All residential areas south of 7<sup>th</sup> Street are located within the Community Development Block Grant target area that has been qualified for owner occupied housing rehabilitation programs available through Wayne Community Housing Development Corporation. Several Redevelopment Areas have the potential of utilizing Tax Increment Financing to make improvements to public infrastructure and private property in combination with rehabilitation funding.

### **NEIGHBORHOOD PRIORITIES.**

#### **East-Central and West-Central Neighborhood priorities should include:**

- Housing rehabilitation is most needed in the East and West-Central Neighborhoods to protect the viability of residential properties.
- Very few, if any, vacant lots exist in these two central Neighborhoods, but the potential for housing demolition and replacement exists. Housing design standards should be considered so that new single and multifamily structures, when approved, are compatible with the sizes, architectural styles, building materials and colors that are unique to each of the Neighborhoods.
- Large street trees provide a canopy covering over most of the streets in the two central Neighborhoods. A tree maintenance and replacement program should be coordinated with the City Public Works Department to ensure that the character of these Neighborhoods are maintained.
- These two Neighborhoods contain portions of underground infrastructure systems that are approaching 80 years of age or older. As they continue to age, repair and or replacement of these utility systems will become more urgent.

#### **Eastern Wayne and Western Wayne Neighborhood priorities should include:**

- The newer residential additions within these two residential Neighborhoods lack street trees and landscaping that are prominent in the older Neighborhoods. Residents of these neighborhoods should work with the Public Works Department to raise funding and challenge property owners to invest in landscaping throughout their properties.
- Consider the development of minimal residential design standards that require houses built on the remaining vacant lots to be compatible with the materials, colors, massing and roof forms utilized in existing houses.

## ***ECONOMIC EXPECTATIONS.***

The existing economic conditions in Wayne have the potential to allow for increased activities in commercial and industrial development. The City has recognized the need to continue to diversify its economic base, relying on retail and highway commercial and service-oriented businesses, along with additional light manufacturing industries, while continuing a deep agriculture-based economy.

## **ECONOMIC PARTNERSHIPS.**

Much of the recent economic success of Wayne can be attributed to locally organized efforts to create public and private partnerships. These partnerships have included the involvement of the Wayne Area Economic Development, Wayne Main Street, Wayne Chamber of Commerce, Wayne Community Housing Development Corporation, Northeast Nebraska Economic Development District, Northeast Nebraska Community Action Partnership, Northeast Nebraska Area Agency on Aging, Wayne Community Redevelopment Authority, Wayne City Council, Planning Commission and City Administration. The continued efforts of these partnerships will play a vital role in future economic development activities of Wayne.

Wayne is expected to continue diversifying its business and employment opportunities by attracting unique businesses and industries to the Community. This could be accomplished through a Business Stewardship/Support Program or through the provision of Local, State and/or Federal governmental incentives. Wayne is an excellent location for industries to locate, due to its proximity to the cities of Norfolk; Sioux City, Iowa; and Omaha. Appropriate amounts of land, both within the Corporate Limits and in designated growth areas beyond Wayne are available for future commercial and industrial developments.

## **HOUSING & ECONOMIC DEVELOPMENT**

The City of Wayne completed a **Community Housing Study**, in 2016, focusing on a 10-year planning period. This Study documents housing demand for all components of the housing market, with emphasis on all income categories and specific housing types, by 2027.

The Wayne Community Housing Study identifies an estimated housing target demand of up to **250 housing units** during the next 10 years, including **120 owner** and **130 rental housing units**. The potential of an Economic Development “Boost” by 2027 in Wayne, could result in the target housing demand increasing to 354 housing units, including 168 owner and 186 rental housing units. The potential “Boost” would occur if existing and future businesses hired an additional 135 full-time employees to the community, resulting in an increase in 285 people to the Community.

The City should focus on developing available vacant land within the Corporate Limits of Wayne, before platting a rural subdivision. Residential Growth Areas are identified on the **Two-Mile Planning Jurisdiction Future Land Use Map, Illustration 4.7**. Development activities need to include the construction of safe, affordable housing for families of all income ranges, including workforce and elderly populations. Recommended housing types include single family homes, duplex/triplex and town home developments.

*A shortage of safe, decent and affordable housing presently exists in Wayne. The lack of an appropriate amount of modern rental housing coupled with an expected increase in owner and renter households by 2027 will require a variety of new residential developments.*



Housing development in Wayne should be closely monitored by an organized **Community-Wide Housing Partnership**, with the guidance of the **Wayne Community Housing Development Corporation** and **Wayne Area Economic Development**. The Housing Partnership should have a close relationship with public and private financing agencies and housing developers to encourage the construction of various housing types in Wayne. Knowledge and implementation of housing programs, including those that support **Employers Assistance** and **Continuum of Residential Care, for elderly households**, ensures complete Community housing provisions.

Important to the future economic development success of Wayne is the recognition that **housing is economic development** and should be considered when planning new tourism, commercial and industrial projects. It is recommended that all local and regional housing development entities be supported by public and private organizations in Wayne to continue to implement its housing goals and objectives.



## **BUSINESS & INDUSTRIAL DEVELOPMENT**

Wayne needs to continue to pursue the service, commercial and industrial businesses needed to serve both the Community and Wayne/Dixon Counties. The local health, educational and recreational facilities should play a major role in attracting new business. Organizations including Wayne Area Economic Development, Wayne Main Street, Wayne Chamber of Commerce, Wayne City Council and Planning Commission, City Administration and the Wayne Housing Authority should all work collectively to address the recruitment, planning and financing of new business, industry and housing.

The most recent commercial developments in Wayne has occurred along the Highway 35 Corridor with the construction of a large new carwash, Hotel and highway commercial oriented businesses. The Highway 35 Corridor is an ideal location for future development for these types of commercial entities. Conversely, Downtown Wayne needs to focus on the development and retention of specialty retail, professional office and service businesses.

The retention and expansion of existing businesses should have equal priority to that of new developments. This team of organizations should participate in the review of the City of Wayne Economic Development Program.



