



City of Burwell, Nebraska

Comprehensive Plan and Zoning / Subdivision Ordinance





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Marvin Planning Consultants, David City, Nebraska

CITY OF BURWELL, NEBRASKA
ORDINANCE NO. 582

AN ORDINANCE OF THE CITY OF BURWELL, NEBRASKA TO APPROVE AND ADOPT A COMPREHENSIVE DEVELOPMENT PLAN FOR THE CITY OF BURWELL, NEBRASKA, WHICH PLAN IS INCORPORATED FULLY HEREIN BY REFERENCE, INCLUDING THAT AREA WITHIN ONE-MILE OF THE CORPORATE LIMITS OF THE CITY OF BURWELL.

WHEREAS, the City of Burwell Planning Commission has worked to develop a Comprehensive Development Plan, in conformance with Neb. Rev. Stat. §19-903;

WHEREAS, the City of Burwell Planning Commission has duly held a Public Hearing,

WHEREAS, the City of Burwell Planning Commission has made a recommendation for adoption of the City of Burwell, Nebraska, Comprehensive Plan, to the City Council of Burwell, Nebraska;

WHEREAS, the City Council of Burwell, Nebraska, has held the required Public Hearing to collect public input on the proposed comprehensive development plan;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL FOR THE CITY OF BURWELL, NEBRASKA:

That the City Council adopts Ordinance No. 582 incorporating the City of Burwell, Nebraska, Comprehensive Plan, including the extraterritorial jurisdiction extending one-mile from the corporate limits of the City, as recommended by the City of Burwell Planning Commission and after completion of the required Public Hearings, with such Plan in full being attached hereto and incorporated fully herein by reference.

Passed and Approved this 10th day of September of 2024.



ATTEST:

Amy Hughes
City Clerk

Terry L. Core
Mayor

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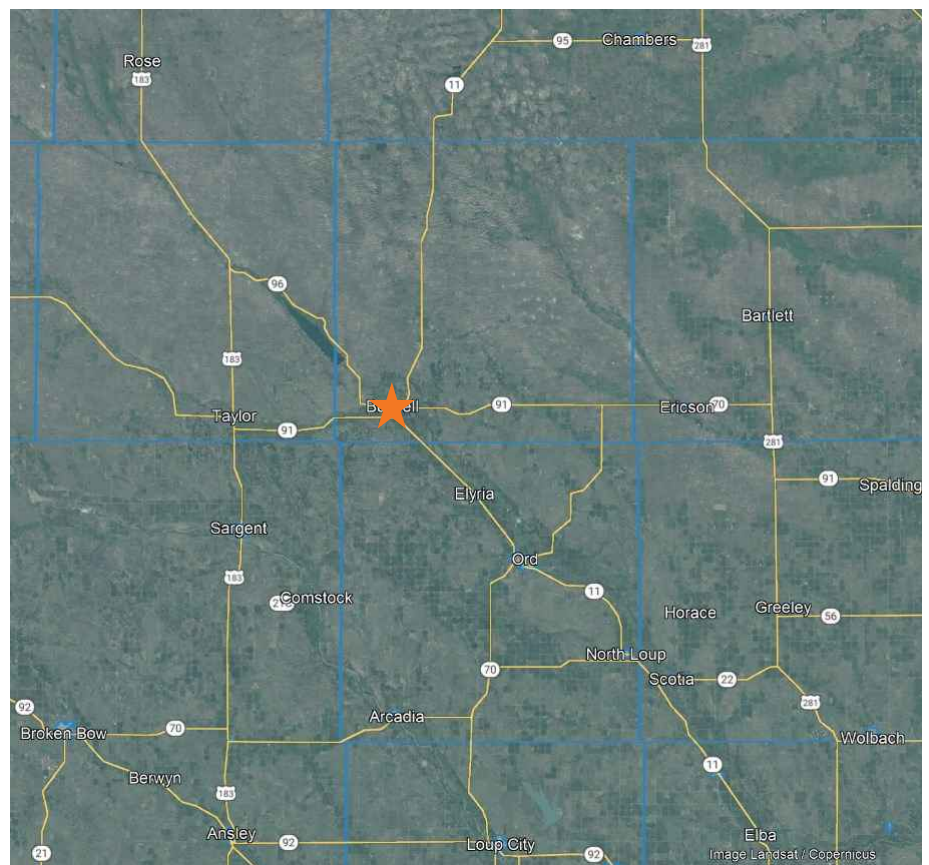
Chapter One

The Comprehensive Plan

The City of Burwell is home to over 1,000 residents. The community is located in central Nebraska on the North Loup River, at the edge of the vast Nebraska Sandhills. Burwell is the county seat of Garfield County, a retail center for a rich agricultural region, and the primary gateway to the Calamus Reservoir recreation area.

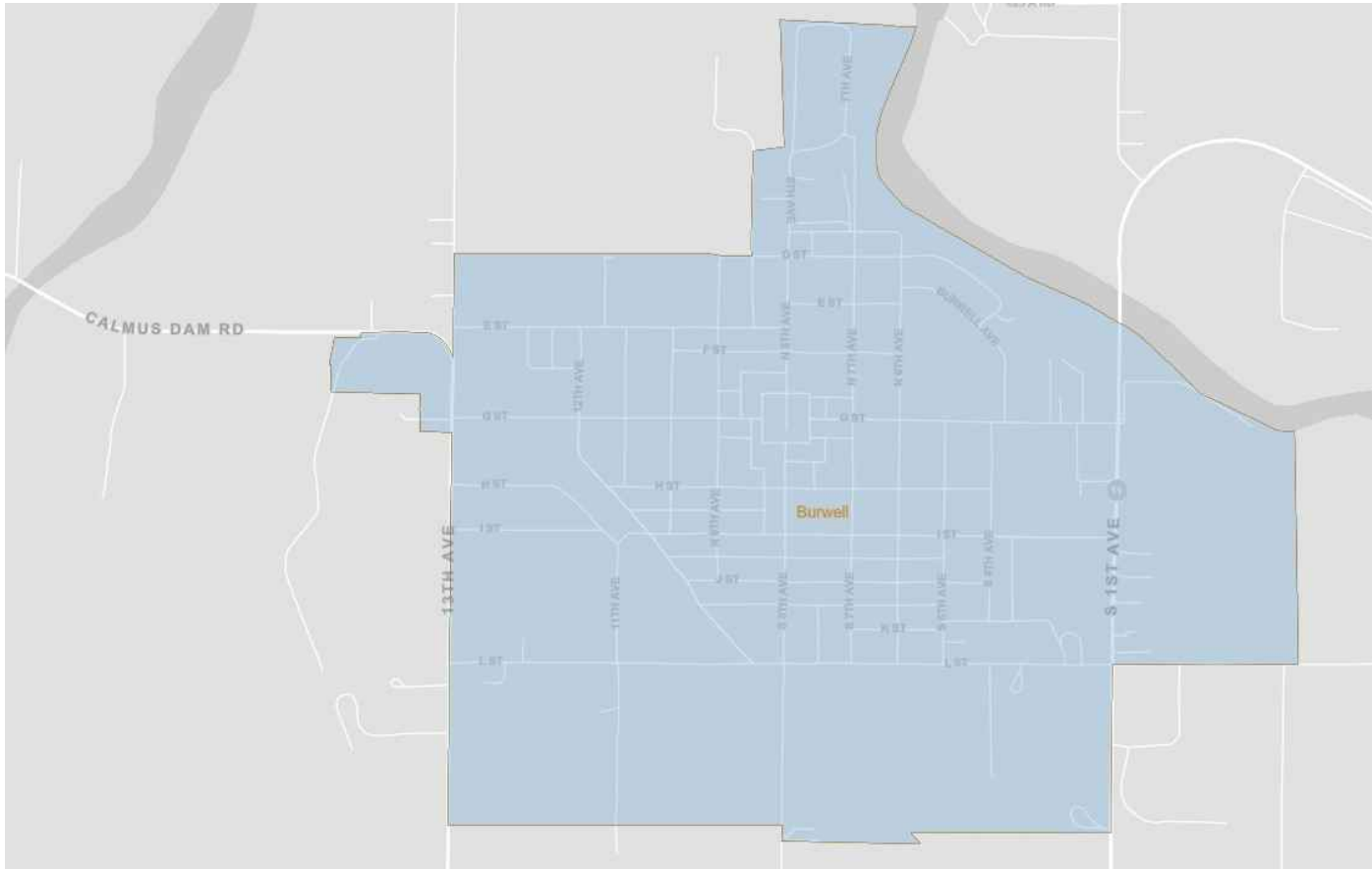
The incorporated limits of Burwell are approximately 1.04 square miles in area. Nebraska Highway 11 connects the city to points north and south. Nebraska Highway 91 and Highway 96 run east and west, while US Highway 183 runs north and south just west of Burwell. Interstate 80 is about a 90-minute drive south at Grand Island or Kearney. Burwell is "Where the Good Life Grows".

FIGURE 1.1: BURWELL AND CENTRAL NEBRASKA



Source: Google Earth

FIGURE 1.2: CITY OF BURWELL



Source: US Census Bureau

HISTORY

The area at the convergence of the North Loup and Calamus Rivers was initially named The Forks by the early homesteaders. The first settlers arrived in 1872 and 1873. Fort Hartsuff was established in 1874, about 8 miles southwest of the ultimate location of Burwell, and was active until 1881. Garfield County was formed the same year.

The city of Burwell was founded in 1883, in anticipation of the extension of the Chicago, Burlington and Quincy Railroad which reached the townsite in 1887. A heated debate took place to determine the county seat, which Burwell won by a vote in 1890.

The city of Burwell was platted by F.A. Webster and I.B. Nelson, and named in honor of Miss Ada Burwell who was engaged to marry F.A. Webster's brother. The plat featured a central "public octagon"; however, neither the courthouse nor a public square was established and the lots on Grand Avenue square were sold for commercial development.

In 1896, a city ordinance required sidewalks in the city. In 1905, a tornado destroyed many building in the north section of town, many of which were rebuilt with brick.

The Nebraska Sand Hills became rich cattle country. By the 1930s, ranching had become an integral part of Burwell's

economy and the local livestock market become one of the largest cattle auctions in the nation.

Every summer since 1921, Burwell has hosted "Nebraska's Big Rodeo". The first Burwell Rodeo took place just north of the present rodeo grounds. Today the annual event, usually held in July, has grown into Nebraska's largest rodeo and draws fans from across the United States, becoming an important staple of the local economy.

Burwell was also one of the initial FFA chapters of the state of Nebraska. The chapter was chartered March 1929.

FIGURE 1.3: SANBORN MAPS, 1912



Source: Library of Congress

The Calamus Dam was constructed west of Burwell in the 1980s as part of the federal Pick-Sloan Missouri Basin Program. The earthen dam is 96 feet high and 147 feet long. While the 5,142 acres of water is primarily located in Loup County, the 31 miles of shoreline and the Calamus State Recreation Area provide growing economic opportunities to the city of Burwell.

COMPREHENSIVE PLAN

The Comprehensive Plan is The City of Burwell's primary policy guide concerning the location, character, and type of growth and development anticipated over the next 20 years. Previous comprehensive plans were prepared in 1985 and 2006.

This Comprehensive Plan is intended to:

- I. Promote orderly growth and development in the city;
- II. Provide policy guidelines to enable citizens and elected officials to make better informed decisions about the future of the city;

- III. Provide a guideline for the location of future development and uses within the planning jurisdiction of Burwell;
- IV. Provide a vision and direction for the future planning period of the city, and;
- V. Act as an information and management tool for city leaders to use in their decision-making process when considering future development.

The Comprehensive Plan **is not a static document**; it should evolve as changes in the land use, population, or local economy occur during the planning period (2024 to 2044).

THE PLANNING PROCESS

The Comprehensive Plan process begins with the development of general goals and policies, based upon current and future issues faced by the County and its residents. These are intended to be practical guidelines for addressing existing conditions and guiding future growth.

In conjunction with the development of general goals and policies, a data collection phase occurs, with data providing a snapshot of the past and present conditions within the county. Analysis of data provides a basis for developing forecasts of future land use demands, as well as future needs regarding housing and facilities.

The Comprehensive Plan is a **blueprint** designed to identify, assess, and develop actions and policies in the areas of population, land use, transportation, housing, economic development, community facilities, communications, and utilities. The Comprehensive Plan contains recommendations that when implemented will be of value to the County and its residents. Tools, programs, and methods necessary to carry out the recommendations will be identified through the process.

Nevertheless, implementation of the development policies contained within the Comprehensive Plan is dependent upon the adoption of the plan by the governing body and the leadership exercised by the present and future elected and appointed officials of The City of Burwell.



PLAN PREPARATION

This plan was prepared under the direction of The City of Burwell Planning Commission, with the assistance and participation of the Burwell City Council, City staff, and citizens of Burwell.

The time period for achieving the goals and objectives identified in the City of Burwell Comprehensive Plan is 20 years. However, most action items are intended to have a 10-year timeframe, and the City should

The Plan is only one of several tools within the toolbox that helps guide the community into the future.

review the plan annually and update the document every 10 years (2033), or when major, unanticipated opportunity arises. Completing updates every ten years or so will allow the City to incorporate new ideas and developments as they occur, to better adapt to changing conditions.

PLAN COMPONENTS

Nebraska State Statutes require the inclusion of certain elements in a Comprehensive Plan. This document is comprised of the following chapters:

- 1) Introduction
- 2) Community Engagement
- 3) Population
- 4) Housing
- 5) Economic and Community Development

- 6) Community Facilities
- 7) Parks and Recreation
- 8) Public Safety
- 9) Livability & Health
- 10) Communications, Utilities, and Energy
- 11) Hazard Mitigation
- 12) Land Use
- 13) Annexation
- 14) Transportation
- 15) Implementation

A "Comprehensive Development Plan," as defined in Neb. Rev. Stat. § 19-903 (Reissue 1997), shall meet the following descriptions and requirements:

The regulations and restrictions authorized by sections 19-901 to 19-915 shall be in accordance with a comprehensive development plan which shall consist of both graphic and textual material and shall be designed to accommodate anticipated long-range future growth which shall be based upon documented population and economic projections. The comprehensive development plan shall, among other possible elements, include:

(1) A land-use element which designates the proposed general distributions, general location, and extent of the uses of land for agriculture, housing, commerce, industry, recreation, education, public buildings and lands, and other categories of public and private use of land;

The Comprehensive Plan is a vision presented in text, graphics and tables representing the desires of the county and its residents for the future.

(2) The general location, character, and extent of existing and proposed major roads, streets, and highways, and air and other transportation routes and facilities;

(3) The general location, type, capacity, and area served of present and projected or needed community facilities including recreation facilities, schools, libraries, other public buildings, and public utilities and services; and

(4)(a) When next amended after January 1, 1995, an identification of sanitary and improvement districts, subdivisions, industrial tracts, commercial tracts, and other discrete developed areas which are or in the future may be appropriate subjects for annexation and (b) a general review of the standards and qualifications that should be met to enable the municipality to undertake annexation of such areas. Failure of the plan to identify subjects for annexation or to set out standards or qualifications for annexation shall not serve as the basis for any challenge to the validity of an annexation ordinance.

Regulations shall be designed to lessen congestion in the streets; to secure safety from fire, panic, and other dangers; to promote health and the general welfare; to provide adequate light and air; to prevent the overcrowding of land; to secure safety from flood; to avoid undue concentration of population; to facilitate the

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

adequate provision of transportation, water, sewerage, schools, parks and other public requirements; to protect property against blight and depreciation; to protect the tax base; to secure economy in governmental expenditures; and to preserve, protect, and enhance historic buildings, places, and districts.

Such regulations shall be made with reasonable consideration, among other things, for the character of the district and its peculiar suitability for particular uses and with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout such municipality.

Analyzing past and existing demographic, housing, economic and social trends permits the projection of likely conditions in the future. Projections and forecasts are useful tools in planning for the future; however, these tools are not always accurate and may change due to unforeseen factors. Also, past trends may be skewed or the data may be inaccurate, creating a distorted picture of past conditions. Therefore, it is important for The City of Burwell to closely monitor

population, housing and economic conditions that may impact the county.

Through periodic monitoring, the City can adapt and adjust to changes at the local level. Having the ability to adapt to socio-economic change allows the City to maintain an effective Comprehensive Plan for the future, to enhance the quality of life, and to raise the standard of living for all residents.

The Comprehensive Plan records where the City of Burwell has been, where it is now, and where it likely will be in the future. Having this record in the Comprehensive Plan will serve to inform county officials as much as possible.

CITY JURISDICTION

The Burwell City Council, performs the governmental functions for the City. Pursuant to Neb. Rev. Stat. §17-1002, the planning and zoning jurisdiction for the City of Burwell includes the corporate area as well as the area within one mile of their corporate limits, the City's extra-territorial jurisdiction or ETJ.

PLAN ADOPTION

When it is time to adopt this Comprehensive Plan, the City has the opportunity to choose the means of adoption. State Statutes allow for the Plan to be adopted as either a Resolution or an Ordinance. However, the means used to adopt the Plan is the process to be used in the future to amend it.

Adoption of the Comprehensive Plan requires both the Planning Commission and City Council hold separate Public Hearings. After the Planning Commission Public Hearing, the Planning Commission makes a recommendation to the City Council, who then holds their Public Hearing.

Notice of both Public Hearings is required to be published in the newspaper of general circulation a minimum of 10 days prior to each hearing. Neb. Rev. Stat. §17-1001 requires notice to the County Board at least 30 days prior to a final decision affecting the ETJ.



Chapter Two Community Engagement

Community engagement is critical to a successful planning effort. The Comprehensive Plan is a reflection of where a community is and has been, and where members of the community want to go in the future.

PARTICIPATION METHODS

Transparent and frequent public participation was designed as a major component of this plan.

PUBLIC MEETINGS

The Kick-off Meeting was held on September 20, 2022, at the Garfield County Courthouse in Burwell. Marvin Planning Consultants (MPC) staff conducted a Planning 101 briefing and discussed community concerns and area development trends.

The Technical Advisory Committee met on January 5, 2023. The planning team discussed the profile of population, housing, and economic development statistics, and direction for public process through the winter and spring. Staff also met with the consultants several time by phone and zoom throughout the planning process.

Town Hall

The City of Burwell held a Town Hall meeting on Monday October 30, 2023, at the Hitching Post, 440 Grande Avenue. The meeting and survey (following) were advertised by mail, through press releases, and by social media and printed flyers. The Calamus Area Community Fund also spread the word through their network.



