

City of Holdrege, Nebraska

Comprehensive Planning Program – 2028.

COMPREHENSIVE PLAN 2018-2028.

Prepared By:

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

MAY, 2018



HOLDREGE, NEBRASKA ***COMPREHENSIVE PLAN – 2018-2028.***

MAYOR
Doug Young

CITY COUNCIL

Larry Gibbons, President
Mary McDermott
Doug Simpson
Mike Sisson

Troy Urbom
Larry Marvin
Jeff Nantkes
Randy Aldrich

PLANNING COMMISSION

Swan Lundeen, Chairman
Marc Lamon
Donn Black
Darrel Kroll
Glen Thulin

Brad Perry
Corey Wiese
Corey Young
Scott Vosburg
Doug Simpson

CITY STAFF

Bob Rager, City Administrator
Dane Jensen, City Clerk
Mary Magill, City Treasurer
Rod Osborne, City Attorney

The **Holdrege, Nebraska, Comprehensive Planning Program** was funded by the **City of Holdrege**. This **Comprehensive Plan** was completed with the guidance and direction of the **Holdrege Planning Commission**.

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

*COMPREHENSIVE PLANS & ZONING * HOUSING STUDIES *
DOWNTOWN, NEIGHBORHOOD & REDEVELOPMENT PLANNING *
CONSULTANTS FOR AFFORDABLE HOUSING DEVELOPMENTS**

**Lincoln, Nebraska* 402.464.5383 **

Becky Hanna, Tim Keelan, Lonnie Dickson, AICP, Keith Carl

TABLE OF CONTENTS

PARTICIPANTS..... i

TABLE OF CONTENTSii

LIST OF TABLES.....vi

LIST OF ILLUSTRATIONS..... vii

<u>SECTION</u>	<u>TITLE</u>	<u>PAGE</u>
SECTION 1	THE HOLDREGE PLANNING PROCESS	1.1
	- Introduction	1.1
	- Planning Period	1.1
	- Planning Jurisdiction	1.1
	- Authority To Plan	1.2
	- Community Summary	1.2
	- Responsible Growth And Development	1.3
	- The Plan As A Community & Economic Development Tool.....	1.4
	- Organization Of The Plan	1.5
	-Element 1	1.6
	-Element 2	1.6
	-Element 3	1.6
	- Comprehensive Citizen Participation Program	1.7
SECTION 2	COMMUNITY PLANNING GOALS & ACTION STEPS	2.1
	- Introduction	2.1
	- Planning Open House “Consensus Statements”	2.2
	- Community Growth, Land Use & Zoning	2.3
	- Housing & Neighborhood Redevelopment.....	2.9
	- Education & Community & Economic Development	2.17

TABLE OF CONTENTS (CONTINUED)

<u>SECTION</u>	<u>TITLE</u>	<u>PAGE</u>
SECTION 3	POPULATION, INCOME & ECONOMIC PROFILE	3.1
	- Introduction	3.1
	- General Population Trends And Projections.....	3.2
	- Income Trends And Projections	3.5
	- Employment/Economic Trends And Projections	3.9
SECTION 4	LAND USE, GROWTH & DEVELOPMENT	4.1
	- Introduction	4.1
	- Proper Land Use Practices.....	4.1
	- Identification Of Future Growth Areas	4.2
	- Location.....	4.2
	- Historical Development.....	4.3
	- Population Growth.....	4.3
	- The Natural Environment	4.4
	- Soil Associations	4.4
	- Watersheds.....	4.5
	- Wellhead Protection Program	4.5
	- Climate.....	4.7
	- The Built Environment	4.7
	- Land Use Analysis.....	4.7
	- Existing Land Use Profile	4.7
	- Parks/Recreational	4.8
	- Public/Quasi-Public	4.9
	- Residential	4.9
	- Commercial	4.12
	- Industrial	4.12
	-Future Land Use	4.13
	- Infill Developments	4.13
	- Parks & Recreation.....	4.14
	- Public/Quasi-Public	4.14
	- Residential Areas.....	4.14
	- Commercial	4.19
	- Industrial	4.19
	- Intensive Agricultural Uses	4.20
	- Land Use Plan/Implementation.....	4.20
	- Place-Based Development Components	4.22
	- Access And Linkages	4.22
	- Comfort And Image	4.22
	- Uses And Activities.....	4.22
	- Sociability.....	4.22

TABLE OF CONTENTS (CONTINUED)

<u>SECTION</u>	<u>TITLE</u>	<u>PAGE</u>
	- Voluntary And Involuntary Annexation.....	4.23
	- Areas For Annexation.....	4.25
SECTION 5	PUBLIC FACILITIES, UTILITIES & TRANSPORTATION	5.1
	- Introduction	5.1
	- Education	5.3
	- District Facilities	5.3
	- Parochial Schools	5.4
	- Educational Service Unit	5.5
	- Program Recommendations	5.5
	- Other Area Education Opportunities	5.5
	- Library	5.6
	- Museum.....	5.6
	- Parks/Recreation	5.7
	- City Parks	5.7
	- Recreation Facilities.....	5.8
	- Future Park & Recreation Recommendations.....	5.8
	- Health, Wellness & Elderly Services.....	5.9
	- Public Safety & Government	5.10
	- Public Safety & Government.....	5.10
	- Public Utilities.....	5.11
	- Water Distribution System	5.11
	- Sanitary Sewer System	5.11
	- Street/Storm Sewer System	5.11
	- Electrical	5.12
	- Natural Gas System	5.12
	- Solid Waste Disposal	5.12
	- Transportation.....	5.13
	- Streets	5.13
	- Road Classifications	5.13
	- Traffic Volume	5.14
	- Recommended Street Improvements	5.18

TABLE OF CONTENTS (CONTINUED)

<u>SECTION</u>	<u>TITLE</u>	<u>PAGE</u>
SECTION 6	ECONOMIC & COMMUNITY DEVELOPMENT PROFILE & PLAN.....	6.1
	- Introduction	6.1
	- Existing Conditions	6.1
	- GO! PROSPERITY PROJECT II: Growing Opportunities.....	6.2
	- Economic & Community Development Initiatives.....	6.4
	- Housing Rehabilitation	6.5
	- Downtown/Highway Commercial Areas	6.5
	- Historic Preservation.....	6.7
	- Nebraska “Main Street” Program	6.8
	- Nebraska State Historic Preservation Tax Credit Program	6.8
	- Nebraska Community Development Law.....	6.9
	- Economic Expectations.....	6.10
	- Economic Partnerships.....	6.10
	- Housing & Economic Development.....	6.10
	- Business & Industrial Development.....	6.12
	- Job Creation.....	6.12
SECTION 7	ENERGY ELEMENT	7.1
	- Introduction	7.1
	- Public Power Distribution.....	7.1
	- NPPD – Renewable Energy Strategic Plan.....	7.1
	- Generation Resources	7.2
	- Sources Of NPPD Energy Production.....	7.2
	- NPPD Renewable Energy Capabilities.....	7.2
	- NPPD Traditional Production Facilities	7.3
	- NPPD Emission Free Electricity.....	7.4
	- Wind Turbines and “Net Metering”	7.4
	- Electrical Energy Consumption.....	7.6
	- State-Wide Trends In Energy Consumption	7.7
	- Increased Energy Costs & Construction	7.8
	- Energy Conservation Policies	7.9

LIST OF TABLES

<u>TABLE</u>	<u>TITLE</u>	<u>PAGE</u>
3.1	Population Trends & Projections.....	3.2
3.2	Population Age Distribution Trends & Projections	3.3
3.3	Specific Household Characteristics	3.4
3.4	Household Income By Age Group Trends & Projections	3.5
3.5	Per Capita Income	3.6
3.6	Estimated Owner Households By Income Cost Burdened With Housing Problems.....	3.7
3.7	Estimated Renter Households By Income Cost Burdened With Housing Problems.....	3.8
3.8	Employment Data Trends & Projections	3.9
3.9	Workforce Employment By Type	3.11
4.1	History Of Population	4.3
4.2	Existing & Future Land Use Capacity Matrix	4.8
5.2	Future Design Standards.....	5.23
7.1	Energy Consumption By Sector.....	7.6

LIST OF ILLUSTRATIONS

<u>ILLUSTRATION</u>	<u>TITLE</u>	<u>PAGE</u>
1.1	Location Map.....	1.2
2.1	Future Land Use Map - Corporate Limits.....	2.6
2.2	Future Land Use Map Two-Mile Planning Jurisdiction.....	2.7
2.3	Redevelopment Areas Map.....	2.14
4.1	Wellhead Protection Map	4.6
4.2	Existing Land Use Map - Corporate Limits.....	4.10
4.3	Existing Land Use Map - Two-Mile Planning Jurisdiction.....	4.11
4.4	Future Land Use Map - Corporate Limits.....	4.15
4.5	Future Land Use Map - Two-Mile Planning Jurisdiction.....	4.16
4.6	Redevelopment Areas Map.....	4.21
5.1	Public Facilities Map.....	5.2
5.2	Traffic Volume Map - 2012.....	5.15
5.3	Traffic Volume Map - 2014.....	5.16
5.4	Traffic Volume Map - 2016.....	5.17

Section 1
The Holdrege
Planning Process.



SECTION 1

THE HOLDREGE PLANNING PROCESS.

INTRODUCTION.

This **Holdrege, Nebraska, Comprehensive Plan** was prepared as a tool to assist in planning for future stability and development for Holdrege, 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 2007.

The **Holdrege 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 **Holdrege Planning Commission**, with the assistance of **City Staff** and Planning Consultants **Hanna:Keelan Associates, P.C.** of Lincoln, Nebraska. The **Comprehensive Plan** was funded by The City of Holdrege.

PLANNING PERIOD

The planning period for achieving the goals, programs and community and economic development activities identified in this **Comprehensive Plan** is **10 years, 2018 to 2028**. The **Plan** highlights necessary, broad-based community and economic development activities to meet goals and activities. This approach allows the Community of Holdrege 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 Holdrege 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.

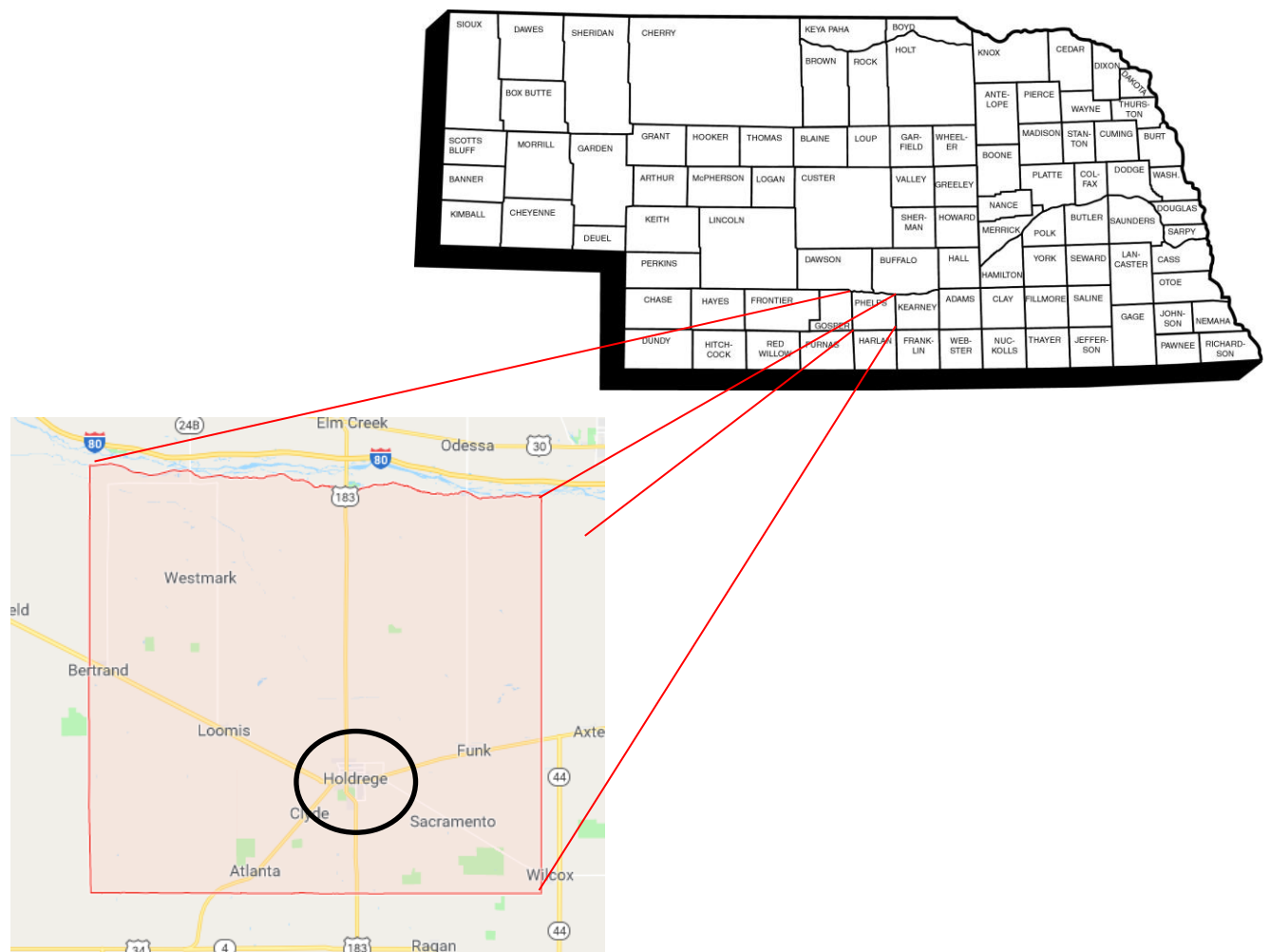
AUTHORITY TO PLAN

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

COMMUNITY SUMMARY

The City of Holdrege, the largest Community in Phelps County, is located in south-central Nebraska, approximately 19 miles south of the Interstate 80 Corridor and 31 miles southwest of Kearney, Nebraska. The City is served by U.S. Highways 6/34 and 183, State Highway 23, Burlington Northern Railroad and by Brewster Field Airport. Ironhorse Station, located in Holdrege, maintains an Amtrak station with daily service by Amtrak's California Zephyr. Currently (2018), an estimated 5,557 residents live in Holdrege.

Illustration 1.1 Location Map



The City of Holdrege is in a position to implement community and economic development activities most needed and desired to best meet the needs and wants of the local citizenry. The Community of Holdrege offers a variety of amenities including public and parochial schools, a Central Community College Center, restaurants, governmental services, grocery and convenience stores, senior center, hospital, etc. **Phelps County Development Corporation (PCDC), Holdrege Development Corporation (HDC) and South Central Economic Development District (SCEDD)** take lead roles in planning and implementing community and economic development projects in Holdrege.

Downtown Holdrege is located between Tilden and Garfield Streets, concentrated between East and West Avenues. The Downtown consists mostly of professional offices, the Post Office, specialty retail stores, banks, a theater and restaurants. Offices for both the City of Holdrege and Phelps County are located in Downtown Holdrege. The City Offices are located at the Holdrege City Hall, in the northeast portion of the Downtown at 502 East Avenue.

Most of the major employers in Holdrege are located along or within a couple of blocks off the Highway 6/34, 183 and 23 Corridors. Major employers include **Holdrege Public Schools, Phelps Memorial Health Center, Becton Dickinson, LandMark Implement, Inc., Integrated Electrical Service, Inc., Holdrege Memorial Homes and Allmand Brothers.** The Community has the advantage of being located within a short commute time to the City of Kearney, Nebraska, allowing for expanded access to nearby amenities and services.

RESPONSIBLE GROWTH AND DEVELOPMENT

The Holdrege 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 Holdrege, 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 Holdrege 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.

It has been identified by participants of the “**Planning Open Houses**” that Holdrege is Land-locked, as many man-made and environmental barriers, such as the Lake Seldom Wildlife Management Area, the Sacramento Creek environs and Brewster Field, are located directly adjacent the Corporate Limits. Detailed planning for development surrounding these environs will need to be carefully evaluated and planned out within 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 Holdrege. 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 **Holdrege 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 Holdrege. The Community is also designated as an **Economic Development Certified Community**, meaning, as per the Nebraska Department of Economic Development, to have *“demonstrated preparedness for business growth and are ready to meet the needs of companies seeking new business and industrial locations.”* 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 **PCDC, HDC, SCEDD, South Central Nebraska Area Agency on Aging and Holdrege Housing Authority**, to serve as a vehicle to plan and implement residential, commercial, and industrial development and redevelopment activities in the City. **The City has three officially designated Redevelopment Areas, which includes Downtown Holdrege, the Iron Horse Business and Industry Park, residential, commercial and industrial areas along the Highway 183 Corridor.**

The **Future Land Use Maps** for the City of Holdrege 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 PCDC, a new **County-Wide Housing Study** was completed in October, 2017. The **Study** includes a **Five-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 within the City of Holdrege. Providing safe, modern and affordable housing in Holdrege, during the next 10 years, will ensure a population base capable of supporting various important businesses and services in the Community.

Housing development and rehabilitation activities in Holdrege, 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 **Holdrege 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 Holdrege Planning Commission, local citizenry, and “Planning Open Houses” with local officials, citizens, major employers, etc.

The **quantitative approach** included the analysis of the various statistical databases provided by the 2000 and 2010 Censuses, the 2012-2016 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. The Plan includes the following Sections:

- ❖ The Holdrege 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 Holdrege. 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 Holdrege citizenry regarding Community planning and housing issues and needs. *Planning for Holdrege'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 Holdrege included meetings with the Holdrege Planning Commission and **Planning Open Houses** with Community organizations and local citizenry.

The following highlights comments from the Holdrege Planning Commission and Participants in the Planning Open Houses regarding the strengths, weaknesses and opportunities for planning and housing development in Holdrege.

- Several jobs are available in the Community of Holdrege, 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”.
- Holdrege needs to continue owner-occupied housing rehabilitation activities, including the demolition of substantially deteriorated and/or dilapidated housing units for new housing development.
- The City of Holdrege has several barriers to Community land use, growth and development, including land affected by the Sacramento Creek environs to the north, Lake Seldom Wildlife Management Area to the south and Brewster Field 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.
- Sustainability factors, such as green building, energy efficiency & conservation and use of renewable resources should be promoted and encouraged in Holdrege.
- 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 Phelps County.

Section 2
Community
Planning Goals &
Action Steps.



SECTION 2 **COMMUNITY PLANNING GOALS & ACTION STEPS.**

INTRODUCTION.

The Holdrege 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 **Holdrege 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 the Holdrege Planning Commission and Community “Planning Open Houses”.

PLANNING OPEN HOUSE “CONSENSUS STATEMENTS”.

The Holdrege Citizen Participation Process provided the following important **Consensus Statements**. These Statements were developed as a result of citizen input from Holdrege Planning Commission meetings and a series of public “planning open houses.”

- The City of Holdrege leadership need to **create new land areas for development, while redeveloping existing neighborhoods**. The partnership of the City of Holdrege Community Redevelopment Authority and local private developers, using Tax Increment Financing (TIF) as a financial support tool will play a major role in accomplishing this task.
- With the active participation of local and State housing stakeholders and funding entities, the City of Holdrege needs to create **54 owner and 47 rental workforce housing units**, as per the Phelps County & Communities, Nebraska, County-Wide Housing Study with Strategies for Affordable Housing, for both existing and future persons and families.
- **The City needs to aggressively address existing deteriorating and dilapidated housing units through moderate and substantial rehabilitation programs**. Rehabilitation of these units would allow for the potential development of single family, town home and workforce housing, that was identified by participants as in high demand in Holdrege. Units with 1,500 to 2,000 square are in great need to families and the local workforce. Assistance from the Holdrege Housing Authority (HHA), Holdrege Development Corporation (HDC), Phelps County Development Corporation (PCDC) and South Central Economic Development District (SCEDD) could help to alleviate this problem.
- **Continued improvement and expansion of City Parks are needed during the 10-year planning period**. Creating public spaces and parks that are in compliance with ADA accessibility requirements allow for these spaces to be utilized by all residents of Holdrege. Currently, the addition of a dog park is in progress for South Park and new ball fields in North Park are projected to be completed in 2018.
- **Continued redevelopment in Downtown Holdrege 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 Holdrege a thriving central business district.

- **The City of Holdrege is “land locked” due to many environmental and man-made constraints.** The Sacramento Creek environs and its tributaries limit the development to the north and east, while Lake Seldom Wildlife Refuge limits development to the south. Development is not encouraged in floodplains, areas with steep topography or areas with sensitive soils, so development adjacent these areas should be carefully planned for the 10 year planning period.
- **Create new jobs, while sustaining the existing employee population.** PCDC will continue to play the “key” role in economic development in both the City of Holdrege and Phelps County as a whole.

COMMUNITY GROWTH, LAND USE & ZONING.