## **JOB CREATION**

As discussed throughout this **Comprehensive Plan**, the City of Wayne should be cognizant of an increasing population, with a fairly low unemployment rate. For Wayne to continue to provide its residents with needed services and businesses, **the City will need to actively pursue the creation of up to 75 new jobs, during the next 10 years.** The majority of the new jobs during the planning periods should be created in the professional, services and light industrial sectors, keeping pace with today's employment trends in Midwestern Communities.

The largest employers in Wayne include Great Dane Trailers, Wayne State College, Heritage Homes, Heritage Industries, Providence Medical Center and Wayne Public Schools. **A high percentage of the employees at these industries reside outside of Wayne and commute to work each day.**

## ***THE ECONOMIC & COMMUNITY DEVELOPMENT STRATEGY.***

The City of Wayne completed an **Economic Development Program**, in 2008 that highlights strategies for continued economic growth and development.

**The Economic and Community Development Strategy for Wayne, as highlighted in the “Statement of Purpose and General Intent” involves:**

- Creating high paying quality jobs by generating employment opportunities and expanding the available work force within the labor market of Wayne and Wayne County.
- Attracting new capital investment to the Community.
- Sustaining existing job opportunities.
- Broadening the tax base to provide economic diversification and ensure economic stability and vitality for the Community of Wayne and surrounding area.

The following activities are considered “priority activities” for the use of funds generated by the ½ percent sales tax increase in Wayne. Eligible Activities by businesses to qualify for assistance under the Economic/Community Development Program include, but are not limited to:

- 1) The purchase of real estate, options for such purchases, the renewal or extension of such options, and public works improvements.
- 2) Payments may be made for salaries and support of City staff to implement the Program or for contracting of an outside entity to implement any part of the Program.
- 3) Expenses for business and industry recruitment activities to locate or relocate a qualifying business into the area and for equity investment in or loan guarantees for a qualifying business.
- 4) The authority to issue bonds pursuant to the act subject to City Council approval.
- 5) Grants or agreements for job training.
- 6) Small business and microenterprise development including expansion of existing businesses.
- 7) Interest buy down agreements or loan guarantees.
- 8) Expand and promote Wayne through marketing, workforce attraction, and tourism related activities.

- 9) Development of housing related programs to foster population growth.
- 10) Activities to revitalize and encourage growth in the downtown area.
- 11) May contribute to or create a revolving loan fund from which low interest or performance based loans will be made to qualifying entities on a match basis.
- 12) The Local Option Municipal Economic Development Act has been changed in several Legislative sessions since it was signed into law on June 3, 1991. It is reasonable to assume the law will change during the course of Wayne's Economic Development Program. In order to stay current with Nebraska Statutes, the City of Wayne retains the right to amend this Economic Development Plan when such amendment pertains to changes made to the Local Option Municipal Economic Development Act or to other statutes that affect Wayne's Program. Such amendments can only be made after a public hearing and a two-thirds vote of Wayne's City Council.

# SECTION 7

## ENERGY ELEMENT.



**COMPREHENSIVE PLAN  
2017 - 2027.**

**HANNA:KEELAN ASSOCIATES, P.C.  
COMMUNITY PLANNING & RESEARCH**

## **SECTION 7**

### **ENERGY ELEMENT.**

#### ***INTRODUCTION.***

This **Section** of the **Wayne Comprehensive Plan** complies with a July, 2010 amendment to Nebraska State Statutes 23-114.02, requiring an “**Energy Element**” with a Community Comprehensive Plan. This component of the **Plan** assesses the energy infrastructure and energy use in Wayne. This **Section** is also intended to evaluate the utilization of renewable energy sources and promote energy conservation measures.

#### ***PUBLIC POWER DISTRIBUTION.***

The City of Wayne owns and uses their electrical system to distribute electrical power to local residents. Wayne purchases 80 percent of the electricity distributed to the public from the Nebraska Public Power District (NPPD). The remaining 20 percent of Wayne’s electricity is purchased from the Western Area Power Administration (WAPA), which markets and transmits electricity for federally owned hydropower facilities.

As the largest electric generating utility in the State of Nebraska, NPPD provides electricity to all or parts of 91 of the State’s 93 Counties. The source of NPPD’s generating facilities includes coal, oil, natural gas and nuclear energy. Additionally, Wayne owns a power plant that includes eight generators which operates mainly during electrical emergencies and during peak seasons. Per agreement, the City of Wayne leases the power plant to NPPD for additional support during the peak season.



**Wayne Electrical Substation**

## ***NPPD – RENEWABLE ENERGY STRATEGIC PLAN.***

*“NPPD will further diversify its mix of generating resources (nuclear, coal, gas, hydro and renewable including wind, energy efficiency, and demand response) and energy storage, capitalizing on the competitive strengths of Nebraska (available water, proximity to coal, wind) **with a goal of achieving 10% of our energy for NPPD’s native load from renewable resources by 2020.***

The Strategic Plan promotes the addition of a minimum 80 megawatts of wind-generated power during every two-year period, reaching the 10 percent goal by 2020.

In order for NPPD to meet its goal of 10 percent of its generating capacity originating from renewable resources, *primarily wind*, the District will need to develop 533 megawatts (MWs) of total wind generation by 2020. As of 2013, NPPD had a total of 232 MWs from seven separate facilities in the State.

- ◆ NPPD was formed in 1970 through the merger of two public power districts and the assets of the former Nebraska Public Power System.
- ◆ NPPD owns and operates more than 5,000 miles of transmission and sub-transmission lines interconnecting the entire state of Nebraska.
- ◆ NPPD revenue is derived from wholesale power supply agreements with 51 municipalities and 25 public power districts and cooperatives. NPPD also serves 80 Nebraska communities at retail, consisting of approximately 89,600 customers.

### **GENERATING RESOURCES**

The source of NPPD’s generating facilities includes Fossil fuels – coal, oil or natural gas, Nuclear, Hydroelectric, Wind and Methane. Additionally, NPPD purchases electricity from the **Western Area Power Administration (WAPA)**, which markets and transmits electricity for federally owned hydropower facilities.

#### **In 2015, approximately:**

- ◆ 48.4 percent of NPPD’s energy generation was from coal.
- ◆ 33.8 percent was from nuclear.
- ◆ 1.0 percent generation from oil & natural gas.
- ◆ 6.2 percent from renewable wind generation.
- ◆ 5.9 percent from renewable Hydro generation.
- ◆ The remaining 4.7 percent of NPPD’s energy was supplied through wholesale purchases, half of which were from WAPA hydroelectric facilities.