Over 50 people were in attendance, and the Calamus Area Community Fund provided refreshments. City staff opened the meeting with an update on the City's marketing efforts. MPC staff then gave a brief overview of the Comprehensive Plan update process. They facilitated discussion with a series of questions, with each table reporting out a sample of one or two responses.

Why do you choose to live or have a business in Burwell?

- Supportive community
- Family heritage/ranching tradition
- Small town quality of life
- Recreational opportunities
- Opportunity for self-employment
- Tourism/amount of people who come to town
- Try that in a small town
- Safe community
- Voice are heard in decision making

What are the biggest opportunities Burwell has for the future?

- We can make anything happen
- Access to resources
- Create affordable housing
- Health care and services expansion
- Infrastructure - internet
- Day care = employment
- Diverse career fields
- Paved hike/bike trail
- Work anywhere



Kick-off Meeting , Burwell
 Source: Marvin Planning Consultants

What are the biggest challenges Burwell has right now?

- Housing x2
- Keep businesses tech up to date
- Retain local businesses
- Aging workforce - workforce vacuum
- CAVE people
- Keep the town from dying
- Healthcare access
- City infrastructure
- Aging buildings
- Tourism offseason

What do you love about Burwell?

- Diverse community - something for everybody
- Small town
- Choices and options
- Neighbors
- People believe in the town
- Community is trusting and safe
- Community involvement
- Community support
- Pizza palace
- No stop lights

How would you describe the ideal Burwell 20 years from now?

- Youth returning/taking leadership roles
- High occupancy of business/buildings in town
- Population growth
- Thriving Grand Avenue square
- Same businesses are still in business
- Lean into opportunity of lake tourism
- Overcomes challenges
- Stay in upward trajectory
- Same small town feel but modern
- Rooftop bar

Participants from the Calamus Area Community Fund, Nebraska Cooperative Extension, and Central Nebraska Economic Development District, assisted in facilitating the public discussion. Detailed notes from the Town Hall meeting are included in Appendix A.

Focus Groups and Interviews

MPC staff made several trips to Burwell for research and to talk to

members of the public. On March 30, 2023, the team met with focus groups representing city staff, small business owners, the hospitality industry, and local economic development.

The planning team met with representatives of Burwell Public Schools' student council ahead of the Town Hall on October 30th. The students, in grades 8-12, lived in the City and in rural Garfield County. Regarding what they like about Burwell, they cited Rodeo—Nebraska's Big Rodeo week, high school rodeo, and the overall rodeo lifestyle supported by the community. Agriculture is a big part of the community and several plan to work on a farm or ranch, or in agri-business in town.

FIGURE 2.1: MEDIA COVERAGE



Students also cited Calamus Lake and recreation opportunities as a draw back to Burwell. They appreciate the community's support, for student success and for the school system, but would like to see more activities and events for teens. Overall, they want to see Burwell remain a community with tourism, rather than change to a tourist town.

PROJECT WEBSITE

MPC established a project website at <https://tinyurl.com/burwellcomplan>. The project website served as a vehicle for community input on the Comprehensive Plan project. The website also included a link to the survey.

SURVEY

The Burwell Comprehensive Plan Survey was developed in support of the planning effort to encourage community engagement. The survey was open and advertised during summer and autumn 2023.

The project team composed a survey instrument using the online SurveyMonkey tool, with links by QR codes on flyers, and provided on the project website. Paper copies of the survey were made available across the community.

There were 106 respondents to the survey, with the largest group (20%) living in the city of Burwell for only one to five years. Just under 3% lived outside of the city.

The largest age group (21%) were age 55-64 years. Approximately half (52%) were employed full-time, 20% were

self-employed, and another 20% were retired. About 30% worked in Agriculture, and 22% were employed in Education and health services. Approximately 60% work at/from home or have a commute less than 15 minutes. Approximately 30% reported they have earned a college or university degree, 26% completed community/technical/vocational education, and 21% have a graduate/advanced degree.

Survey Results

Results of the survey inform each element of the comprehensive plan. Certain themes were raised in the survey, including:

- Just over half (51%) feel Burwell is a high or very high quality place to live; while about 1/3 (38%) of respondents felt the city is neither a high nor low quality place to live. Some noted concerns that visitors are driving up the cost of living.
- Among respondents, 2/3 (65%) agreed they were confident in Burwell's future.
- Respondents ranked Burwell well as a community overall.
- A majority strongly agreed that Calamus Reservoir is critical to the economic viability of Burwell (54%) and the Burwell Rodeo drives major boosts in the local economy every summer (50%).
- The largest groups disagree that there are adequate cultural opportunities, events, and activities (29%).
- 58% strongly agree that retaining current business is key to Burwell's economic survival. Half (50%) strongly agree that Burwell has a

likable rural and small town atmosphere.

- 56% strongly agree more affordable housing is needed for young families.
- Three quarters (76%) strongly agree "The Sandhills are an important resource for the future of Burwell";
- 54% strongly agree "I think large wind mills would ruin my view of the landscape" while 70% strongly disagree that "Wind farms can be attractive"; 62% strongly disagree with the statement "Wind farms will strengthen our economy"; and 53% strongly disagree with the statement "Wind energy will help us protect other natural resources in Burwell."
- 57% strongly disagree with the statement "Solar farms can be attractive" and 51% strongly disagree with the statement "Solar farms will strengthen our economy."

More detailed results are included in Appendix A.

GOALS AND ACTIONS

Planning for future land use and development is an ongoing process of goal setting and problem solving aimed at creating the conditions for a better quality of life. Planning focuses on ways of solving existing problems within the county, and providing a action-oriented tool for local leaders and residents to achieve their vision for the future.

The goals of the *City of Burwell Comprehensive Plan* are intended to address existing conditions and trends, and to



Town Hall Meeting, Burwell
 Source: Marvin Planning Consultants

address issues and concerns of citizens as expressed through community engagement.

Goals for the comprehensive plan are presented throughout the plan. Each chapter contains goals and action items to address each element.

- **Goals** are statements of what the citizens of the community want to achieve. A goal should be stated in a manner allowing it to be accomplished. Goals in this plan may include specific policies for land use and development. Goals inform policies of the City.
- **Action Items** are specific statements in support of goals. Action items are future-focused measures, projects, plans, or activities proposed to implement the comprehensive plan in the real world.

It is important to establish goals and actions over the short-term as well as long-term. Goals and action items should be evaluated, reviewed, and

updated regularly as conditions and resources change.

TOOLS AND STRATEGIES

There are a variety of tools and strategies lending further support to achieving the City's goals beyond specific action items identified in the comprehensive plan, such as Capital Improvements Programming (CIP). These activities should be reviewed during regular plan maintenance and included in the plan if and when appropriate.

Plan Maintenance and Review

As stated in the introductory chapter, the comprehensive plan is intended to address growth and development anticipated over the next 20 years. Goals are focused on the next 10 years, with specific action items identified for short-term and long-term implementation. As noted in the final chapter, Implementation and regular review are essential to bring this plan to life.



Chapter Three Population

People make a community. Population trends affect all aspects of a community including employment, housing, infrastructure, and fiscal stability. The local population grows and contracts as people are born and die, or move in and move out of a community. It is critical to understand how population

trends potentially impact the area. The City of Burwell's leaders need to understand where the community has been, where it is currently, and where it appears to be going.

Understanding how population ebbs and flows aids in identifying where the

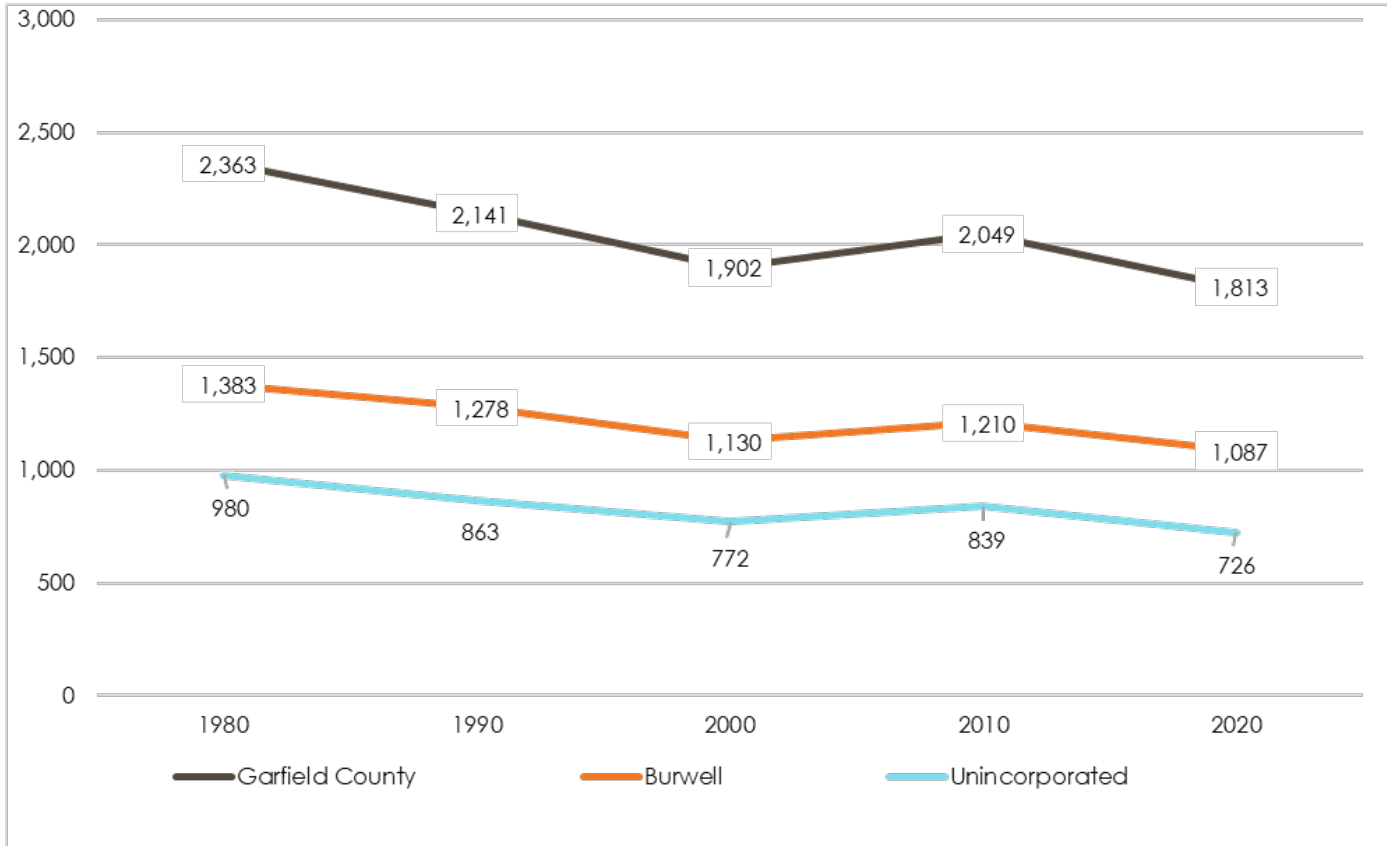
population may grow in the future and in determining potential impacts on demand for goods, services, public safety, and other needs. Projections then provide an basis for the City's future land use and development decisions, even though population projections are only estimates and unforeseen factors will likely affect projections.

The United States Census Bureau's American Community Survey (ACS) is the primary data source for this chapter. The most current, publicly available data is presented as appropriate. While the US Census Bureau's decennial census, which has taken place every 10 years since 1790, is well-known, difficulties with Census collection in 2020 have delayed the release of more detailed information. Also,



Burwell Public Schools
Source: Marvin Planning Consultants

FIGURE 3.1: POPULATION TRENDS 1980-2020 FOR BURWELL AND GARFIELD COUNTY



Source: U.S. Census Bureau 1980 - 2020.

many demographic and economic indicators are not available at the local level for a smaller community. The analysis in this section relies mostly on ACS data which are estimates based on the US Census Bureau's five-year running survey of all Americans. The primary data sets are the 2008-2012 data series for 2012, and the 2018-2022 data series for 2022.

TRENDS ANALYSIS

In 2020, the population of the city of Burwell was 1,087 persons. The population of Garfield County was 1,813. The most recent US Census estimate is that Burwell's population was 1,055 and Garfield County's population was 1,763 as of July 1, 2023.

The US Census Bureau's official decennial population counts for 1980 through 2020 for Burwell and Garfield County are shown in Figure 3.1. This data illustrates where the city has been and informs the projection of future population levels later in the chapter.

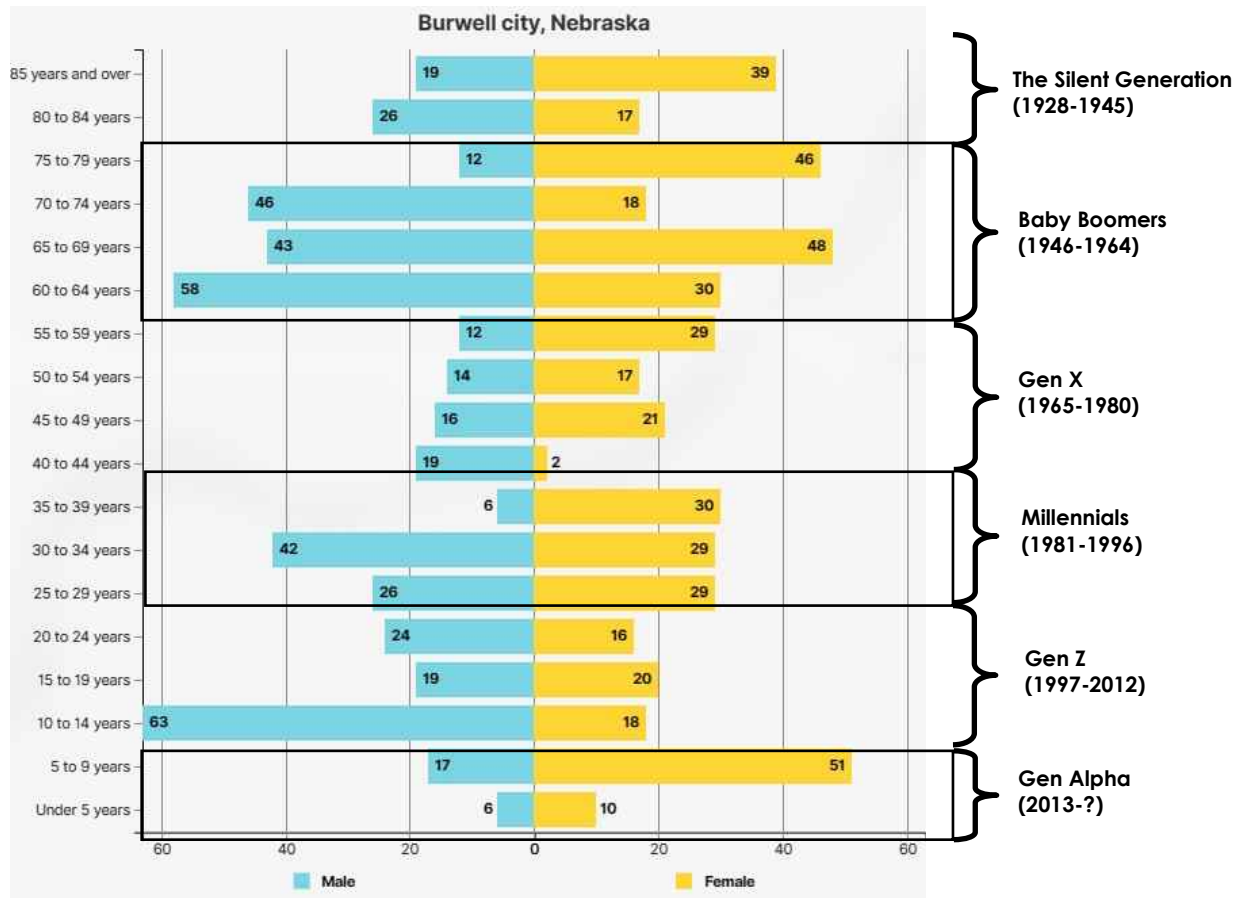
Overall, the city of Burwell has experienced a 21.4% decline in population—a loss of 296 residents—from 1980 to 2020. From 2010 to 2020 alone, the population fell by 10.2%. Garfield County overall experienced an even more significant rate of decline, losing 23.3% of its population from 1980 to 2020. This signified that the city was retaining more residents than the

unincorporated portions of the county. In fact, the city's share of the county's overall population increased from 53% in 1960 to 60% in 2020.

Figure 3.2 shows a population pyramid of the current age structure of Burwell, as reported by the American Community Survey (ACS) for 2018-2022. The largest cohort of men (14%) were boys age 10-14 years. The largest cohort of women were girls age 5-9 years (11%).

There were also many more women (8%) than men (4%) age 85 and over. Service providers for senior citizens should take this gender discrepancy into account during program planning.

FIGURE 3.2: POPULATION PYRAMID 2022



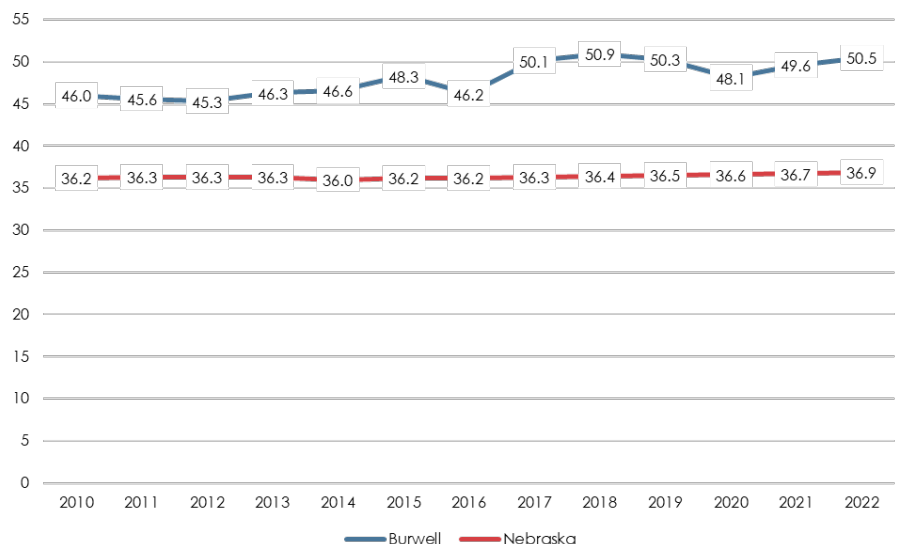
Source: U.S. Census Bureau American Community Survey 2018-2022.