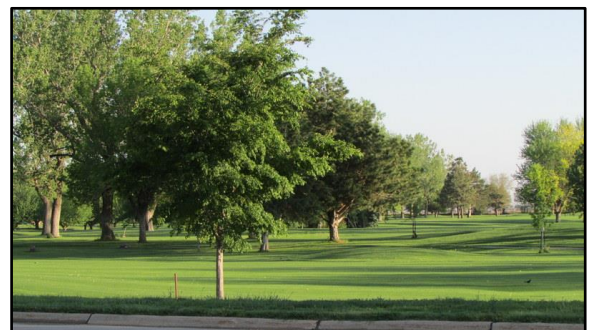
Goal 1: Population Growth Activities. The City of Holdrege is projected to increase from the current (2018) population of 5,557, to an estimated 5,680 by 2028, representing an annual increase of 0.2 percent. The Community, through more aggressive planning and development activities and the creation of 125 additional full-time employment opportunities, could reach a “**high population**” of 5,790 within the next 10 years, an increase of 233 persons. An **Economic Development “Boost”** scenario, consisting of creating an additional 190 full-time employment opportunities, would result in an estimated 2028 population of 5,886, an increase of 329, or 5.9 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 Holdrege. Approximately 636 acres of vacant land exists within the Corporate Limits of the City of Holdrege. An estimated 82 percent, or 519 acres of this area is developable.
- **Action Step 2:** Designate a minimum of **31 acres** of land to support **future single family, and multifamily residential development to meet National Planning Standards.** Currently, the City has a shortage of land areas designated for single, two-family and multifamily residential development, when compared to the requirements set forth in the National Planning Standard. Future residential Growth Areas are recommended to be concentrated to the north, northeast, east and west of the Community. **The Land Use Plan includes:**
 - An **Area** is located along the west side of Rhea Street, generally between 6th Avenue and the Holdrege Country Club Golf Course. This Area is in close proximity to the Phelps Memorial Health Center and Holdrege YMCA of the Prairie. Multifamily housing is recommended in the southern portion of the Area, while single family housing is identified in the central and northern portions.

- An **Area** is located to the north/northeast of the City, extending from the Corporate Limits to the Sacramento Creek. This Area would also be adjacent some of the newer housing subdivisions including Park View Heights, Isaacson, North Park and the Gustafson Additions. Single family residential housing is recommended throughout this Growth Area.
- An **Area** extended to the east of the City, generally from Lincoln Street east to the Sacramento Creek. This residential Growth Area also runs along the new Lincoln Place Addition and the Sunrise View retirement facility. A variety of multifamily housing is recommended closest to the city, with low density single family housing areas beyond.
- Streets and underground infrastructure are adjacent the Corporate Limits of each of the proposed growth areas. These three **Areas** are all recommended to be developed contiguous to the current Corporate Limits. Each of the Areas should also be platted such that streets and infrastructure could readily be extended throughout each growth area.
- **Action Step 3: Continue the development of Commercial and Industrial Land in Holdrege.** An analysis of existing land uses in Holdrege, correlated with population growth, identifies a need for an additional **62 acres of commercial** land uses by 2028, to meet the National Planning Standards. The location of future highway-oriented commercial uses is recommended along the Highway 6/34 and 23 Corridors through the City.

Future professional services and specialty retail outlets are recommended to remain in Downtown Holdrege, while automotive oriented commercial uses should develop along the Highway Corridors. Light industrial uses and manufacturing companies, within the Corporate Limits, should remain in current locations in designated industrial zoned areas, to the southwest and southeast of the Downtown and adjacent the Railroad Corridor in the southern portion of the City. A recently completed Hotel Study for PCDC, indicates the City of Holdrege could support the addition of a new Hotel. Infrastructure developments are being extended into the Iron Horse Business and Industrial Park on the western edge of Holdrege to allow for the expansion of commercial land uses.

- **Action Step 4: Address parks, open space and public/quasi-public land uses in Holdrege.** By National Planning Standards, the City exceeds the recommended amount of parks and open space by an estimated 197 acres, due to the Lake Seldom Wildlife Refuge and the Holdrege Country Club being located within the Corporate Limits of the City. Future Park Plans should include updating current parks with modern equipment and ADA accessibility to ensure all residents can utilize the space. 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 Holdrege. The Plan should encourage the preservation and protection of environmental resources while supporting planned development in the Two-Mile Planning Jurisdiction of Holdrege.

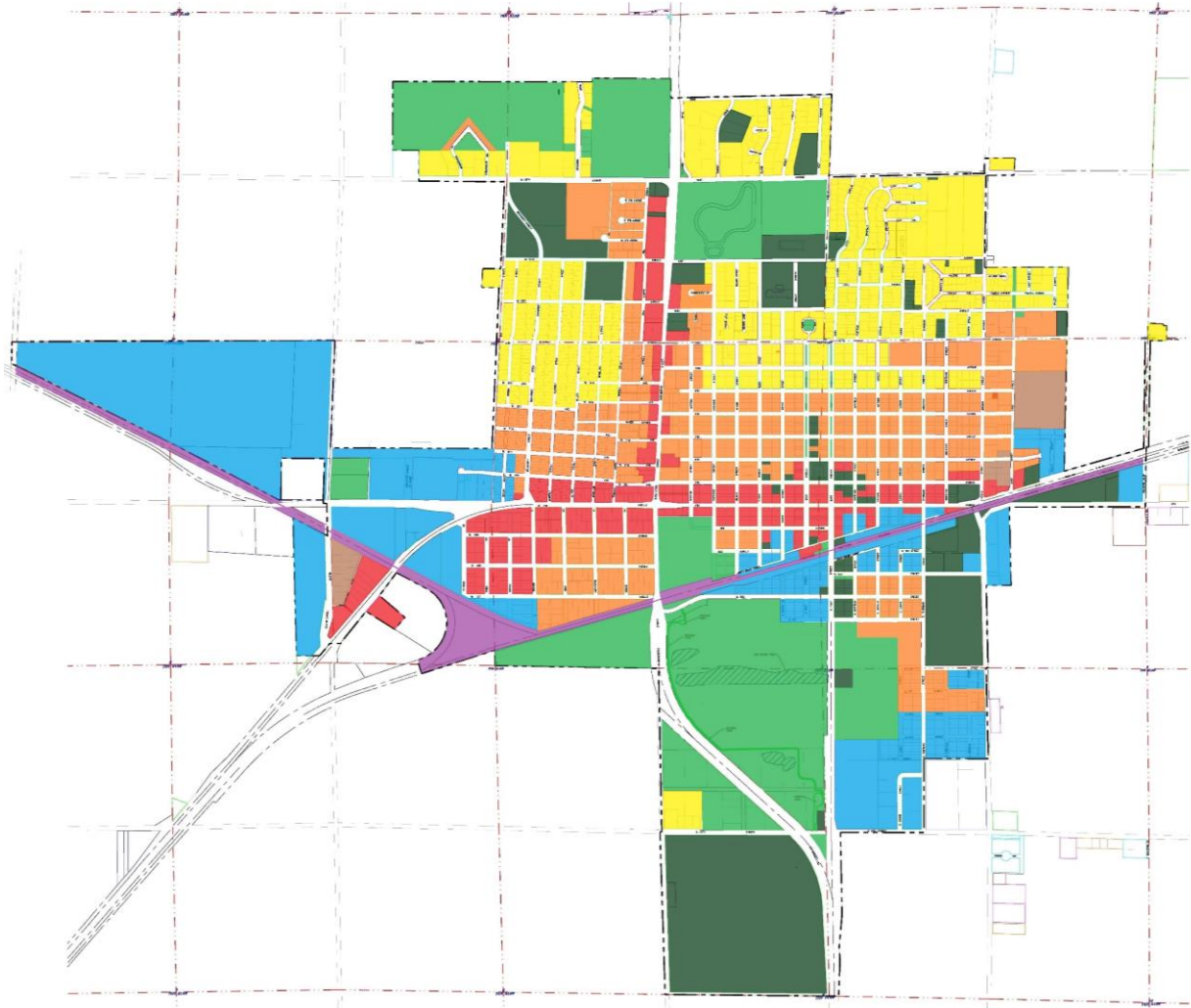
- **Action Step 1:** Promote **residential, commercial and industrial growth areas** that are located beyond designated floodplains and sensitive soil areas, such as the Sacramento Creek environs.
- **Action Step 2:** All future development in Holdrege should be accompanied with a **modern utility and 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 Holdrege. 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 Holdrege. 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 the Sacramento Creek environs, including associated tributaries.



FUTURE LAND USE MAP
CORPORATE LIMITS
HOLDREGE, NEBRASKA
2028



LEGEND

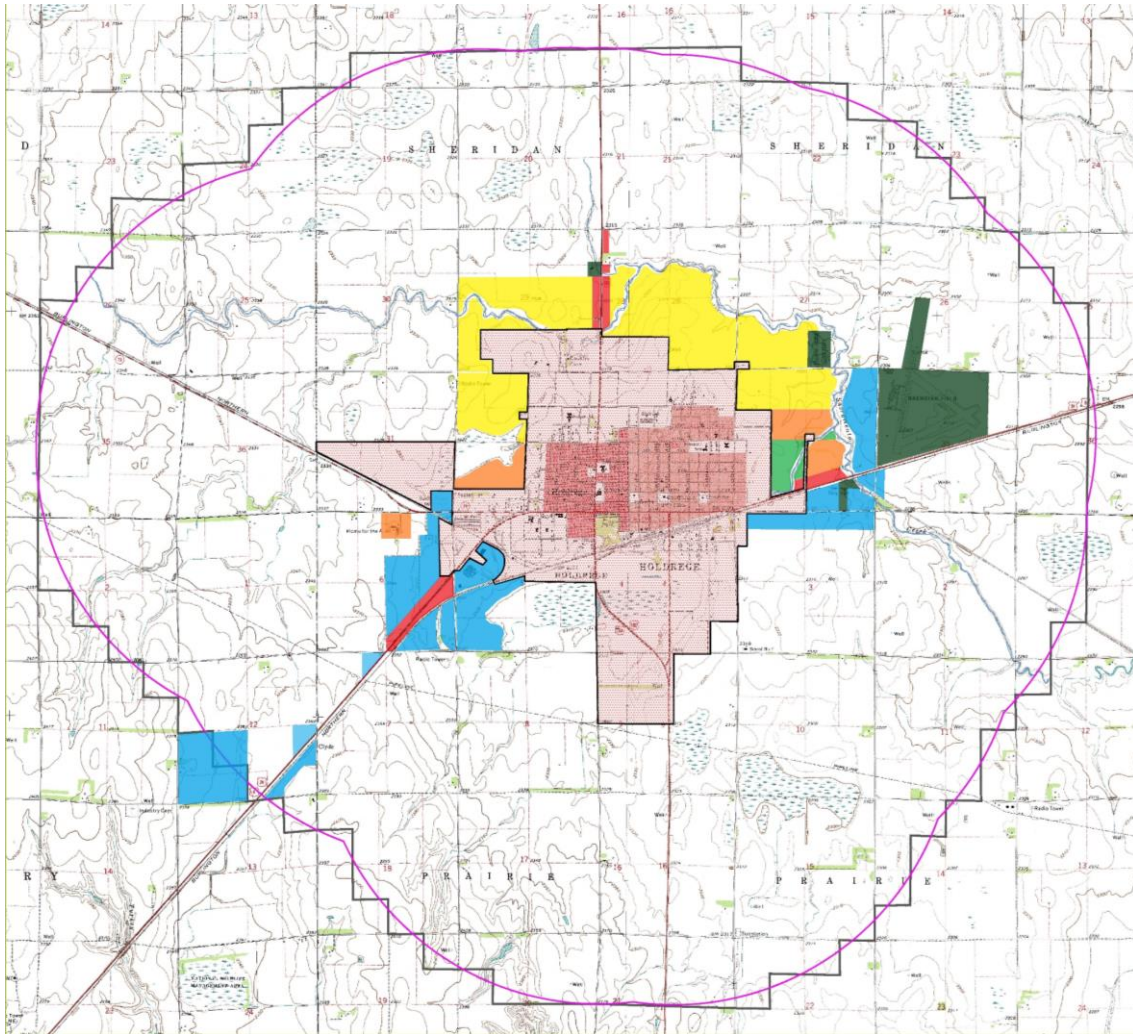
- Parks/Recreation
- Public/Quasi-Public
- Single Family Residential
- Mobile Home Residential
- Multifamily Residential
- Commercial
- Industrial
- Railway Corridor
- Corporate Limits

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









Lincoln, Nebraska 402.464.5383 *

ILLUSTRATION 2.1

FUTURE LAND USE MAP
TWO-MILE PLANNING JURISDICTION
HOLDREGE, NEBRASKA
2028



LEGEND

-  Vacant Agriculture
-  Parks/Recreation
-  Public/Quasi-Public
-  Single Family Residential
-  Multifamily Residential
-  Commercial
-  Industrial
-  Corporate Limits

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

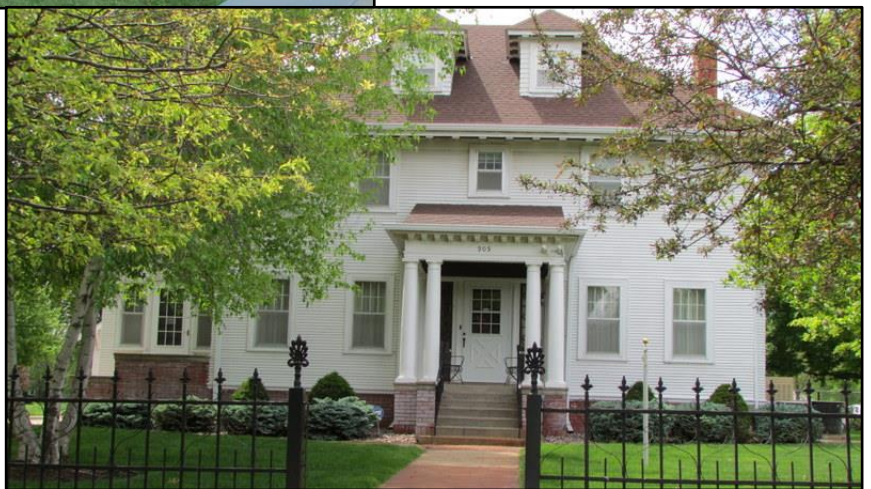
Lincoln, Nebraska 402.464.5383 *

ILLUSTRATION 2.2

- **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 Holdrege 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 Holdrege.

- **Action Step 1: Incorporate beautification projects** that improve the appearance of Holdrege. Target areas should include, but not be limited to, the Downtown, highway corridors, City parks and historically significant residential neighborhoods.
- **Action Step 2: Create a sustainable, healthy Community** for residents currently living in, or families planning to locate to Holdrege.



HOUSING & NEIGHBORHOOD REDEVELOPMENT.

Goal 1: Community-Wide Housing Development Initiative. Implement a **housing development initiative** for Holdrege, 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 Holdrege. The **Partnership** should be comprised of the **City of Holdrege, PCDC, HHA and HDC**. The **Partnership** could also include the participation of other local and regional groups and organizations serving the Community of Holdrege including Phelps Memorial Health Center (PMHC), South Central Nebraska Area Agency on Aging (SCNAAA), Community Action Partnership of Mid-Nebraska (CAPMN), Holdrege Memorial Homes (HMH) and SCEDD.

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 and populations with special needs.

- **Action Step 1:** The **Housing Initiative** should target the development of up to **158 new housing units in Holdrege, by 2028**, including an estimated **86 owner housing units** and **72 new rental units**. The development of these new housing units would add an estimated \$31 Million to the local residential property tax base.

The potential exists for the Community to experience an “Economic Development Boost,” equal to a 5.9 percent population growth through 2028. This Boost would require the creation of an estimated 190 additional full-time employment opportunities.

- *NOTE: The City of Holdrege has a housing vacancy deficiency with both owner and rental housing units. As identified in the 2017 Phelps County Housing Study, the City of Holdrege has an adjusted vacancy rate of 5.3%. This vacancy deficiency results in a lack of housing supply, limiting choice by both current and future residents. With projected increases in population through 2028, it is critical that the Community be prepared by implementing housing development “plans of action” that include the identification of vacant lots within the Holdrege 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 Holdrege 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 **Five-Year Housing Action Plan of the Phelps County Housing Study**.

- **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 Holdrege.
 - 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 Holdrege. 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.

- **Action Step 6:** Implement a **Holdrege Downtown Housing & Redevelopment Initiative**, directed at increasing the availability of housing opportunities in the Community’s Central Business District. **A demand for an estimated 22 units, including 10 owner and 12 rental units exists for Downtown Holdrege.**



Goal 2: New Housing Developments in Holdrege 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 Holdrege, with emphasis on single family homes. Owner housing should generally consist of three+-bedrooms, with the exception of housing for retirees, which would typically be two-bedroom units. Participants in the **Planning Listening Sessions** identified single family and town home housing are in high demand for the City of Holdrege.
- **Action Step 3:** Rental units should be constructed in Holdrege, with emphasis on town home, duplex and apartment units for the elderly and local workforce households. 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 Holdrege 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.** This includes persons with a cognitive and/or physical disability.

- **Action Step 5: Housing development projects in Holdrege 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 Holdrege, to make vacant land available for additional residential growth. **Available tracts of vacant land, best suited for residential development within the Corporate Limits, are scattered throughout Holdrege. Residential growth areas, outside the Corporate Limits, are located north, northwest and northeast of the Community.**

*NOTE: Vacant lots exist in the older residential areas of Holdrege 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 participants at the Planning Open Houses 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.



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

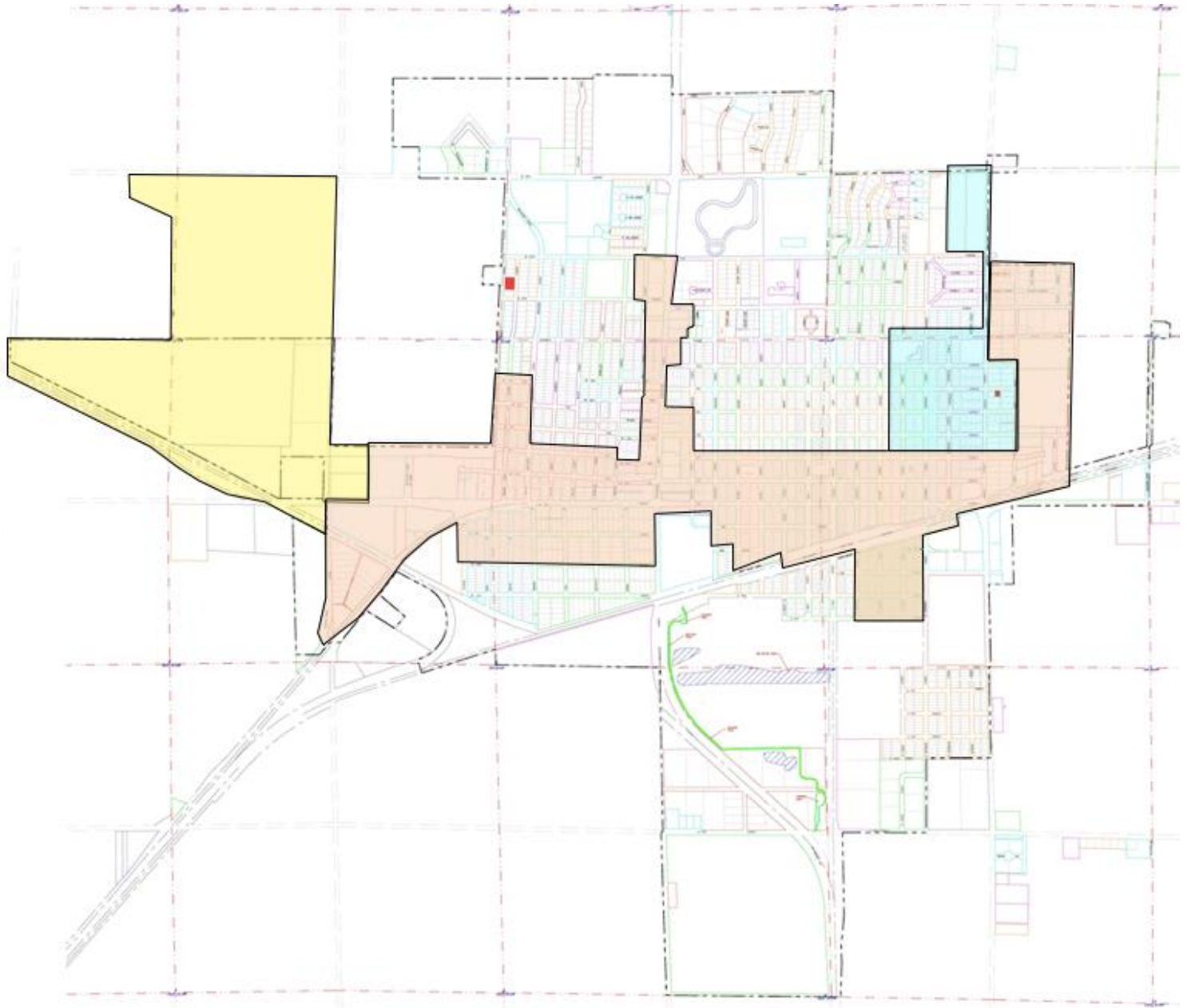
- **Action Step 1:** The Community of Holdrege should apply for and utilize the **CDBG Comprehensive Revitalization Program** to implement owner and rental housing rehabilitation activities, with emphasis on meeting the housing rehabilitation needs of the elderly, low income families and housing occupied by persons with special needs.
- **Action Step 2: The Community of Holdrege 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 Holdrege neighborhoods.

Goal 4: Financing Housing Development. The City of Holdrege 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 Holdrege** 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 (USDA-RD)**, **Nebraska Investment Finance Authority (NIFA)** and **Nebraska Department of Economic Development (NDED)**.
- **Action Step 2:** The City of Holdrege should continue to utilize **Tax Increment Financing (TIF)** to assist in the financing of both business and housing developments, especially those targeted for low- and moderate-income families. Holdrege also needs to expand its use of TIF to redevelop dilapidated housing for new replacement housing. The City has an excellent track record of utilizing TIF for the redevelopment and development of commercial and industrial business expansion and attraction of new businesses. **Illustration 2.3, Page 2.1** identifies the three planned **“Redevelopment Areas,”** in Holdrege, where TIF can be utilized.