**MORE THAN 46% OF NPPD’S GENERATION SOURCES ARE CARBON-FREE.**

## ***SOURCES OF NPPD ENERGY PRODUCTION.***

### **NPPD RENEWABLE ENERGY CAPABILITIES:**

**1.) Western Area Power Administration** – NPPD purchases electrical energy produced from Hydropower in the amount of 451 MWs of “firm” power, 72 MWs of Summer “firm peaking” and 22MWs of Winter “firm peaking” power;

**2.) Hydroelectric Generators** –

NPPD operates three hydroelectric generating facilities, at North Platte and Kearney on the Platte River and near Spencer on the Niobrara River. Combined these facilities produce 28 megawatts and serve approximately 9,500 homes. An additional 136 MWs are acquired through purchase agreements with five hydro facilities owned by other Nebraska Utility Districts.

**3.) Wind Turbine Generators** –

NPPD owns 32 MW of the Ainsworth Wind Energy Facility, while Omaha Public Power District (OPPD) and JEA of Jacksonville, Florida each own 10 MWs of the facility, the Municipal Energy Agency of Nebraska purchase 7 MWs and the City of Grand Island purchases one MWs.

NPPD has power purchase agreements with six additional wind generating facilities in Nebraska. NPPD purchases a total of 435 MWs, of which NPPD utilizes 281 MWs and has purchase agreements for the remaining 154 MWs to other utility districts.

**4.) Solar Energy** –

Under NPPD’s 2017 wholesale power contract, customers have the ability to invest in their own, local renewable energy sources by installing qualifying local generation, including solar, and offset its purchases of demand and energy from NPPD by up to two megawatts or 10 percent of their demand, whichever is greater.

Central City installed a 200 KW facility and became Nebraska’s first “Community Solar Garden.” This 100-panel system was installed in an industrial park and is owned by the City. Plans include installing an additional 500 KW system later this year. A new solar project near Callaway, Nebraska, in Custer County is a 600 KW solar facility owned by a private company. As of June 2016, it is the largest solar facility in the State. Custer Public Power District purchases power generated from the system.

NPPD also developed a “Community Solar Program” that is now in effect as of 2017 in pilot programs in Scottsbluff and Venango. The Program allows community members to purchase solar energy without having to install solar panels on individual rooftops. Solar subscribers can purchase different amounts of solar energy based on their annual electricity usage.

## **NPPD TRADITIONAL PRODUCTION FACILITIES:**

### **Coal-Fired Generators –**

NPPD owns the Gerald Gentleman and Sheldon Stations, which are both coal-fired generating stations. Together, these facilities produce 1,590 MWs. The Gerald Gentleman Station produces enough power to supply electricity to 600,000 Nebraskans. Additionally, NPPD has a coal power purchase agreement with the Nebraska City #2, owned by Omaha Public Power District, for 162 MWs.

### **Natural Gas & Oil-Fired Generators –**

Gas and Oil fired generators are utilized only during peak loads or as replacement power if another facility is down. NPPD owns two natural gas-fired generation facilities, the Beatrice Power Station and the Canaday Station that produce a combined total of 365 MW.

Three oil-fired generation facilities located in Hallam, McCook and Hebron, Nebraska produce 162 MW. NPPD also have capacity purchases agreements with 12 municipal systems in Nebraska for an additional 93 MWs.

## **NPPD EMISSION FREE ELECTRICITY**

### **Nuclear Facilities –**

**Cooper Nuclear Station** operates as the largest single unit electrical generator in Nebraska, by generating 810 MW of electricity. This facility is capable of supplying power to more than 310,000 customers during peak summer usage. In November of 2010, NPPD received an additional 20 years beyond its initial 40-year license to provide power through at least January, 2034.

### **Hydropower Facilities –**

NPPD operates three hydroelectric generating facilities; at North Platte and Kearney on the Platte River and near Spencer on the Niobrara River. At each plant, water passes through turbines, generates electricity. The generators, totaling 28 MWs, can serve 9,500 homes. In 2015, six percent of the electric power sold came from water power, including purchases from plants operated by other Nebraska utilities and the Western Area Power Administration (WAPA), a federal agency

## “NET METERING”

In 2009, the State of Nebraska Legislature approved and signed into law, LB 439 (**Nebraska State Statute §70-2001 to 2005**), which is also referred to as “**Net Metering**.” This law allows individual residences and businesses to supplement their standard electric service with one, or combinations of, five alternate energy systems, including Solar, Methane, Wind, Biomass, Hydropower and Geothermal.

By implementing these types of alternative energy systems, individuals will reduce their reliance on public utility systems, potentially generating more electricity than they use and profit by the public utility districts purchasing their excess energy. The Wayne Planning Commission can choose to allow usage control of Net Metering by allowing residential and businesses property owners to seek a **Conditional Use Permit**, if the applicant can document they are in conformance with the provisions of the **Small Wind Energy Conversion System** provisions in the **Zoning Regulations**.

*A new net metering service was developed by NPPD to assist its Communities in complying with net metering laws. Currently NPPD has 29 net metering solar customers.*

## **ELECTRICAL ENERGY CONSUMPTION.**

The City of Wayne provided the electric consumption data for each of the land use sectors within the City of Wayne, highlighted in **Table 6.1**. Demand Customers consume the largest amount of electrical energy, resulting in a four-year total of 89,278,525.33 KWH, or 34 percent of the total 259,895,897.334 KWHs consumed between 2012 - 2015 by any of the individual sectors within the City of Wayne.

The Residential Sector consumed the second highest amount, comprising 29 percent of the Total Consumption at an average annual cost of \$1,887,169.65, while the Commercial Sector properties accounted for 12.1 percent of the Total. An analysis of the annual data revealed that each of the Sectors, except for Wayne State College, consumption of electricity declined between 2012 and 2015. The gradual increase in the cost of electricity resulted in total costs increasing per Sector.