Among the working age population ages 20-64, the smallest cohort among women were age 40-44 (0.4%) and among men were age 35-39 (1.3%).

MEDIAN AGE

The median age in Burwell increased from 46.0 years in 2010 to approximately 50.9 years in 2018, and 50.5 in 2022 (Figure 3.3). The overall median age across Nebraska increased by 0.7 years during the same period.

FIGURE 3.3: MEDIAN AGE 2010-2022



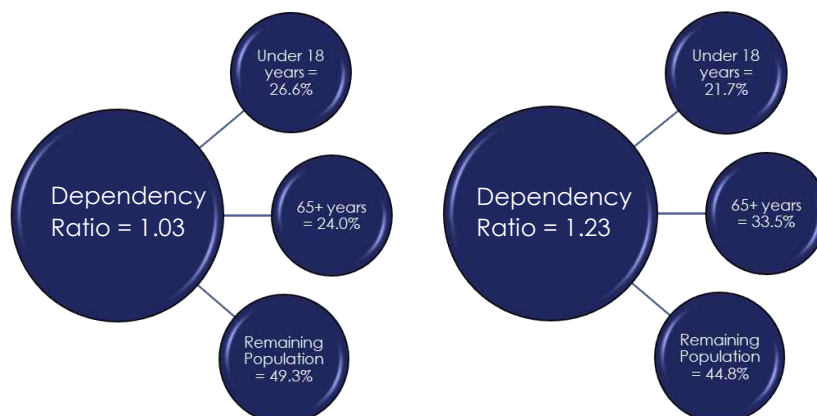
Source: American Community Survey 2006-2010 to 2018-2022

Dependency Ratio

The dependency ratio examines the portion of a community's population in the workforce, who can support age groups typically and historically dependent on the incomes of others.

- < 1: 1 Independent resident is able to support more than 1 Dependent resident
- = 1: 1 Independent resident able to support 1 Dependent resident
- > 1: 1 Independent resident able to support less than 1 Dependent resident
(% 18 years and younger + % 65 years and older) divided by % of remaining population

FIGURE 3.4: DEPENDENCY RATIO 2012 AND 2022



Sources: American Community Survey 2008-2012 & 2018-2022

was mostly stable, indicating that Burwell may be becoming a retirement destination.

In 2022, 94% of Burwell residents identified as White, compared to 82% in Nebraska statewide (Table 3.1). County-wide, 97% of residents identify as White. About 34% of city residents identify their ancestry as German, 13% as Irish, and 12% as English.

Burwell has seen new population identifying as Black and Some Other Race. Among all local residents, 4% identified as Hispanic or Latino of any race in

DEPENDENCY RATIO

Dependency ratios examine the portion of Burwell's population which supports typically dependent age groups, including youth under 18 years and senior citizens 65 years and older. (See the box above for details on calculating the ratio.) This ratio highlights the proportion of employed persons in the community who support themselves as well as older and younger dependent populations.

Figure 3.4 presents the dependency ratios in Burwell for 2012 and 2022. The share of persons less than 18 years of age decreased while the share of persons 65+ increased.

In 2012, Burwell had a Dependency Ratio of 1.03 (50.6%/49.3%). By 2022, the Ratio had increased to 1.23 (55.2%/44.8%). While there were a decreasing number of youth and working age population, the population 65 years and over

ETHNICITY

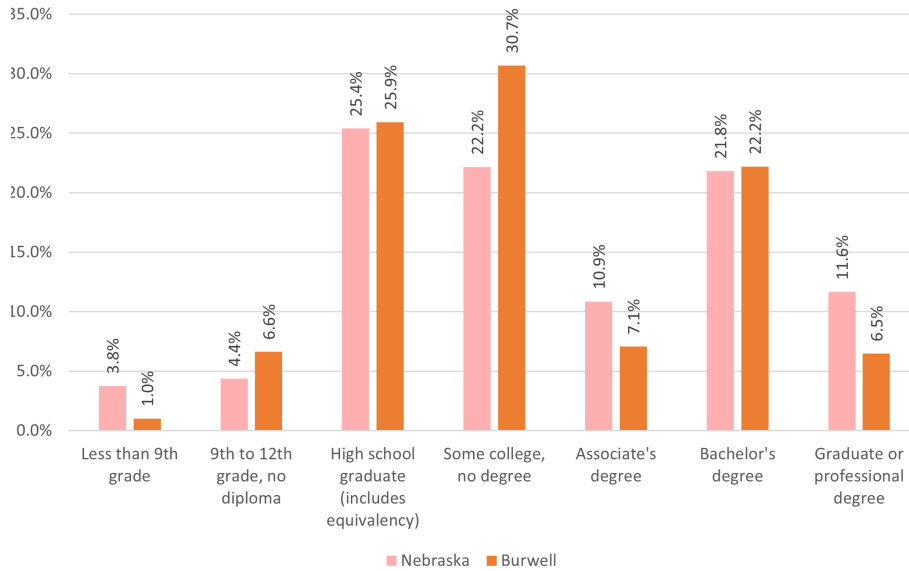
During the past decade, Burwell has seen a shift in the race and ethnicity of residents. Race and ethnicity are self-identification terms in which residents choose how they identify themselves.

TABLE 3.1: RACE AND ETHNICITY 2012-2022

Race	2012*		2022*		2012-2022	
	Number	% of total	Number	% of total	Net Change	% change
Estimated Population	1,364		938		(426)	-31.2%
White Alone	1,349	98.9%	878	93.6%	(471)	-34.9%
Black Alone	0	-	9	1.0%	9	-
American Indian Alone	0	-	0	-	-	-
Asian Alone	0	-	0	-	-	-
Native Hawaiian and Other Pacific Islander	0	-	0	-	-	-
Some Other Race Alone	0	-	39	4.2%	39	-
Two or More Races	15	1.1%	12	1.3%	-3	-20.0%
Hispanic Origin (Any Race)	0	-	39	4.2%	39	-

Source: American Community Survey 2008-2012 & 2018-2022. *ACS Estimate

FIGURE 3.5: EDUCATIONAL ATTAINMENT 2022



Source: American Community Survey 2018-2022.

2022. While this was an increase from 2012, and higher than Garfield County's figure of 3%, statewide 12% of all Nebraska residents identified as Hispanic in 2022.

EDUCATIONAL ATTAINMENT

The greatest number of Burwell residents are high school graduates, or have some college with no degree (Figure 3.5). Among Burwell residents 25 years and over, 29% had a Bachelor's Degree or higher In 2022. This compares to 34% of all Nebraskans. There were 92% of local residents who were High school graduate or higher, similar to the rate statewide.

VETERANS

Among Burwell residents 18 years and over, 12.4% are veterans, compared to 7.5% of Nebraskans overall. The largest group served during the Vietnam era.

About 43% of veterans in the city are age 75 years and over, and 68% are age 65 and over. About 16.5% of veterans had income below poverty level. Among veterans, 47% reported that they had a disability, compared to 20% of the general civilian population age 18 years and older.

COMPONENTS OF CHANGE

Population change includes both natural increase or decline (the difference between births and deaths) and migration (the difference between people moving in and out of a community). For example, many communities experience natural increase (more births than deaths) yet face a declining population due to out-migration.

AGE STRUCTURE ANALYSIS

Age structure is a component of population analysis. Each age group affects the profile of the local population in different ways. For example, a larger population of young adults (20-44 years) will typically indicate the potential for a larger number of children moving forward as they expand their families. The size of working-age groups also signals

TABLE 3.2: AGE CHARACTERISTICS 2012-2022

Population Estimates					
Age in 2012	2012 population*	Age in 2022	2022 population*	Cohort Change	% Change
		0-4	16	-	-
		5-9	68	-	-
0-4	68	10-14	81	13	18.8%
5-9	147	15-19	39	(108)	-73.5%
10-14	100	20-24	40	(60)	-59.8%
15-19	91	25-29	55	(36)	-39.8%
20-24	5	30-34	71	66	1201.3%
25-29	94	35-39	36	(58)	-61.7%
30-34	65	40-44	21	(44)	-67.9%
35-44	106	45-54	68	(38)	-36.1%
45-54	243	55-64	129	(114)	-46.9%
55-64	116	65-74	155	39	33.7%
65-74	102	75-84	101	(1)	-1.3%
75 & older	225	85 and over	58	(167)	-74.2%
Total	1,364		938	(426)	-31.2%

Source: American Community Survey 2008-2012 & 2018-2022. *ACS Estimate

the availability of workforce to fill new jobs.

Table 3.2 presents the age group structure for Burwell in 2012 and 2022. Age structure provides an understanding of where population shifts are occurring. Reviewing population in this manner also informs a more detailed analysis of which specific groups are moving in and out of the community. Negative changes in a group indicate a combination of net out-migration and deaths.

Burwell saw growth from 2012 to 2022 in only a few age groups—the 10-14, 30-34, and 65-74 groups (age in 2022). The 0-4 and 5-9 groups always show an

increase, since these individuals were born between the two Census survey periods. The 30-34 age group grew substantially, a significant gain for the city. This age group is typically young families, who may be returning to their hometown or are attracted by an opportunity to raise their families in a rural community.

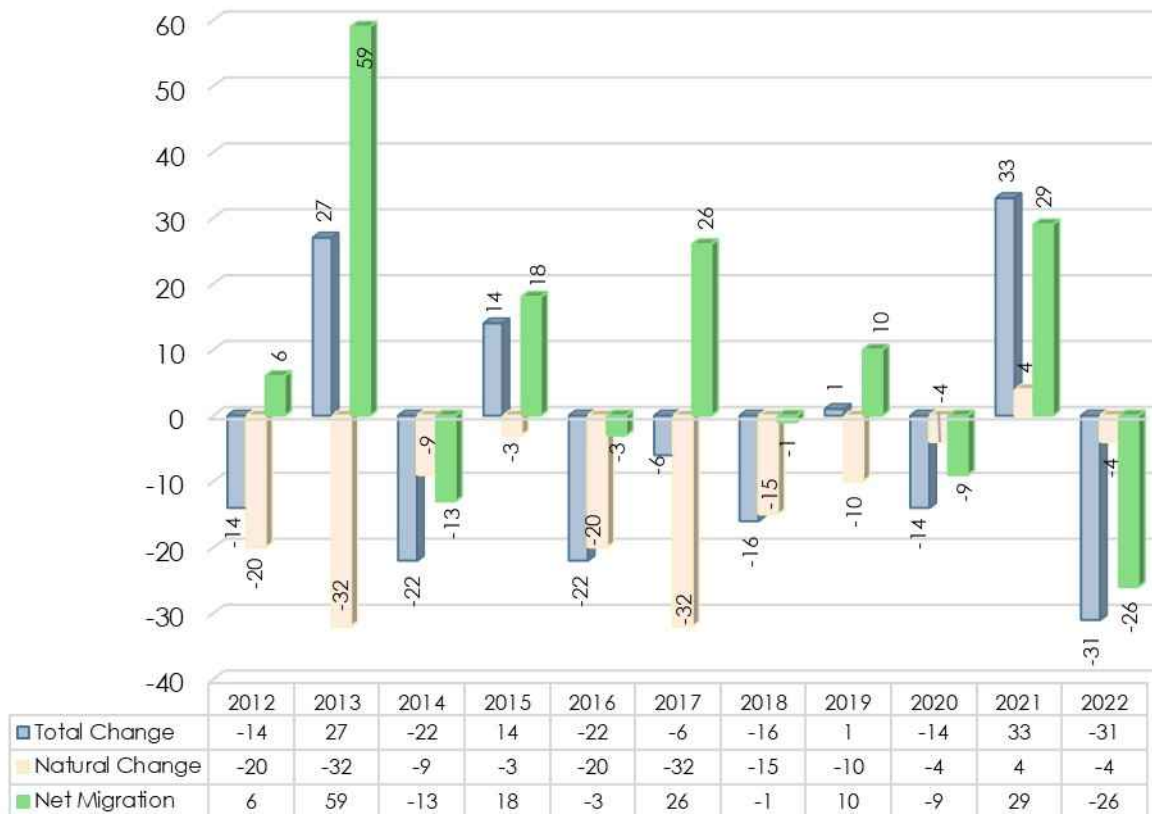
The remaining age groups were reduced from 2012 to 2022, through natural decrease (deaths) and net out-migration. As might be expected, the largest population decreases were in the oldest age groups, which typically experience decrease through migration to specialized care facilities in other communities and amenity

migration, as well as natural decrease. There were also large decreases as young people left the city for higher education and entry-level job opportunities. This reinforces the importance of being open to those young families looking for the small town lifestyle that Burwell has to offer.

NATURAL CHANGE AND NET MIGRATION

The US Census Bureau provides annual estimates of population change. At the county and state level, the Census also estimates natural change—the difference between births and deaths, and net migration—the difference between people moving in to the county or state and the people moving out including

FIGURE 3.6: GARFIELD COUNTY POPULATION COMPONENTS OF CHANGE 2012-2022



Source: U.S. Census Bureau

within a state, between states, and international migration.

The components of change for Garfield County are shown in Figure 3.6. The county experienced negative natural change—fewer births than deaths—each year from 2010-2011 to 2019-2020. In 2013, 2015, and 2019, the county grew due to net in-migration. In 2021, the county actually grew by natural change and net migration.

The *Nebraska 2016 Vital Statistics Report*, the latest data available from the State of Nebraska, reported 15 births to mothers who resided in Garfield County in 2016, 16 in 2015, 24 in 2014, and 15 in 2013. The same source reported 39 deaths of residents of Garfield County in 2016, 31 in 2015, 23 in 2014, and 42 in 2013.

These are estimates at the county-level and may not reflect actual conditions in the city.

POPULATION PROJECTIONS

Population projections are future estimates based upon past and present circumstances. There are different methods commonly used to project future population, with advantages and disadvantages for smaller and larger communities. Several factors (demographics, economics, social, etc.) also affect the relationship between projections and ultimate population levels, positively or negatively.

The University of Nebraska-Omaha Center for Public Affairs Research (the State Data Center) develops official population projections for

Nebraska counties, based on trends with both natural change and migration rates. The most recent report, composed after the release of the US Census 2020 complete count, projects that Garfield County's population of 1,813 in 2020 will continue to decrease, to:

- 1,922 by 2030,
- 1,846 by 2040,
- 1,780 by 2050.

Trend Line Analysis

Trend Line Analysis is a process of projecting future population based upon the rate of change during a specified period of time. For this analysis, several different population trend lines were reviewed for the city of Burwell, including 2010 to 2020, 2000 to 2020, 1990 to 2020, and 1970 to 2020. Results for Burwell are shown in the side bar.

For the purposes of this plan, three population projections were selected to illustrate possible growth scenarios (Figure 3.7).

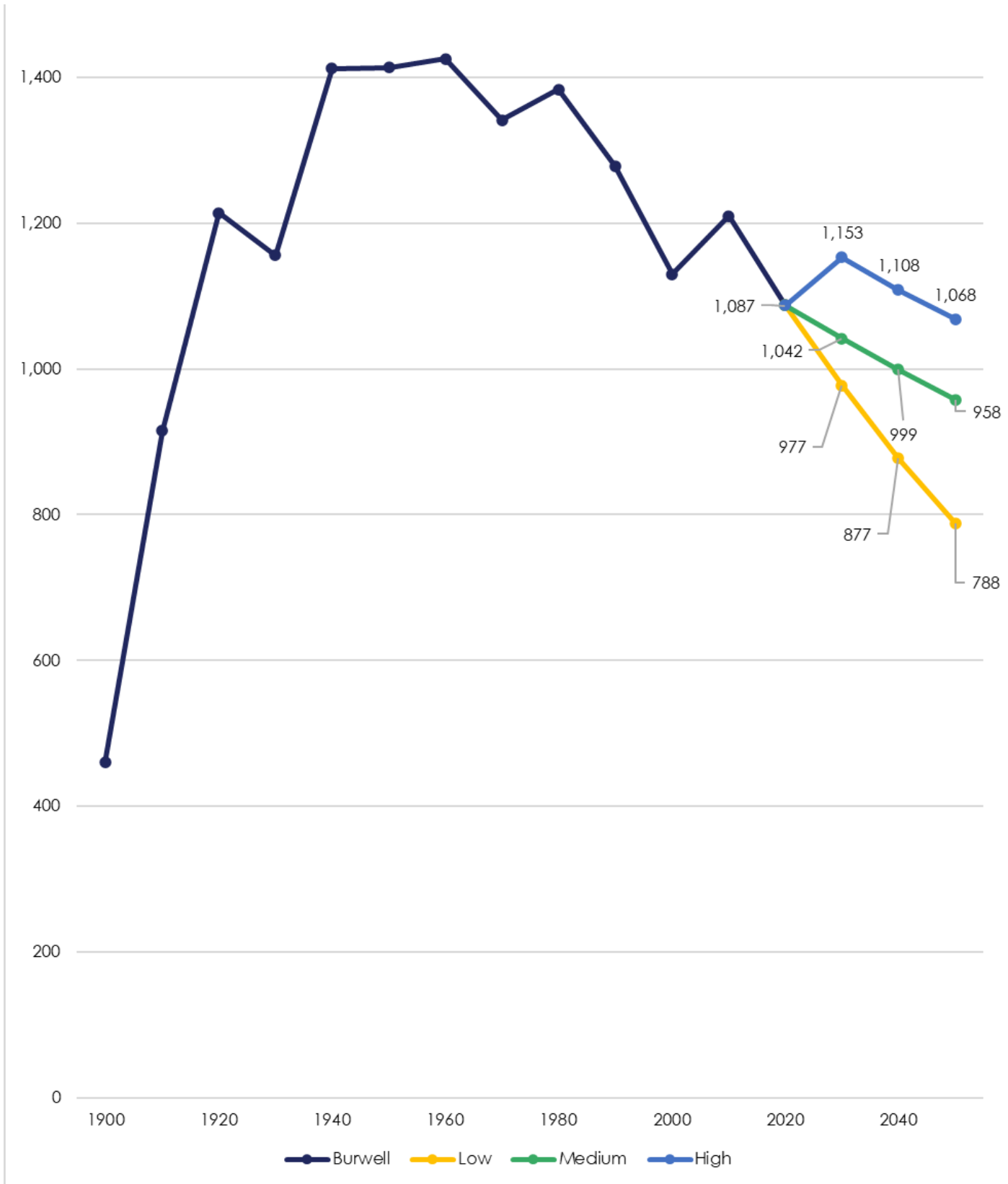
LOW: The 10-year trend was selected for the Low Series and may be considered a worst-case scenario. It is unlikely that the city will continue to lose population at this rate, yet serves as a baseline for planning purposes. If the City is prepared for population at this level, they will be prepared for more moderate population change.