REDEVELOPMENT AREAS MAP
HOLDREGE, NEBRASKA
2028



LEGEND

-  **PLANNED**
-  **REDEVELOPMENT AREAS**

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

* Lincoln, Nebraska * 402.464.5383 *

ILLUSTRATION 2.3

Action Step 3: Housing developers in Holdrege 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 NIFA, NDED, USDA-RD, 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, Holdrege 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:** 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 HHA in enforcing fair housing policies and submitting complaints of discrimination to the Nebraska Equal Opportunity Commission.
- **Action Step 2:** 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 and senior education** for the residents of Holdrege. 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 Holdrege Public Schools, including Holdrege Elementary, Holdrege Middle and the Holdrege Senior High Schools.

- **Action Step 1:** Support a gradually **increasing enrollment** at Holdrege 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 Holdrege 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 **Holdrege Public School’s mission** to support **“Empowering ALL Students for Success”** 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 the Central Community College Center in Holdrege.



Goal 2: Economic/Community Development. Utilize the **Holdrege 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 Holdrege.

- **Action Step 1:** PCDC has established a strategic **Economic Development Program** for prioritizing economic and Community development and redevelopment efforts in Holdrege. **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 **55 new jobs in Holdrege by 2028**. This should be achieved by expanding existing and adding commercial businesses and industrial companies, that are “light manufacturing” in nature to Holdrege. The addition of the Iron Horse Business and Industrial Park on the western edge of Holdrege will help to achieve the additional 55 new jobs needed in the Community. The City of Holdrege should continue to actively work with PCDC to attract new businesses to the Park.
- **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 **Phelps County Community Foundation Fund** to expand 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 Holdrege, to increase and diversify employment opportunities.
- **Action Step 6:** Continue to support **business retention and expansion programs** offered by PCDC and Holdrege Chamber of Commerce (HCC) 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 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 **incubator 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 Holdrege should be paired with **job creation activities**. A high percentage of persons employed in Holdrege live in other Communities. This is primarily due to the lack of available or suitable housing. Programs supported by PCDC, 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. **Holdrege was identified in the 2017 Phelps County Housing Study as being the most desirable place in Phelps County for individuals and families to relocate to, if adequate housing was available.**
- **Action Step 8:** Expand efforts to utilize **Federal, State and Local Governmental Incentives** for promoting economic development in Holdrege and recruit and retain job/business opportunities. Continue strong relationships with Local and State agencies such as the NDED.

Goal 3: Community Development. Community Development practices should strive to both **stabilize and improve the local Holdrege 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 **Phelps County Foundation Fund** to encourage **local reinvestment** in Holdrege 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 Holdrege.
- **Action Step 3:** Continue the promotion of the development and redevelopment of highway-oriented commercial businesses along the Highway 6/34 and 23 Corridors.
- **Action Step 4:** Utilize all available **public programs of financing** in funding development and redevelopment programs. These programs include, but are not limited to the NIFA Low-Income Housing Tax Credit Program, 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 5:** Provide **public improvements** to older residential neighborhoods, as well as Downtown Holdrege, in need of street and sidewalk resurfacing, landscaping and street trees. Downtown facade improvements, a public gathering/festival space, additional public parking are all needed to support the development of additional specialty retail businesses.
- **Action Step 6:** Utilize **TIF** as a financial incentive for redevelopment projects in Downtown Holdrege. Identified improvements include, but are not limited to, structurally securing Downtown buildings, façade improvements and public parking improvements.
- **Action Step 7:** Enhance the potential of **Community groups** to connect, including the PCDC, HDC, HCC, CAPMN, SCEDD, 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 8:** Promote **Community sustainability and quality of life** in Holdrege 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 Holdrege, 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 Holdrege. Utilize various Local, State and Federal funding sources to achieve various redevelopment goals in Holdrege.

- **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:** Holdrege 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:** Encourage the **Holdrege 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 Holdrege. 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 Holdrege residents. Provide modern sewage treatment facilities, refuse collection and disposal, street cleaning, flood control and similar environmental control processes.
- **Action Step 2: Maintain 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: Maintain an adequate supply of potable water and an expanded distribution system** suitable for both present and future consumption and fire protection in Holdrege. Continue to maintain the water distribution system to supply a sufficient quantity and quality of water for residents.
- **Action Step 4: Continue efforts to upgrade and expand segments of the Holdrege municipal sanitary sewer collection system** within the 10-year planning period. Segments of the original sanitary sewer system are aging, and will likely need replaced during the next 10 years.

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

- **Action Step 1:** Promote the use of **alternate energy systems** in Holdrege, 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 Holdrege. **Tax Increment Financing**, in combination with low-interest or no-interest loans through programs available from the United States Department of Agriculture and 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 Holdrege to access available funding sources through utility districts such as 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 Holdrege that utilizes **alternative energy systems** to provide electric energy to multiple stores within a strip-mall setting and/or within Downtown Holdrege at a reduced rate or “no cost” to reduce overhead costs and achieve profitability.



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

- **Action Step 1:** Continue to annually update the coordinated **One- and Six-Year Roads 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 Holdrege.
- **Action Step 3:** Coordinate the **Holdrege Land Use Plan** and the **One- and Six- Year Road 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 6/34, 183 and 23 Corridors.
- **Action Step 4:** New residential, commercial and industrial developments in Holdrege should have appropriate and adequate streets, curbs, gutters and sidewalks.
- **Action Step 5:** Utilize a “**Safe Routes to School**” initiative in Holdrege. 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.

Section 3
Population,
Income & Economic
Profile.



SECTION 3

POPULATION, INCOME & ECONOMIC PROFILE.

INTRODUCTION.

Population, income and economic trends in Holdrege, 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 2028 were studied and forecasted for the next 10 years for Holdrege, Nebraska, utilizing a process of both trend analysis and popular consent.

Holdrege is projected to increase in population during the next 10 years, due, primarily, to additional employment opportunities and continued housing development. 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 **Phelps County-Wide Housing Study** was completed in October, 2017, that highlighted population, income, economic and housing trends and projections, as well as determined a 10-year housing target demand for Holdrege. The **Study** also identified important housing development projects to serve several different income levels in the Community.

A target demand for up to **158 new housing units, including 86 owner and 72 rental units**, by **2028** should be implemented. A “**10-Year Housing Action Plan**” identifies specific housing projects most needed by the local citizens of Holdrege.

The most critical housing issues in Holdrege are to promote the development of housing for the local workforce population affordable to all salary income levels. Other priority housing needs in Holdrege include providing opportunities for recent high school graduates, 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 Holdrege will be driven by new and expanded economic development and public service activities, not only in the City of Holdrege, but Phelps County-wide.

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 Holdrege, Nebraska. The current (2018) estimated population for Holdrege is 5,557. The “medium” population projection for Holdrege is projected to increase by 123, or 2.2 percent, to 5,680 by 2028. The City of Holdrege has the potential to experience a population increase of 329, or 5.9 percent to 5,886, by increasing housing development and economic/ community development activities including job creations.**

**TABLE 3.1
POPULATION TRENDS AND PROJECTIONS
HOLDREGE, NEBRASKA
2000-2028**

	<u>Year</u>	<u>Population</u>	<u>Total</u>		<u>Annual</u>	
			<u>Change</u>	<u>Percent</u>	<u>Change</u>	<u>Percent</u>
	2000	5,636	--	--	--	--
	2010	5,495	-141	-2.5%	-14.1	-0.3%
	2018	5,557	+62	+1.1%	+8.8	+0.2%
Low	2028	5,596	+39	+0.7%	+3.9	+0.07%
Medium	2028	5,680	+123	+2.2%	+12.3	+0.2%
High*	2028	5,790	+233	+4.2%	+23.3	+0.4%
ED Boost*	2028	5,886	+329	+5.9%	+32.9	+0.6%

*Population estimated due to a required *Economic Development (ED) Boost* via increased job creation and housing development. “Medium 2028 = 55 Additional Full-Time Employment (FTE) Positions, in the next 10 years. “High 2028 =125 Additional FTE Positions in the next 10 years. “ED Boost” 2028 = 190 Additional FTE positions in the next 10 years.

Source: 2000, 2010 Census.
2010-2016 Census Population Estimates.
2011-2015 American Community Survey.
Hanna:Keelan Associates, P.C., 2018.

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 Holdrege, from 2000 to 2028. The “55-64” age group experienced the largest increase in population from 2000 to 2010, increasing by 174, or from 560 to 734. This age group, as well as the “75-84” age group, are projected to experience the largest increases in population from 2018 to 2028, with an increase of 179 and 37 persons, respectively. The “19 and under”, “20-34” and “35-54” age groups are all projected to decrease by 2028. The “35-54” age group is projected to experience the largest decrease from 2018-2028, decreasing by 61, or from 1,372 to 1,311. To keep recent graduates in the Community, employment opportunities and affordable housing options must be available.

TABLE 3.2
POPULATION AGE DISTRIBUTION TRENDS & PROJECTIONS
HOLDREGE, NEBRASKA
2000-2028

<u>age group</u>	<u>2000</u>	<u>2010</u>	<u>2000-2010</u>		<u>2018</u>	<u>2028</u>	<u>Change</u>
			<u>Change</u>	<u>2018</u>			
19 and Under	1,558	1,416	-142	1,388	1,329	-59	
20-34	872	873	+1	865	843	-22	
35-54	1,585	1,412	-173	1,372	1,311	-61	
55-64	560	734	+174	838	1,017	+179	
65-74	493	495	+2	509	541	+32	
75-84	402	391	-11	406	443	+37	
85+	166	174	+8	179	196	+17	
TOTALS	5,636	5,495	-141	5,557	5,680	+123	
Median Age	39.7	42.4	+2.7	43.1	46.9	+3.8	

Source: 2000, 2010 Census.

Hanna:Keelan Associates, P.C., 2018.

- The Holdrege population groups of, “55-64”, “65-74”, “75-84” and “85+”, are all projected to increase by 2028. 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 Holdrege and should expand to meet the future increase in these population groups.

HOUSEHOLD CHARACTERISTICS

- **Table 3.3** identifies **specific household characteristics** in the City of Holdrege, from 2000 to 2028. Households in Holdrege decreased from 2,355 in 2000 to 2,351 in 2010; a decrease of 4 households. Currently, Holdrege consists of an estimated 2,403 households, including 1,677 owners and 726 renter households.

TABLE 3.3
SPECIFIC HOUSEHOLD CHARACTERISTICS
HOLDREGE, NEBRASKA
2000-2028

<u>Year</u>	<u>Population</u>	<u>Group Quarters</u>	<u>Persons in Households</u>	<u>Households</u>	<u>Persons Per Household</u>
2000	5,636	110	5,526	2,355	2.35
2010	5,495	151	5,344	2,351	2.27
2018	5,557	174	5,383	2,403	2.24
2028	5,680	201	5,479	2,502	2.19
2028*	5,886	209	5,677	2,604	2.18

Source: 2000, 2010 Census.

Hanna:Keelan Associates, P.C., 2018.

- **An estimated 2,502 households are projected to exist in Holdrege by 2028. This will equal an estimated 1,736 owner and 766 renter households.**
- The current number of persons per household in Holdrege is approximately 2.24 and is projected to decrease to 2.19 by 2028. Persons per household, as per the “ED Boost” scenario, would continue to remain stable through 2028.
- Currently (2018), an estimated 174 persons reside in **group quarters**. By 2028, an estimated 201 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.
- The current median age in Holdrege is an estimated 43.1 years, an increase from the 2010 median age of 42.4. The trend of an increasing median age is projected to continue through 2028, increasing to 46.9 years.

INCOME TRENDS AND PROJECTIONS.

HOUSEHOLD INCOME GROUPS

- **Table 3.4, identifies household income trends and projections** for Holdrege, Nebraska, from 2000 to 2028. Household incomes in Holdrege have increased in recent years and are projected to continue this trend through 2028. From 2000 to 2018, median income in Holdrege increased from \$36,225 to \$45,284. **The median income is projected to increase, by 2028 to \$53,996, an increase of 19.2 percent from 2018.**

**TABLE 3.4
HOUSEHOLD INCOME BY AGE GROUP - TRENDS AND PROJECTIONS
HOLDREGE, NEBRASKA
2000-2028**

<u>Income Group</u>	<u>2000*</u>	<u>2015*</u>	<u>2018</u>	<u>2028</u>	<u>% Change 2018-2028</u>
All Households:					
Less than \$10,000	253	131	118	92	-22.0%
\$10,000-\$19,999	320	294	288	273	-5.2%
\$20,000-\$34,999	539	503	494	478	-3.2%
\$35,000-\$49,999	480	354	339	333	-1.7%
\$50,000 or More	731	1,036	1,164	1,326	+13.9%
TOTALS	2,323	2,318	2,403	2,502	+4.1%
Median Income	\$36,225	\$43,910	\$45,284	\$53,996	+19.2%
Households 65+ Yrs.					
Less than \$10,000	100	71	64	50	-21.9%
\$10,000-\$19,999	127	118	112	97	-13.4%
\$20,000-\$34,999	133	201	210	228	+8.6%
\$35,000-\$49,999	97	73	66	64	-3.0%
\$50,000 or More	160	210	228	272	+19.3%
TOTALS	617	673	680	711	+4.5%
Median Income	\$29,191	\$31,006	\$32,884	\$36,564	+11.2%

* Specified 2000 & 2015 Data Used. 2015 Estimate subject to margin of error.

Source: 2000 Census, 2011-2015 American Community Survey.

Hanna:Keelan Associates, P.C., 2018.

- The number of households in the City of Holdrege having an annual income at or above \$50,000 is expected to increase during the next 10 years. All other incomes groups for the City of Holdrege are projected to decrease by 2028.
- Incomes in the City of Holdrege, for households age 65+ years, have also increased from \$29,191 in 2000 to \$32,884 in 2018. Elderly household incomes are projected to increase from the current 2018 median income of \$32,884, to \$36,564 by 2028, an increase of 11.2 percent.

PER-CAPITA INCOME

- **Table 3.5** identifies **per capita income trends & projections** in Phelps County and the State of Nebraska, from 2002 to 2028. Current per capita income in Phelps County is an estimated \$61,642. By 2028, per capita income in the County is projected to increase by an estimated 10.3 percent to \$68,004.

TABLE 3.5
PER CAPITA INCOME
PHELPS COUNTY, NEBRASKA / STATE OF NEBRASKA
2002-2028

<u>Year</u>	<u>Phelps 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	\$29,861	--	\$30,696	--
2003	\$33,414	+11.9%	\$32,611	+6.2%
2004	\$32,384	-3.1%	\$33,768	+3.5%
2005	\$34,203	+5.6%	\$34,772	+3.0%
2006	\$33,301	-2.6%	\$35,982	+3.5%
2007	\$37,014	+11.1%	\$38,484	+7.0%
2008	\$40,043	+8.2%	\$40,626	+5.6%
2009	\$38,832	-3.0%	\$39,226	-3.4%
2010	\$41,830	+7.7%	\$40,023	+2.0%
2011	\$49,694	+18.8%	\$43,820	+9.5%
2012	\$50,252	+1.1%	\$45,578	+4.0%
2013	\$54,132	+7.7%	\$46,254	+1.5%
2014	\$57,873	+6.9%	\$47,757	+3.2%
2018	\$61,642	+6.5%	\$50,014	+4.7%
2002-2018	\$29,681-\$61,642	+106.4%	\$30,696-\$50,014	+63.0%
2018-2028	\$61,642-\$68,004	+10.3%	\$50,014-\$56,337	+12.6%

Source: Nebraska Department of Economic Development, 2018.
 Hanna:Keelan Associates, P.C., 2018.

COST BURDENED HOUSEHOLDS

- **Tables 3.6 and 3.7, Pages 3.7 and 3.8, identify households with housing problems/cost burdened** in the City of Holdrege, in 2000, 2018 and 2028. 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 1,736 owner and 766 renter households in Holdrege are currently cost burdened and/or have housing problems. Households experiencing cost burden and/or housing problems are projected to increase for owner households and decrease for renter household, into 2028 where an estimated 1,830 owner and 823 renter cost burden households are projected to exist in Holdrege.**
- 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 that zero homes in Holdrege are lacking complete plumbing, but 37 homes experienced overcrowded conditions.**

**TABLE 3.6
ESTIMATED OWNER HOUSEHOLDS BY INCOME
COST BURDENED WITH HOUSING PROBLEMS
HOLDREGE, NEBRASKA
2000-2028**

<u>Inc. Rng.</u>	<u>2000*</u> # / #CB-HP	<u>2013*</u> # / #CB-HP	<u>2018</u> # / #CB-HP	<u>2028</u> # / #CB-HP
0-30% AMI	122 / 100	120 / 100	119 / 98	114 / 91
31-50% AMI	106 / 34	190 / 60	208 / 58	220 / 52
51-80% AMI	309 / 56	275 / 40	281 / 37	299 / 31
81%+ AMI	<u>1,172 / 57</u>	<u>1,060 / 15</u>	<u>1,128 / 13</u>	<u>1,197 / 10</u>
TOTALS	1,709 / 247	1,645 / 215	1,736 / 206	1,830 / 184

*Specified data

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

Source: 2000 CHAS Tables.

Hanna:Keelan Associates, P.C., 2018.

**TABLE 3.7
ESTIMATED RENTER HOUSEHOLDS BY INCOME
COST BURDENED WITH HOUSING PROBLEMS
HOLDREGE, NEBRASKA
2000-2028**

Inc. Rng.	2000* # / #CB-HP	2013* # / #CB-HP	2018 # / #CB-HP	2028 # / #CB-HP
0-30% AMI	128 / 65	145 / 100	145 / 102	154 / 99
31-50% AMI	99 / 54	170 / 75	178 / 78	189 / 77
51-80% AMI	168 / 4	235 / 25	243 / 20	252 / 18
81%+ AMI	<u>221 / 14</u>	<u>215 / 10</u>	<u>200 / 8</u>	<u>228 / 6</u>
TOTALS	616 / 137	765 / 210	766 / 208	823 / 200

*Specified data

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

Source: 2000 CHAS Tables.

Hanna:Keelan Associates, P.C., 2018.

EMPLOYMENT/ECONOMIC TRENDS AND PROJECTIONS.

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

EMPLOYMENT TRENDS

- Table 3.8 identifies employment trends and projections** in Phelps County, Nebraska, from 2007 to 2028. The unemployment rate in Phelps County ranged from 2.3 percent to 3.7 percent, between 2007 and 2018. During this time, the number of employed persons decreased by 241 in the County. Currently, an estimated 4,744 employed persons exist in Phelps County with an estimated unemployment rate of 2.3 percent. By 2028, the number of employed persons in Phelps County is projected to increase by 188, or 3.9 percent, to 4,932.

**TABLE 3.8
EMPLOYMENT DATA TRENDS AND PROJECTIONS
PHELPS COUNTY, NEBRASKA
2004-2028**

<u>Year</u>	<u>Number of Employed Persons</u>	<u>Change</u>	<u>Percent Unemployed</u>
2007	4,985	--	2.3%
2008	5,027	+42	2.4%
2009	5,027	+0	3.5%
2010	4,781	-246	3.6%
2011	4,830	+49	3.7%
2012	4,897	+67	3.0%
2013	4,940	+43	3.0%
2014	4,920	-20	2.6%
2015	4,875	-45	2.4%
2016*	4,814	-61	2.6%
2018	4,744	-70	2.3%
<u>2028</u>	<u>4,932</u>	<u>+188</u>	<u>2.5%</u>
2002-2028	4,985-4,932	-53	2.3%-2.5%

*Estimate as of June, 2016.

Source: Nebraska Department of Labor, 2018.

Hanna:Keelan Associates, P.C., 2018.

WORKFORCE EMPLOYMENT BY TYPE

- **Table 3.9, Page 3.11**, identifies **workforce employment by type** in Phelps County, Nebraska in 2016. Overall, in 2016, there were 4,677 persons employed in non-agriculture employment in Phelps County. The “Health Care & Social Assistance” sector, is the largest Non-farm employment sector, with 819 employees. The State Government and Manufacturing sectors, are the next largest Non-farm employment sectors, with 736 employees and 735 employees, respectively.
- **Holdrege is the commercial and employment center of Phelps County, as well as the largest City. Holdrege also has a very diverse commercial and industrial setting in south central Nebraska. Major employers in the City of Holdrege include Becton Dickinson, LandMark Implement Inc., Integrated Electrical Services Inc., Allmand Brothers, Phelps Memorial Health Center, Holdrege Memorial Homes, Holdrege Public Schools, Phelps County and City of Holdrege.**
- **Overall, the economic outlook for Holdrege is “good” for the 10-year Planning Period.** Economic opportunities exist, primarily due to potential population increases in Holdrege, and large employers interested in expanding their employment opportunities. Additional commercial and industrial business, as well as the expansion of existing businesses in the Holdrege 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 Holdrege has a stable economic base and a bright future for increased economic development.

**TABLE 3.9
WORKFORCE EMPLOYMENT BY TYPE
PHELPS COUNTY, NEBRASKA
2016**

Workforce	
Non-Farm Employment (Wage and Salary)	4,677
Agriculture Forestry, Fishing & Hunting.	0
Mining, Quarrying and Oil/Gas Extraction.	N/A
Utilities.	28
Construction.	268
Manufacturing.	735
Wholesale Trade.	427
Retail Trade.	480
Transportation & Warehousing.	87
Information.	37
Finance & Insurance.	192
Real Estate & Rental/Leasing.	3
Professional, Scientific & Technical Services.	121
Management of Companies & Enterprises.	N/A
Administrative/Support/Waste.	20
Educational Services.	N/A
Health Care & Social Assistance.	819
Arts, Entertainment & Recreation.	129
Accommodation & Food Service.	245
Other Services (except Public Administration).	130
Federal Government.	58
State Government.	736
Local Government.	46

NA=Data not available because of disclosure suppression.
Source: Nebraska Department of Labor, Labor Market Information, 2018.
Hanna:Keelan Associates, P.C., 2018.