**TABLE 7.1  
ENERGY CONSUMPTION BY SECTOR  
WAYNE, NEBRASKA  
2012 - 2015**

<u>SECTOR TYPE</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>	<u>2015</u>	<u>TOTAL</u>
<b>COMMERCIAL</b>					
Kilowatt Hr.	7,939,689	8,071,712	7,763,898	7,740,269	<b>31,515,568</b>
Cost/Sector	\$737,109.70	\$768,864.33	\$774,065.26	\$820,744.15	<b>\$3,100,783.44</b>
<b>CITY CUSTOMERS</b>					
Kilowatt Hr.	3,048,037	3,243,895	3,336,792	2,985,577	<b>12,614,301</b>
Cost/Sector	\$278,042.01	\$301,993.23	\$316,561.37	\$297,518.58	<b>\$1,194,115.19</b>
<b>DEMAND CUSTOMERS</b>					
Kilowatt Hr.	25,496,771.39	21,628,365.10	20,980,878.09	21,172,510.75	<b>89,278,525.33</b>
Cost/Sector	\$1,986,261.72	\$1,759,115.80	\$1,794,330.65	\$1,905,111.25	<b>\$7,444,819.42</b>
<b>RESIDENTIAL</b>					
Kilowatt Hr.	18,571,797	19,299,347	18,699,178	17,951,419	<b>74,521,741</b>
Cost/Sector	\$1,783,772.67	\$1,873,721.36	\$1,902,209.87	\$1,988,974.71	<b>\$7,548,678.61</b>
<b>WAYNE STATE COLLEGE</b>					
Kilowatt Hr.	8,235,393	12,229,181	12,600,138	13,240,209	<b>46,304,921</b>
Cost/Sector	\$626,899.04	\$984,927.43	\$1,060,126.42	\$1,149,236.82	<b>\$3,821,189.71</b>
<b>MISCELANOUS (Street, Security Lights, Station Power, and Other Park):</b>					
Kilowatt Hr.	1,885,890	1,808,036	938,826	1,028,089	<b>5,660,841</b>
<u>Cost/Sector</u>	\$65,334.84	\$69,774.44	\$68,110.19	\$72,235.61	<b>\$275,455.08</b>
<b>TOTAL KILOWATT HR.</b>					<b>259,895,897.334</b>
<b>TOTAL COST/SECTOR</b>					<b>\$19,563,851.74</b>

Source: City of Wayne, Nebraska.  
Hanna:Keelan Associates, P.C. 2017.

## STATE-WIDE TRENDS IN ENERGY CONSUMPTION

During the last 40+ years, the State of Nebraska, as a whole, has vastly increased energy consumption. However, percentage share of personal income has remained constant. In 1970, 11.8 percent of the percentage share of personal income was spent on energy. As of 2012, 12 percent was spent on energy usage. The peak percentage occurred in 1980 at 17.1 percent.

Trends in the Total Energy Consumption for the State of Nebraska, published in the *“2015 Annual Report” of the Nebraska Energy Office*, is mirrored in each of the individual energy categories, coal, natural gas, gasoline and distillate fuel oil (primarily diesel fuel), nuclear power and hydroelectric production. Each energy type is detailed between 1960 and 2013, as follows:

- ◆ **Coal** consumption increased from 20 trillion British Thermal Units (BTU) in 1960 to 292.96 trillion BTU, as of 2013. Peak use of coal was also established in 2013, surpassing the previous high set in 2011. The increase through 2013 was attributable to coal energy used to generate electricity
- ◆ **Natural Gas** consumption rose and fell during the 52-year period between 1960 and 2012, beginning at 140.4 trillion BTU, peaking in 1973 at 230.7 trillion BTU and, by 2012, declining to 161.77 trillion BTU.
- ◆ **Gasoline and Diesel Fuel** consumption increased in Nebraska between 1960 and 2013. Gasoline consumption rose by 25 percent, from 78.7 to 97.46 trillion BTU, as of 2013, and peaked in 1978 at 115.9 trillion BTU.  
  
Diesel fuel consumption quadrupled from 24.1 trillion BTU to 110.11 trillion BTU, primarily from an increase in trucking and agricultural use. Petroleum consumption, overall, peaked in 1978 at 246.6 trillion BTU.
- ◆ **Nuclear** power generation began in Nebraska in 1973 at 6.5 trillion BTU. Usage increased to 71.74 trillion BTU as of 2013. The peak use of nuclear power was in 2007 at 115.7 trillion BTU.
- ◆ **Renewable energy** consumption has fluctuated, beginning in 1960 at 13.4 and ending at a record high of 164.9 trillion BTU as of 2011. As of 2013, the consumption of renewable energy declined to 137.2 trillion BTU. Hydropower was the primary renewable energy source from 1960 to 1994. Biofuels or ethanol production began in 1995 equaling hydropower. As of 2012, 76.3 percent of all renewable energy produced during that year came from biofuels. 8.7 percent from hydroelectric, 8.9 percent from wind and 5.2 percent from wood products. Very small amounts came from geothermal and solar energy.



*Commercial Wind Energy Systems near St. Petersburg, above and to the right northeast of Broken Bow, Nebraska.*

## ***NEBRASKA ENERGY CONSUMPTION BY SECTOR.***

The Nebraska Energy Office, in 2013 (the latest information), published the “Nebraska’s Total Energy Consumption by Sector.” State-wide, the Industrial Energy Sector consumed more than a third, 43 percent, of Nebraska’s total energy consumed in 2013. Twenty-two percent of the energy consumed in the State was in the Transportation Sector, The Residential Sector consumed 19 percent and the Commercial Sector consumed 16 percent.

The only Sector to see a decrease in consumption between 2012 and 2013 was the industrial sector. Between 2011 and 2012, the industrial sector had been the only sector that increased consumption in both years. The industrial sector’s energy use decreased 1.6 percent from 2012 to 2013. The residential sector’s energy use increased 11.4 percent from 2012 to 2013, while the commercial sector increased 6.5 percent and the transportation sector’s energy use increased 1.1 percent.

*In 2013, 16.1 percent of the state's energy consumption, or 147.11 trillion BTU of 871.89 trillion BTU total, originated from renewable energy sources. Renewable energy use reached an historic peak consumption in 2011 at 159.58 trillion BTU.*

Nebraska is ranked fourth in wind energy resources in the Nation. Approximately 2.8 billion Kilowatt Hours were generated in Nebraska by utility scale wind energy facilities. The State has 539 operational wind turbines capable of producing 925 Megawatts. An average annual output from the 18 wind facilities across Nebraska could potentially power 285,680 homes.