MEDIUM: The long-term 50-year trend was selected as the Medium Series. The long-view evens out the ebbs and flows of population change.

Burwell Trend Line Analysis	
Year	Ten-Year Trend
2020	1,087 persons
2030	977 persons
2040	877 persons
2050	788 persons
Year	Twenty-Year Trend
2020	1,087 persons
2030	1,066 persons
2040	1,046 persons
2050	1,026 persons
Year	Thirty-Year Trend
2020	1,087 persons
2030	1,030 persons
2040	976 persons
2050	925 persons
Year	Fifty-Year Trend
2020	1,087 persons
2030	1,042 persons
2040	999 persons
2050	958 persons

HIGH: The State Data Center projections serve as the High Series. This series assumes that Burwell will continue to make up about 60% of Garfield County's population, and applies that share to UNO's projection of the County's long-term population. This is an optimistic scenario that can also serve as a goal—working towards growth by making Burwell an even more attractive place to live.

FIGURE 3.7: BURWELL POPULATION AND PROJECTIONS



Sources: Nebraska State Data Center, Center for Public Affairs Research, University of Nebraska at Omaha, U.S. Census Bureau 1970 - 2020, Marvin Planning Consultants



Chapter Four Housing

Residential neighborhoods make up the majority of most cities, including Burwell. The housing profile for the comprehensive plan presents data about past and present housing conditions, while identifying potential needs including provisions for safe, decent, sanitary, and affordable housing for every resident of the city.

Future housing needs are affected by several factors including population change, household income, employment rates, land use patterns, and residents' expectations. The following data provide information to aid in determining future housing needs and develop policies designed to accomplish the housing goals for The City of Burwell.

HOUSEHOLD CHARACTER

The US Census Bureau's American Community Survey (ACS) reported that the total number of households in Burwell fell between the surveys of 2008-2012 and 2018-2022 (Table 4.1). It should be noted that the ACS is a rolling survey used to

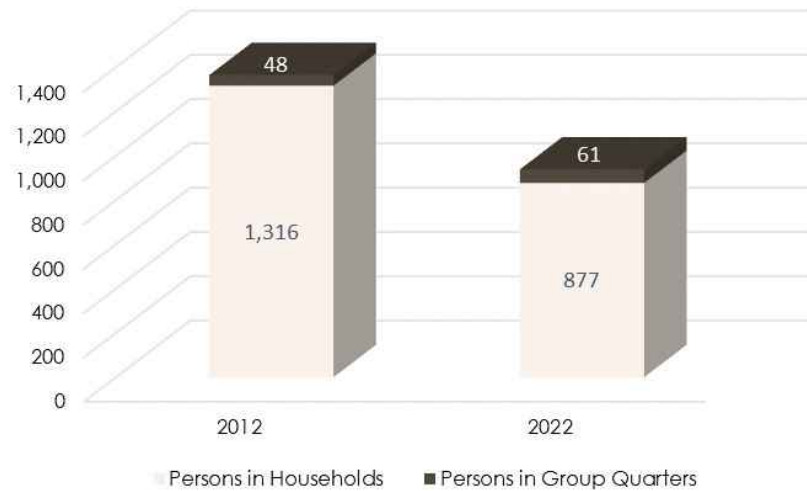
estimate totals and is subject to margins of error that are more pronounced for smaller areas.

While the number of households counted by the US Census Bureau fell by 26%, the estimated population declined by approximately 31% over the same time period. Even so, there was a decrease in the average household size to 2.16 persons.

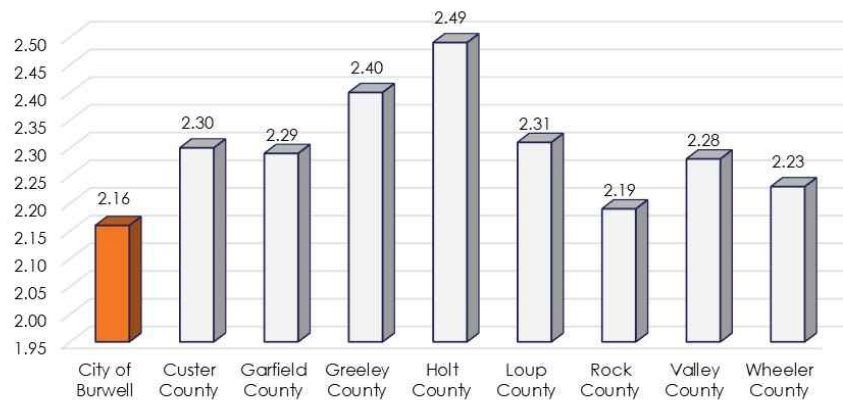
TABLE 4.1: BURWELL HOUSEHOLDS 2012-2022

	2012	2022	2012-2022
Total Households	548	406	-26%
Average Household Size	2.40	2.16	
Married-couple household	288	219	-24%
Householder living alone	214	155	-28%
Households with one or more under 18 years	154	97	-37%
Households with one or more 65 years and over	210	177	-16%
Householder living alone, 65 years and over	119	93	-22%

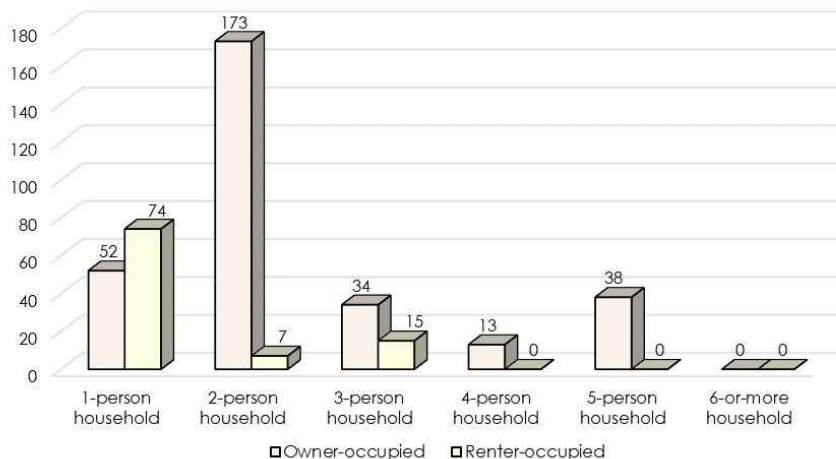
Source: American Community Survey 2008-2012 & 2018-2022.

FIGURE 4.1: HOUSEHOLD POPULATIONS 2012-2022


Source: American Community Survey 2008-2012 & 2018-2022.

FIGURE 4.2: AVERAGE HOUSEHOLD SIZE 2022


Source: American Community Survey 2018-2022.

FIGURE 4.3: PERSONS BY HOUSEHOLD TYPE 2022


Source: American Community Survey 2018-2022.

The number of married-couple and individual householders both decreased. The number of households with children under 18 decreased by 37%, while the number of households with residents aged 65 years or over decreased by only 16%. About 23% of all households consisted of those 65 years and older living alone.

HOUSEHOLDS

In 2022, of the 938 estimated residents, there were 877 persons living in households and 61 living in group quarters (Figure 4.1). Between 2012 and 2022, the number of people living in households decreased by 33% and the number of people living in group quarters increased by 27%.

Figure 4.2 shows the average household size in the region. Nationally, household sizes have been getting smaller. In 2022, there was an average of 2.16 persons in each household in Burwell and 2.29 in Garfield

Group Quarters

The Census Bureau classifies all people not living in housing units (house, apartment, mobile home, rented rooms) as living in group quarters. There are two types of group quarters:

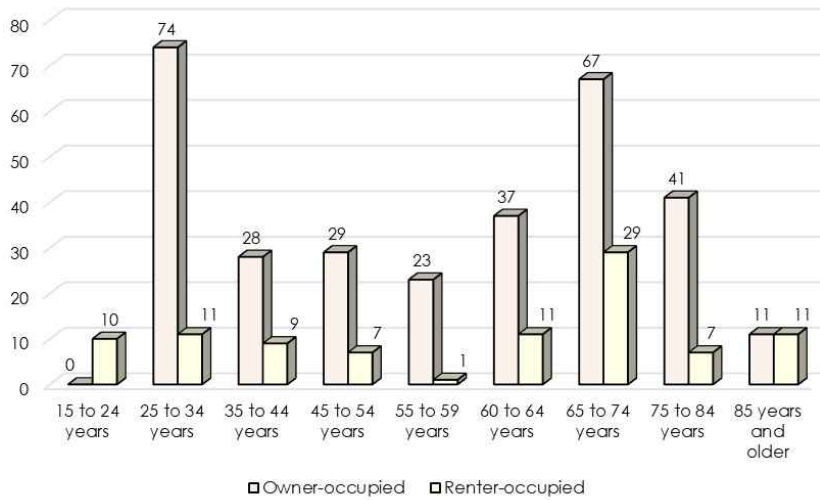
Institutional, such as:

- correctional facilities
- nursing homes
- or mental hospitals

Non-Institutional, such as

- college dormitories
- military barracks
- group homes
- missions
- or shelters

FIGURE 4.4: HOUSEHOLDER AGE BY HOUSEHOLD TYPE 2022



Source: American Community Survey 2018-2022.

County. This compares to 2.46 in Nebraska statewide.

The largest number of households were two-person households, in 173 owner-occupied housing units in 2022 (Figure 4.3). By comparison, the largest household size for rentals was one-person households in 65 housing units.

Overall, the largest household age cohort consists of those 65 to 74 years old (Figure 4.4). The largest number of owner-occupied householders (20%) were those aged 25 to 34 years. In Burwell, there appears to be demand for both home ownership and rental opportunities across the age spectrum.

HOUSING STOCK

The US Census Bureau's decennial Census counted 667 housing units in Burwell in 2010. As previously noted, the ACS is a rolling 5-year average. ACS 2006-2010 reported only reported 642 dwelling units in the city. ACS housing unit counts varied

between 670 and 718 between 2011 and 2018.

However, the decennial Census only found 584 housing units in Burwell in 2020. This was a contraction of -12.4%, which exceeded the Census

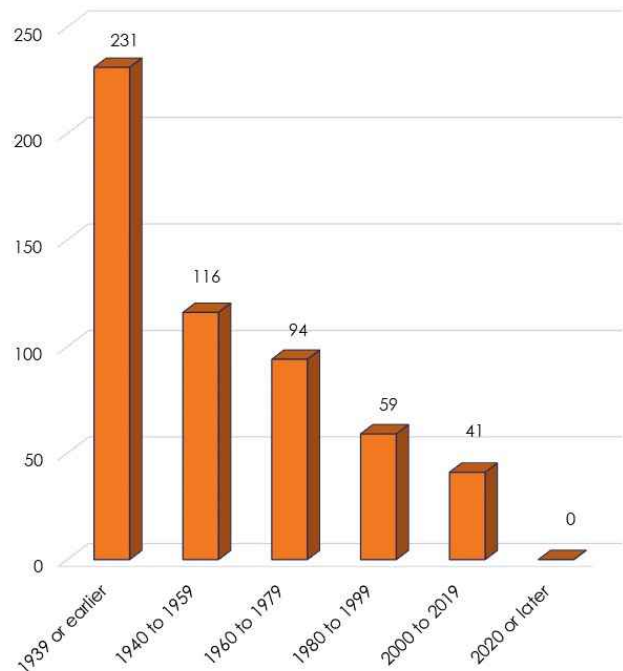
population loss of -10.2%. Between 2010 and 2020, Garfield County also experienced a loss of approximately 10.6% of housing units and 11.5% of its population in the same Census counts.

This may be due to challenges during the COVID-era count more than indicative of a major loss of homes in the city. Either way, the ACS count of housing units dropped from 665 for 2016-2020 to 588 for 2017-2021 to 541 for 2018-2022.

Age of Housing Units

Burwell's housing stock is aging. Figure 4.5 shows that 231 homes, or 43% of the city's housing units (as covered by the ACS), were constructed prior to 1940. This statistic includes older well-kept homes as well as homes likely in need of repair or rehabilitation.

FIGURE 4.5: AGE OF EXISTING HOUSING STOCK



Source: American Community Survey 2008-2012 & 2018-2022.

FIGURE 4.6: CITY OF BURWELL UNITS IN STRUCTURE 2022

The city has experienced decreasing construction activity since 1940. As older homes are taken out of the market, such as through disrepair, fire, or demolition, new housing units are needed just to replace the existing inventory.

The older age of homes in the city supports the need for home improvement assistance. An example would be a special weatherization program to bring older homes up to current energy efficiency standards.

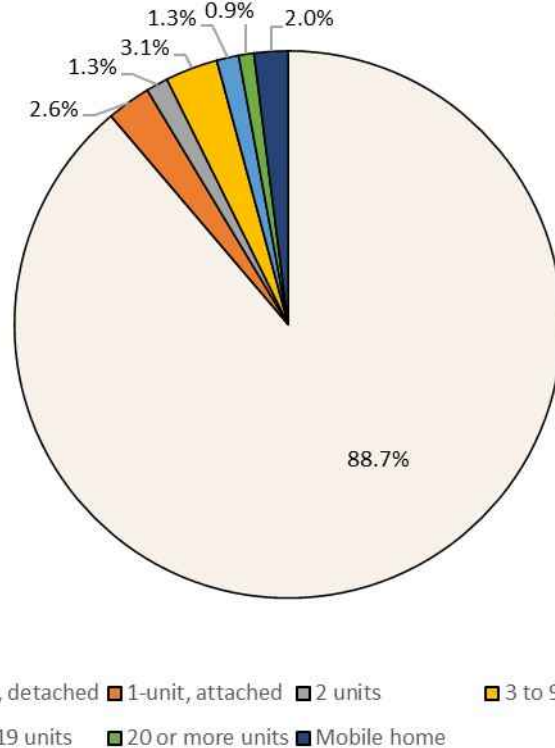
Units in Structure

Single-family homes make up the majority of Burwell's housing stock (Figure 4.6). The ACS estimated that there 480 (89%) of the city's housing units were 1-unit detached structures. There were 11 units matching the Census Bureau's definition of Mobile Homes (2%). If the ACS is to be believed, 123 single family homes were removed from Burwell in the last 10 years.

Many communities across the United States have too few multifamily and "missing middle" housing units. In Burwell there are only about 17 structures with 3 to 9 units (3%), 14 with 1-unit, attached (3%), and 7 with 2-units (1%). The ACS reports 11 units in structures with 20 or more units, however this is likely a survey error.

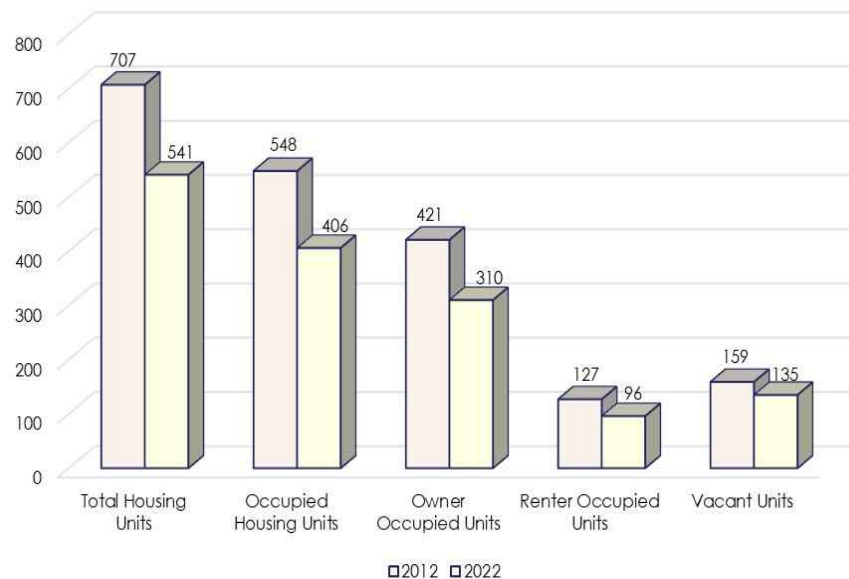
Occupied vs. Vacant Units

The ACS estimated that the overall number of occupied and vacant housing units in Burwell declined from 2012 to 2022. The number of owner-occupied units decreased substantially from 421 to 310, The number of renter-



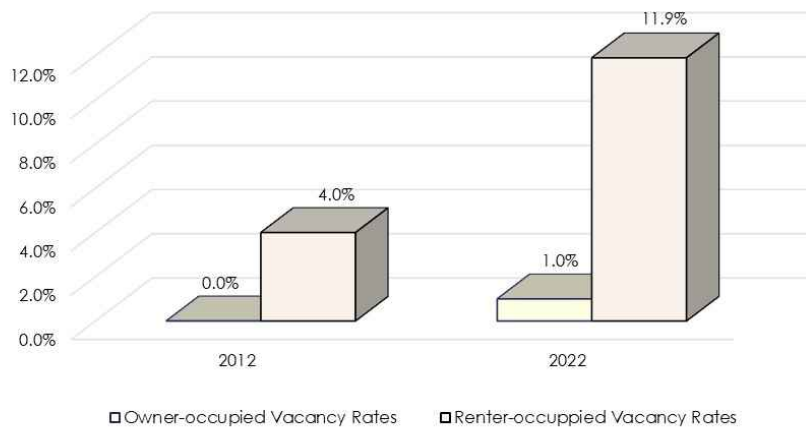
Source: American Community Survey 2018-2022.