Section 4
Land Use, Growth &
Development.



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 Holdrege, 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 Holdrege 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 Holdrege 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 Holdrege, the primary development constraints are associated with the soil conditions, the Sacramento Creek environs and its associated flood plains and Lake Seldom Wildlife Management Area on the southern edge. Brewster Field at the northeastern edge and industrial environs at the eastern and western 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 Holdrege 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 Planning Jurisdiction is imperative to support growth and development opportunities during the next 10 years.

LOCATION

The City of Holdrege is located in the south-central portion of Nebraska, approximately 19 miles south of Interstate 80. The Community is connected with major Transportation Corridors in the region; Highway 6/34 provides the major east/west thoroughfare through Holdrege, while Highway 183, which intersects with Interstate 80 to the north, is the main north/south thoroughfare.

The Burlington Northern Railroad, a major Rail Corridor travels through the central portion of the City. Iron Horse Station maintains daily service from the Amtrak California Zephyr. Holdrege's geographic setting directly links the City to the trading centers in the Midwest and points beyond, as it creates a viable and prosperous Community. Located 360 miles northeast of Denver and 217 miles southwest of Omaha, Holdrege's Railroad and Highway Corridors are considered to be vital to the future of the Community.



HISTORICAL DEVELOPMENT.

Holdrege’s location is directly related to its position relative to the Platte River Transportation Corridor. The correlation between accessible transportation and economic viability is not a new concept to Holdrege. The Community has prospered since the first settlers as a result of the transportation of goods and people.

The original settlers of Holdrege, many of which could trace their ancestry to Sweden, established the location of the settlement named after George W. Holdrege in February, 1884, following the arrival of the first Chicago, Burlington and Quincy Railroad train in December, 1883.

In its beginning, Holdrege was a small village with about 200 inhabitants. Three years later, the population boomed to over 2,000 residents. An effort to move the Phelps County seat to Holdrege from Phelps Center was successful after the completion of the new courthouse in the “upstart” town. Due to its centralized location and position as an agricultural market center, Holdrege grew to become the dominant population center in the County. The City reached First-Class City population status in May, 1967.



POPULATION GROWTH

Table 4.1 highlights historical population trends for the Community of Holdrege. The population of Holdrege grew rapidly as settlers began to move into the community due to its central location and agricultural opportunities. In the years between 1900 and 1940 the population of Holdrege remained stable, while slightly increasing. Holdrege, again, experienced significant growth between 1950 and 1970, increasing by nearly 1,254 residents and reaching a population of 5,635 in 1970.

The population in Holdrege remained stable through the 1990s. Historic population peaks in 1990, with 5,671 residents. Today, 2018, the population remains stable at 5,557 and its projected to increase to 5,680 residents, in 2028.

**TABLE 4.1
HISTORY OF POPULATION
HOLDREGE, NEBRASKA
1890-2018**

	PERSONS	+/- & PERCENT CHANGE
1890	2,601	--
1900	3,007	+ 406/ +15.6%
1910	3,030	+23 / +0.7%
1920	3,108	+78 / +2.6%
1930	3,263	+155 / +4.9%
1940	3,360	+97 / +2.9%
1950	4,381	+1,081 / +30.4%
1960	5,226	+845 / +19.3%
1970	5,635	+409 / +7.8%
1980	5,624	-11 / -0.2%
1990	5,671	+47 / +0.8%
2000	5,636	-35/ -0.6%
2010	5,495	-141 / -2.5%
2018	5,557	+62 / 1.1%

Source: U.S. Census;
Hanna:Keelan Associates, P.C., 2018

THE NATURAL ENVIRONMENT.

SOIL ASSOCIATIONS

The soils in and around Holdrege are classified into one soils group, or association. The U.S. Department of Agriculture, Natural Resources Conservation Service conducted the field soils survey.

The Holdrege Association is comprised of “*deep, nearly level to moderately sloping, silty soils, on upland areas.*” Phelps County is comprised of seven soils association types with the Holdrege Association accounting for the largest percentage at 55 percent. The City of Holdrege and its Two-Mile Planning Jurisdiction is entirely encompassed by the Holdrege Association. Portions of the City of Holdrege and its planning jurisdiction that are nearly level to very gently sloping tend to have poor drainage with some areas of shallow depressions that often contain ponding water. Where lands are gently moderately sloping the drainage patterns are well defined.

Holdrege Association consists of 94 percent of Holdrege, with Butler, Crete, Detroit, Hord and Scott soils, as well as marsh areas, constituting the remaining 6 percent. Holdrege Soils have a silt loam surface layer, a light silty clay loam subsoil and silt loam underlying material. Butler Soils are nearly level and within flats and shallow depressions. Crete, Detroit and Hord Soils are nearly level and located at slightly lower elevations than Holdrege soils. Scott Soils are in well-defined depressions with marsh area in the lowest, wettest part of the depressions.

Cultivated crops are suited to the majority of the Holdrege association. Water from wells and the canal system provides a plentiful supply for irrigated crops. Reduced fertility and erosion of sloping soils are the primary concerns of land management in this association type.

Development in the Holdrege Soils are impacted by fair-to-poor bearing capacity for building foundations. Construction costs are impacted by this soils characteristic due to the need for deeper foundations. Holdrege and Hord Soils are conducive to septic tank filter fields and sewage lagoons, however, Butler, Crete, Detroit and Scott soil types with slow permeability rates are not compatible with these sanitary sewer systems.

Major Existing Land Use Issues.

The **Total Area** included within the Corporate Limits of Holdrege, in 2018, is approximately 2,706 acres, which equates to **48.6 Acres per 100 persons**. After applying National Planning Standards, Holdrege has 486 more 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 Lake Seldom Wildlife Refuge and Holdrege Golf Course being located within the City Corporate Limits.*

❖ *Based upon the land use development patterns of the City, Holdrege will need an additional 86 acres of Multifamily acreage to meet the recommended National Standards.*

WATERSHEDS

The topography and terrain of Holdrege and the Planning Jurisdiction are varied. The natural landscape has been formed by wind and water erosion and deposits creating areas of nearly level to moderately sloping terrain. The natural surface water flow has sculpted the terrain, creating tributaries and drainage basins generally from a southwest to northeast axis. While the Holdrege terrain is predominately level throughout most of the original town and early additions, surface drainage generally flows from the northwest to the southeast. This is evident through the depressions in area north, northeast of town and the direction of flow of the Sacramento Creek.

Groundwater and groundwater-fed surface streams account for a large percentage of the water resources in the Holdrege Two-Mile Planning Jurisdiction. The underground water supply for the City is part of the Sacramento Creek Watershed. The City of Holdrege 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 Holdrege Two-Mile Planning Jurisdiction is very important.

WELLHEAD PROTECTION PROGRAM

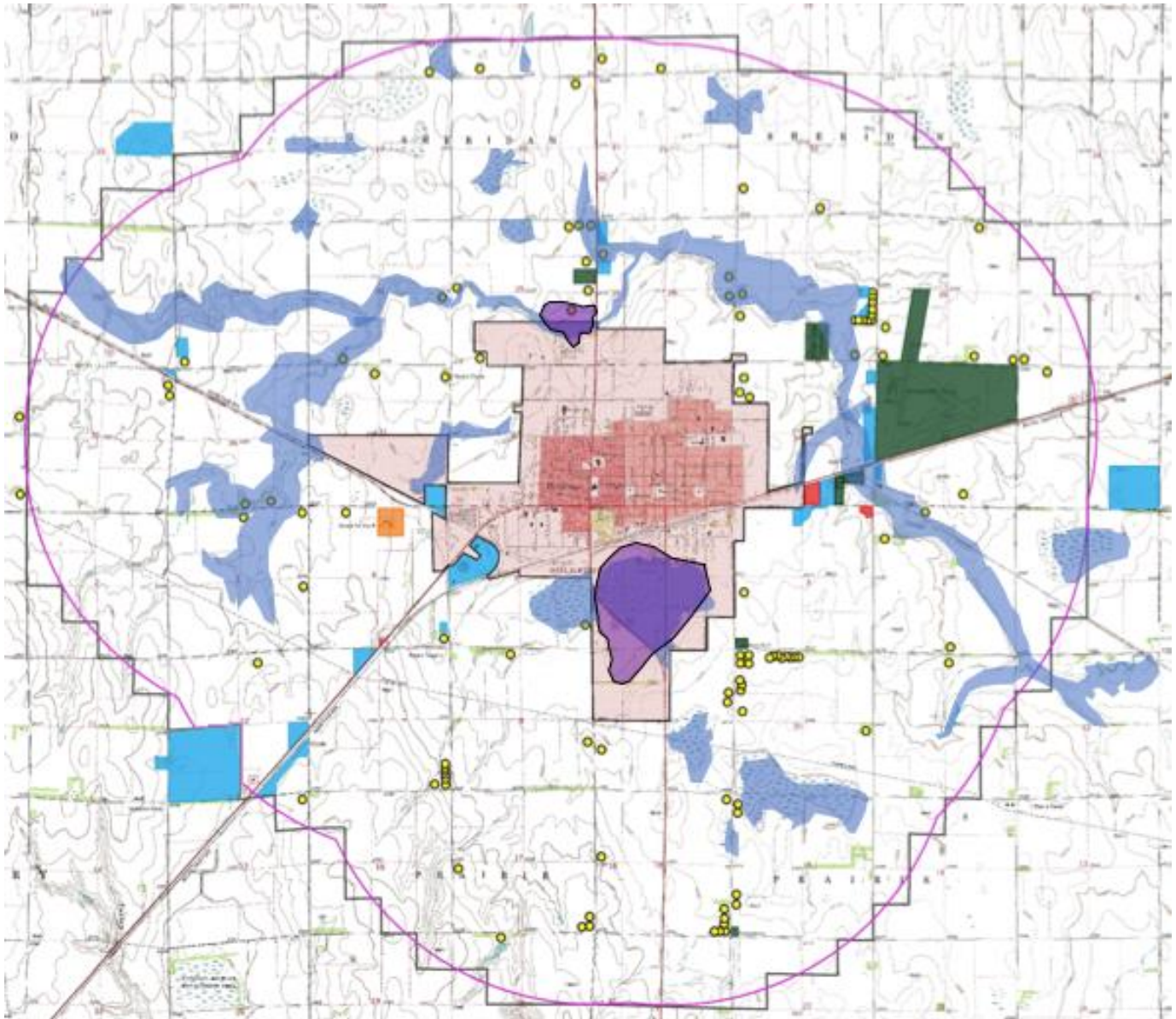
The Nebraska Department of Environmental Quality (NDEQ) regulates ground water quality and quantity. To assist local municipalities with protecting their municipal drinking water supply, NDEQ has developed the **Nebraska Wellhead Protection (WHP) Program**. The voluntary program intends to prevent the 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 Holdrege City Council, is included in the incorporated area of the City, with the exception for the second area that extends into the north portion of the Holdrege Two-Mile Planning Jurisdiction, see **Illustration 4.1**. **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

PLANNING JURISDICTION HOLDREGE, NEBRASKA



LEGEND

- Protection Area Boundary
- Flood Hazard/Wetland Location
- Vacant Agriculture
- Parks/Recreation
- Public/Quasi-Public
- Single Family Residential
- Multifamily Residential
- Commercial
- Industrial
- Corporate Limits

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

* Lincoln, Nebraska * 402.464.5383 *

ILLUSTRATION 4.1

CLIMATE

The climate of the City of Holdrege area is continental and characterized by widely ranging seasonal temperatures and rapidly changing weather patterns. The temperature ranges from an average daily minimum of 15°F in January and maximum of 87°F in July. The total annual precipitation is 26.97 inches, while the average annual snowfall is 28 inches.

THE BUILT ENVIRONMENT.

The built environment of Holdrege 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 Holdrege. 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 6/34 and 183 Corridors is essential. The general trend is to guide highway oriented commercial development beyond Downtown Holdrege along Highways 6/34 and 23. Additionally, industrial land uses are concentrated in industrial parks along the Railroad Corridor and extending to the western edge of the Corporate Limits of Holdrege. The Iron Horse Industrial and Business Park will expand opportunities along the western edge of Holdrege. Many of the 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 Holdrege is identified in **Table 4.2** and depicted in **Illustrations 4.2 and 4.3.** The **Table, Existing and Future Land Use Capacity Matrix**, analyzes land uses within the Corporate Limits of the City of Holdrege and compares this information to National Planning Standards. The Holdrege and National Planning Standards identify total acres as a ratio of per 100 persons per acre.



**TABLE 4.2
EXISTING & FUTURE LAND USE CAPACITY MATRIX
HOLDREGE, NEBRASKA**

2018 ESTIMATED POPULATION - 5,557

2028 PROJECTED (MEDIUM) POPULATION - 5,680

2028 PROJECTED (BOOST) POPULATION - 5,886

	2018		HOLDREGE PLANNING STANDARD	NATIONAL PLANNING STANDARD	TOTAL ACRES NEEDED (Holdrege / National)		
	ACRES	PERCENT			2018	2028**	2028***
Parks & Rec./Open Space	308.3	11.4 %	5.5	2.0	308.3 / 111.1	312.9 / 113.6	324.3 / 117.7
Public/Quasi-Public	398.3	14.7 %	7.1	2.8	398.3 / 155.6	404.3 / 159.0	418.9 / 164.8
Residential	537.4	19.9 %	9.6	10.0	537.4 / 555.7	545.5 / 568.0	565.2 / 588.6
<i>Single & Two-Family</i>	<i>473.1</i>	<i>17.5 %</i>	<i>8.5</i>	<i>7.5</i>	<i>473.1 / 416.8</i>	<i>480.2 / 426.0</i>	<i>497.6 / 441.5</i>
<i>Multifamily</i>	<i>25.9</i>	<i>1.0 %</i>	<i>0.5</i>	<i>2.0</i>	<i>25.9 / 111.1</i>	<i>26.3 / 113.6</i>	<i>27.2 / 117.7</i>
<i>Mobile Home</i>	<i>38.4</i>	<i>1.4 %</i>	<i>0.7</i>	<i>0.5</i>	<i>38.4 / 27.8</i>	<i>39.0 / 28.4</i>	<i>40.4 / 29.4</i>
Commercial	74.5	2.8 %	1.3	2.4	74.5 / 133.4	75.6 / 136.4	78.4 / 141.3
Industrial	212.6	7.9 %	3.8	2.3	212.6 / 127.8	215.8 / 130.6	223.6 / 135.4
Streets/Alleys/Railroad	538.5	19.9 %	9.6	9.0	538.5 / 500.1	546.6 / 511.2	566.5 / 529.7
Total Developed	2,069.6	76.6 %	36.9	28.5	2,069.6 / 1,583.7	2,100.7 / 1,618.8	2,176.9 / 1,677.5
Total Vacant	636.4	23.4 %	11.4	6.5	636.4 / 361.2	647.5 / 369.2	669.3 / 382.6
<i>Developable*</i>	<i>519.3</i>	<i>81.6 %</i>	<i>9.3</i>	<i>6.5</i>	<i>519.3 / 361.2</i>	<i>528.2 / 369.2</i>	<i>546.1 / 382.6</i>
<i>Not Developable</i>	<i>117.1</i>	<i>18.4 %</i>	<i>2.1</i>	<i>NA</i>	<i>117.1 / NA</i>	<i>119.3 / NA</i>	<i>123.2 / NA</i>
Total Acreage	2,706.0 ^	100.0 %	48.3	35.0	2,706.0 / 1,944.9	2,748.2 / 1,988.0	2,846.2 / 2,060.1

^Based on Net Area Acreage.

Note: Holdrege and National Planning Standards identify number of acres per 100 persons.

*Vacant Land Capable of Development.

**Based on Medium Population Projection.

***Based on Population Projection for Economic Development Boost.

Source: Hanna:Keelan Associates, P.C., 2018.

The City of Holdrege incorporated area includes the Lake Seldom Wildlife Refuge, the North and South Park Memorials and the Holdrege Country Club golf course. These land uses are included in **Table 4.2, Existing and Future Land Use Capacity Matrix**, which identifies the total incorporated area as 2,069.6 acres. These land uses are not typically included within the incorporated areas of municipalities and, thus, the Holdrege Planning Standard for “*Parks and Rec./Open Space*” and “*Public/Quasi-Public*” land use types greatly exceed the National Planning Standard.

PARKS/RECREATIONAL

Park and associated recreational facilities in the City of Holdrege include several Community and neighborhood parks, as well as athletic fields. Combined, these parks comprise a total of 308.3 acres, or 11.4 percent of the total 2,069.6 acres in Holdrege, as identified in **Table 4.2**. A comparison between the Holdrege and National Planning Standards indicate that the City has 275 percent more park and recreational land than recommended by the National Planning Standard, at two acres for every 100 persons in the City. Current Park plans include the addition of a dog park to the South Park area and new Ballfields in North Park to be completed in 2018.

PUBLIC/QUASI-PUBLIC

Typical **public/quasi-public** uses in Holdrege include the public schools, City and County buildings, U.S. Post Office and churches. Approximately 14.7 percent, or 398 acres of the incorporated area of Holdrege are utilized for public/quasi-public land uses. The Land Use Capacity Matrix identifies the City of Holdrege as having a ratio of 7.1 acres of public land per 100 people, which greatly exceeds the National Planning Standards of 2.8 acres of public land per 100 people. This excess of public space is due to the City and County Buildings and the City of Holdrege Water Treatment Facility located within the Holdrege Corporate Limits.



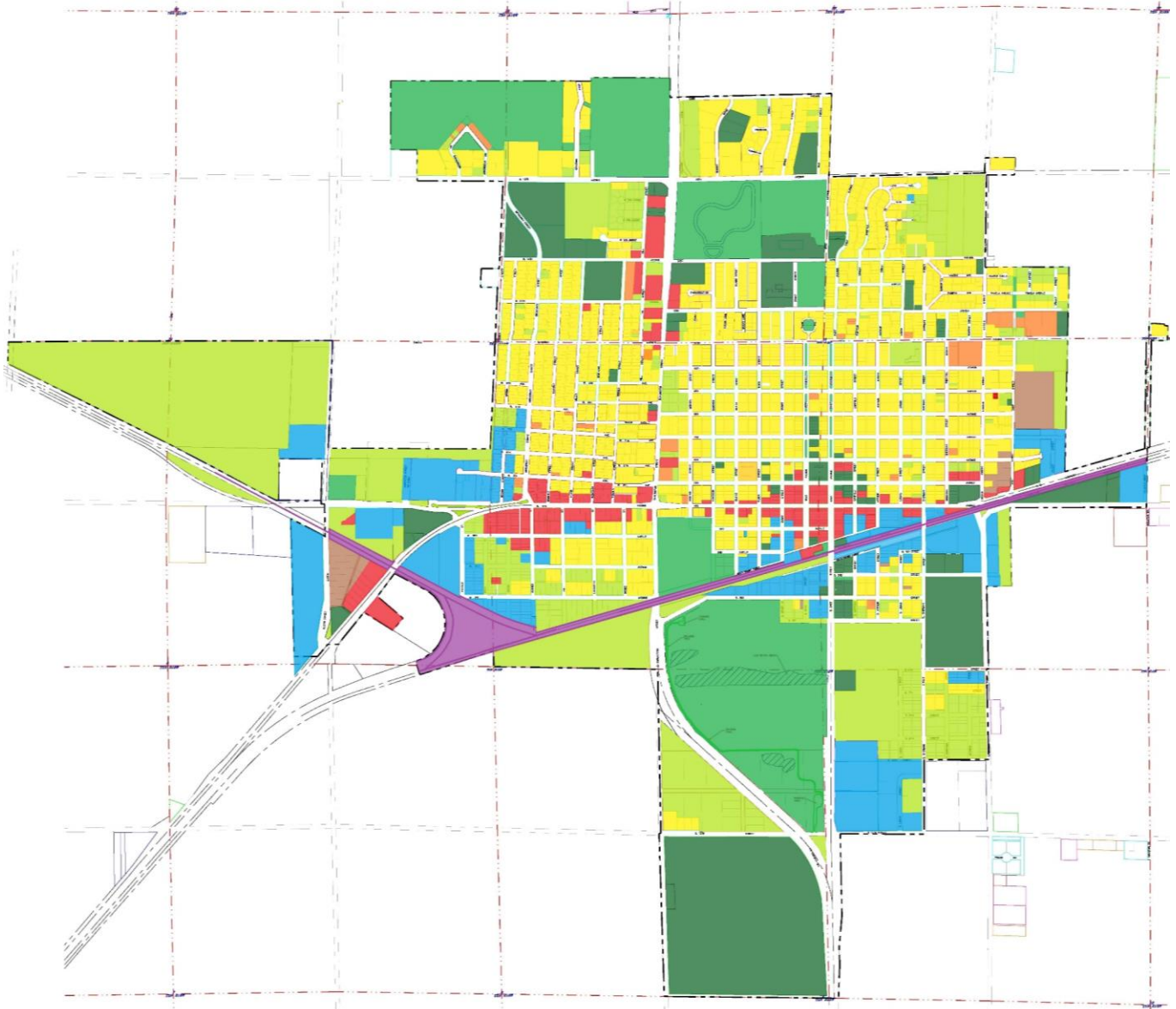
RESIDENTIAL

Single and multifamily residential uses, including housing for families and the elderly are the primary housing types in the Community. Residential uses occupy an estimated 537 acres of land, or 19.9 percent of the City's total area. **National Planning Standards reveal that the City of Holdrege single family ratio of 8.5 persons per 100 acres is 113 percent greater than the recommended National Planning Standard of 7.5 acres per 100 persons.** Holdrege has a multifamily ratio of 0.5 acres, which is 25 percent less than the National Standard recommendation of 2.0 acres per 100 people. Land occupied by mobile homes are 0.7 acres per 100 people, which is consistent with the National Standard recommendation of 0.5 acres per 100 people.