## **ENERGY CONSERVATION POLICIES.**

The most effective means for the City of Wayne to reduce its total energy consumption in each of the Energy Sectors (and by energy type) is by conservation practices and by continuing to promote the conversion to alternative energy systems when appropriate.

The following is a list of policies to guide energy practices throughout the City:

- ◆ **Promote the use of “Net Metering” or the use of one or more combinations of the five alternative energy sources to reduce residential, commercial and industrial facilities consumption of energy.**
  - Utilize the Wayne Zoning Regulations to control the placement and operation of alternative energy systems.
  - Require compliance with the Conditional Use permit process so that established conditions are met by the applicant.
  - Utilize the NPPD net metering service it established to assist the City in complying with Nebraska’s Net Metering Law.
  - Promote the development of vocational education opportunities in the Wayne Schools, regional Community Colleges and Wayne State College to educate the current and future workforce in alternative energy design, fabrication of equipment and maintenance.
- ◆ **Assist Wayne County in providing for the use and placement of large scale Commercial Wind Energy Conversion Systems, commonly referred to as “Wind Farms” in locations throughout the County.**
  - The placement of large scale wind towers is not compatible with uses in the limited development areas of the Two-Mile Planning Jurisdiction of the City of Wayne.

- ◆ **As other sources of Alternative Energy Systems are developed or become cost-effective for use in Nebraska, amend planning documents of the City to locate and control their operation.**
- ◆ **Promote the use of conservation methods to reduce the consumption of energy usage in each of the individual sectors including residential, commercial and industrial (which includes agricultural and public uses).**
  - Promote the expanded use of solar and geothermal exchange energy systems for applications throughout the City of Wayne Two-Mile Planning Jurisdiction. Subareas of the Community, such as the Downtown, a residential neighborhood or individual subdivisions, are encouraged to collectively pursue an alternate energy source or combination of sources to lower energy consumption and to make energy more affordable.
  - Promote the rehabilitation of agricultural, residential, commercial, industrial and public/quasi-public buildings utilizing weatherization methods and energy efficient or “green building” materials in conformance to the “LEED” Certified Building techniques.
  - Implement conservation programs supported by NPPD for its member communities. For example, the ENERGYSMART Commercial Lighting Program provides cash incentives to businesses that replace old lighting fixtures with high-efficient light fixtures such as LED to reduce energy costs.
  - The City of Wayne could also access grant and loan programs to replace street light fixtures with LED fixtures that reduce consumption and are more energy efficient.
- ◆ **Increase Building Efficiency.**
  - Lighting — transition city street lighting to LED's.
  - Retrofit Residential Buildings — provide incentives and construction advice to the public to expand the restoration of homes including windows, doors, attic ventilation, insulation, and alternative energy systems such as solar panels.
  - Retrofit Old Public and Commercial Buildings — provide incentives and construction advice to the public for Restoration Best Management Practices for windows, doors, attic ventilation, insulation, solar panels, lighting.
- New Construction Codes Implement Best Management Practices (BMPs) to city codes and educate homeowners and realtors.

- Include financial incentives within the annual City Budget to encourage residents of Wayne to plant new trees and replace damaged trees to maintain and expand the urban forest. Shade from trees reduce peak electric demands during the summer and provide wind breaks during the winter.

◆ **Increase Transportation Efficiency.**

- Seek out funding sources to establish an “Electric / Natural Gas” City Fleet of Vehicles — potential for 11 trucks and four police cars.
- Promote Pedestrian Uses — sidewalks, crossing guards.
- Increase and encourage bicycling; carpooling.
- Increase residential development density- with parking requirements.
- Redevelop older existing neighborhoods by establishing architectural design standards as an overlay district within residential districts of the Wayne Zoning Regulations.

◆ **Support Low Impact Development (LID) and Green Infrastructure Programs.**

- Specify LID design options in engineering services contracts for subdivision development, storm water and parking lot improvements.
- Provide continuous education to the City Planner, City Administrator and Public Works Staff in the new LID designs and BMPs (Best Management Practices) for operation and maintenance of LID projects.
- Calculate and track the public and private construction and life cycle cost savings for LID projects.
- Promote Water Conservation through use of low impact lawn care, rain barrels, alternatives to paved driveways, gray water & potable water systems, and xeriscaping.
- Require LID and Green Infrastructure Storm Water Detention and urban forestry practices in Subdivision Agreements.
- Provide incentives to the public and developers to expand energy efficiency, LID and Green Infrastructure, within the annual City Budget.

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- Specify LID design options in engineering services contracts for subdivision development, storm water and parking lot improvements.
- Provide continuous education to the City Planner, City Administrator and Public Works Staff in the new LID designs and BMPs (Best Management Practices) for operation and maintenance of LID projects.
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- Require LID and Green Infrastructure Storm Water Detention and urban forestry practices in Subdivision Agreements.
- Provide incentives to the public and developers to expand energy efficiency, LID and Green Infrastructure, within the annual City Budget.

◆ **Plant Urban Forests.**

- Trees / Urban Forests — provide incentives for city rebate programs to replant new trees; 30 to 40% of Wayne's trees will need to be replaced within the next 15 years.
- Compost brush and trimmings — utilize the Best Management Practices utilized by other communities to provide a public deposit site to compost brush and trimmings.
- Create a waste wood recycling/composting/energy generation program.
- Establish and maintain a dead-tree wood recovery and re-use program.

◆ **Create a Zero Waste Community.**

- Reduce waste disposal with a 10-year Zero Waste strategy in support of achieving 90% resource recovery (recycling, reuse, repair, composting, redesign).
- Provide universal access to curbside recycling services for all residential dwellings and businesses.