FIGURE 4.7: OCCUPIED VS. VACANT HOUSING UNITS 2012-2022



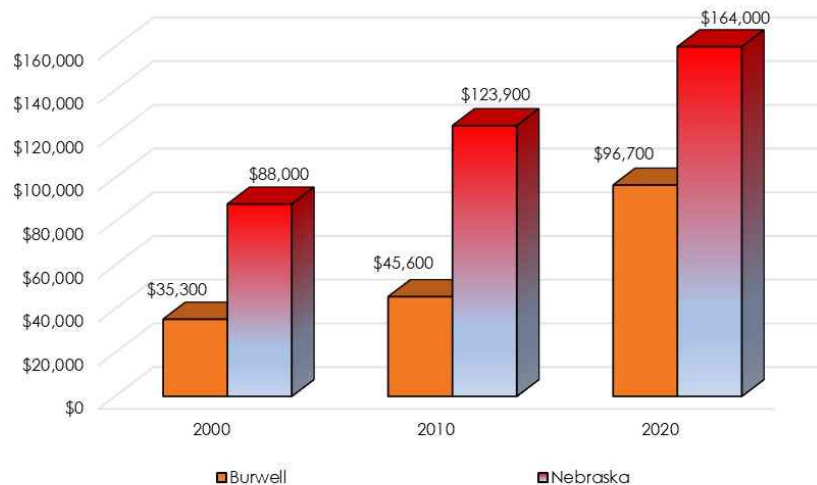
Source: American Community Survey 2008-2012 & 2018-2022.

FIGURE 4.8: VACANCY RATES BY TYPE OF UNIT 2012-2022



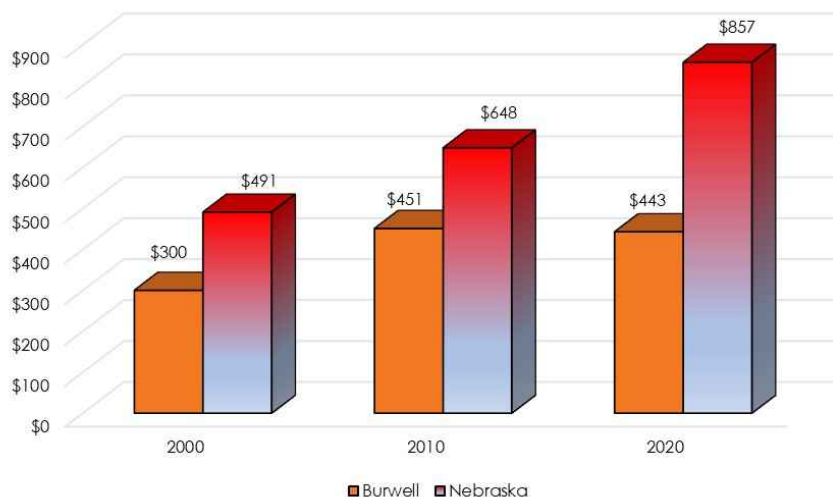
Source: American Community Survey 2008-2012 & 2018-2022.

FIGURE 4.9: MEDIAN VALUE OWNER-OCCUPIED UNITS 2000-2020



Source: U.S. Census Bureau 2000, American Community Survey 2006-2010 & 2016-2020.

FIGURE 4.10: MEDIAN GROSS RENT 2000-2020



Source: U.S. Census Bureau 2000, American Community Survey 2006-2010 & 2016-2020.

occupied units decreased from 127 to 96 (Figure 4.7).

The ACS estimated that in 2012, 22.5% of housing units in Burwell and 24.1% of housing units in Garfield County were vacant. This compared to 9.6% in Nebraska statewide. In 2022, 25% of housing units in Burwell and 23% of housing units in Garfield County were vacant. This compares to 8.4% statewide.

In 2012, ACS reported an effective zero vacancy rate for owner-occupied homes, which increased slightly to 1.0% in 2022. The renter-occupied vacancy rate rose from 4.0% to 11.9% (Figure 4.8).

The ACS estimated that of the 135 vacant units in 2022:

- 13 were For Rent
- 3 were For Sale
- 74 were Seasonal Use
- 45 were "Other Vacant", including units held for personal reasons of the owner.

The substantial number of homes reserved for Seasonal Use distorts the overall vacancy rate, and is a major barrier to housing availability for long-term residents of Burwell.

Housing Affordability

Participants in the Town Hall, focus groups, and respondents to the Comprehensive Plan Survey often mentioned increasing challenges with housing affordability. While values and rent may have lagged the state of Nebraska overall, local wages have not kept pace either (see discussion on income and wages in the next chapter).

Consumer Price Index

The CPI is used to measure the change in income a consumer would need to earn in order to maintain the same standard of living over time, given changing prices. It is also used to indicate the level of inflation in a nation.

Median Value of Owner-Occupied Units

The median value of owner-occupied housing units in Burwell increased from \$35,300 in 2000 to \$45,600 in 2010 (Figure 4.9). By 2020, the median value had increased to \$96,700, a 174% gain in twenty years. Over that same time period, the State's median value had increased from \$88,000 to \$164,000, an 86% gain. The Consumer Price Index only increased at a rate of 50.5% during the same period.

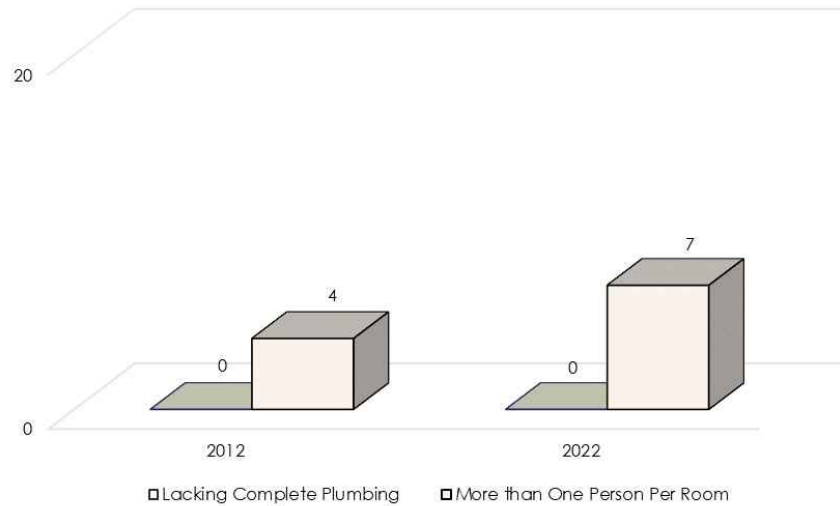
Median Gross Rent

Burwell and the state of Nebraska have both seen growth in the cost of rent since 2000 as home prices increased. Median gross rent in Burwell increased from \$300 in 2000 to \$443 in 2020, a 48% increase (Figure 4.10). Median gross rent in Nebraska increased by 75% to \$857 by 2020.

Housing Concerns Substandard Housing

According to U.S. Department of Housing and Urban Development (HUD) guidelines, housing units lacking complete plumbing or that are overcrowded are considered substandard housing units. HUD defines a complete plumbing facility as hot and cold-piped water, a bathtub or shower, and a flush toilet. In

FIGURE 4.11: SUBSTANDARD HOUSING CONDITIONS 2012-2022



Source: American Community Survey 2008-2012 & 2018-2022.

addition, anytime there is more than one person per room, the housing unit is considered overcrowded, thus substandard.

This criteria, when applied to Burwell, means 7 units were considered substandard in 2022 (Figure 4.11). Housing units containing major defects requiring rehabilitation or upgrades to meet building, electrical, or plumbing codes should also be included in any analysis of substandard housing.

Over half (58%) of respondents to the Burwell Comprehensive Plan Survey strongly agree old buildings and houses should be cleaned up or torn down. A comprehensive survey of the entire housing stock should be completed every five years to determine and identify the housing units that would benefit from rehabilitation or modernization work. This process will help ensure a county maintains a high quality of life for its residents through protecting the quality and quantity of its housing stock.

Housing Types

A diverse variety of housing types within a community enables residents to more easily find housing which fits the current needs of their household. As seen in Figure 4.6, approximately 89% of Burwell's housing is made up of single-family detached units, compared to 72% in the overall state.

"Missing middle" units are house-scale buildings which fit seamlessly into existing residential neighborhoods and support walkability, locally-serving retail, and public transportation options. Missing Middle Housing types provide diverse housing options, such as duplexes, fourplexes, cottage courts, and multiplexes.

As Columbus, Nebraska, native Daniel Parolek notes in his book *Missing Middle Housing* (2020), "These [housing] types have historically delivered attainable housing choices to middle-income families without subsidies and continue to play a role in providing homes to the 'middle income' market segment that



Modular/Manufactured Housing
Source: Marvin Planning Consultants

typically straddles 60% to 110% average median household income, in new construction, for-sale housing."

Pre-fabricated or manufactured homes, built off-site, are often a more affordable housing type than site-built homes. Previously called "mobile homes", manufactured homes built since 1976 must meet the US Department of Housing and Urban Development (HUD) Code for public health and safety standards. Modular homes are built to the same building codes as site-built housing.

Long-Term Care Facilities

As residents age, long-term living options range from independent apartments, to adult homes, to enriched living, assisted living, and life care communities. A range of housing options and varying levels of care offered within senior communities help ensure that residents can stay in the community. (See also *Chapter 6 Facilities*.)

Source: www.urmc.rochester.edu/senior-health/long-term-care.aspx

Short Term Rentals

The short-term rental (STR) or vacation rental market is a dynamic and growing industry. Any rental for less than 30 days at a time is considered a short-term rental, compared to a long-term housing lease. Nebraska's legislature has chosen to restrict a municipality's ability to regulate STRs (Section 18-1758 NRS) and cities must treat these commercial uses of residential property in the same manner as other residentially zoned property.

A simple search for STRs on the AirBnB website, posted for rent over a summer weekend, results in two dozen or more homes in Burwell and the surrounding area. STRs offered range from tiny homes and converted garages to mobile homes, typical single-family homes, and ranch houses with 9 or 10 bedrooms. While STRs provide a lodging amenity for travelers, bringing economic activity to the community, these units have been taken out of Burwell's residential housing supply, and

are not available to house people working and living in Burwell. STRs are required to collect sales tax and occupation tax (lodging tax) as would any lodging business.

HOUSING RESOURCES

BURWELL HOUSING AUTHORITY

The Burwell Housing Authority oversees public housing in the community. The Housing Authority manages 64 subsidized housing units.

BURWELL HOUSING STUDY

The Central Nebraska Economic Development District (see *profile in following Economic Development chapter*) worked with the Joint Housing and Economic Development Initiative's Housing Study Lite Program to complete the *Burwell Housing Study* in August 2021. The Housing Study includes analysis of similar data as found in the Population, Housing, and Economic Development chapters of this Comprehensive Plan, with a detailed Housing Assessment and surveys. In contrast to the drastic decline in the number of household estimated by the US Census Bureau, CNEDD identified 455 households in Burwell at that time.

Between 2014 and 2021, there were approximately four new dwelling units built in the city of Burwell. The Nebraska Banker Association's NextGeneration Housing Workforce Task Force has utilized a standard of new

construction at a level of at least one percent (1%) of existing housing stock. The Housing Study established a goal of at least 7 new housing units built in the city each year, based on this standard. Survey results emphasized infill development, focusing on homesites on vacant land with existing infrastructure.

NEBRASKA AFFORDABLE HOUSING TRUST FUND

In 2022, the Nebraska Department of Economic Development approved a City of Burwell application for a Homebuyer project, in the amount up to \$520,650 for completion of two housing units which will remain affordable for at least five years. The City committed a minimum \$50,000 cash match to the project.

LAND TRUSTS

A community land trust (CLT) is a nonprofit corporation that owns land on behalf of a community. CLTs use public and private investment funds to acquire land. They hold land for the benefit of the community. In some places, CLTs have developed and maintained ownership of agricultural sites or commercial spaces for needed community services; in others, CLTs have created affordable residential properties.

As a compliment to land trusts, land banks are public authorities or non-profit organizations created to acquire, hold, manage, and sometimes redevelop property in order to return these properties to productive use to meet

community goals, such as increasing affordable housing or stabilizing property values.

Source: nhd.org/policy-guide/land-based-solutions/land-banks-and-community-land-trusts

HOUSING GOALS AND ACTIONS

HOUSING GOAL 4.1

A variety of housing is available throughout the city.

Actions

- 4.1.1 Consider a follow-up initiative to the current Homebuyer project.
- 4.1.2 Target redevelopment strategies toward vacant and abandoned properties.
- 4.1.3 Consider participation in a code enforcement program.
- 4.1.4 Explore feasibility of a Downtown Housing Initiative to rehabilitate/repurpose vacant upper story building spaces.
- 4.1.5 Encourage private development of "Missing Middle" housing in Burwell.
- 4.1.6 Proactively extend public utilities to reduce the costs of development and encourage development in appropriate areas.
- 4.1.7 Monitor and regulate short term/vacation rentals to the extent allowed by Nebraska statutes.
- 4.1.8 Regularly review zoning codes to accommodate changing housing needs.


- 4.1.9 Implement a clear development review process for new housing units, and rehabilitation/additions to existing units.

HOUSING GOAL 4.2

Burwell's residents in need have access to affordable and attainable housing.

Actions

- 4.2.1 Prioritize public funding for projects incorporating affordable, missing middle and/or workforce housing.
- 4.2.2 Encourage the use of local and State grant dollars for commercial and residential building rehabilitation.
- 4.2.3 Work with affordable housing developers to create additional rental housing for very-low income families.
- 4.2.4 Explore creating a local Community Land Trust.

	Housing Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
4.1.1	Consider a follow-up initiative to the current Homebuyer project.	1,3	1		X					
4.1.2	Target redevelopment strategies toward vacant and abandoned properties.	1	1,3,4,5	X						
4.1.3	Consider participation in a code enforcement program	1,6	1		X					
4.1.4	Explore feasibility of a Downtown Housing Initiative to rehabilitate/repurpose vacant upper story building spaces.	1,3	1		X					
4.1.5	Encourage private development of "Missing Middle" housing in Burwell.	1,3	1		X					
4.1.6	Proactively extend public utilities to reduce the costs of development and encourage development in appropriate areas.	1,8	1,2,3,4,5,6	X						
4.1.7	Monitor and regulate short term/vacation rentals to the extent allowed by Nebraska statutes.	1	1		X					
4.1.8	Regularly review zoning codes to accommodate changing housing needs	1,9	1		X					
4.1.9	Implement a clear development review process for new housing units, and rehabilitation/additions to existing units.	1,2	1		X					
4.2.1	Prioritize public funding for projects incorporating affordable, missing middle and/or workforce housing	1,2,3	1,2,3,4,5	X						
4.2.2	Encourage the use of local and State grant dollars for commercial and residential building rehabilitation.	1,3,4,6	1,4,6		X					
4.2.3	Work with affordable housing developers to create additional rental housing for very-low income families.	1,3,8	1,2,3,4,5		X					
4.2.4	Explore creating a Community Land Trust.	1,3,4,5,6	1,4,5		X					

Organization:

1. City of Burwell
2. Garfield County
3. City Economic Development
4. NEDED
5. NIFA
6. Central Nebraska EDD
7. Private Businesses
8. Developers
9. Consultants
10. Nebraska DOT
11. Public Power Providers
12. Local Organizations
13. School

Funding Sources:

1. General Funds
2. Bonding
3. TIF
4. Grants
5. Private Funds
6. Sales Tax

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Chapter Five Economic & Community Development

ECONOMIC PROFILE

Economic development is a process of investment to expand prosperity in a community. New enterprises and the retention and expansion of existing businesses creates jobs for current and new residents, and provides new sources of income. A diversified economic base enables a community to respond to changing economic conditions, increase local income, create job opportunities, and improve the quality of life of a community.

In this section, income and employment data and trends were reviewed for Burwell, Garfield County, and the state of Nebraska. *Most economic data is only available at the county level. City-specific data is considered when available.*

Chapter photo courtesy of Kali Bolli, Nebraska's Big Rodeo 2023.

INCOME STATISTICS

Income statistics demonstrate the earning power of residents. These data show personal and household income levels for Burwell and Garfield County in comparison to the state.

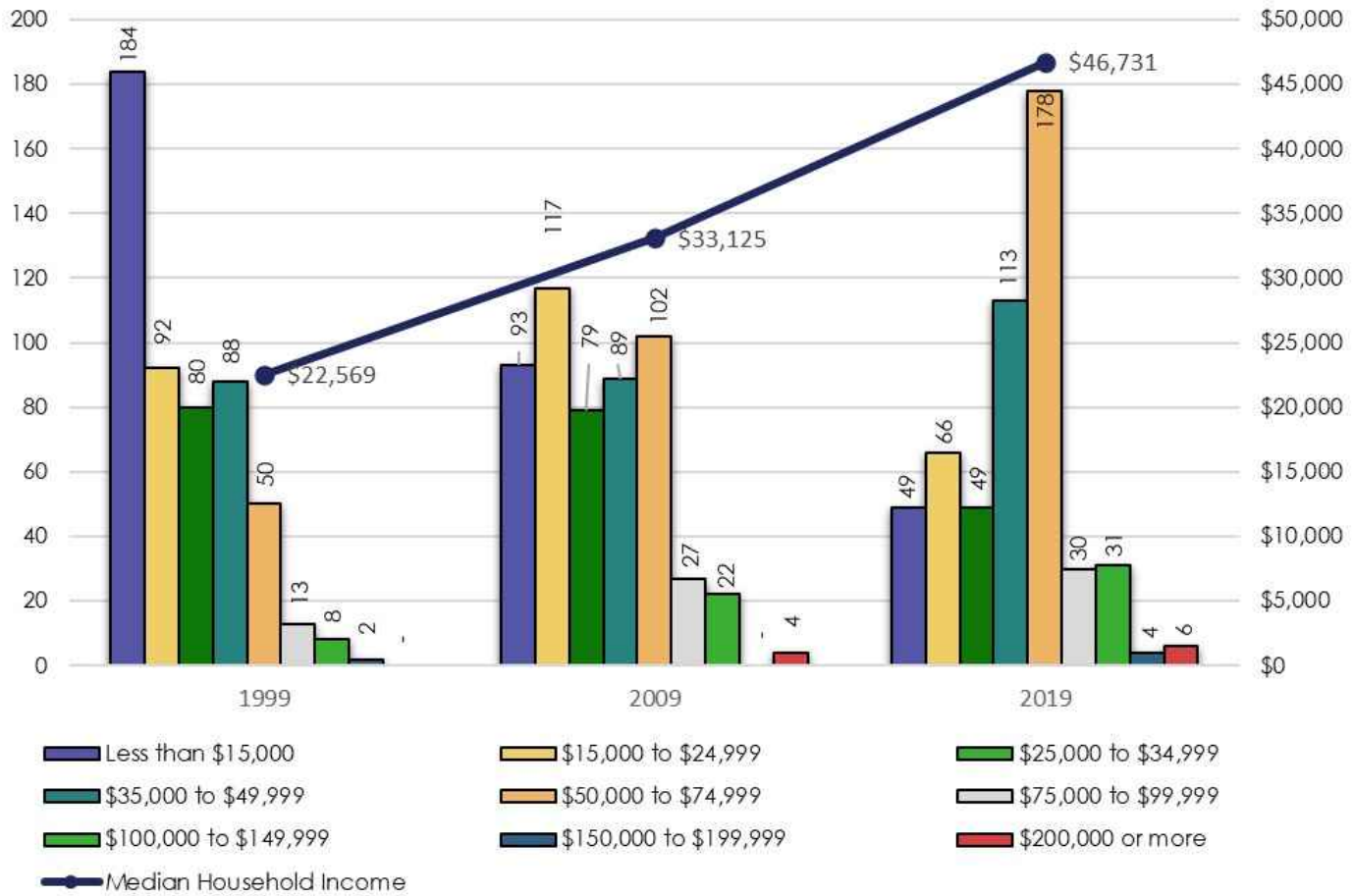
Figure 5.1 shows the number of Burwell households in different income ranges in 1999, 2009, and 2019, according to US Census surveys. In 1999, the most common income range was less than \$15,000. In 2009, the most common range was still only \$15,000 to \$24,999. In 2019, the most common income range was \$50,000 to \$74,999, in the middle of the range.