EXISTING LAND USE MAP

CORPORATE LIMITS
HOLDREGE, NEBRASKA
2018



LEGEND

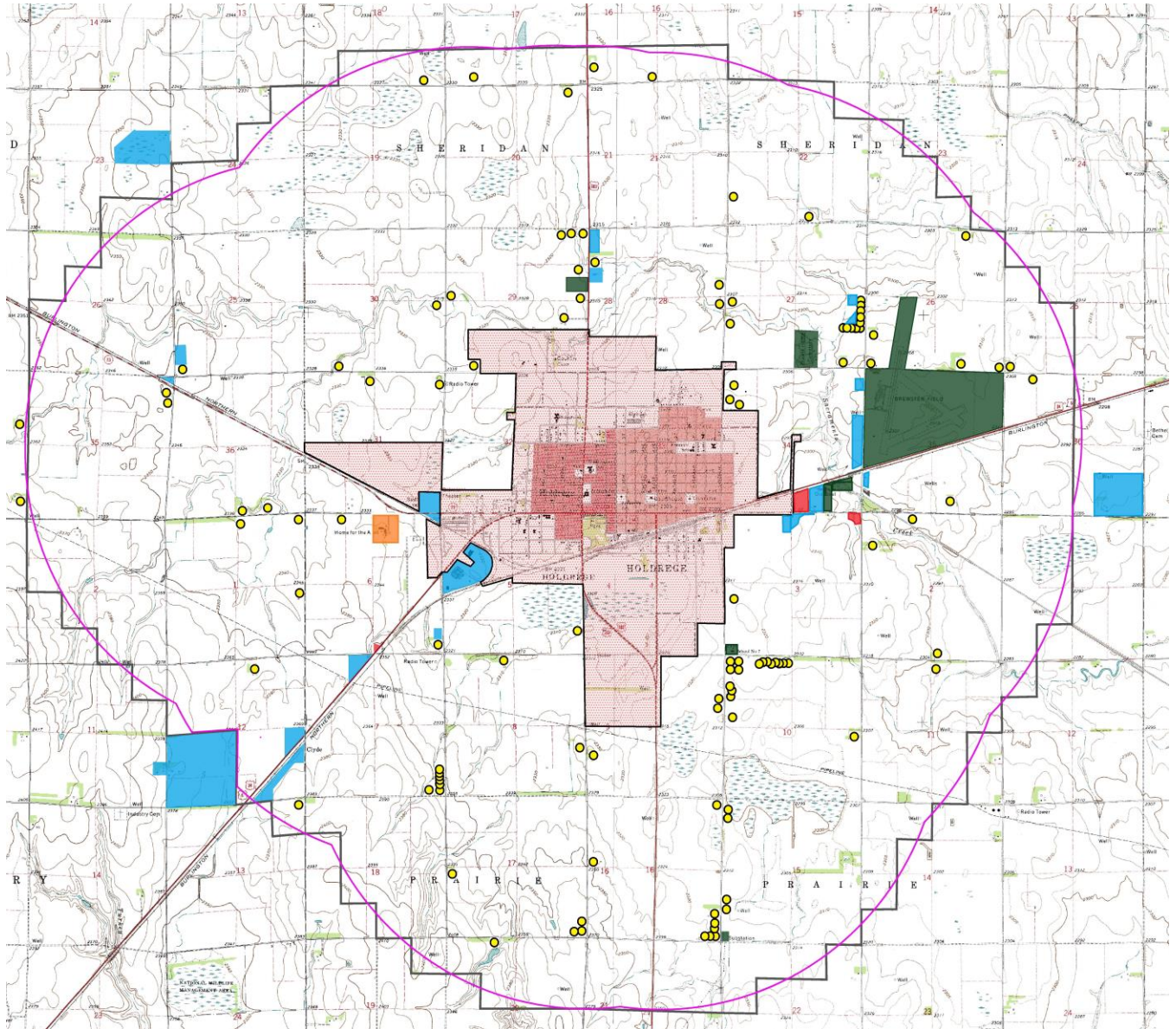
VACANT.	MOBILE HOME RESIDENTIAL.
PARKS/RECREATION.	MULTIFAMILY RESIDENTIAL.
PUBLIC/QUASI-PUBLIC.	COMMERCIAL.
SINGLE FAMILY RESIDENTIAL.	INDUSTRIAL.

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







* Lincoln, Nebraska * 402.464.5383 *

ILLUSTRATION 4.2

EXISTING LAND USE MAP
TWO-MILE PLANNING JURISDICTION
HOLDREGE, NEBRASKA
2018



LEGEND

-  Public/Quasi-Public
-  Single Family Residential
-  Multifamily Residential
-  Commercial
-  Industrial
-  Corporate Limits

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

* Lincoln, Nebraska * 402.464.5383 *

ILLUSTRATION 4.3

COMMERCIAL

A comparison of land use ratios from the National Planning Standards indicates that Holdrege has approximately 54 percent less **commercial land uses** than the recommended Standard. Although commercial uses will continue to be developed along the Highway 6/34 and 23 Corridors, Downtown Holdrege 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 Holdrege is 60 percent more than that recommended by the National Planning Standard. Many industrial uses along the Railroad Corridor and adjacent the Highway 6/34 Corridor are the main contributing factors to Holdrege having such a high percentage, as compared to the National Planning Standard. Becton Dickinson and Allmand Brothers Hawkins Manufacturing, LandMark Implement Inc., among largest manufactures, are located outside of the current Corporate Limits of Holdrege and not included in the Land Use Capacity Matrix.

Holdrege Workforce Employment Data

U.S. Census Workforce Employment Data from 2016 indicates a total of 4,677 persons were employed in Non-Farm Employment in Holdrege.

The Employment Sector with the most employees was “Health Care & Social Assistance”, with a total of 819 employees. “Manufacturing” and State Government sectors employed the second largest number of employees with 735 employees and 736 employees, respectively.

The high number of persons employed in the “Manufacturing” sector is due to the large manufacturing companies located within and directly adjacent the Corporate Limits of Holdrege. Becton Dickinson and Allmand Brothers Inc. are located adjacent, but beyond the Corporate Limits of Holdrege.

Priorities for Growth and Development

The results of the Land Use Capacity Matrix revealed that Holdrege 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.*

Holdrege should strive to attract housing in the upper levels of Downtown commercial buildings.

❖ *Downtown Holdrege should increase efforts to both attract and retain commercial retail businesses.*

❖ *Automotive oriented commercial uses should be expanded along the Highway 6/34, 183 and 23 Corridors, at the eastern, western and northern entrances to the City.*

FUTURE LAND USE.

The City of Holdrege 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 Holdrege grew by 1,254 people. Population between 1990 and 2000 reached historic peak populations in each of these decennial censuses. As of 2018, the population has increased, but remains stable. The population is expected to increase slightly but remain stable in 2028.

The City should plan for an estimated population close to 5,680 by 2028, an increase of at least 123 persons during the next 10 years. **The potential for an Economic Development “Boost” through the creation of an additional 190 additional full-time jobs, would result in an estimated 2028 population of 5,886, an increase of 329 persons, or 5.9 percent.**

Achieving the projections for growth through 2028 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 Holdrege Corporate Limits is necessary to support growth opportunities.

Illustration 4.4, Future Land Use Map, highlights the future land use development recommendations for areas within the Corporate Limits of Holdrege. **Future Land Use Map, Illustration 4.5**, identifies the growth areas proposed to the north, northeast and southwest of the City, within the Two-Mile Planning Jurisdiction.

INFILL DEVELOPMENTS

The strategic redevelopment of infill lots and other undeveloped land areas within the Corporate Limits of Holdrege would allow for improved sustainable 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, 2018 to 2028. **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.**

PARKS & RECREATION

An estimated 308 acres of park and recreation land currently exists in Holdrege. This acreage is approximately 36 percent more than the amount of land recommended by current National Planning Standards. Continued efforts to improve existing parks with modern equipment and facilities will increase the usage of these areas.

PUBLIC/QUASI-PUBLIC

Future public/quasi-public land uses in Holdrege will primarily accommodate any expansions of existing public services, but could be expanded as needed. Existing facilities are expected to be sufficient to meet the service requirements of Holdrege through 2028.

RESIDENTIAL AREAS

Future residential development in and around the City of Holdrege 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, at least, an estimated 31 acres of additional residential land for development, providing additional housing options to all income sectors, age groups and family types/sizes in the Community. **Participants in the Planning Open Houses** indicated the single family and town home housing is in a high demand in Holdrege.

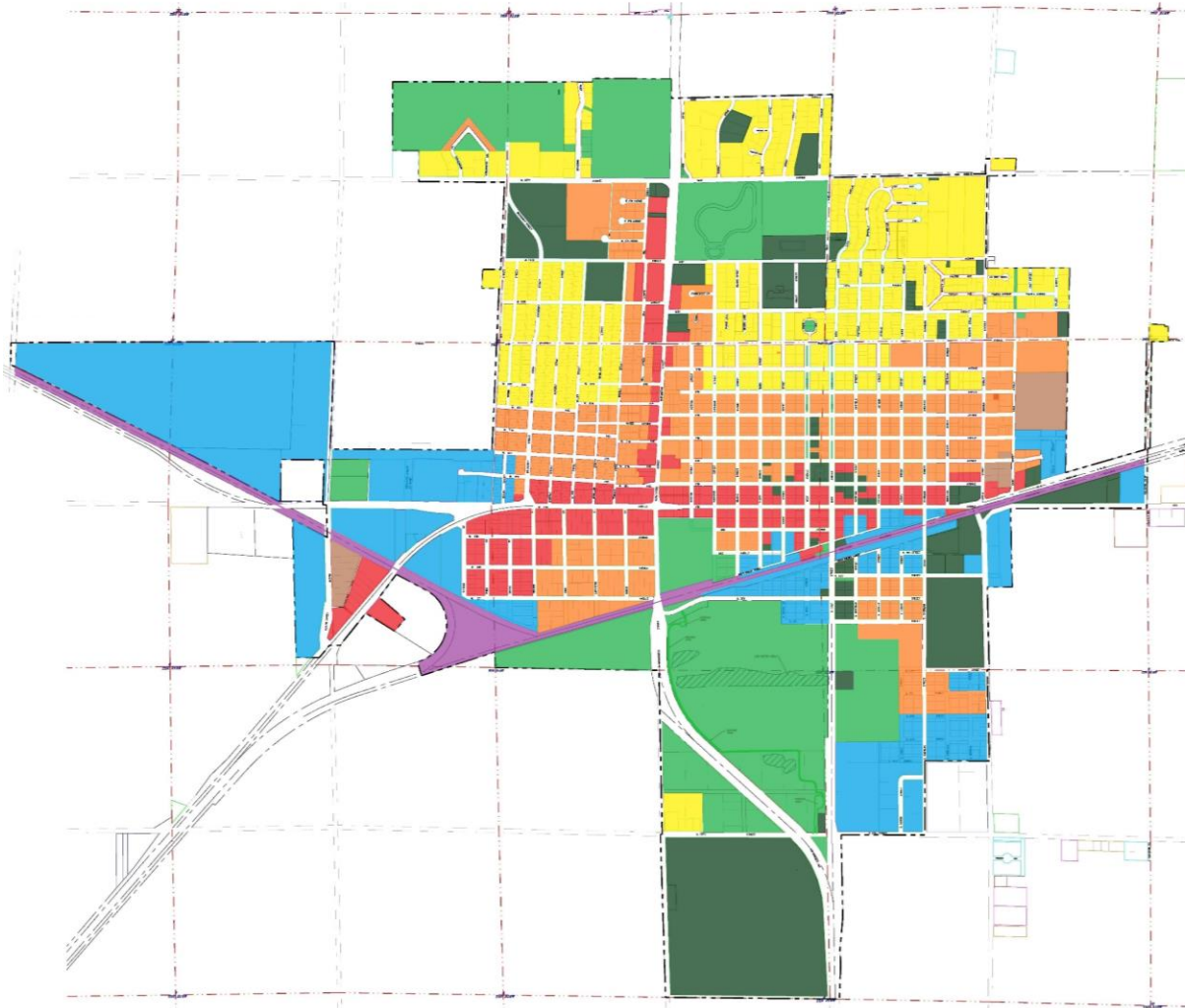
An “*Economic Development Boost*,” in Holdrege, during the next 10 years, would require up to a **minimum of 51 additional acres of land for residential development.**

The **Future Land Use Map, Illustration 4.4**, identifies designated residential areas in and around Holdrege 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
HOLDREGE, NEBRASKA
2028



LEGEND

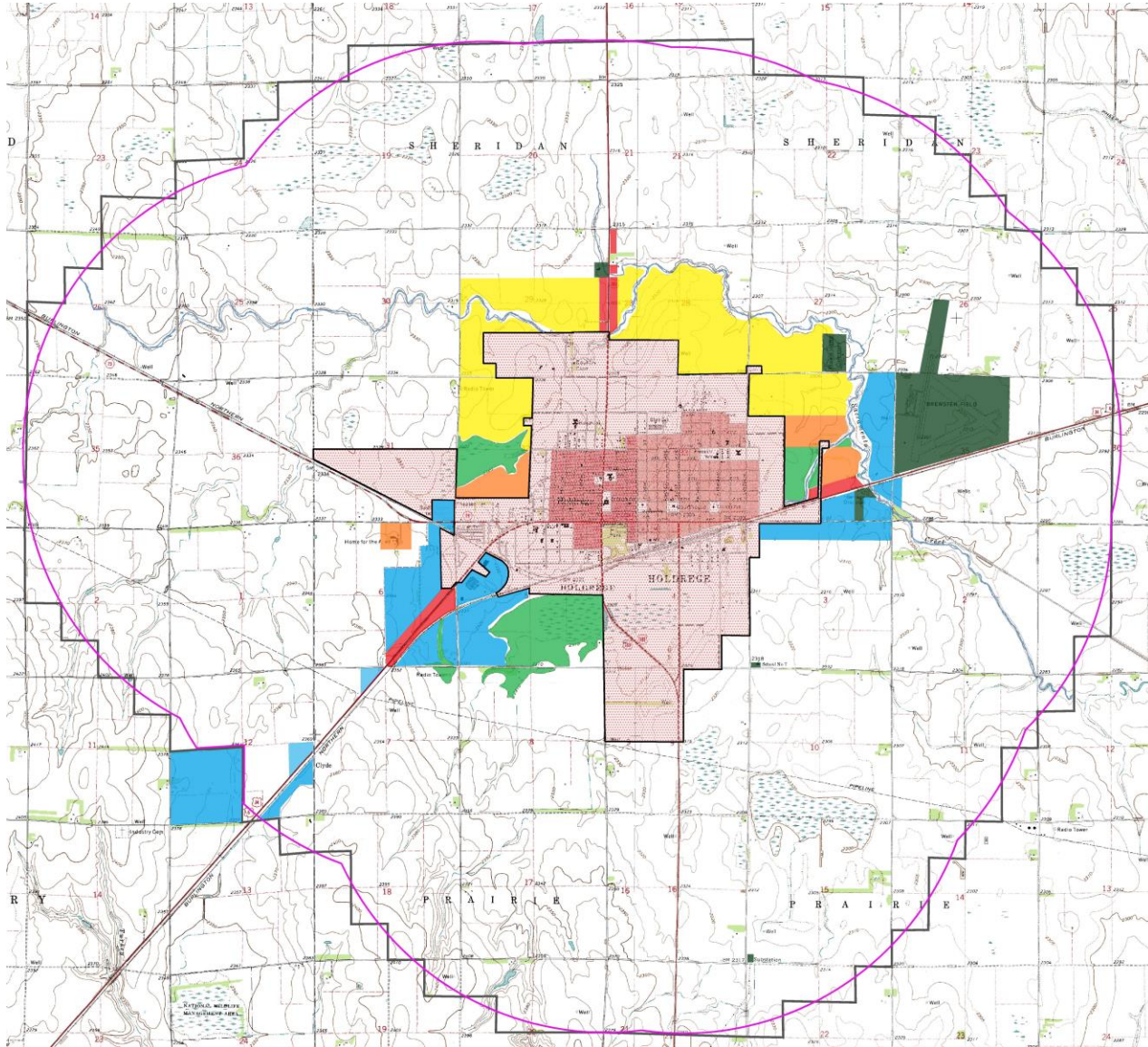
-  Parks/Recreation
-  Public/Quasi-Public
-  Single Family Residential
-  Mobile Home Residential
-  Multifamily Residential
-  Commercial
-  Industrial
-  Railway Corridor
-  Corporate Limits

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









* Lincoln, Nebraska * 402.464.5383 *

ILLUSTRATION 4.4

FUTURE LAND USE MAP
TWO-MILE PLANNING JURISDICTION
HOLDREGE, NEBRASKA
2028



LEGEND

-  Vacant Agriculture
-  Parks/Recreation
-  Public/Quasi-Public
-  Single Family Residential
-  Multifamily Residential
-  Commercial
-  Industrial
-  Corporate Limits

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

* Lincoln, Nebraska * 402.464.5383 *

ILLUSTRATION 4.5

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

❖ **Housing Development within the Corporate Limits.**

The construction of new houses within the current Corporate Limits of the City of Holdrege is limited to the infill of a few vacant lots in existing subdivisions throughout the Community. The need for the demolition and replacement of dilapidated housing in the older neighborhoods of the City will also provide new lots for housing construction. Replacement housing has the benefit of utilizing existing infrastructure systems as opposed to developing new subdivisions where lot costs also include the fees of paying for the extension of water, sewer and streets.

❖ **Housing Development within Residential Growth Areas.**

The development of new subdivisions will need to be promoted in the residential growth areas beyond the current Corporate Limits of the City, for Holdrege to meet the demands for new houses by 2017. The **Comprehensive Plan** identifies residential **Growth Areas** to the west, northeast and east of the City, in conformance with the **Future Land Use Plan**, as follows:

- ❖ An **Area** located along the west side of Rhea Street, generally between 6th Avenue and the Holdrege Country Club Golf Course. This Area is in close proximity to the Phelps Memorial Health Center and Holdrege YMCA of the Prairie. Multifamily housing is recommended in the southern portion of the Area, while single family housing is identified in the central and northern portions.
- ❖ An **Area** located to the north/northeast of the City, extending from the Corporate Limits to the Sacramento Creek. This Area would also be adjacent some of the newer housing subdivisions, including Park View Heights, Isaacson, North Park and the Gustafson Additions. Single family residential housing is recommended throughout this Growth Area.

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

Housing projections through 2028 must be supported by expanding the Utility Service Area. If projections for 2028 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 158 new housing units in the next 10 years.**

- ❖ *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 capacities will need to be expanded to support projected growth through 2028.*

- ❖ An **Area** extends to the east of the City, generally from Lincoln Street east to the Sacramento Creek. This residential Growth Area also runs along the new Lincoln Place Addition and the Sunrise View retirement facility. A variety of multifamily housing is recommended closest to the city, with low density single family housing areas beyond.

Streets and underground infrastructure are adjacent the Corporate Limits of each of the proposed growth areas. **Growth Areas** are all recommended to be developed contiguous to the current Corporate Limits. Each of the areas should also be platted such that streets and infrastructure could readily be extended throughout each Growth Area.

- ❖ **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 Holdrege is currently 86 acres less than recommended National Planning Standards. The recent trend of residential development in Holdrege has focused on single family, duplex and apartment housing, but more multifamily housing is needed.

There are several examples of multifamily buildings and complexes in Holdrege, but there is a great need to develop more units within the next 10 years. Future multifamily housing is planned for the south, southeast and northern portions of Holdrege within the next 10 years. The competition for rental housing in Holdrege makes it difficult for workforce employees, young professionals and their families, or retirees to acquire sound, decent, rental housing with such a small amount of available rental units.



COMMERCIAL

Future commercial land uses, in Holdrege, along the Highway 6/34 and 23 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 east and west gateway entrances to the City. Future highway commercial development should proceed with caution as to not diminish the role of Downtown Holdrege as the primary center of commerce and entertainment. A recent **Hotel Study** completed by Phelps County Development Corporation, indicated that the City of Holdrege could support the addition of a new lodging facility.

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



INDUSTRIAL

The City of Holdrege has a limited amount of vacant land within the Corporate Limits, either developed or planned for **future industrial uses**. One area exists at the northwest edge of the City, located north of the Highway 23 Corridor. A second industrial area is in the southeast portion of Holdrege, south of the Railroad Corridor.

An estimated 212 acres of industrial land currently exists within the Corporate Limits of Holdrege. 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 major industrial facilities located directly adjacent, but outside the Community's Corporate Limits. These include Allmand Brothers, Becton Dickinson and Hawkins Manufacturing. **If these and other developed industrial lands outside of the incorporated area of Holdrege were inside Corporate Limits, the City would greatly exceed the recommended National Planning Standards for developed industrial land area.**

The City of Holdrege also has a designated industrial growth area beyond the Corporate Limits, located adjacent the Highway 6/34 Corridor on the southwest edge of Holdrege. This tract of land would have the benefit of having direct access to the Highway 6/34 Corridor.