- Establish financial incentives to increase recycling by charging for trash service based on volume.
- Gather annual data on waste disposal and resource recovery by volume.
- Provide access to recycling in public areas and major Community events, such as the Chicken Show and County Fair.
- Establish designated public drop-off sites and promote the benefits of recycling facilities and develop the most efficient collection and transport of recycled materials possible.
- Investigate “regional hub and spoke system” promoting efficient transportation of recycled materials.
- Support creation of publicly owned Zero Waste facilities, including contracting approaches for private operations, or explore public-private partnership opportunities for Zero Waste infrastructure and services.
- Upcycle goods for other uses.
- Provide Community Gardens & Composting — divert organic compost to a local compost operation.
- Establish education and awareness campaigns promoting the benefits of Zero Waste for the local economy, the environment, and public health.
- Encourage placement of recycling containers next to trash receptacles on public property and in public buildings.

# APPENDIX

## WAYNE CITIZEN SURVEY RESULTS.

**Wayne, Nebraska  
Comprehensive Planning Program  
CITIZEN SURVEY**

The City of Wayne Planning Commission and the Wayne Community Housing Development Corporation (WCHDC) is currently conducting a Comprehensive Planning Program, to determine both the present and future needs of the Community for the next 10 years. This Survey is part of a Comprehensive Planning Program, funded with a Housing Grant provided by the Nebraska Investment Finance Authority, with matching funds from the City and WCHDC. An important activity of this Planning Program is to ask you about the needs and wants of the Community. Please take a few minutes to complete and return the following Citizen Survey to Wayne City Hall, by **MONDAY, MARCH 28<sup>TH</sup>**.

TOTAL SURVEYS: 239

**POPULATION CHARACTERISTICS**

1. How long have you lived in Wayne?

<input type="checkbox"/> Less than 1 Year (10)	<input type="checkbox"/> 11 to 20 Years (61)
<input type="checkbox"/> 1 to 5 Years (49)	<input type="checkbox"/> 21+ Years (125)
<input type="checkbox"/> 6 to 10 Years (52)	<input type="checkbox"/> I do not live in Wayne (29)

2. Including yourself, how many persons are there in your family/household?

<input type="checkbox"/> One (44)	<input type="checkbox"/> Four (73)
<input type="checkbox"/> Two (95)	<input type="checkbox"/> Five (38)
<input type="checkbox"/> Three (60)	<input type="checkbox"/> Six or More (15)

3. How many persons in your family are in each of the following age groups?

160 Less than 18 Years	85 45 to 54 Years
57 18 to 24 Years	72 55 to 64 Years
98 25 to 34 Years	34 65 to 74 Years
104 35 to 44 Years	5 75+ Years

**EDUCATION**

4. Check all that apply.

<input type="checkbox"/> I am a graduate of Wayne Public Schools. (85)
<input type="checkbox"/> I am a graduate of Wayne State College. (121)
<input type="checkbox"/> I have children attending Wayne Public Schools. (114)
<input type="checkbox"/> I have children attending Wayne State College. (31)
<input type="checkbox"/> Wayne Public Schools/Wayne State College were a factor in my decision to locate in Wayne. (109)

5. Are there sufficient and safe routes to School for children?

<input type="checkbox"/> Yes (216)	<input type="checkbox"/> No (63)
------------------------------------	----------------------------------

# COMPREHENSIVE PLAN 2017 - 2027.

**HANNA:KEELAN ASSOCIATES, P.C.**  
**COMMUNITY PLANNING & RESEARCH**

# Wayne, Nebraska Comprehensive Planning Program CITIZEN SURVEY

The **City of Wayne Planning Commission** and the **Wayne Community Housing Development Corporation (WCHDC)** is currently conducting a Comprehensive Planning Program, to determine both the present and future needs of the Community for the next 10 years. **This Survey is part of a Comprehensive Planning Program, funded with a Housing Grant provided by the Nebraska Investment Finance Authority, with matching funds from the City and WCHDC.** An important activity of this Planning Program is to ask you about the needs and wants of the Community. Please take a few minutes to complete and return the following Citizen Survey to Wayne City Hall, by **MONDAY, MARCH 28<sup>TH</sup>**.

## POPULATION CHARACTERISTICS

**TOTAL SURVEYS: 339**

### 1. How long have you lived in Wayne?

- |  |  |
|--|--|
| <input type="checkbox"/> Less than 1 Year (10) | <input type="checkbox"/> 11 to 20 Years (61)         |
| <input type="checkbox"/> 1 to 5 Years (49)     | <input type="checkbox"/> 21+ Years (125)             |
| <input type="checkbox"/> 6 to 10 Years (52)    | <input type="checkbox"/> I do not live in Wayne (29) |

### 2. Including yourself, how many persons are there in your family/household?

- |                                     |   |
|-------------------------------------|---|
| <input type="checkbox"/> One (44)   | <input type="checkbox"/> Four (73)        |
| <input type="checkbox"/> Two (95)   | <input type="checkbox"/> Five (38)        |
| <input type="checkbox"/> Three (60) | <input type="checkbox"/> Six or More (15) |

### 3. How many persons in your family are in each of the following age groups?

___160___ Less than 18 Years	___85___ 45 to 54 Years
___57___ 18 to 24 Years	___72___ 55 to 64 Years
___93___ 25 to 34 Years	___34___ 65 to 74 Years
___104___ 35 to 44 Years	___5___ 75+ Years

## EDUCATION

### 4. Check all that apply.

- I am a graduate of Wayne Public Schools. (85)
- I am a graduate of Wayne State College. (121)
- I have children attending Wayne Public Schools. (114)
- I have children attending Wayne State College. (31)
- Wayne Public Schools/Wayne State College were a factor in my decision to locate in Wayne. (109)

### 5. Are there sufficient and safe routes to School for children?

- |                                    |                                  |
|------------------------------------|----------------------------------|
| <input type="checkbox"/> Yes (216) | <input type="checkbox"/> No (63) |
|------------------------------------|----------------------------------|

If No, what could be done to improve the safety of children commuting to and from school?

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6. Would you recommend Wayne Public Schools to parents?

- Yes (260)                                       No (33)

**PUBLIC FACILITIES & COMMUNITY & ECONOMIC DEVELOPMENT**

7. What new public recreational opportunities should be considered for Wayne?

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8. What three new businesses would you like to see in Wayne?

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9. What three services would you like to see offered in the City of Wayne that are currently not available?

---



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10. Please rate the quality of the following Community Services & Public Facilities in Wayne. (1 = Excellent, 2 = Good, 3 = Fair, 4 = Poor).