The median household income for Burwell in 1999 was \$22,569, which was significantly less than the state's median income of \$39,250. By 2009, the median household income increased to

\$33,125, which was also significantly smaller than the state's median household income of \$49,342. By 2019, the median household income had risen to \$46,731, compared to the county's median household income of \$54,569 and the state's median household income of \$63,105.

Burwell's median household income in 2019 had approximately doubled from 1999, while the state's median household income grew by 60%, even though the city's figure was still well behind the state. The Consumer Price Index (CPI) for this period increased by 50.5%, which indicates household income growth in the city exceeded inflation. Therefore, households were at least earning more in real dollars in 2020 than in 2000.

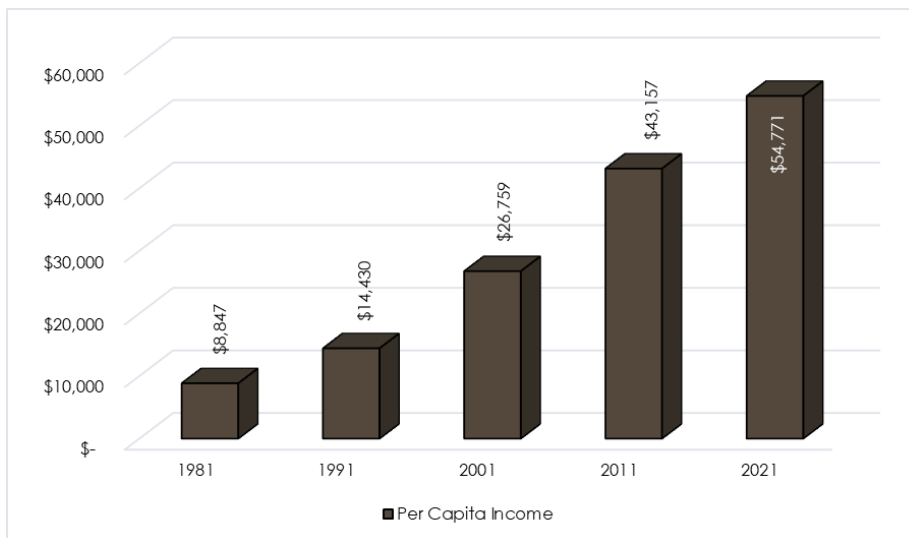
FIGURE 5.1: BURWELL HOUSEHOLD INCOME 1999 TO 2019



Source: U.S. Census Bureau 2000, American Community Survey 2006-2010 & 2016-2020.



FIGURE 5.2: GARFIELD COUNTY PER CAPITA INCOME 1981 TO 2021



Source: BEA Regional Economic Accounts, 1981 - 2021

Personal Income

According to the US Bureau of Economic Analysis (BEA), Total Personal Income in Garfield County increased from \$20,657,000 in 1981 to \$100,724,000 in 2021. This was a change of 387%. The CPI only increased by 198% over the same 40-year time period, indicating that local income had grown at a greater rate than inflation.

Per Capita Income is determined by dividing total personal income, earned by all the residents in an area, by the number of residents in an area. The per capita income in Garfield County increased from \$8,847 in 1981 to \$54,771 in 2021, an increase of 520% (Figure 5.2). This was significantly higher the CPI increase. Even so, Garfield County's per capita income in 2021 was much below Nebraska's level of \$61,205.

OCCUPATIONS

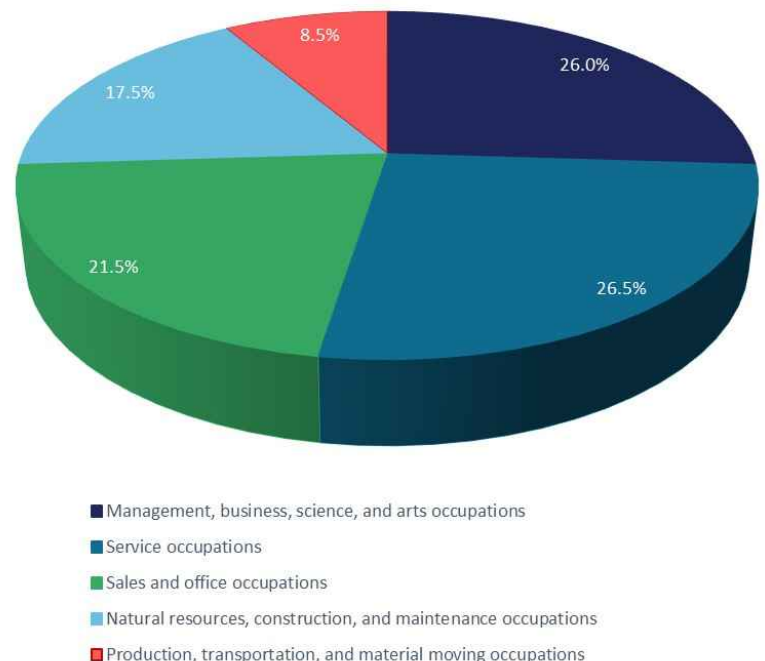
Industry is the type of activity at a person's place of work. Occupation is the kind of work a

person does to earn a living. The following data examine five occupational areas established by the U.S. Census Bureau to evaluate trends in employment and the area economy. The five occupational categories used in the analysis are:

- Managerial business, science, and arts occupations;
- Service occupations;
- Sales and office occupations;
- Natural resources, construction, and maintenance occupations, and;
- Production, transportation, and material moving occupations

In 2022, the ACS reported that the largest number of Burwell residents, 26.5%, worked in Service occupations, and 26% worked in Management, business, science, and arts occupations (Figure 5.3). In the state of Nebraska overall, about 40% of all employees were in Management occupations. Burwell had more people in service, sales and office, and natural resources occupations than the statewide averages.

FIGURE 5.3: BURWELL OCCUPATIONS, 2022



Source: American Community Survey 2018-2022.

INDUSTRY EMPLOYMENT

Employment by industry data assists in understanding the key generators of income, at the city and county level.

As shown in Table 5.1, the total number of jobs in Garfield County fell from 1,545 in 2012 to 1,445 in 2022, according to the US Bureau of Economic Analysis (BEA). This was a contraction of about -7%, with reported farm employment decreasing by -55% and non-farm employment also decreasing by -8%. Statewide, total employment in Nebraska grew by almost 10% over the same years.

The Government sector contracted by almost -12% from 2012 to 2022, yet remained the largest reported sector with 161 jobs, followed by the Health care and social assistance sector. These are also the largest sectors statewide. Wholesale trade contracted at the greatest rate over the time period. Employment in several sectors in Garfield County was not

disclosed to avoid identifying any individual establishment.

The ACS estimates employment statistics for the people who live in an area—their survey suggested that Burwell's number of the civilian employed population 16 years and over decreased from 658 in 2012 to 446 in 2022, about a 1/3 contraction. There were

115 Burwell residents employed in the Educational services, and health care and social assistances industry, the largest jobs sector (Figure 5.7). Retail trade showed the greatest contraction, from 150 jobs in 2012 to 45 in 2022, although no jobs were reported in 2022 in Wholesale trade, reflecting the substantial decline of the sector for Garfield County overall. Even

TABLE 5.1: GARFIELD COUNTY EMPLOYMENT 2012-2022

Industry	2012	2022	Change 2012-2022
Total Employment by Place of Work	1,545	1,445	-6.9%
Farm Employment	257	166	-54.8%
Non-Farm Employment	1,288	1,194	-7.9%
Forestry and Fishing	(D)	(D)	n/a
Mining, Quarrying, and Oil & Gas Extraction	(D)	(D)	n/a
Utilities	0	0	-
Construction	92	77	-19.5%
Manufacturing	71	126	43.7%
Wholesale Trade	158	56	-182.1%
Retail Trade	175	126	-38.9%
Transportation and Warehousing	57	43	-32.6%
Information	19	(D)	n/a
Finance and Insurance	(D)	52	n/a
Real Estate	(D)	(D)	n/a
Professional, Scientific, and Technical Services	33	(D)	n/a
Management of Companies	0	(D)	n/a
Administrative/Support/Waste Management	13	11	-18.2%
Educational Services	6	8	25.0%
Health Care and Social Assistance	143	156	8.3%
Arts, Entertainment, and Recreation	(D)	(D)	n/a
Accommodation and Food Services	(D)	(D)	n/a
Other Services (except Government)	110	109	-0.9%
Government	180	161	-11.8%

(D) Not Disclosed, n/a– Not Available

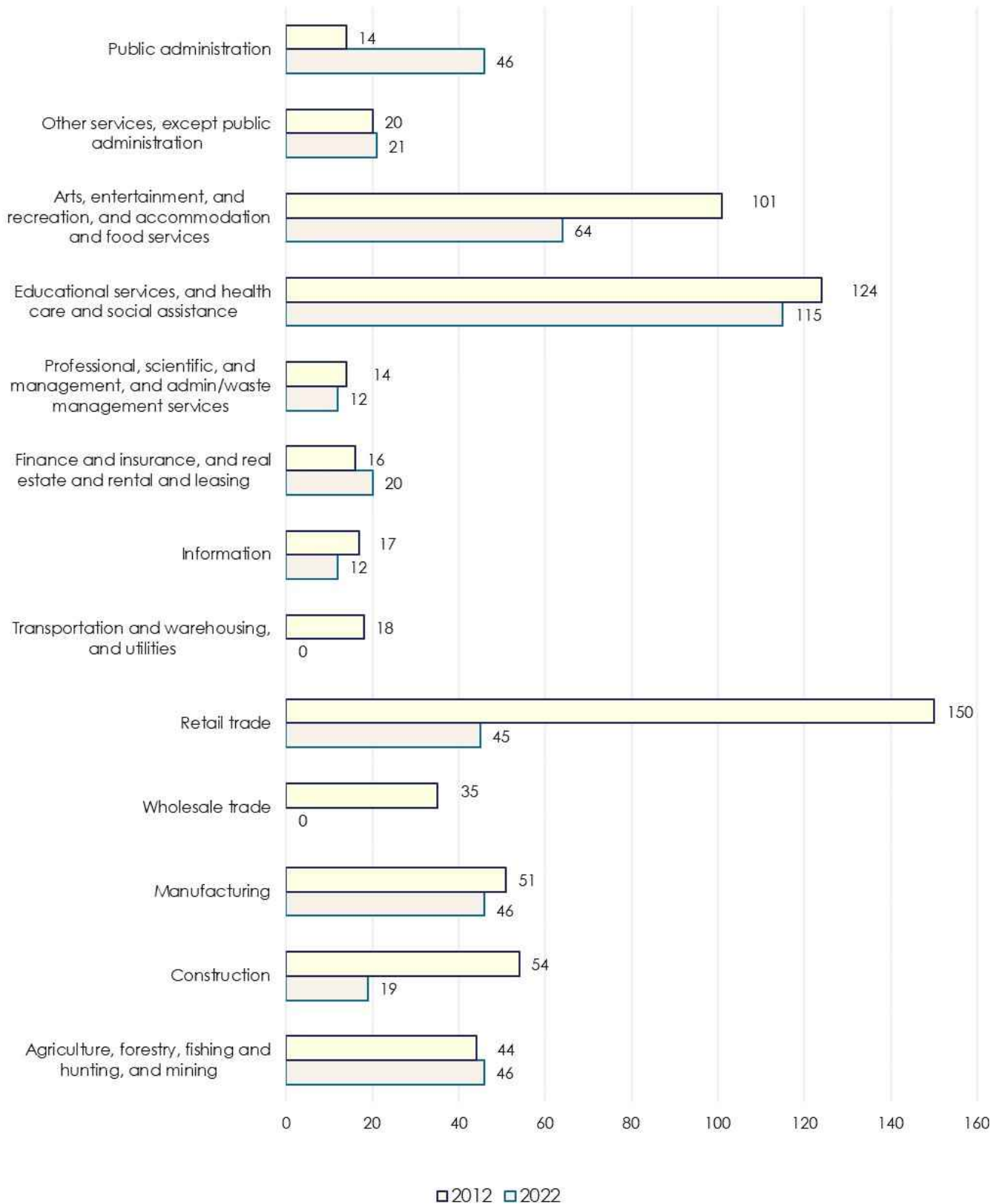
Source: BEA Regional Economic Accounts, 2012- 2022

Basic employment

Basic employment is business activity providing good and services primarily outside the area, the revenues of which are directed to the local area in the form of wages and payments to local suppliers.

Non-Basic employment is business activity providing goods and services primarily within the local area, and the revenues of such sales re-circulate within the community in the form of wages and expenditures by local citizens.

FIGURE 5.4: BURWELL RESIDENTS' EMPLOYMENT BY INDUSTRY 2012-2022



Source: American Community Survey 2008-2012 & 2018-2022.

so, Garfield County still had a larger share of employment in Wholesale trade than in Nebraska overall.

Major Employers

According to Burwell Economic Development (see later in this chapter), major employers in the area include:

- Subconn Inc. manufactures electrical equipment and components.
- Jeffres Sand & Gravel offers sand and gravel, excavating, trucking, and redi-mix services.
- Trotter Enterprises/Maverick Fertilizer provides agricultural services.
- Rowse Rakes in Garfield County manufactures farm hay equipment.
- Burwell Community Memorial Health Center (CMHC)
- Burwell Public Schools

Economic Base

A community's economic base is made up of those businesses that produce goods and services sold primarily outside the area. The revenues of base

industries are returned to the local area in the form of wages to employees and payments to local suppliers. Non-Basic employment relies on business activity providing goods and services primarily within the local area, and the revenues of such sales re-circulate within the community in the form of wages and expenditures by local citizens.

Many economic development programs focus on basic sector employment, such as manufacturing, that brings new revenue into a community that then supports non-basic employment such as retail sales and services. For example, Garfield County has about 57% more employment in Other Services sector than average in the state of Nebraska, indicating a local advantage in that sector. Garfield County also saw a shift in its share of Manufacturing employment, indicating growth opportunities.

LABOR FORCE

According to the US Bureau of Labor Statistics, Garfield County's labor force declined

from 1,206 in 2011 to 1,151 in 2021, a 4.6% reduction in available labor (Table 5.2). The labor force also declined in most the adjacent counties, although growing in the state of Nebraska overall by 4.5%.

Garfield County's unemployment rate also dropped, from 3.4% to 2.0% over the same timeframe

TABLE 5.2: LABOR FORCE, 2012-2022

	2012	2022
Garfield County	1,218	1,150
Custer County	6,098	6,405
Greeley County	1,296	1,252
Holt County	5,960	5,722
Loup County	391	415
Rock County	879	909
Valley County	2,148	2,134
Wheeler County	521	565
Nebraska	1,012,810	1,058,934

Source: US Bureau of Labor Statistics, Local Area Unemployment Statistics

TABLE 5.3: UNEMPLOYMENT RATES 2012-2022

	2011	2021
Garfield County	3.0%	2.1%
Custer County	2.8%	1.7%
Greeley County	3.5%	2.1%
Holt County	3.1%	1.9%
Loup County	3.6%	2.7%
Rock County	2.5%	1.7%
Valley County	3.4%	2.2%
Wheeler County	3.3%	1.6%
Nebraska	4.0%	2.3%

Source: US Bureau of Labor Statistics, Local Area Unemployment Statistics

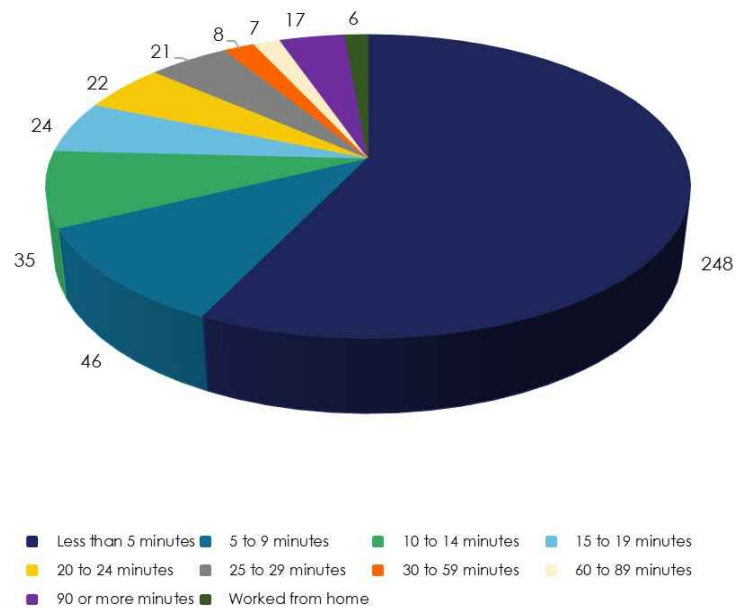


Subconn Inc. building, downtown Burwell
Source: Marvin Planning Consultants

(Table 5.3). In comparison, the unemployment rate for the State of Nebraska decreased from 4.4% to 2.5%. All of the adjacent counties had a lower unemployment rate than the statewide rate.