The addition of the Iron Horse Industrial and Business Park on the western edge of Holdrege will also provide many opportunities for business expansion. Currently, infrastructure extensions are being added to support growth and development.

To provide jobs for an increasing population base and to attract additional business and industry to Holdrege, 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 City of Holdrege 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 Planning Jurisdiction.

INTENSIVE AGRICULTURAL USES

The Holdrege 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, only, in unique circumstances. The development of new livestock confinement operations should be prohibited in the Planning Jurisdiction of the City. Floodplains associated with the Sacramento Creek and its tributaries limit the development of the City beyond its current Corporate Limits to the north and to the east and the Lake Seldom Wildlife Management Area limits development to the south. **Livestock confinement operations are best suited for locations within rural Phelps County, outside the Two-Mile Planning Jurisdiction of the City of Holdrege.**

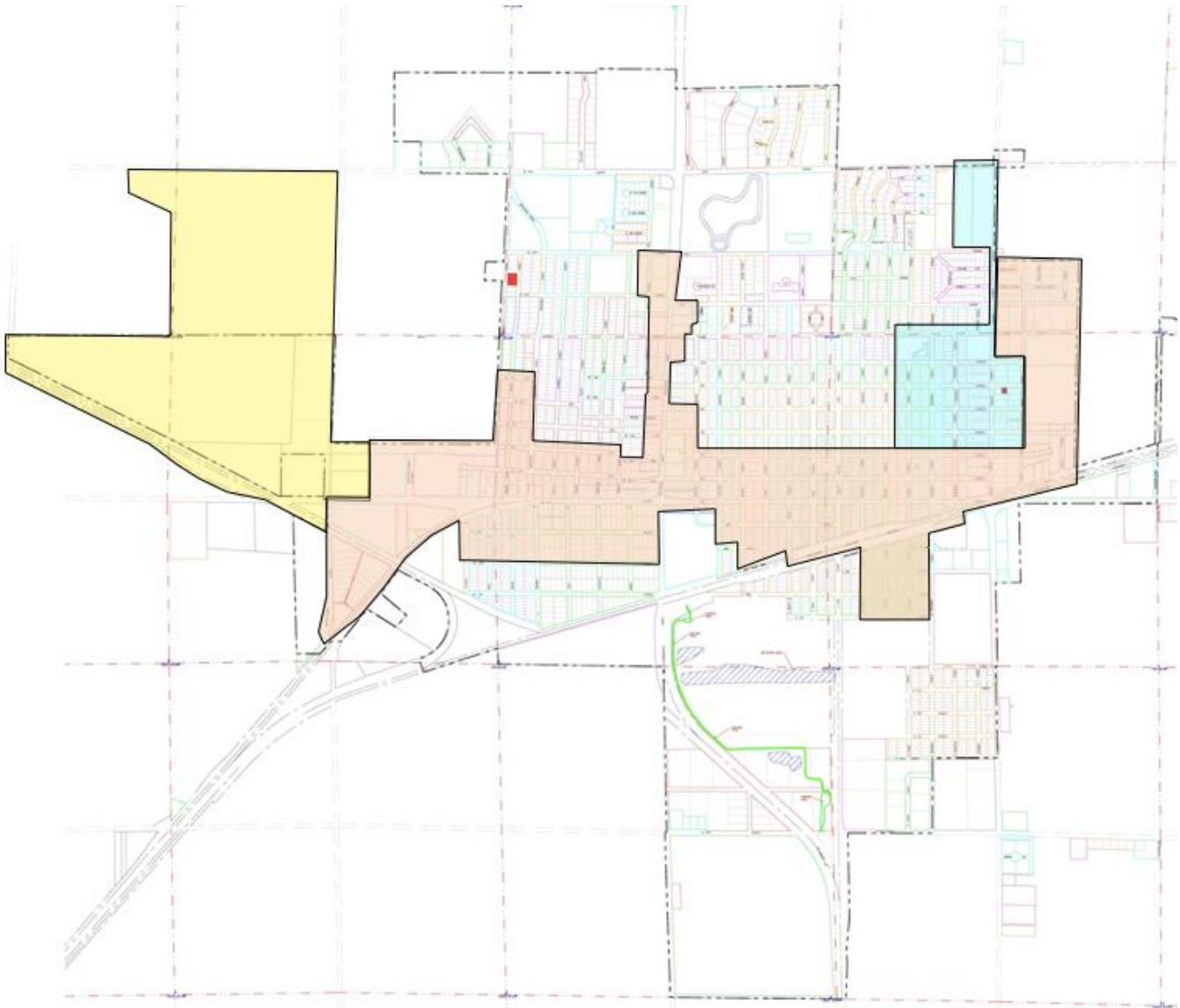
LAND USE PLAN / IMPLEMENTATION

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 4.6, identifies three existing **Redevelopment Areas** in Holdrege. These Areas include older neighborhoods, a few newer residential neighborhoods, Downtown Holdrege, Iron Horse Business and Industry Park, commercial uses adjacent portions of the major Highway Corridors and a few industrial areas of the City. TIF is available for both redevelopment and development projects in these **Areas**.

REDEVELOPMENT AREAS MAP

CORPORATE LIMITS
HOLDREGE, NEBRASKA
2028



LEGEND

-  PLANNED
-  REDEVELOPMENT AREAS
- 

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

* Lincoln, Nebraska * 402.464.5383 *

ILLUSTRATION 4.6

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 Holdrege, 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 Holdrege 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 Holdrege **Future Land Use Map** of the Two-Mile Planning Jurisdiction, **Illustration 4.5**, 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 Holdrege. 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 4.5**.

There currently exists an estimated 636 acres of vacant land within the Corporate Limits. An estimated 81 percent of the vacant land is developable. The remaining 18 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 Brewster Field.

AREAS FOR ANNEXATION

Areas directly adjacent the existing Corporate Limits to the southwest, northeast and north of the City are recommended for future annexation, during the 10-year planning period. It is recommended that annexation of the identified areas should take place in the next few years to “square up” the southwestern 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 services of Holdrege into all Growth Areas.

Section 5
Public Facilities,
Utilities &
Transportation.



SECTION 5

PUBLIC FACILITIES, UTILITIES & TRANSPORTATION.

INTRODUCTION.

Section 5 of the **Holdrege, Nebraska Comprehensive Plan** discusses the existing conditions and planned improvements to the **public facility, utility and transportation 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 Holdrege. All improvements to these Community components are aimed at maintaining or improving the quality of life in the City of Holdrege.

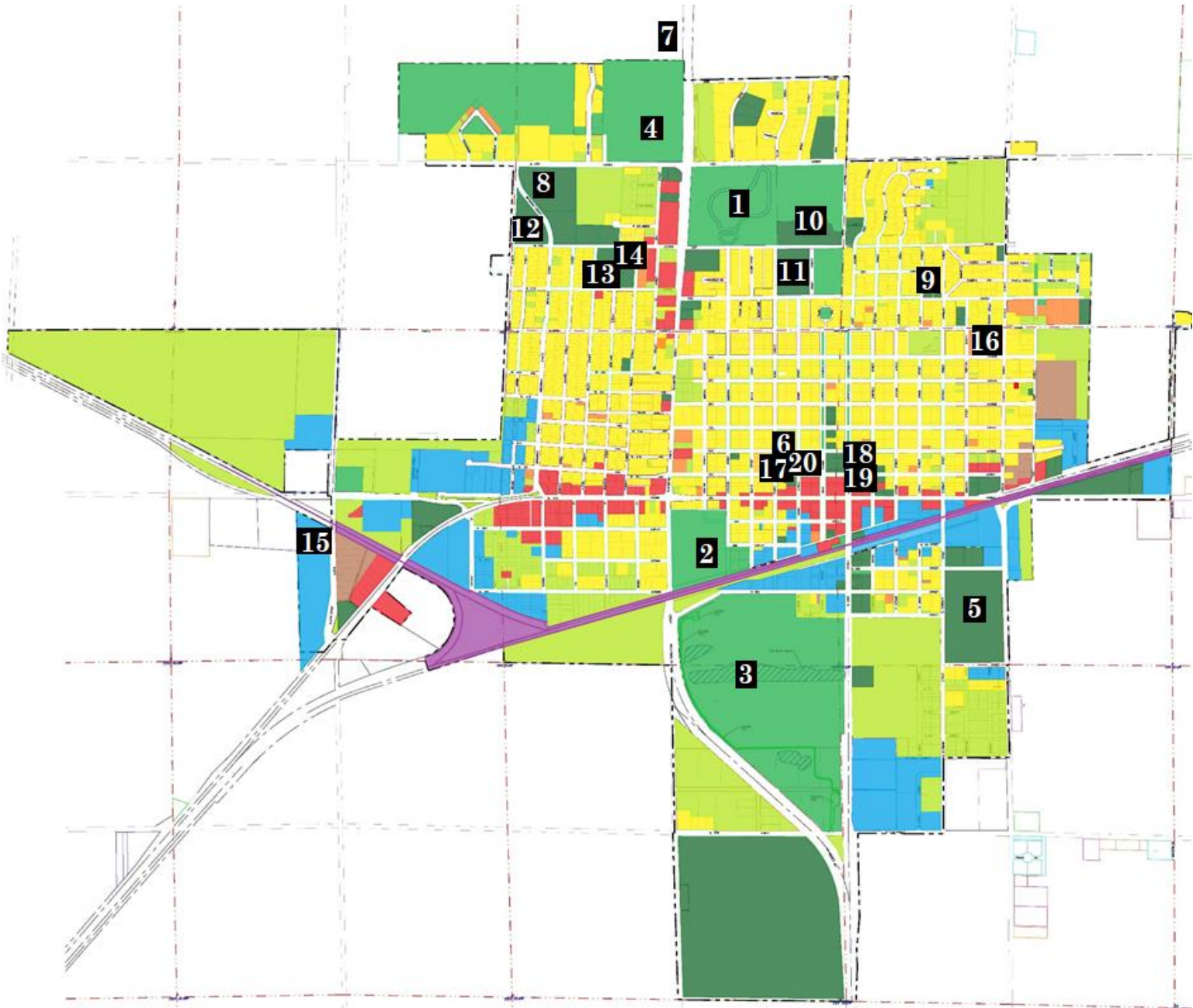
Public Facilities identify existing facilities in Holdrege and determine future needs and desires during the 10-year planning period. Public Facilities provide citizens with social, cultural and educational opportunities. Facilities in Holdrege include, but are not limited to city government, health 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 Holdrege, 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 **Holdrege 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 Holdrege. 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 road system that provides safe travel of 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 Holdrege. 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 Planning Jurisdiction.

PUBLIC FACILITIES MAP

CORPORATE LIMITS
HOLDREGE, NEBRASKA



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

* Lincoln, Nebraska * 402.464.5383 *

ILUSTRATION 5.1

- | | |
|---------------------------------|--------------------------------------|
| 1. North Park | 11. Holdrege High School |
| 2. South Park | 12. Don Sjogren Comm. YMCA |
| 3. Lake Seldom | 13. Phelps Memorial Health Center |
| 4. Holdrege Country Club | 14. High Plains Clinic |
| 5. Phelps County Fairgrounds | 15. Christian Homes |
| 6. Holdrege Area Public Library | 16. Holdrege Memorial Homes |
| 7. Nebraska Prairie Museum | 17. Phelps Co. Senior Citizen Center |
| 8. Holdrege Elementary School | 18. City Hall/Police/Fire |
| 9. All Saints Catholic School | 19. Post Office |
| 10. Holdrege Middle School | 20. Holdrege City Auditorium |

EDUCATION.

Education has always been 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. **Holdrege Public Schools** is a major contributor to the quality of life and well-being in the Community of Holdrege. It will be important, from 2018 to 2028, that the facilities maintained by Holdrege Public Schools have the ability to support a growing population, specifically youth populations.

PUBLIC SCHOOLS/DISTRICT FACILITIES

Holdrege Public Schools maintains Pre-Kindergarten, Elementary, and Junior/Senior High School facilities, along with athletic fields and maintenance buildings. All facilities are located in the northern portion of Holdrege and are ADA compliant. Total district enrollment for the 2017-2018 school year is 1,134 students. The following highlights the breakout of students per grade level, as per the 2016-17 "Annual Report to Patrons".

- Pre-K/Early Childhood: 49.
- Kindergarten: 71.
- Grade 1-4: 310.
- Grade 5-8: 329.
- Grade 9-12: 375.

Additionally, the Public School District employs a total of 99 full-time certified staff and teachers, as well as two professional staff members, 30 para-educators and aides and 28 administrative support positions. Each facility of the Holdrege Public Schools District is highlighted below.

- ◆ **Holdrege Elementary School** – The Holdrege Elementary School serves grades Kindergarten through Fourth in a facility located at 1700 Broadway Street. This 78,500 square foot facility was officially opened in 2015 and replaced the aging Washington and Franklin Elementary Schools. This facility also supports the Pre-Kindergarten and early childhood programs of Holdrege Public Schools.
- ◆ **Holdrege Middle School** – The Holdrege Middle School is located at 600 14th Avenue. Built in 1991, the facility contains 23 classrooms with a computer lab and two mobile labs, as well as standard school facilities.
- ◆ **Holdrege High School** – The Holdrege High School is located at 600 12th avenue and was constructed in 1961, with additions and renovations completed in 1974 and 1991.

- ◆ **Holdrege Public Schools Special Services** – A separate facility supporting special services and administration for Holdrege Public Schools is located at 505 North 14th Avenue in Holdrege.

As a member of the Nebraska School Activities Association, Holdrege 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 and Baseball. A total of 82 percent 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. Facilities to support these extracurricular activities include **Keifer Field** for football, soccer and track & field, as well as the **Tassel Performing Arts Center** for student arts and performances.

PAROCHIAL SCHOOLS

- ◆ **All Saints Catholic School** – In addition to Holdrege Public Schools, the Community of Holdrege features a parochial education opportunity via All Saints Catholic School. All Saints Catholic School, as well as Little Saints Preschool is a parish school located at 1206 Logan Street started in 2001 by All Saints Catholic Parish which is part of the Diocese of Lincoln. There are currently 29 Preschool students in two sections: three year olds and pre-kindergarten. Currently, 32 students in grades Kindergarten thru Fourth. The School employs five full-time and eight part-time staff. Five of these are certified teachers.

The computer lab accommodates up to sixteen students with desktop computers. A cart with 16 iPads is available to move from classroom to classroom. Each classroom and the computer lab have a teacher, Dell tablet and Smartboard. Kindergarten through Fourth Grade students attend daily Mass. Hot lunch is prepared and served daily, onsite.

The church, cafeteria and library buildings were built in 1954. The classrooms section was added in 1966. A major renovation in 1985 enclosed the long porch on the west face. Further upgrades in the 1980's and as late as 2015 have removed asbestos, added a handicap accessible restroom, installed a computer lab and later relocated it, replaced the roof, replaced HVAC systems, rearranged class rooms, upgraded finishes and equipment, renovated food service storage space, lighting changed to all LED and relocated the Main Office near the north entry. A playground renovation in 2010 replaced the climbing structure, added swings, added rubber mulch, improved drainage and installed fences. The Church interior was renovated in 2015 with new furnishings, new finishes, a ramp to the altar area, and in 2018 a custom mural was installed. A 20-year plan envisions infilling the courtyard and adding restrooms, multipurpose/gym and new kitchen.

EDUCATIONAL SERVICE UNIT

- ◆ **Educational Services Unit (ESU) #11** – Headquartered in Holdrege, Nebraska, with facilities located at 412 West 14th Avenue, ESU #11 serves the educational resource needs for 13 K-12 school districts in six counties in south central and southwest Nebraska including Dawson, Gosper, Kearney, Franklin, Frontier, Furnas, Harlan, Phelps Counties.

PROGRAM RECOMMENDATIONS

Schools in Holdrege 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 Holdrege 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.

OTHER AREA EDUCATION OPPORTUNITIES

Several Colleges and Universities are located within a short distance of Holdrege, many of which accept high school credits from Holdrege Public Schools. These Colleges and Universities include the following:

- ◆ **University of Nebraska-Kearney** – Kearney, NE.
- ◆ **University of Nebraska College of Technical Agriculture** – Curtis, NE.
- ◆ **Hastings College** – Hastings, NE.
- ◆ **Central Community College** – Grand Island, NE.
- ◆ **Mid-Plains Community College** – North Platte, NE.

Central Community College maintains a learning center facility in Holdrege, at 1308 2nd Street. The Learning Center offers programs including Certificate, Diploma and Degree Programs, Distance Learning classes, Business and Professional training, English as a second language classes, a Community Education Program, Adult Basic Education and GED classes and testing.

LIBRARY

- ◆ **Holdrege Area Public Library** – The Holdrege Area Public Library is located at 604 East Avenue. The 10,627 sq. ft. Library holds 44,000 volumes and has an average annual circulation of approximately 110,000. The Library open from 10 a.m. to 8 p.m Monday through Thursday, and from 10 a.m. to 5 p.m. on Friday and Saturday. Eleven employees, five full time and six part time, staff the Library.

The Library has two computers for catalog searches and 10 computers for public internet access that also have word processing programs. The Library has wireless internet available and has expanded wireless internet service for patrons by adding 10 laptops and six netbooks for in-house use, only. Special programs the Library offers include Story Time, a Summer reading program for children and adults, a Lego Club held the first Saturday of the month, and several adult programs that are held thru out the year.

MUSEUM

- ◆ **Nebraska Prairie Museum** – The Museum is located one mile north of Holdrege, along Highway 183. The Museum consists of a one acre site complete with three exhibit buildings and a small church. The Museum provides educational and interactive amenities and activities including, but not limited to a POW interpretive center, antique automobiles, vintage displays, sculptures and Fall harvest activities. The Museum is supported by the Phelps County historical Society, Holdrege Area Genealogy Club and the National Sod House Society. The Museum is open year-round.



PARKS/RECREATION.

An integral part of the quality of life in a City is the park and recreation system provided to its residents and visitors. Recreational opportunities and the availability of open space play an important role in enhancing the quality of life in Holdrege. The role of the Community in adequately planning for open space and providing a full range of recreational opportunities directly impacts community and economic development activities.

CITY PARKS

- ◆ **North Park** – This 37 acre park, located in northern Holdrege, includes a 10 acre lake. Fishing and boating are allowed on the lake. North Park contains handicap accessible playground equipment, splash pad, restrooms, tennis courts and picnic shelters. A paved walking trail and an arboretum are additional amenities at North Park.
- ◆ **South Park** – This Park consists of 25 acres and contains playground equipment, restrooms, a baseball field and picnic shelters. A new sprinkler system was recently installed at the Park.

The most notable feature of this Park is the Olympic-sized, heated municipal swimming pool, which includes a diving pool with two diving boards, a wading pool for small children and a double water slide. The pool has a daily entrance fee of \$2, season passes for \$75 per family, \$45 per individual.

- ◆ **Lake Seldom** – Lake Seldom consist of two small lakes: Lake Seldom East and Lake Seldom West. The Lake is located in the southern portion of Holdrege along the Highway 183 Corridor. A crushed stone walking trail is available at the Lake, along with preserved wetlands.
- ◆ **Phelps County Fairgrounds** – The Phelps County Fairgrounds are located at the southeast corner of Second Street and South Sherman Street in the southern portion of the Community. The Fairgrounds features several exhibition halls and is home to the Phelps County Agricultural Center.
- ◆ **Holdrege Country Club** – This 18-hole private golf course is located at the northwest corner of Highway 183 and West 18th Avenue in the northern portion of the Community. The Club maintains a clubhouse and storage sheds for golf carts and other equipment.

RECREATION FACILITIES

- ◆ **Don Sjogren Community YMCA** – This 40,000 square foot, family-friendly wellness facility is located in northwestern Holdrege, at 1415 Broadway Street and is part of the “YMCA of the Prairie” system, which includes facilities in the nearby Communities of Lexington and Gothenburg.

The YMCA features a 25 yard indoor swimming pool and spa, gymnasium, indoor walking/running track, two racquetball courts, a wellness center with top-of-the-line Cybex weight machines and Cybex and Precor cardio equipment.

Child watch allows visitors to enjoy the YMCA while children (ages 6 weeks to 7 years) play in a supervised area. The community room contains a sink, refrigerator and counter space. Tables and chairs to comfortably seat up to 50 people are also available. The community room can be rented for special occasions or local events when not being used for YMCA programs or training.

Hours of operation at the YMCA are Monday-Thursday, 5 am-10 pm, Friday 5 am-8 pm, Saturday 7 am-5 pm and Sunday 1-6 pm

The YMCA is beginning to develop an updated strategic plan to carry through the next 10 years and beyond.



- ◆ **Holdrege City Auditorium** – The Holdrege City Auditorium is located at 421 Grant Street, west of Downtown Holdrege. The Auditorium is available for performances, shows, fairs, dances, concerts and receptions, along with other community events. Public walking is also held at the Auditorium Monday-Friday, Labor Day to Memorial Day.

FUTURE PARK & RECREATION RECOMMENDATIONS

Park maintenance and improvement has been, and will continue to be, an important part of continuing the Community’s excellent reputation in providing ample opportunities for recreation for its current and future residents. **Participants of the Community Planning Open House discussed the desire for a dog park as an addition to South Park.**

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 Holdrege and the surrounding area.