- |                              |                               |                               |
|------------------------------|-------------------------------|-------------------------------|
| _1.4_Church                  | _2.5_Discount/Variety Store   | _2.3_Repair Services          |
| _2.1_Grocery Store           | _2.4_Downtown Businesses      | _2.7_Entertainment            |
| _1.6_Pharmacy                | _1.8_Senior Center            | _1.7_Library                  |
| _1.4_Fire Protection         | _1.9_Post Office              | _1.9_Medical Clinic           |
| _2.0_City Office             | _2.5_Restaurants/Cafes        | _1.8_Police Protection        |
| _2.1_Parks/Recreation        | _2.2_Convenience Stores       | _1.6_Banks                    |
| _1.8_Wellness/Fitness Center | _2.5_Streets/Sidewalks        | _1.8_Schools                  |
| _1.8_Garbage Collection      | _2.1_Utilities                | _2.3_Child Care Opportunities |
| _2.2_Local Government        | _2.7_Retail Goods/Services    | _____ Other _____             |
| _2.7_Cable TV                | _2.7_Employment Opportunities |                               |

11. Please rate the most important business/industry sectors to the City of Wayne. (1 = Extremely Important, 2 = Very Important, 3 = Important, 4 = Neutral/No Opinion, 5 = Not important)

- |                          |                                  |                                 |
|--------------------------|----------------------------------|---------------------------------|
| _1.5_Farming/Agriculture | _1.7_Health                      | _2.6_Financial Activities       |
| _1.9_Manufacturing       | _2.6_Leisure/Hospitality/Tourism | _2.3_Professional & Business    |
| _2.8_Wholesale Trade     | _2.4_Government                  | _1.4_Education                  |
| _2.4_Retail Trade        | _1.4_Medical/Emergency           | _3.0_Home-Based Businesses      |
| _2.2_Utilities           | _2.5_Automotive                  | _1.6_Law Enforcement/Protection |
| _4.1_Food Processing     | _2.3_Retail                      | _2.8_Fire Protection            |
| _2.8_Information         | _2.4_Entertainment               | _____ Other _____               |

**TRANSPORTATION**

	Greatly Needed	Somewhat Needed	Not Needed	Comments
<b>12. Which Transportation items need to be addressed in Wayne?</b>				
▪ Traffic Safety Improvements	65	141	36	
▪ Pedestrian/Trails Connections	99	89	54	
▪ School Traffic Circulation	108	98	34	
▪ Improved Traffic Control	51	114	72	
▪ Improved Truck Routes	68	104	68	
▪ Highway Corridor Enhancement	60	130	48	
▪ Access Management Improvement	58	114	66	
▪ More Parking	90	107	45	
▪ Control Storm Water Run-off	32	118	82	
▪ Congestion Reduction	31	93	111	

**COMMUNITY GROWTH/LAND USE/ZONING**

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
<b>13. The appearance of the City of Wayne can be improved with...</b>					
▪ Street & Pedestrian Lighting	54	114	53	18	8
▪ Special Sales, Events and Welcome Banners	37	88	75	35	8
▪ Crosswalk Enhancements	57	96	62	24	4
▪ Street Trees, Benches & Landscaping	73	111	41	17	6
▪ Pedestrian Seating Areas and Sidewalk Cafes	62	101	57	21	5
▪ Vehicular Traffic Safety	33	114	67	25	2
▪ Coordinated Traffic Control Lighting	55	104	63	18	4
▪ Directional Signage	27	105	83	21	4
▪ Restoration/Preservation of Historic Buildings	58	103	59	19	6
▪ Gateway Entrance Signage and Advertising	23	86	95	32	8
▪ Design Guidelines for Facades, Awnings, etc.	37	89	72	34	12
▪ Safer Railroad Crossings	9	3	32	0	5
▪ Other (Specify):					
<b>14. The sustainability of the City of Wayne can be improved with...</b>					
▪ Water, Sewer & Utility Replacement	45	113	71	7	1
▪ Improved Streets, Sidewalks & Alleys	80	120	27	10	1
▪ Additional Pedestrian Safety Measures	54	81	82	19	1
▪ Additional Parking for Businesses/in Downtown	67	92	54	23	5
▪ Burying Overhead Utility Lines	39	85	93	18	3
▪ Business Retention, Recruitment & Expansion	122	99	16	4	0
▪ Marketing of Sales & Festivals	61	126	40	11	3
▪ Coordinated Business Hours	43	119	58	21	2
▪ Designation of “Historic Districts”	39	72	92	34	5
▪ Increased Marketing of Vacant Buildings	74	109	43	12	3
▪ Development of an Incubator Business Program	30	94	96	13	4
▪ Reducing utility costs with alternative energy sources	99	98	33	8	2
▪ Other (Specify):					

**15. Where should future residential growth in Wayne take place?**

- North (150)  East (88)  
 South (101)  West (161)

**16. Should the role of Downtown Wayne be expanded with new commercial and entertainment facilities?**

- Yes (199)  No (37)

**Should new commercial and entertainment facilities be expanded along the highway corridors?**

- Yes (198)  No (27)

**If No, where should future commercial and entertainment facilities be developed?**

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**17. Do you support strict enforcement of City ordinances regarding junk vehicles?**

- Yes (202)  No (31)

**18. Do you support strict enforcement of City ordinances regarding upkeep of property that doesn't pertain to buildings, such as sidewalks and lawns?**

- Yes (199)  No (35)

**19. Do you support strict enforcement of City ordinances regarding the exterior condition of buildings?**

- Yes (206)  No (32)

**20. Should Wayne allow solar panels within the Community?**

- Yes (126)  No (7)  Depends on how the rules are written (106)

**21. Should Wayne keep developing small neighborhood parks as new subdivisions are created, or instead, invest in land to build another large park, like Bressler Park?**

- Small parks (136)  Large Park (99)

**22. The City is getting ready to decommission the old sludge lagoon. Should the City develop the area or allow private investment to purchase the land?**

- City-owned (146)  Private Investment (76)