While a lower unemployment rate may imply that more people are working, there are fewer people participating in the county's labor force than there were, shrinking the pool of labor available for new and expanded businesses. It should be noted that these are annual average statistics. Since 2020, the COVID-19 pandemic has had a significant effect on employment and unemployment levels nationwide.

FIGURE 5.5: TRAVEL TIME TO WORK 2022



Source: American Community Survey 2018-2022.

COMMUTER TRENDS

Burwell is part of a regional job market, with local residents commuting outside the city and county to work, while others commute into the city to work. The ACS estimates that in 2021, 31.7% of Burwell residents left the city to work each day, and 19.7% of city residents left Garfield County to work.

Travel time to work is a factor used to gauge if people in the local workforce may want to find employment closer to home. The mean travel time to work for Burwell residents in 2021 was 13.1 minutes, compared to 19.2 minutes statewide. Figure 5.5 indicates that in 2021, about two-thirds (64%) of commuters were traveling 10 minutes or less to work, including those who worked from home. About one-fifth (21%) commuted 20 minutes or more to work. Those traveling 45 minutes or more totaled approximately 4.8% of all local commuters.

FIGURE 5.6: BURWELL WORKFORCE JOBS FLOW 2020



Source: U.S. Census Bureau, OnTheMap Application 2020.

Journey to Work

According to the US Census Bureau's Longitudinal Employer-Household Dynamics database, the largest number of commuters drive to or from Ord (18 miles southeast of Burwell).

The US Census Bureau's OnTheMap application reports that of 649 people employed in the city of Burwell in 2020, 432 lived outside of the city and commuted in each day (Figure 5.6). This data set also reports that of 459 employed persons living in Burwell, 242 left the city and commuted to other places

each day. Typically there are a portion of in-commuters who would prefer to live in the city if housing was available. By the same measure, there would be a portion of out-commuters who would rather work more closely to home if suitable employment were available in Burwell.

SALES TAX

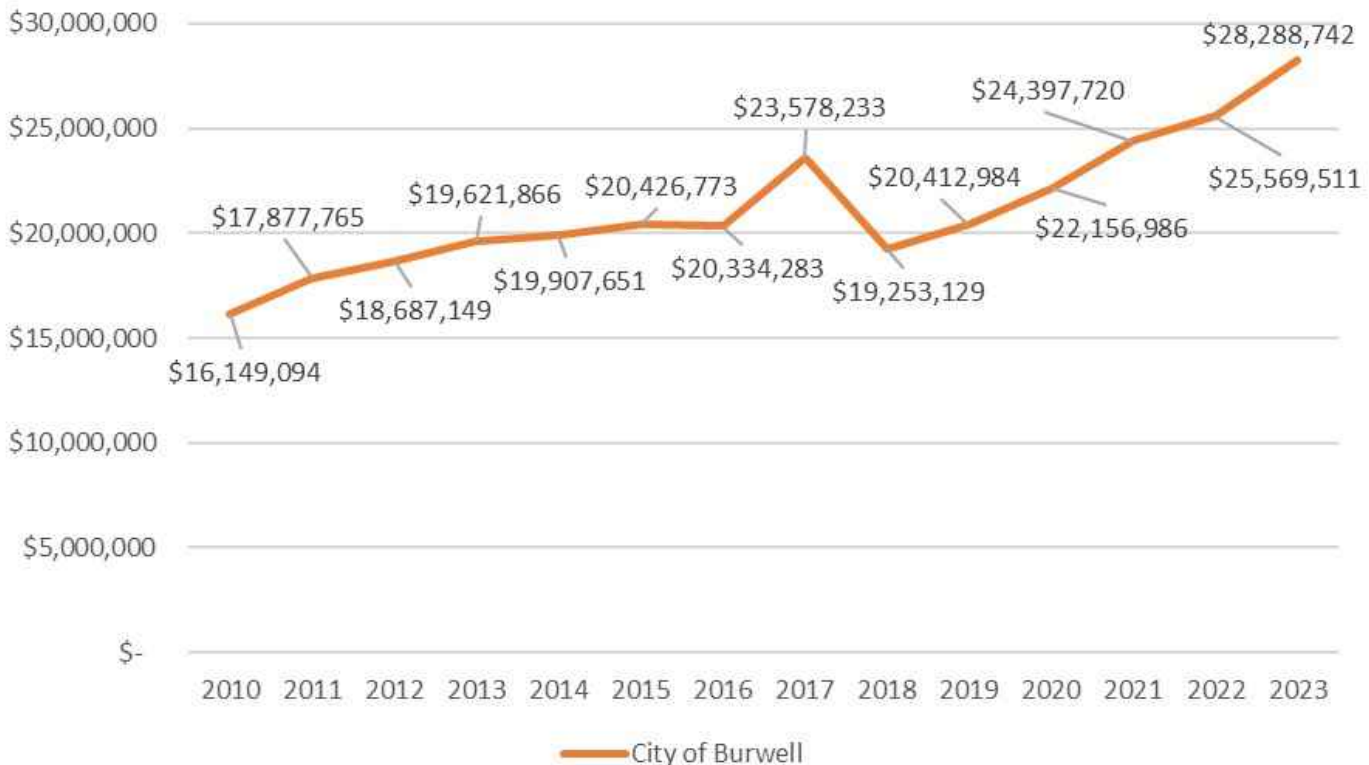
The City of Burwell accounts for 99% of net taxable sales in Garfield County. According to the Nebraska Department of Revenue, taxable sales in the city have grown from just over \$16.1 million in 2010 to over \$28 million in 2024 (Figure 5.7). Sales grew steadily until a peak of \$23.6 million in 2017, then fell to \$19.3 million the next year before recovering through the COVID-19 recession.

Respondents to the Burwell Comprehensive Plan Survey indicated they do the majority of their shopping in Burwell. The largest number also shop in Grand Island, or attend cultural events in Lincoln. Nearby Ord is a destination for fast food, farm equipment and some groceries.

With the passage of LB284 in 2019, short-term rental platforms, such as AirBnB and VRBO, are responsible for collection and filing of sales tax and lodging tax collections in Nebraska. Tourist home owners are required to collect and remit sales and lodging taxes for clients that book directly.

The trends in this data support the growth in recreation and tourism in the Burwell area, in particular since the pandemic in 2020 and 2021. Short-term rentals

FIGURE 5.7: CITY OF BURWELL NET TAXABLE SALES, 2010-2023



Source: Nebraska Dept. of Revenue, Non-Motor Vehicle Sales Tax Collections



Downtown Burwell
Source: Marvin Planning Consultants

(STRs) have impacted the housing supply in Burwell. Qualitative information suggests the hospitality industry will continue to see growth if jobs and housing can be provided in Burwell.

OUTDOOR RECREATION AND TOURISM

The annual Nebraska's Big Rodeo attracts fans from across the state and nation each year. Lake Calamus is also a local and regional recreational attraction, which has led to the Burwell area becoming a hospitality and tourism destination.

Nationwide, the outdoor recreation economy generated \$1.1 trillion dollars in economic output in 2022, and was responsible for 2.2% of the nation's gross domestic product (GDP). Nebraska has a relatively small outdoor economy, representing about 1.7% of the state's GDP, indicating an opportunity for growth.

According to the Nebraska Office of Tourism, in 2021, direct

travel spending in Nebraska almost recovered to pre-pandemic conditions with approximately \$3.5 billion in direct travel impacts. Food service spending was the top category at about \$1.0 billion. The travel industry supported approximately 21,200 jobs statewide in 2021.

While urban areas of Nebraska capture most travel industry earnings by volume, travel and tourism have a greater relative impact in many rural areas of the state. Garfield County is among the top ten counties in Nebraska for travel industry earnings as a share of total earnings. Garfield County realized earnings of approximately \$1.1 million in direct travel impacts and spending of \$8.6 million, supporting approximately 80 jobs. Direct Travel spending has risen from \$7.5 million in 2012, and increased 26% over the course of the pandemic.

Burwell area destinations and attractions are highlighted in Chapter Seven Parks and Recreation.

AGRICULTURAL PROFILE

The USDA Census of Agriculture takes place every five years, covering each county in the United States. Tables 5.4 and 5.5 examine the agricultural profile of Garfield County. Table 5.4 examines the number of farms and their high-level characteristics for these farms for 2002 through 2022.

Farms

Table 5.4 shows the number of farms within Garfield County increased from through 2012 then declined. A falling number of farms has been normal throughout the Great Plains region, and nationwide in 2022. The total number of farms went from 190 in 2022 to 226 in 2012 then down to 166 in 2022.

Each farm may have multiple owners, and multiple "producers" who are involved in making decisions for the farm operation. Of the 166 farms in Garfield County in 2022, 87 were operated by a full owner, 47 by a part-owner, and 32 by a tenant farmer.

The Census of Agriculture reported on 299 producers in 2022, including 85 farms with one producer and 57 with two. There were 127 producers who reported that farming was their primary occupation, and 152 with another occupation. While 172 lived on the farm operated, 107 lived elsewhere. There were 181 producers who reported that they worked off-farm during the year. All of these producers rely on jobs and support systems in Burwell.

TABLE 5.4: GARFIELD COUNTY FARMS AND LAND IN FARMS 2002 - 2022

Agricultural Characteristics	2002	2007	2012	2017	2022	% Change 2022-2012
Number of farms	190	223	226	202	166	-12.6%
Land in Farms (acres)	293,081	365,685	345,908	342,498	356,737	21.7%
Average size of farms (acres)	1,543	1,640	1,531	1,696	2,149	39.3%
Total area of county (acres)	365,440	365,440	365,440	365,440	365,440	-
Percentage of land in farms	80.2%	100.1%	94.7%	93.7%	97.6%	21.7%
Total cropland (acres)	79,734	78,080	70,672	66,383	58,729	-26.3%
Harvested cropland (acres)	49,914	61,187	59,199	60,785	49,342	-1.1%
Irrigated land (acres)	13,529	20,620	22,477	15,311	13,378	-1.1%
Estimated Market Value of Land & Bldg (avg./farm)	\$524,809	\$913,687	\$1,517,078	\$2,513,876	\$3,567,951	579.9%
Estimated Market Value of Machinery/Equipment (avg./farm)	\$67,154	\$104,819	\$146,901	\$142,181	\$204,892	205.1%

Source: U.S. Census Bureau; USDA Census of Agriculture, 2002, 2007, 2012, 2017, 2022

Note: this data is self reported, and may reflect operations in more than one county.

Total land in farms was 293,081 acres in 2002, went up to 365,685 acres in 2007, then down to 356,737 acres (Table 5.4). This resulted in the 20-year increase of 22%. The average size of farms grew from 1,543 in 2002 to 2,149 acres in 2022. The average size of a farm in Nebraska was 989 acres in 2022. This trend of increasing size has been the norm across state and nation for the last several decades.

In 2002, the largest number of farms (73) were 1,000 acres or larger in in size (Table 5.5). By 2022, this was still the largest category, even though the number declined. The number of smaller farms actually grew over the time period. The number of the smallest farms of 1 to 9 acres grew at the greatest rate.

Agriculture has historically been a major part of the Burwell-area and Nebraska economy. The Burwell Livestock Market on the southwest side of the city has a

TABLE 5.5: GARFIELD COUNTY NUMBER OF FARMS BY SIZE

Farm Size (acres)	2002	2007	2012	2017	2022	% Change 2022-2012
1 to 9	5	13	25	32	11	120.0%
10 to 49	14	9	13	24	18	28.6%
50 to 179	27	31	57	39	31	14.8%
180 to 499	37	56	38	27	21	-43.2%
500 to 999	34	29	15	16	24	-29.4%
1,000 or more	73	85	78	64	61	-16.4%

Source: U.S. Census Bureau; USDA Census of Agriculture, 2002, 2007, 2012, 2017, 2022

Note: this data is self reported, and may reflect operations in more than one county.

major presence and impact on land use, as well as the local economy.

Future regional land use policies will have impacts on animal and crop agriculture. As well, regional and national trends in agricultural production will continue to affect wholesale and value-added ag processing into the foreseeable future.

INITIATIVES AND RESOURCES

Local economic development benefits from a variety of efforts in the local community. There are also groups active at the regional level who contribute to local economic development.

CITY OF BURWELL ECONOMIC DEVELOPMENT

The City of Burwell's Economic Development Director administers the adopted Economic Development Program. This includes promotion and technical assistance for entrepreneurship, retention and expansion of existing employers, and recruiting new business prospects. The Economic Development Director also facilitates improvements in housing and infrastructure.

The Economic Development Director serves on Burwell's Economic Development Board, and provides staffing to the Burwell Chamber of Commerce. The City also has an interlocal agreement for economic development and tourism promotion with Garfield County to staff the Burwell Area/Garfield County Convention and Visitors Bureau.

LB840

The Local Option Municipal Economic Development Act (LB840, 1991) authorized incorporated cities and villages — if approved by local voters — to collect and appropriate local tax dollars, including sales and/or property tax, for economic development purposes.

To implement an LB840 program, communities formulate a written economic development plan which, if voter-approved, becomes the foundation for the collection and expenditure of local tax revenues for economic development under which the municipality's LB840 program operates.

In 2003, electors of the City of Burwell approved the original Economic Development Program. In 2015, Burwell voters approved a 1.5% local sales tax. Proceeds are split two ways:

- 55% of 1.5% to Infrastructure, including the cost of bond payments for improvements to L Street;
- 45% of 1.5% to fund the City's Economic Development program.

Source: cityofburwell.com

BURWELL CHAMBER OF COMMERCE

The Burwell Nebraska Chamber of Commerce is a member-driven organization that proactively works to promote the agricultural, commercial, industrial, educational, and civic interests of the city of Burwell, Nebraska, and its surrounding area. The Chamber is an information and referral center for the community, as well as for businesses and individuals outside the community.

The Chamber continually collaborates with business leaders, community volunteers and local/state government agencies to accomplish collectively what they cannot accomplish individually. Information about local business

activities, tourism, area events, lodging and relocation are promoted and made possible with Chamber member support. The Chamber also maintains an active social media presence supporting and informing the community.

Source: burwellchamber.com

BURWELL/GARFIELD COUNTY AREA CONVENTION & VISITORS BUREAU

The Burwell/Garfield County Area Convention and Visitors Bureau promotes the area to local and regional visitors. This includes events and attractions such as Nebraska's Big Rodeo, lake and water sports, food and drink, accommodations, shopping and retail services.

Source: visitburwell.com

CALAMUS AREA COMMUNITY FUND

The Calamus Area Community Fund is an Advisory Fund which provides leadership development, promotes collaboration and philanthropic giving, engages the community in conversations to identify, and leverage private and charitable funds for impactful community investment. The Community Fund is managed by the Nebraska Community Foundation on behalf of Garfield and Loup counties. Locally, the Fund assisted with community involvement in the comprehensive planning process.

Source: www.nebcommfound.org

CENTRAL NEBRASKA ECONOMIC DEVELOPMENT DISTRICT

The Central Nebraska Economic Development District (CNEDD) is a 14-county regional development organization that provides business and community economic development, along with housing development, assistance. NEDD is recognized as an official Economic Development District by the U.S. Department of Commerce, Economic Development Administration (EDA) since 2003. CNEDD is the largest economic development district with the lowest population density per square mile in Nebraska.

CNEDD's mission is to enhance the quality of life in Central Nebraska through community and business development. Their goal is to make a difference in every county they serve by working together to keep their region strong and viable.

CNEDD completed their 2021 Comprehensive Economic Development Strategy (CEDS), including a comprehensive survey of the public in their region. The CEDS Strategy Committee identified opportunities aligned with the State of Nebraska's industry clusters including agriculture, ag-related businesses, small and large manufacturing, health and medical services, trades, and tourism.



Grand Avenue, Downtown Burwell
Source: Marvin Planning Consultants

The CEDS action plan specifically addressed:

- Business and Industry/ Workforce Development
- Community Development/ Housing Development
- Talent Retention and Attraction/Education
- Tourism/Recreation
- Performance Measures

Source: cnedd.org

NEBRASKA DEPARTMENT OF ECONOMIC DEVELOPMENT

Since 1967, the Nebraska Department of Economic Development (DED) has been focused on growing and diversifying the state's economic base, bringing new dollars, new businesses, and new people into the state. DED functions to:

- Support communities with development efforts.
- Assist with starting, retaining, and expanding businesses.
- Promote the state for business locations and expansions.

DED efforts supporting community development include the Community Development Block Grant (CDBG) program, Civic and Community Center Financing Fund (CCFF), Economic Development Certified Community (EDCC), Leadership Certified Community (LCC), Local Option Municipal Economic Development Act (LB840), Nebraska Capital Projects fund, Nebraska Rural Projects fund, Site and Building Development fund, and others. DED also provides resources for grant management and technical assistance with Enterprise Zones and Opportunity Zones.

Source: opportunity.nebraska.gov

Main Street

The Main Street America program is a movement committed to strengthening communities through historic preservation-based economic development. Nebraska communities meeting program requirements are awarded Main Street designation. Designated Main Street communities are also provided an opportunity to

receive National Accreditation from the National Main Street Center based upon a set of organizational standards.

Source: nebraskamainstreet.org/who-we-are/participating-communities

RURAL PROSPERITY NEBRASKA

Rural Prosperity Nebraska (RPN) is the community development arm of Nebraska Extension. RPN supports rural economic development with a focus on entrepreneurship, placemaking, leadership, people and food systems in Nebraska. The program's focus areas include:

- Community Development Leadership
- Community Economic Development
- Community Engagement
- People Attraction
- Placemaking
- Regional Food Systems

RPN provides tools to inform citizens, plan projects, and secure community grants. They collaborate with faculty from across the University of Nebraska system to empower local communities.

Source: ruralprosperityne.unl.edu

SMALL-SCALE MANUFACTURING

Manufacturing and exported services provide primary sector jobs and create new wealth in a community. Small-scale manufacturing, light industry, and professional services businesses operate with a small number of employees and utilize local materials, strengthening the local supply chain and reinvesting in the community.

Types of small-scale manufacturing and services may include:

- Artisan: food production, bakeries, hardware, metalwork, jewelry, textiles, breweries and distilleries, outdoor recreation goods, outdoor guides;
- Small batch production: 3-D printing, architecture and design, components for larger machinery, herbal products;
- Scaling: businesses that start small and plan to grow into larger spaces or locations.