- ◆ **Phelps Memorial Health Center (PMHC)** – The primary health delivery facility in the Holdrege area is the Phelps Memorial Health Center, located at 1215 Tibbals Street. The Health Center was built in 1968 with expansions in 1981 and 2003. PMHC has 25 critical access beds and employs over 200 staff that provide over 100 healthcare services.
- ◆ **High Plains Clinic** – Under the operation of PMHC, this clinic is a family medical provider located at 1315 Tibbals Street.
- ◆ **Family Medical Specialties** – This medical facility is located at 516 West 14th Avenue and has been at this location in the Community since 2008. Services include, but are not limited to an allergy clinic, geriatrics, internal medicine, obstetrics, pediatrics, radiology and sports medicine. Staff includes five medical doctors and three physician’s assistants.
- ◆ **Mosaic** – Mosaic provides housing and support opportunities for up to 70 adult residents with mental disabilities. Mosaic employs 76 staff and has four group homes, ranging from two to six residents per home. A local store, known as the “Corner Nugget” features handcrafted items made by residents and is owned and operated by Mosaic.
- ◆ **Christian Homes** – Located at 1923 West 4th Avenue, Christian Homes was established in 1962 and offers a wide range of care services for senior citizens in a retirement campus setting/ The facility maintains a total of 86 skilled nursing beds, 25 assisted living units, 18 independent living units and 13 single family homes for senior independent living.
- ◆ **Holdrege Memorial Homes** – This facility is located at 1320 11th Avenue and features Medicare/Medicaid approved certified skilled nursing and assisted living services. A total of 85 nursing beds and 47 assisted living units are available at Holdrege Memorial Homes. Services provided include physical and occupational therapy, meals, laundry service, 24-hour nursing services and transportation.

Currently, the organization is in the process of implementing a redevelopment of the former Franklin Elementary School site, one block west of the Holdrege Memorial Homes facility. The project is proposed to include independent living apartments and assisted living units for senior citizens.

- ◆ **Phelps County Senior Citizen Center-** Located at 416 Garfield Street, the Center is open from 8 a.m. to 5 p.m Monday through Friday, and has an average daily attendance of 65 people. There is not a meals-on-wheels program, but the Center is looking at implementing one in the near future. The Phelps County Senior Citizen Center offers many activities, including bingo, cards, pool, quilting, dancing, and mystery trips once a month. Transportation is available five days a week, during the daytime.

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 & GOVERNMENT

- ◆ **Police/Volunteer Fire Department** – The **Holdrege Police** and **Volunteer Fire Departments** share a facility at 813 5th Avenue. The Police Department has 10 sworn officers and five full-time dispatchers providing 24-hour protection throughout the Community. The Fire Department consists of up to 40 volunteer firefighters. Both departments utilize a variety of vehicles and equipment.
- ◆ **Civil Defense** – The civil defense services in Holdrege are provided through a full-time emergency manager, employed by Phelps County. 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.
- ◆ **City Offices** – The Holdrege City offices are located at 502 East Avenue. The Mayor, City Administrator, City Clerk, City Treasurer, Municipal Services and Utility Manager all have offices in the City building. The building was renovated in 1997 and is ADA compliant. The City Council, Planning Commission, Community Redevelopment Authority, and Board of Adjustment, as well as several other civic organizations, hold meetings in the City Council Chambers.
- ◆ **U.S. Post Office** – The Post Office in Holdrege, constructed in 1912, is fully ADA compliant. The building is located at 420 East Avenue.

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 **Holdrege Public Works Department** and highlights the condition of public utilities in the City of Holdrege.

WATER DISTRIBUTION SYSTEM

The capacity of the above-ground storage system is 750,000 gallons. Currently this tank and the distribution system is supplied with 11 wells located in the Corporate Limits of Holdrege.

The wells are approximately 200' in depth. The combined pumping capacity of the system is 5,129 gallons per minute. The rated capacity is approximately eight million gallons per day. Average capacity ranges around 1,265,000 gallons per day. The average daily demand is two million gallons per day, while the peak demand for the system is 6.5 million gallons per day.

The City does not currently treat or chlorinate its water. The water quality is generally good, but is somewhat high in hardness. Water hardness is 300 ppm.

Planned improvements during the 10-year planning period include purchasing land for a new municipal well field and installing a new 7th Avenue supply main.

SANITARY SEWER SYSTEM

The sewage treatment facility was originally constructed in 1925 and upgraded in 1958, 1986, and 1996. Located at the intersection of Airport Road and U.S. Highway 6/34 on the eastern edge of the City, the existing treatment system is a sequencing batch reactor (SBR) treatment plant

The pipe size consists primarily of 4" to 12" mains. The rated capacity is 837,000 gallons per day. Average demand is 675,000 gallons per day. Planned improvements during the 10-year planning period primarily include general maintenance and repairs to both the treatment facility and the sanitary sewer main system.

STREET/STORM SEWER SYSTEM

Eighty-seven (87) percent of the streets within the City are hard surfaced, with the majority containing curb and gutters, along with a modern storm sewer system.

ELECTRICAL

The local electric distribution system is owned and operated by the Holdrege Municipal Electric System and all power is supplied by Nebraska Public Power District (NPPD). The Holdrege Electric System is connected to the statewide grid by means of an NPPD electric substation, which has three transmission lines entering the City from all directions.

NATURAL GAS SYSTEM

The gas system is operated and supplied by Black Hills Energy, via 10- and 12-inch transmission pipelines. Operating pressure is approximately 500lbs per square inch and 700lbs per square inch, respectively.

SOLID WASTE DISPOSAL

The City of Holdrege owns and operates the Prairie Hills Landfill, which is located at the southern edge of the Corporate Limits. The landfill processes refuse from 35 cities and villages from 13 counties across the state.

TRANSPORTATION.

The availability of a convenient and efficient transportation system is essential to the continued economic and physical development of Holdrege, Nebraska. 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 planning area.

The primary sources of information utilized to guide the improvement and development of roads in Holdrege are the City and Phelps County “One-and-Six-Year Road Plans,” and (2) State of Nebraska Department of Transportation “Nebraska Highway Program”. The specifics of each of the Road Plans/Programs can be obtained from the appropriate governmental entity.

STREETS

Existing State Functional Classifications of Roadways are listed below. The street system in Holdrege is primarily in a grid network, with lower functioning streets connecting to the higher volume streets. The City’s vehicular transportation system comprises Highway 6/34, an east/west “*Major Arterial*” road, Highway 23, an east/west “*Major Arterial*” road, and Highway 183, a north/south “*Major Arterial*” road, connecting Holdrege to I-80, an east/west “*Interstate*” road. All other streets within the Corporate Limits of Holdrege are classified as “*Local*” streets. Local streets provide transportation services throughout the City, while the state highway and county roads provide transportation services into the county, adjacent communities and areas beyond.

ROAD CLASSIFICATIONS

Nebraska Highway Law identifies the eight functional classifications of rural highways as follows:

1. **Interstate:** Which shall consist of the federally designated National System of Interstate and Defense Highways;
2. **Expressway:** Second in importance to Interstate. Shall consist of a group of highways following major traffic routes in Nebraska and ultimately should be developed to multilane divided highway standards;
3. **Major Arterial:** Consists of the balance of routes which serve major statewide interests for highway transportation in Nebraska. Characterized by high speed, relatively long distances, and travel patterns;

4. **Scenic-Recreation:** Consists of highways or roads located within or which provide access to or through state parks, recreation or wilderness areas, other areas of geological, historical, recreational, biological, or archaeological significance, or areas of scenic beauty;
5. **Other Arterial:** Which shall consist of a group of highways of less importance as through-travel routes which would serve places of smaller population and smaller recreation areas not served by the higher systems;
6. **Collector:** Which shall consist of a group of highways which pick up traffic from many local or land-service roads and carry it to community centers or to the arterial systems. They are the main school bus routes, mail routes, and farm-to-market routes;
7. **Local:** Which shall consist of all remaining rural roads, except minimum maintenance roads;
8. **Minimum Maintenance:** Which shall consist of (a) roads used occasionally by a limited number of people as alternative access roads for area served primarily by local, collector, or arterial roads, or (b) roads which are the principal access roads to agricultural lands for farm machinery and which are not primarily used by passenger or commercial vehicles.

TRAFFIC VOLUME

The Nebraska Department of Roads monitors traffic volume in the Holdrege area, for County roads and State and Federal highways. This tabulation process is done to identify appropriate existing road classification and engineering standards. **The following Traffic Volume Maps, Illustrations 5.2, 5.3 and 5.4**, also identify the average daily traffic counts for transportation routes in and around the City of Holdrege, for the years 2012, 2014 and 2016.

TRAFFIC VOLUME MAP - 2012

CORPORATE LIMITS
HOLDREGE, NEBRASKA

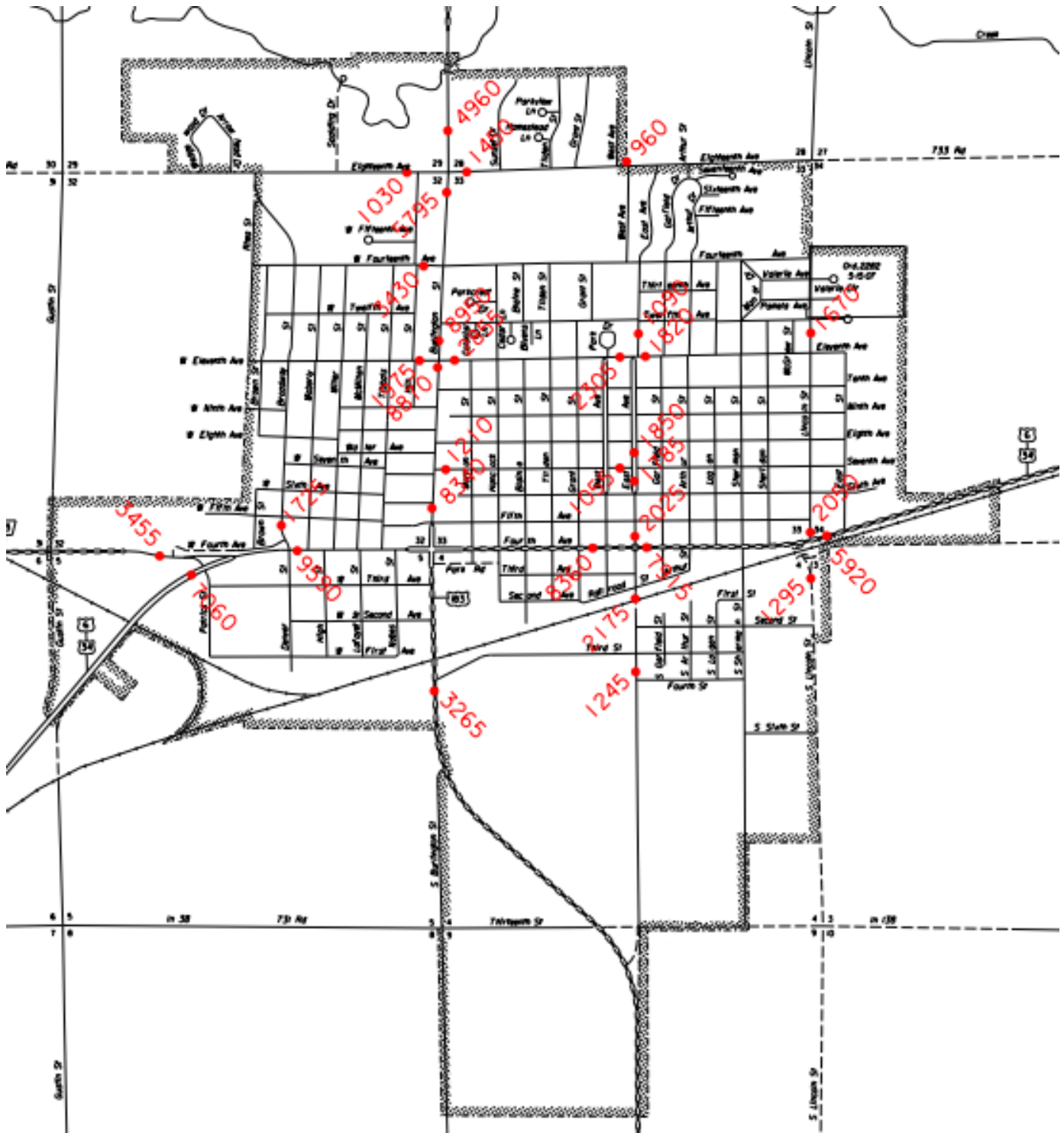


ILLUSTRATION 5.2

TRAFFIC VOLUME MAP - 2014

CORPORATE LIMITS
HOLDREGGE, NEBRASKA

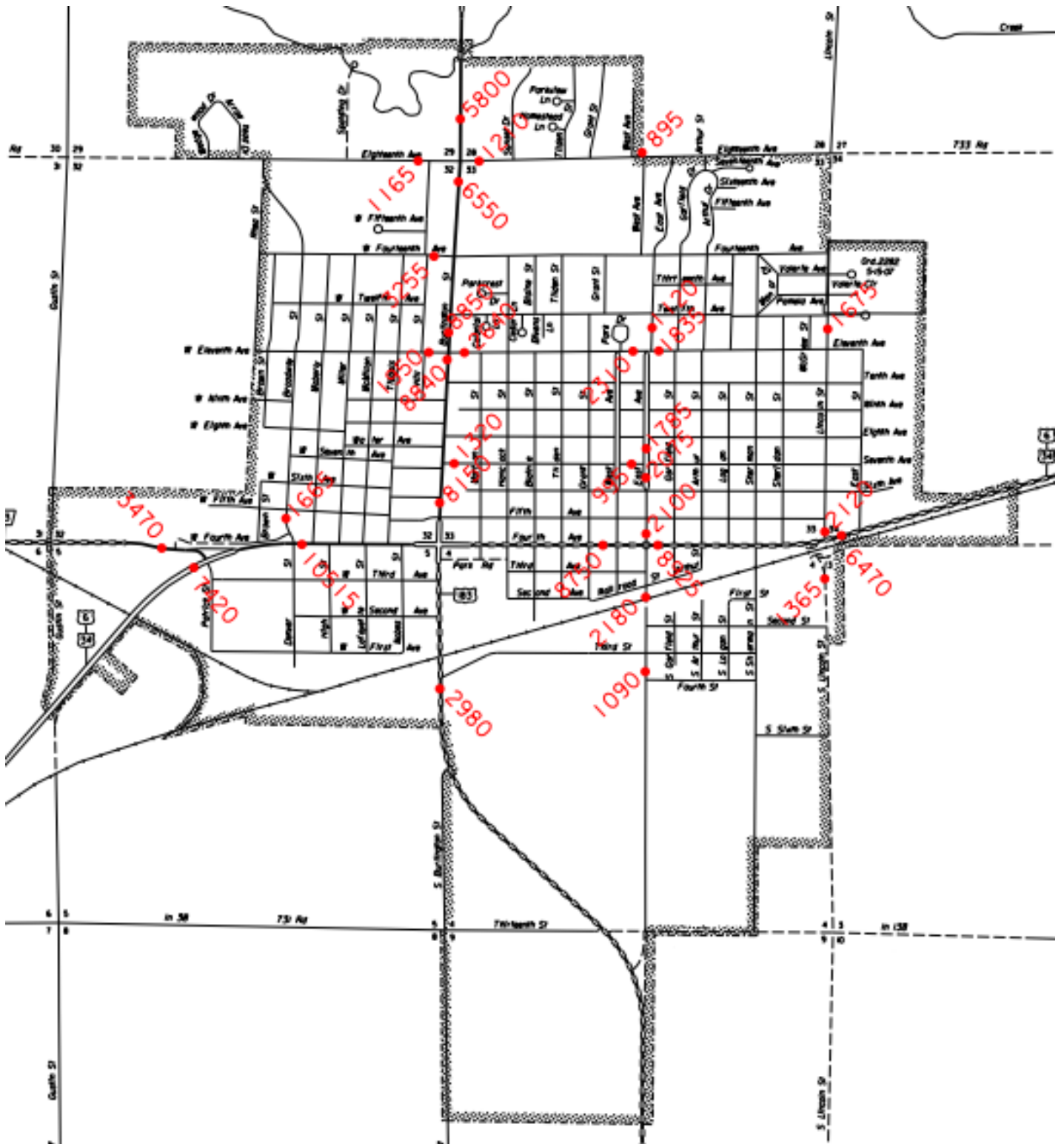


ILLUSTRATION 5.3

TRAFFIC VOLUME MAP - 2016

CORPORATE LIMITS

HOLDREGGE, NEBRASKA

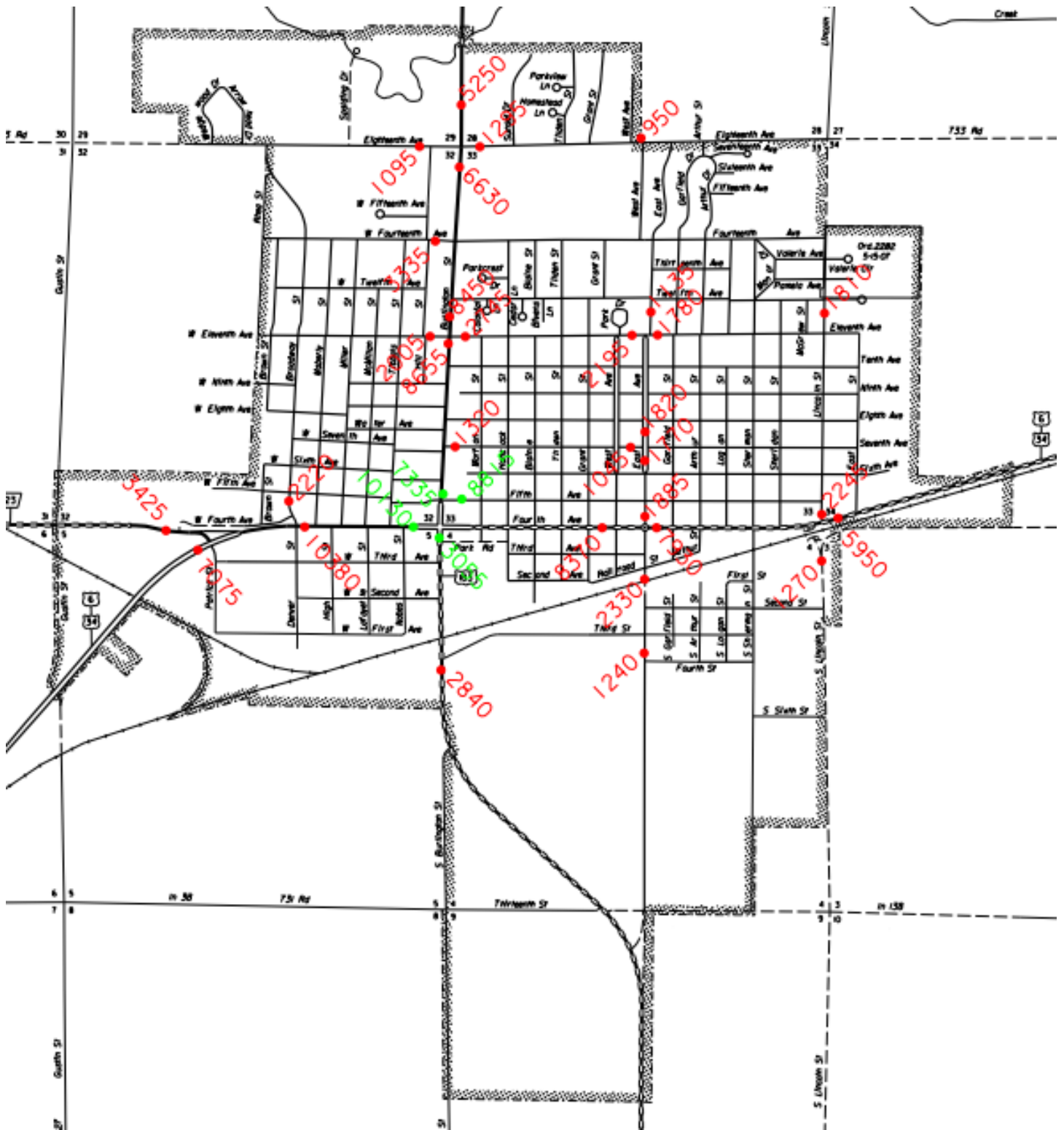


ILLUSTRATION 5.4

RECOMMENDED STREET IMPROVEMENTS

It is recommended, the City continue use of the existing Roadway Classifications and minimum design standards for all new development. It is important that when development occurs, the dedicated streets be built to the standards of these Road Classifications and the City's Subdivision Regulations.

The City annually adopts a **One- & Six Year Road Plan**, developed by the City staff and engineer and presented to the Planning Commission, prior to approval and adoption by the City Council. The Plan is continuously revisited and updated, in response to development and street condition issues and problems. Individual road projects for the Road Plan are **referenced in the current One & Six Year Road Plan, on file at the City Clerk's Office.**

A project of the City of Holdrege should be the continued replacement of 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.

Section 6
Economic &
Community
Development
Profile & Plan.



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 Holdrege**.

“**Economic Development**” addresses the topics of *business retention and development and public relations*. The large number of non-resident employees commuting to Holdrege alerts the Community leadership and local economic groups and 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.

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 Holdrege needs to consider during the life of this Comprehensive Plan. Residential, commercial and industrial growth areas are highlighted in the **Future Land Use Maps**, for the Two-Mile Planning Jurisdiction.

EXISTING CONDITIONS.

The City of Holdrege, the largest Community and County-Seat in Phelps County, is located at the junction of Highways 6/34 and 183 in south central Nebraska. Regional major thoroughfares intersecting with the Community include U.S. Highway 6/34 and 183, State Highway 23 and the Burlington Northern Railroad Corridor. Interstate 80 is located approximately 19 miles to the north via Highway 183. Iron horse Station, located in Holdrege, maintains a station with daily service from Amtrak’s California Zephyr. Holdrege was established on and has prospered due to its location to these major corridors. The City benefits from its location for access to the local underground water table, proper storm water drainage and natural open space.