**23. Once the lagoon is gone, please mark the use you would most like to see developed in that area.**

- |  |  |
|--|--|
| <input type="checkbox"/> More recreation/public open space (124) | <input type="checkbox"/> Commercial Development (14) |
| <input type="checkbox"/> Industrial Development (23)             | <input type="checkbox"/> Residential Development (9) |
| <input type="checkbox"/> A mix of the above (57)                 |  |

**24. If the City develops the lagoon area for open space/recreation, please identify the one item you would most like to see added/developed in that area.**

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**HOUSING & RESIDENTIAL DEVELOPMENT**

**25. Do you own or rent your place of residence?**

- |                                    |                                    |
|------------------------------------|------------------------------------|
| <input type="checkbox"/> Own (188) | <input type="checkbox"/> Rent (49) |
|------------------------------------|------------------------------------|

**26. Describe the type of housing you currently reside in.**

- |  |   |
|--|---|
| <input type="checkbox"/> House (214)           | <input type="checkbox"/> Apartment (14)       |
| <input type="checkbox"/> Mobile Home (1)       | <input type="checkbox"/> Town Home/Duplex (9) |
| <input type="checkbox"/> College Dormitory (1) |   |

**27. Are you satisfied with your current housing situation?**

- |                                    |                                  |
|------------------------------------|----------------------------------|
| <input type="checkbox"/> Yes (181) | <input type="checkbox"/> No (54) |
|------------------------------------|----------------------------------|

**If No, why not?** \_\_\_\_\_

**28. How would you rate the condition of your home or place of residence?**

- |   |   |
|---|---|
| <input type="checkbox"/> Excellent (77) | <input type="checkbox"/> Fair – Needs Minor Repair (48) |
| <input type="checkbox"/> Good (102)     | <input type="checkbox"/> Poor – Needs Major Repair (12) |

**If minor or major repair is needed to your home, please describe the type of repair needed.**

---

---

**29. Do you have a concern with the rental units in your neighborhood?**

- |                                    |                                   |
|------------------------------------|-----------------------------------|
| <input type="checkbox"/> Yes (131) | <input type="checkbox"/> No (105) |
|------------------------------------|-----------------------------------|

**30 If Yes to Question #29, please identify the primary concern.**

- |  |  |
|--|--|
| <input type="checkbox"/> Tenants living in the units (5) | <input type="checkbox"/> Maintenance of the yard (8) |
| <input type="checkbox"/> Parking for the units (8)       | <input type="checkbox"/> Other _____                 |
| <input type="checkbox"/> Appearance of the building (8)  |  |

**31. If you own rental property, what is your main concern?**

- Current vacancies in your units (0)
- Future vacancies in your units due to more available choices (6)
- Complaints from neighbors about tenants/property (4)
- Tenants that don't pay rent or pay it on time (4)
- Lack of upkeep of units due to age or damage by tenants (8)
- Other \_\_\_\_\_

**32. Which of the following additional housing types are needed in Wayne, in the next 10 years?**

	<b>Greatly Needed</b>	<b>Somewhat Needed</b>	<b>Not Needed</b>
▪ Housing For:	-----	-----	-----
1. Lower-Income Families	95	88	28
2. Middle-Income Families	151	66	7
3. Upper-Income Families	20	71	108
4. Single Parent Families	85	102	21
5. Existing / New Employees	110	87	11
▪ Single Family Housing	126	80	4
▪ Rental Housing (General)	46	98	58
▪ Manufactured Homes	17	101	79
▪ Mobile Homes	4	30	164
▪ Condominiums/Townhomes	27	105	68
▪ Duplex Housing	21	109	67
▪ Apartment Complexes (3 to 12 Units per Complex)	27	72	99
▪ Rehabilitation of Owner-occupied Housing	81	94	19
▪ Rehabilitation of Renter-occupied Housing	124	53	21
▪ Housing Choices for First-Time Homebuyers	121	70	7
▪ Single Family Rent-to-Own	-----	-----	-----
1. Short-Term 3 to 5 Years	65	97	35
2. Long-Term 6 to 15 Years	60	102	35
▪ Duplex/Townhouse Rent-to-Own	-----	-----	-----
1. Short-Term 3 to 5 Years	32	87	70
2. Long-Term 6 to 15 Years	32	81	72
▪ One Bedroom (Apartment or House)	29	93	69
▪ Two Bedroom (Apartment or House)	53	105	39
▪ Three Bedroom (Apartment or House)	89	77	31
▪ Independent Living Housing for Persons with a Mental/Physical Disability	34	116	42
▪ Group Home Housing for Persons with a Mental/Physical Disability	28	103	56
▪ Housing in Downtown	17	78	95
▪ Retirement Housing – Rental	32	115	44
▪ Retirement Housing – Purchase (Owner occupant)	33	118	44
▪ Retirement Housing For:	-----	-----	-----
1. Low-income Elderly Persons	77	97	22
2. Middle-income Elderly Persons	58	110	26

3. Upper-income Elderly Persons	19	85	85
▪ Licensed Assisted Living, with Specialized Services (i.e. health, food prep, recreation services, etc.)	33	95	56
▪ Single-Room-Occupancy Housing (Boarding Homes)	20	86	77
▪ Short-Term Emergency Shelters – 30 Days or Less	33	96	57
▪ Long-Term Shelters – 90 Days or Less	26	80	77
▪ Transitional Housing (3-12 month temporary housing)	21	103	57
▪ Other (specify):			

**33. Would you support the City of Wayne using State or Federal grant funds to conduct:**

... an owner housing rehabilitation program? \_\_180\_\_ Yes \_\_43\_\_ No  
 ... a renter housing rehabilitation program? \_\_140\_\_ Yes \_\_84\_\_ No

**34. Would you support the City of Wayne establishing a local program that would purchase dilapidated houses, tear down the houses and make the lots available for a family or individual to build a house? \_\_201\_\_ Yes \_\_26\_\_ No**

**35. Would you support the City of Wayne using grant dollars to purchase, rehabilitate and resell vacant housing in the Community? \_\_192\_\_ Yes \_\_36\_\_ No**

**36. Would you support your Community using State or Federal grant dollars to provide down payment assistance to first-time homebuyers? \_\_194\_\_ Yes \_\_30\_\_ No**

37. Please provide additional comments regarding the future of Wayne:

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**Thank You For Your Participation!**