Needed economic and community improvements were discussed at “**Planning Open Houses**” held as an event associated with the Comprehensive Planning process. Specific needs identified for the City of Holdrege included; the rehabilitation of substandard housing and the potential development of single family, workforce and town home housing, improving infrastructure within the City and improving City Parks with more modern facilities and infrastructure. Job creation and supporting the development and expansion of business located in Holdrege are also top priorities of citizens and the Holdrege Planning Commission, as well as providing all styles of elderly housing in Holdrege.

Holdrege is an attractive Nebraska community with a diversified economic base and growing population. The City of Holdrege benefits from being in proximity to the City of Kearney and other communities near the Interstate 80 Corridor, allowing for expanded access to nearby amenities and services

The Community of Holdrege is recognized as having an agriculturally-based economy, while being supported largely by manufacturing, health care and City and County Government entities. The Community is home to several large employers, including Becton Dickinson, Holdrege Memorial Homes, Phelps Memorial Health Center, Hawkins Manufacturing, LandMark Implement Inc., Integrated Electrical Services, Inc., Phelps County, the City of Holdrege and Holdrege Public Schools. These major employers help to contribute to the 4,677 persons employed in Non- Farm Employment in Holdrege.

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 Holdrege will continue to prosper economically and grow throughout the 21st Century.

GO! PCDC’s PROSPERITY PROJECT II: Growing Opportunities

Phelps County Development Corporation (PCDC) created the **five-year PROSPERITY PROJECT II: Growing Opportunities** to be implemented throughout the County. Holdrege, the largest community and County-seat is the target area town for many of these economic and housing development activities and goals.

PCDC recognizes there are many challenges to growth within Phelps County that will need to be addressed for the County to successfully advance development. Identified challenges include: providing infrastructure and attracting employers to the Iron Horse Business & Industry Park, lack of skilled workers, inadequate training programs for potential workforce and lack of affordable and decent workforce housing. A lack of affordable workforce housing has created a significant workforce population that commutes to Holdrege for employment. Increasing the amount of housing that is affordable to families and the workforce population will help to attract individuals to Holdrege.

PCDC's, **PROSPERITY PROJECT II: Growing Opportunities**, includes a mix of private and public funding sources from private investments and LB840. ***"The Combination of private Action funding with public Program funding provides a complete and competitive platform to launch our economic development strategy."***

Four major initiatives included in PCDC's regional strategy include:

- ❖ Help Employers Invest and Grow in Phelps County,
- ❖ Aggressively Recruit Targeted Industries,
- ❖ Improve Community Preparedness and Quality of Life and,
- ❖ Build a Strong Community Brand & Build Consensus.

Included with each Initiative is a GO Strategy that identifies specific strategies to achieving each identified Initiative, including a breakdown of funding sources. A complete list of Strategies and Initiatives can be found in the PCDC's Phelps County 5-year **PROSPERITY PROJECT II: Growing Opportunities**.

2018 General Plan of Work

The GO! 2018 General Plan of Work highlights specific 2018 challenges and strategies identified in the **5-year Prosperity Project II: Growing Opportunities**. PCDC has created Planned Responses to address the challenges to Economic Development in Phelps County. Responses to challenges for Holdrege include continuing progress on the Iron Horse Business and Industry Park. Throughout 2018 PCDC along with other partners prepare for the Park to become ready for occupancy. Specific responses from PCDC's **GO! 2018 General Plan of Work** include:

- ❖ Constructing Water and Sewer Lines,
- ❖ Construct Entrance from Gustin Road at 11th Avenue
- ❖ Establish Clear Strategy for Gustin Road paving as soon as Practical,
- ❖ Schedule Planning Meeting with NDOR regarding Gustin Road truck bypass,
- ❖ Construct IHB&I Entrance sign at 11th Avenue
- ❖ Aggressively market the property at trade shows, online and in media.

Washington Square Apartments, currently being constructed at the site of the former Washington Elementary School, adds many Economic benefits for the City of Holdrege. Currently the City of Holdrege does not meet the National Planning Standard for multifamily housing and Washington Square Apartments would help increase the multifamily land areas, to meet the standard. The **Go! 2018 General Plan of Work** includes progress on the Washington Square Apartments including: Phase I-making apartment ready to occupy, Phase II- beginning construction on the hotel and Phase III- Announcing the project.

Public and Private Partnership will help advance Economic and Housing Developments within Holdrege through 2028. These partnerships will include the involvement of the PCDC, Holdrege Development Corporation (HDC), Holdrege Housing Authority (HHA), Holdrege Chamber of Commerce (HCC), South Central Economic Development District (SCEDD), Community Action Partnership of Mid-Nebraska, South Central Nebraska Area Agency on Aging, Holdrege Community Redevelopment Authority, Holdrege City Council, Planning Commission and City Administration.

ECONOMIC & COMMUNITY DEVELOPMENT INITIATIVES.

The Holdrege Planning Commission, PCDC, HDC, HHA, Phelps County and the City of Holdrege have been actively involved in a variety of economic and community development activities since the adoption of the current City of Holdrege Comprehensive Plan in 2007. These activities include, but are not limited to:

- **Go! Home tools.** Created by the PCDC, the Go! Home tools, are to help solve housing deficiencies in Phelps County. According to PCDC, the program includes renovating dilapidated homes, encouraging commuters to become residents and returning sales tax on the purchases of the home-building materials.
- **Infrastructure Additions.** Significant progress has been made towards the construction of sewer, water and road infrastructure to Iron Horse Business & Industry Park.
- **Addition of a new lodging facility.** After the completion of a recent Hotel Study identified that the City of Holdrege can support an additional lodging facility, PCDC began the process of constructing the Cobblestone Hotel.
- **New Ballfields for North Park.** The City of Holdrege and PCDC have been actively working on planning for new ballfields for North Park, to be completed in 2018.
- **Housing Development.** The primary developers of housing in Holdrege include PCDC, HDC and HHA. This team recently participated in the development of a new County-Wide Housing Study that identified the targeted demand for **158 additional housing units in Holdrege by 2022, including 101 housing units for the local workforce.**



HOUSING REHABILITATION

A large portion of the housing stock in Holdrege 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 Holdrege inhabitants with safe and decent housing. A recent (2018) Housing Conditions Survey revealed, there were 1,290 housing units in “Average” condition, and 655 housing units that were “Badly Worn” or “Bad”.

A Structural Conditions Survey, completed for the Phelps County Housing Study, estimated that up to 322 housing structures need moderate to substantial rehabilitation. Also, 196 dilapidated housing units were identified as not cost effective for rehabilitation and 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 vacant properties is strongly encouraged. Supplementing Local programs with additional State and Federal funding, such as Community Development Block Grants (CDBG), will assist the citizens of Holdrege in improving and rehabilitating their dwelling units.



DOWNTOWN/HIGHWAY COMMERCIAL AREAS

Downtown Holdrege is the City center for business and professional activity, but recent commercial development trends have been focused on the Highway 6/34 Corridor. Retail commercial uses outside of the Downtown must be limited in scope as to not diminish the role of Downtown Holdrege 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.



- ❖ *The City of Holdrege is encouraged to become 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 Holdrege;*
- ❖ *The City of Holdrege 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 Holdrege to expand Tourism and Economic Development.*

The Holdrege Planning process identified a need for business development activities and streetscape improvements in Downtown Holdrege. This includes the creation of gateway entrances, Community and family activity centers, improved parking areas and pedestrian connections to the surrounding neighborhoods. PCDC assists the City of Holdrege with many economic developments. In 2017, PCDC gave \$160,000 as a match with \$350,000 CDBG funds for Downtown Revitalization activities.

A variety of organizations including PCDC, HDC, HHA, HCC, Holdrege 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, State and Federal Historic Preservation Tax Credits, TIF, and Community Development Block Grants must be used creatively and jointly to impact change.

One of the City’s planned Redevelopment Areas includes the Downtown. TIF is an incentive to improve existing and attract new businesses. Two additional Redevelopment Areas adjacent and beyond the Downtown are utilized to promote residential, commercial and industrial redevelopment and development effort.

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.

In an effort to create more partnerships and have access to more potential resources, Holdrege should consider becoming 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**. Creating Partnerships will only help to increase the resources available to the City of Holdrege and strengthen the Downtown District.

Many historic sites and structures exist in within Holdrege, **including the Phelps County Courthouse** in Downtown Holdrege. The National Trust for Historic Preservation listed the Phelps County Courthouse on the National Register of Historic Properties in 1990. Additional buildings added to the Register of Historic Properties include the Kinner House (added in 2004) and the CB & Q Holdrege Depot, Ironhorse Station (added in 1997). 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 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 the Phelps County Courthouse, 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 to 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.



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 Holdrege has three planned Redevelopment Areas, as presented and discussed in both Sections 2 and 4 of this Plan. It is recommended that these Areas be advertised for both development and redevelopment projects, as a priority implementation strategy for increasing community and economic development activities, in adherence with the requirements of the **Nebraska Community Development Law**. The City should utilize TIF to form additional public/private partnerships with developers to reduce the infrastructure costs of new subdivisions.



ECONOMIC EXPECTATIONS.

The existing economic conditions in Holdrege 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 Holdrege can be attributed to locally organized efforts to create public and private partnerships. These partnerships have included the involvement of PCDC, HDC, HHA, HCC, SCEDD, Community Action Partnership of Mid-Nebraska, South Central Nebraska Area Agency on Aging, Holdrege Community Redevelopment Authority, Holdrege City Council, Planning Commission and City Administration. The continued efforts of these partnerships will play a vital role in future economic development activities of Holdrege.

Holdrege 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. Holdrege is an excellent location for industries to locate, due to its proximity to Kearney and its proximity to many Major Traffic Corridors including the Burlington Northern Railroad, Interstate 80 (19 miles north on Highway 183), Highway 23, 6/34 and 183. Appropriate amounts of land, both within the Corporate Limits and in designated growth areas beyond Holdrege are available for future commercial and industrial developments.

HOUSING & ECONOMIC DEVELOPMENT

Phelps County completed a **Community Housing Study**, in 2017, 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 Phelps County Housing Study identifies an estimated housing target demand in the City of Holdrege of up to **158 housing units** during the next 10 years, including **86 owner** and **72 rental housing units**. The potential of an **Economic Development “Boost” by 2028 in Phelps County, could result in the target housing demand increasing to 248 housing units**, with the majority of these housing units being located in Holdrege. The potential “Boost” would occur if existing and future businesses hired an additional 190 full-time employees to the community of Holdrege, resulting in an increase in 329 people to the Community.

The City should focus on developing available vacant land within the Corporate Limits of Holdrege, before platting a rural subdivision. Residential Growth Areas are identified in the **Two-Mile Planning Jurisdiction Future Land Use Map, Section 4**. 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 Holdrege. The lack of an appropriate amount of modern rental housing coupled with an expected increase in owner and renter households by 2028 will require a variety of new residential developments.



Housing development in Holdrege should be closely monitored by an organized **Community-Wide Housing Partnership**, with the guidance of PCDC. 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 Holdrege. 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 Holdrege 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 Holdrege to continue to implement its housing goals and objectives.

BUSINESS & INDUSTRIAL DEVELOPMENT

Holdrege needs to continue to pursue the service, commercial and industrial businesses needed to serve both the Community and Phelps County. The local health, educational and recreational facilities should play a major role in attracting new business. Organizations including PCDC, HDC, HHA and the HCC should all work collectively to address the recruitment, planning and financing of new business, industry and housing.

The most recent commercial developments in Holdrege has occurred along the Highway 6/34 Corridor. Infrastructure additions to the Iron Horse Business and Industry Park in the western edge of Holdrege will help to increase opportunities for the City. PCDC has begun to work with developers on the construction of a New Cobblestone Inn. The Highway 6/34 Corridor is an ideal location for future development for these types of commercial entities. Conversely, Downtown Holdrege 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.



JOB CREATION

As discussed throughout this **Comprehensive Plan**, the City of Holdrege should be cognizant of an increasing population, with a fairly low unemployment rate. For Holdrege to continue to provide its residents with needed services and businesses, **the City will need to actively pursue the creation of up to 55 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 Holdrege include Becton Dickinson, Phelps Memorial Homes, Phelps Memorial Health Center, Hawkins Manufacturing, Landmark Implement Inc., Holdrege Public Schools and Integrated Electrical Services Inc. **A high percentage of the employees at these industries reside outside of Holdrege and commute to work each day.**

Section 7
Energy Element.



SECTION 7

ENERGY ELEMENT.

INTRODUCTION.

This **Section** of the **Holdrege 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 Holdrege. This **Section** is also intended to evaluate the utilization of renewable energy sources and promote energy conservation measures.

PUBLIC POWER DISTRIBUTION.

The City of Holdrege owns and uses their electrical system to distribute electrical power to local residents. Holdrege purchases 80 percent of the electricity distributed to the public from the Nebraska Public Power District (NPPD). The remaining 20 percent of Holdrege’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.

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.

As of 2016, NPPD’s energy generation was comprised of:

- ◆ **32.5 percent of coal**
- ◆ **42.0 percent nuclear,**
- ◆ **9.0 percent from alternative energy sources, primarily wind,**
- ◆ **8.8 percent hydro**
- ◆ **1.9 percent gas & oil, and**
- ◆ **The remaining 5.8 percent of NPPD’s energy was supplied through purchases, with over half of these purchases from the WAPA, or hydro-electricity facilities. (as per the 2016 NPPD Energy Generation Resources)**

MORE THAN 60% 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

WIND TURBINES AND “NET METERING”

Commercial, large scale wind turbines, or “Wind Conversion Systems,” are being promoted in Nebraska Counties by companies and local property owners alike. Wind towers of up to 400’ in height are typically developed as “wind farms,” where multiple wind towers are constructed in a single area, or linearly along a ridge line, such as Laredo Ridge Wind Farm, east of Petersburg in Boone County, for example. This facility consists of 54 commercial scale, 1.5 megawatt (MW) turbines.

As of August, 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, six alternate energy systems, including Solar, Methane, Wind, Biomass, Hydropower and Geothermal. By implementing these types of alternative energy systems, the desire of the individual is to reduce their reliance on public utility systems, potentially by where they generate more electricity than they can use and profit by having the public utility district purchase their excess energy.

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 Holdrege 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.



Net Metering Small Wind Energy System
Rural Furnas County, Nebraska.



Net Metering Small Wind Energy System
Winnebago, Nebraska.

ELECTRICAL ENERGY CONSUMPTION.

The City of Holdrege provided the electric consumption data for each of the land use sectors within the City of Holdrege, highlighted in **Table 7.1**. Residential Customers consume the largest amount of electrical energy, resulting in a four-year total of 111,531,557 KWH, or 22 percent of the total 499,134,632 KWHs consumed between 2013-2016 by any of the individual sectors within the City of Holdrege.

The Commercial Sector consumed the second highest amount, resulting in a four-year total of 63,615,764 KWH, or 13 percent of the total 499,134,632 KWHs. An analysis of the annual data revealed that each of the Sectors, consumption of electricity declined between 2013 and 2016.

**TABLE 7.1
ENERGY CONSUMPTION BY SECTOR
HOLDRGE, NEBRASKA
2013-2016**

<u>SECTOR TYPE</u>	2013	2014	2015	2016	<u>TOTAL</u>
COMMERCIAL					
Kilowatt Hr.	16,679,627	15,646,947	16,035,554	15,253,636	63,615,764
RESIDENTIAL					
Kilowatt Hr.	28,213,610	27,843,519	27,921,076	27,553,352	111,531,557
RURAL					
Kilowatt Hr.	649,574	633,100	619,991	594,813	2,497,478
OTHER					
(Irrigation & Drying, Municipal al Dept., Street Lights, Commercial Heat, Commercial Demand, Industrial On-Peak, Industrial Off-Peak, Municipal Wells, Free Power, Industrial Demand);					
Kilowatt Hr.	84,287,724	80,008,274	79,547,813	77,646,022	321,489,833
TOTAL KILOWATT HR.	129,830,535	124,131,840	124,124,434	121,047,823	499,134,632

Source: The City of Holdrege, 2018.
Hanna:Keelan Associates P.C., 2018.

STATE-WIDE TRENDS IN ENERGY CONSUMPTION

According to the Nebraska Energy Office, the only available energy consumption statistics by Sector are the State totals. As of the 2016 Annual Energy Report, utilizing 2014 data (the most recent data available) the Industrial Sector, consumed 42 percent, or more than a third of the Total Energy Consumption of the State of Nebraska. The other three Sectors comprised nearly equal portions, at 16 percent in the Commercial Sector, 19 percent for the Residential Sector and 23 percent in the Transportation Sector.

Between 2013 and 2014, the Industrial and Residential Sectors were the only sectors to have declined in consumption. Industrial Sectors energy use decreased 43.1 percent and the Residential Sector declined by 0.3 percent. The Transportation Sector energy use increased by 3.6 percent, while the Commercial Sector's consumption increased 0.8 percent during the same period.

The Total Energy Consumption, in 2014, was 864.3 trillion British Thermal Units (BTU), which more than doubled, since 1960, when total consumption was 308.3 trillion BTU, an increase of 180.3 percent.

During the last 54 years, the State of Nebraska has vastly increased energy consumption. The Nebraska Energy Office "Annual Report – 2016," (the latest publication available) details the most recent state-wide statistics from 2014. Throughout Nebraska, energy consumption as a percentage share of personnel income has remained constant **In 1970, 11.8 percent of personnel income was spent on energy. As of 2014, 11.5 percent was spent on energy usage. The historic peak percentage occurred in 1980 at 17.1 percent.**

Trends in the Total Energy Consumption for the State of Nebraska 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 of these energy types are detailed between 1960 and 2014, as follows:

- ◆ Coal consumption increased from 20 trillion BTUs in 1960 to 276.5 trillion BTUs, as of 2014. The historic peak consumption of coal was reached in 2013 at 292.96 trillion BTUs.
- ◆ Natural gas consumption rose and fell during the 54-year period between 1960 and 2014, beginning at 140.4 trillion BTU, peaking in 1973 at 230.7 trillion BTU and by 2014 decreasing again down to 179.2 trillion BTU.

- ◆ Gasoline and diesel fuel consumption increased in Nebraska between 1960 and 2014. Overall, petroleum consumption overall peaked in 1978 at 246.6 trillion BTU. **Gasoline consumption** rose by 25 percent, from 78.7 BTU in 1960 to 100.3 trillion BTU, as of 2014, but peaked in 1978 at 115.9 trillion BTU. During the same time-period, **diesel fuel consumption** quadrupled from 24.1 trillion BTU to 110.6 trillion BTU.
- ◆ Nuclear power generation began in Nebraska in 1973 at 6.5 trillion BTU and has increased to 105.7 trillion BTU as of 2014, but peaked in 2007 at 115.7 trillion BTU.
- ◆ Renewable energy consumption from 1960 to 2014 increased and decreased throughout the decades, beginning in 1960 at 13.4 trillion BTU to 2014 at 140.9 trillion BTU. Hydropower was the primary renewable energy source between 1960 and 1994, but as of 1995, biofuels (ethanol) production began at levels equaling hydropower, and production soared. By 2014, 69.7 percent of all renewable energy produced in that year came from biofuels, 7.3 percent from hydroelectric power, 11.7 percent from wind and 3.1 percent from wood and wood waste.

INCREASED ENERGY COSTS & CONSERVATION

A comparison of “Total Energy Expenditures Per Capita” between the United States and the State of Nebraska indicated that between 1970 and 1994, Nebraska and the Nations per capita energy consumption were very close to one another. But, after 1994, Nebraska’s consumption began to be drastically higher than that of the Nation. The industrial sector, which includes agriculture, was the one sector that was surging in energy consumption in Nebraska.

Ethanol production in Nebraska in 1994 was 78.9 million gallons, by 2016 production had increased to 2.1 billion gallons. Considering ethanol production uses high volumes of both electricity and natural gas, the State’s energy expenditures per capita increased as well. **Additionally, in 2016, 43 percent of the State’s total corn harvested, or 727 million of the total 1.692 billion bushels of corn, was consumed by ethanol production.**

High fuel costs or limited availability of a particular energy type increases the desire for energy efficiency practices. For example, historic peak prices for natural gas in 2008 motivated farmers to convert natural gas and propane fueled irrigation equipment to electric power; to limit frequency and amount of applications of anhydrous ammonia fertilizer (a natural gas product); and to increase the use of conservation tillage practices to reduce crop cultivation. Access to low-cost financing through the Nebraska Energy Office and locally available low-interest loans to modernize agricultural equipment have led to conservation increases in the Agricultural Sector.

The U.S. Department of Agriculture issued a report in 2008 that concluded that farmers have increased conservation practices. **Since the 1970s, total farm energy consumption fell by 26 percent, while farm production increased by 63 percent, due to the adoption of energy conservation practices.** This figure is even more significant when the consolidation of farms is considered.

In 1966, just 3.1 million acres of Nebraska crop lands were irrigated, but as of 2016, 8.3 million acres were irrigated. Thus, approximately 38.4 percent of the total cropland in Nebraska was irrigated.

ENERGY CONSERVATION POLICIES.

The most effective means for the City of Holdrege 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 Holdrege 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.
- ◆ **Assist Phelps 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 Holdrege.
- ◆ **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 Holdrege 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 Holdrege 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 a Light Emitting Diode (LED) system.
- **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 Holdrege 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.
- 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 Holdrege 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 Planning/Zoning Staff, 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.

◆ **Plant Urban Forests.**

- Trees / Urban Forests — provide incentives for city rebate programs to replant new trees.

- 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 Central Plains Ribfest, Swedish Days 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.