Most small-scale manufacturers fit well into neighborhoods since they typically look, sound, and smell like any other storefront. It is important to review regulations and economic development programs to make sure the City is not unintentionally putting undue barriers on small-scale manufacturing facilities in commercial as well as industrial zones.

Source: www.sba.gov/about-sba/organization/sba-initiatives/support-manufacturing-businesses

ECONOMIC DEVELOPMENT GOALS AND ACTIONS

ECONDEV GOAL 5.1

Burwell has a dynamic economic development program to support entrepreneurship, business retention and expansion, and industrial recruitment.

Actions

- 5.1.1 Continue to support local economic development.
- 5.1.2 Inform the community of accomplishments prior to election to renew the LB840 tax for economic development purposes.
- 5.1.3 Work with the Chamber of Commerce to implement a business retention & expansion program to survey needs of local employers.
- 5.1.4 Continue to work closely with the Burwell/Garfield County Area Convention & Visitors Bureau to promote tourism.
- 5.1.5 Continue to work closely with Calamus Area Community Fund on community improvement projects.
- 5.1.6 Access Rural Prosperity Nebraska First Impressions program to review Burwell's online presence.

- 5.1.7 Utilize the City of Burwell website to provide public access to development regulations and permit forms, as well as community profile information.

ECONDEV GOAL 5.2

There are sites available for commercial and industrial development.

Actions

- 5.2.1 Implement a clear and consistent development review process to ensure timely permit review.
- 5.2.2 Encourage renovation of existing commercial and industrial structures.
- 5.2.3 Aid development or redevelopment through Tax Increment Financing (TIF) where appropriate.
- 5.2.4 Proactively extend public utilities to reduce the costs of development and encourage development in appropriate areas.
- 5.2.5 Work closely with Central Nebraska Economic Development District (CNEDD) to access EDA and other funding sources for local economic development.
- 5.2.6 Review provisions in development regulations to encourage small-scale manufacturing.
- 5.2.7 Consider a focused study on redevelopment of Downtown Burwell, including historic preservation and renovation of existing structures.

ECONDEV GOAL 5.3

There is an accessible system in-place for workforce development.

Actions


- 5.3.1 Continue support of K-12 education to include skills-based training and creative partnerships with local businesses.
- 5.3.2 Encourage expanded community college workforce training in Burwell.

ECONDEV GOAL 5.4

Residents have options for remote work, including access to broadband.

Actions

- 5.4.1 Promote and support the continued development, expansion, and accessibility of broadband and voice communication networks.

	Economic Development Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
5.1.1	Continue to support local economic development.	1,2,3	1,4,6		X					
5.1.2	Inform the community of accomplishments prior to election to renew the LB840 tax for economic development purposes.	1,3	1		X					
5.1.3	Work with the Chamber of Commerce to implement a business retention & expansion program to survey needs of local employers.	1,3,4,7	1,4,5		X					
5.1.4	Continue to work closely with the Burwell/Garfield County Area Convention & Visitors Bureau to promote tourism.	1,3	1,5,6		X					
5.1.5	Continue to work closely with Calamus Area Community Fund on community improvement projects.	1,3	1,5		X					
5.1.6	Access Rural Prosperity Nebraska First Impressions program to review Burwell's online presence.	1,2,3	1		X					
5.1.7	Utilize the City of Burwell website to provide public access to development regulations and permit forms, as well as community profile information.	1,3	1,11		X					
5.2.1	Implement a clear and consistent development review process to ensure timely permit review.	1,2,3	1		X					
5.2.2	Encourage renovation of existing commercial and industrial structures	1,3	1,5		X					
5.2.3	Aid development or redevelopment through Tax Increment Financing (TIF) where appropriate.	1,3	1,3	X						
5.2.4	Proactively extend public utilities to reduce the costs of development and encourage development in appropriate areas.	1,3,8	1,2,3,4,5	X						
5.2.5	Work closely with Central Nebraska Economic Development District (CNEDD) to access EDA and other funding sources for local economic development.	1,3,4,5,6	1,4,5,6		X					
5.2.6	Review provisions in development regulations to encourage small-scale manufacturing.	1,3	1		X					
5.2.7	Consider a focused study on redevelopment of Downtown Burwell, including historic preservation and renovation of existing structures.	1,3,4,6,7, 8,12	1,4,5		X					
5.3.1	Continue support of K-12 education to include skills-based training and creative partnerships with local businesses.	1,3,13	1		X					
5.3.2	Encourage community college workforce training in Burwell.	1,3,13	1		X					
5.4.1	Promote and support the continued development, expansion, and accessibility of broadband and voice communication networks.	1,2,3,6,7	1,4,5		X					

Organization:

- | | |
|------------------------------|----------------------------|
| 1. City of Burwell | 7. Private Businesses |
| 2. Garfield County | 8. Developers |
| 3. City Economic Development | 9. Consultants |
| 4. NEDED | 10. Nebraska DOT |
| 5. NIFA | 11. Public Power Providers |
| 6. Central Nebraska EDD | 12. Local Organizations |
| | 13. School |

Funding Sources:

- General Funds
- Bonding
- TIF
- Grants
- Private Funds
- Sales Tax

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Chapter Six Community Facilities

State and local governments provide services to their residents through public facilities. It is important for all levels of government to anticipate the future demand for their services if they are to remain strong and vital.

In some instances, public services are provided by non-governmental, private or non-profit organizations for the community as a whole. These are important service providers and are an integral part of the community.

This element of the comprehensive plan describes public and private community facilities and services. The chapter groups these into the following categories:

- Public buildings;
- Historic sites; and
- Education.

PUBLIC BUILDINGS

There are several public buildings and sites in Burwell., serving the city, county, and region.

CITY OF BURWELL

City Hall

The Burwell City Hall is located at 404 Grand Avenue. Burwell, has a mayor and council form of city government. Four council members represent two city wards and are elected by their ward on a staggered basis for a four-year term. The entire community elects a mayor for a four-year term.

The current City Hall was previously the Fire Hall. In addition to offices there are two heated garage bays at the rear. The facility is severely constrained and can make it difficult to efficiently serve the citizens of Burwell.

The Burwell Police Department is also located at City Hall. (see *Chapter Eight Public Safety*).

City Light Plant

The Burwell City Light Plant building is located at 834 H St, west of the County Courthouse. The City maintains backup-generators at this location which are only used on an emergency basis. There is limited space at this site for on-site storage. There is an RV Dump station at the curb.

City Shop

The City Shop is located at 617 L Street, on the south side of Burwell. There are three structures for storage of equipment and materials; however, none of these structures are heated. There is limited space for outdoors storage and the yard is not screened from L Street or S. 6th Avenue, or immediately adjacent residences.

COUNTY FACILITIES

The Garfield County Courthouse is located at 250 S 8th Avenue in Burwell. The County Courthouse was designed in a modern style by architects Thomas, Benjamin and Clayton, and built by contractor Lacy Building & Supply in 1962-63. The building replaced the original courthouse in Burwell constructed in 1890.

The County Courthouse provides office and meeting space for most County Offices. Garfield County is part of the Nebraska 8th Judicial District, and the building houses the County and District Court. The Garfield County Sheriff's office is located in the County Courthouse (see *Chapter Eight Public Safety*).

The Garfield County Road Department and Weed Superintendent are located off of G Street, north of the elementary school in Burwell.

Garfield County Library

The Garfield County Library opened their building at 217 G Street in Burwell in 2002. The library serves as a center for learning and enrichment for residents. In addition to the print collection, audiobooks and e-books are available online.

Source: www.garfieldcountylibrary.org

US POSTAL SERVICE

The Burwell Post Office is located at 188 S. 8th Avenue in Burwell. As of January 2023, the post office was open Monday through Friday and Saturday morning, with 24-hour access to the lobby.



Garfield County Courthouse, Burwell
Source: Marvin Planning Consultants

HISTORIC SITES

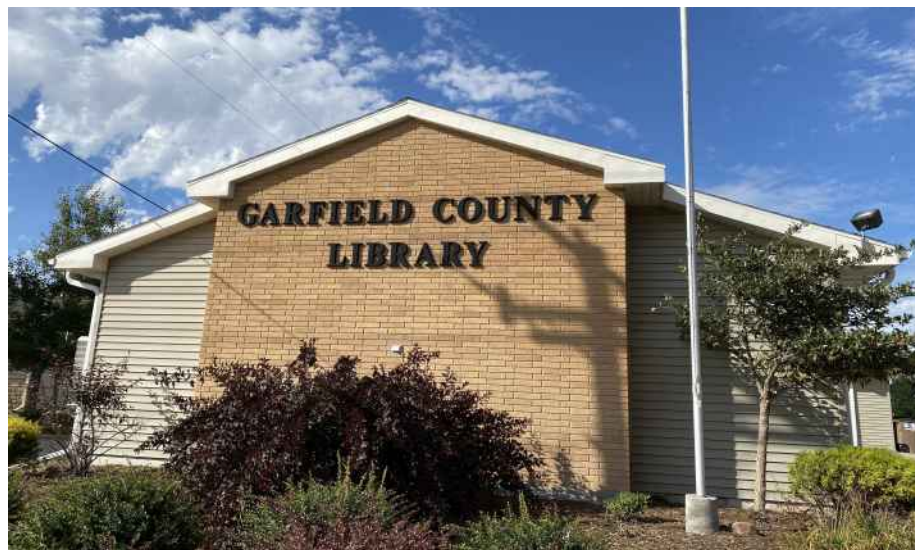
As noted in the Introduction to this plan, Burwell and Garfield County have a rich history dating back to the 1880s.

GARFIELD COUNTRY HISTORICAL MUSEUM

The Garfield County Historical Museum is located at 737 H Street. Built in 1905, the building was originally a private residence and later became a church, then a hospital.

In July 9, 1972, the museum was dedicated and opened to the public, and now showcases the area's pioneer heritage. The rooms include a historical library, surgery suite, sod house kitchen, country school classroom, butter factory display and more. A general store and log cabin are also located on the museum grounds. The museum is open afternoons Monday through Friday in the summer months.

Source: visitburwell.com/things-to-do/historic-sites



Garfield County Library
Source: Marvin Planning Consultants



Historic Burwell Carnegie Library
Source: Marvin Planning Consultants

NATIONAL REGISTER OF HISTORIC PLACES

In 2020, History Nebraska completed *A Historic Survey of Garfield County, Nebraska*, under the Nebraska Historic Resource Survey and Inventory (NeHSRI) program. At that time, 550 properties in Burwell identified as 40 years or older were surveyed, with 14 recommended as eligible for listing on the National Register of Historic Places.

Three sites in Garfield County have been listed on the National Register of Historic Places—the Burwell Carnegie Library, the Hub Building, and the Garfield County Frontier Fairgrounds. Inclusion on the National Register may enable income-producing properties to qualify for tax credits for eligible rehabilitation costs.

Burwell Carnegie Library

The Burwell Carnegie Library was built in 1914. Construction of the building was championed by the Burwell Woman's Literacy Club.

The historic library was listed on the National Register of Historic Places in 2006 as part of the Carnegie Libraries in Nebraska Multiple Property Listing. The building has since been

converted to a private residence.

Source: catalog.archives.gov/id/73919687

Hub Building

The historic Hub Building is the oldest commercial structure still standing in Garfield County, is located on Grand Avenue. It was built in 1906 by H.J. Coffin within the central "public octagon". The three-story mixed-use building has retail on the first floor with apartments and the vacant Odd Fellows hall on the upper floors. Also known as Burwell's Modern Cash Department Store, this building was listed on the National Register of Historic Places in 2006.

Source: catalog.archives.gov/id/73920731



Hub Building
Source: Marvin Planning Consultants

Garfield County Frontier Fairgrounds

The Garfield County Frontier Fairgrounds held their first rodeo in 1922. Local businessman Homer C. Stokes conceived the idea of a permanent rodeo in Burwell after attending a rodeo in Kansas. A year later the first rodeo held in Burwell, intended to celebrate the ranching heritage of the region, attracted national interest. By the 1930s, it had become one of the major shows on the rodeo circuit.

Since that time, Nebraska's oldest continuous rodeo—only stopping for World War II—has grown to be Nebraska's largest Professional Rodeo Cowboys Association (PRCA) rodeo, drawing thousands of fans every July (see *Chapter Seven following*).

The 40-acre fair and rodeo grounds facility was listed on the National Register of Historic Places in 1985. The listing included 13 contributing buildings and seven other contributing structures. The walk-in gate and original grandstand remain from 1922, while the east and west grandstands were built in the 1930s. Major repairs were required after a May 2022 windstorm with gusts up to 110 mph damaged the grandstands.

Source: catalog.archives.gov/id/73920733

Railroad Turntable

From 1887-1983, a railroad turntable at Burwell allowed steam engines to turn around to make the return trip down the Lincoln & Black Hills Railroad, which became the Chicago, Burlington, and Quincy Railroad. The turntable and a Nebraska



Burwell Elementary School
 Source: Marvin Planning Consultants

Historical Marker are located east of S. 11th/12th Avenue at H Street, along the former railroad right-of-way.

FUTURE OPPORTUNITIES FOR HISTORIC PRESERVATION

The Certified Local Government (CLG) program is an initiative of the National Park Service, managed at the state level by the Nebraska State Historic Preservation Officer (SHPO), intended to support local historic preservation activities. Currently, there are eight communities in Nebraska participating in the CLG program. This may be an opportunity for Burwell to consider in the future.

Source: history.nebraska.gov/historic-preservation/certified-local-governments-clg

EDUCATION

BURWELL PUBLIC SCHOOLS

Burwell Public Schools serve approximately 313 students in grades Pre-K to 12. As noted in Chapter Two, the planning team met with representatives of Burwell Public Schools' student council.

Burwell Junior/Senior High School is located at 190 I Street. Burwell Elementary School is located at 204 S. 4th Avenue. Burwell High School is classified by the Nebraska State Activities Association in class D-1 and D-2.

A *Historic Survey of Garfield County, Nebraska* recommended that the 1937 red-brick elementary school building and 1955 addition would be eligible for listing on the National Register of Historic Places. Burwell's Elementary School and High School are both considered critical facilities in the multi-jurisdictional hazard mitigation plan (see *Chapter 11*).

Source: www.burwellpublicschools.org

COMMUNITY COLLEGES

Northeast Community College serves Garfield County with a main campus in Norfolk, Nebraska, and locations in O'Neill, South Sioux City, and West Point. Central Community College also serves the region, with central administration in Grand Island and three main campus locations in Columbus, Grand Island, and Hastings. Educational centers are located in Holdrege, Kearney, Lexington and Ord.

Source: northeast.edu

CHILD CARE

There are a limited number of child day care providers located in the Burwell area. In Nebraska, anyone who provides child care to four or more children from different families must be licensed as a child care provider, by the Department of Health and Human Services.

There are five license types:

- **Family Child Care Home I:** This type of program is in the home of the provider. The maximum capacity is eight children of mixed ages and two additional school age children during non-school hours.
- **Family Child Care Home II:** This type of program is in the home of the provider or at another site. The maximum capacity is twelve children with two providers.
- **Child Care Center:** This type of program is licensed for 13 or more children while following the staff to child ratio per the state regulations.

- **School Age Only Center:** This type of program is licensed for 13 or more children who are attending or have attended school.
- **Preschool:** This type of program provides educational services where children do not nap and are fed a meal.
- **License Exempt:** Home care provided outside the client's home to a maximum of six children from one family or three or fewer children from more than one family.

The need for quality child day care was brought up repeatedly during public comments. One source of child care is The Calamus Kids Preschool, a collaborative venture between Burwell Public Schools, Loup County Public Schools and Central Nebraska Community Action Partnership Head Start.

TABLE 6.1: GARFIELD COUNTY EARLY CHILDHOOD CAPACITY, 2024

	Facilities	Capacity
Child Care Center	1	50
Family Child Care Home I	0	0
Family Child Care Home II	3	36
Preschool	2	24
School-Age-Only Center	0	0

Source: Nebraska Dept. of Health and Human Services, July 2024.

A new Child Care Center has been constructed on the former Community Memorial Health Center (CMHC) campus at 8th and D, near the city park, opened in mid-2024. This location provides a large site for redevelopment.



Childcare facility under construction in Burwell, 2023
Source: Marvin Planning Consultants

FACILITIES GOALS AND POLICIES

FACILITIES GOAL 6.1

The City of Burwell provides accessible public buildings and facilities required to provide public services to the citizens of the city.

Actions

- 6.1.1 Continue maintenance and repair on City Hall and other municipal structures.
- 6.2.2 Coordinate facility needs with Garfield County and look for opportunities for shared cost-savings.
- 6.2.3 Support public library facilities and content needs to meet a growing, diverse population.

FACILITIES GOAL 6.2

Historic sites and places are protected and maintained.

Actions


- 6.2.1 Support efforts to designate and preserve historic buildings.

FACILITIES GOAL 6.3

Burwell has a modern, efficient Education system.

Actions

- 6.3.1 Continue support of K-12 education and coordination with public and parochial schools.
- 6.3.2 Continue support of daycare facilities.
- 6.3.3 Include Burwell Public Schools in review of large development projects, to assure accommodation of future students.
- 6.3.4 Encourage community college workforce training in Burwell.

	Facilities Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
6.1.1	Continue maintenance and repair on City Hall and other municipal structures.	1	1,2,4	X						
6.1.2	Coordinate facility needs with Garfield County and look for opportunities for shared cost-savings	1,2	1,2,4		X					
6.1.3	Support public library facilities and content needs to meet a growing, diverse population.	1,2	1,4,5	X						
6.2.1	Support efforts to designate and preserve historic buildings.	1	1,4,5		X					
6.3.1	Continue support of K-12 education and coordination with public and parochial schools.	1,13	1		X					
6.3.2	Continue support of daycare facilities	1,3	1		X					
6.3.3	Include Burwell Public Schools in review of large development projects, to assure accommodation of future students.	1,13	1		X					
6.3.4	Encourage community college workforce training in Burwell.	1,3,13	1		X					

Organization:

1. City of Burwell
2. Garfield County
3. City Economic Development
4. NEDED
5. NIFA
6. Central Nebraska EDD
7. Private Businesses
8. Developers
9. Consultants
10. Nebraska DOT
11. Public Power Providers
12. Local Organizations
13. School

Funding Sources:

1. General Funds
2. Bonding
3. TIF
4. Grants
5. Private Funds
6. Sales Tax

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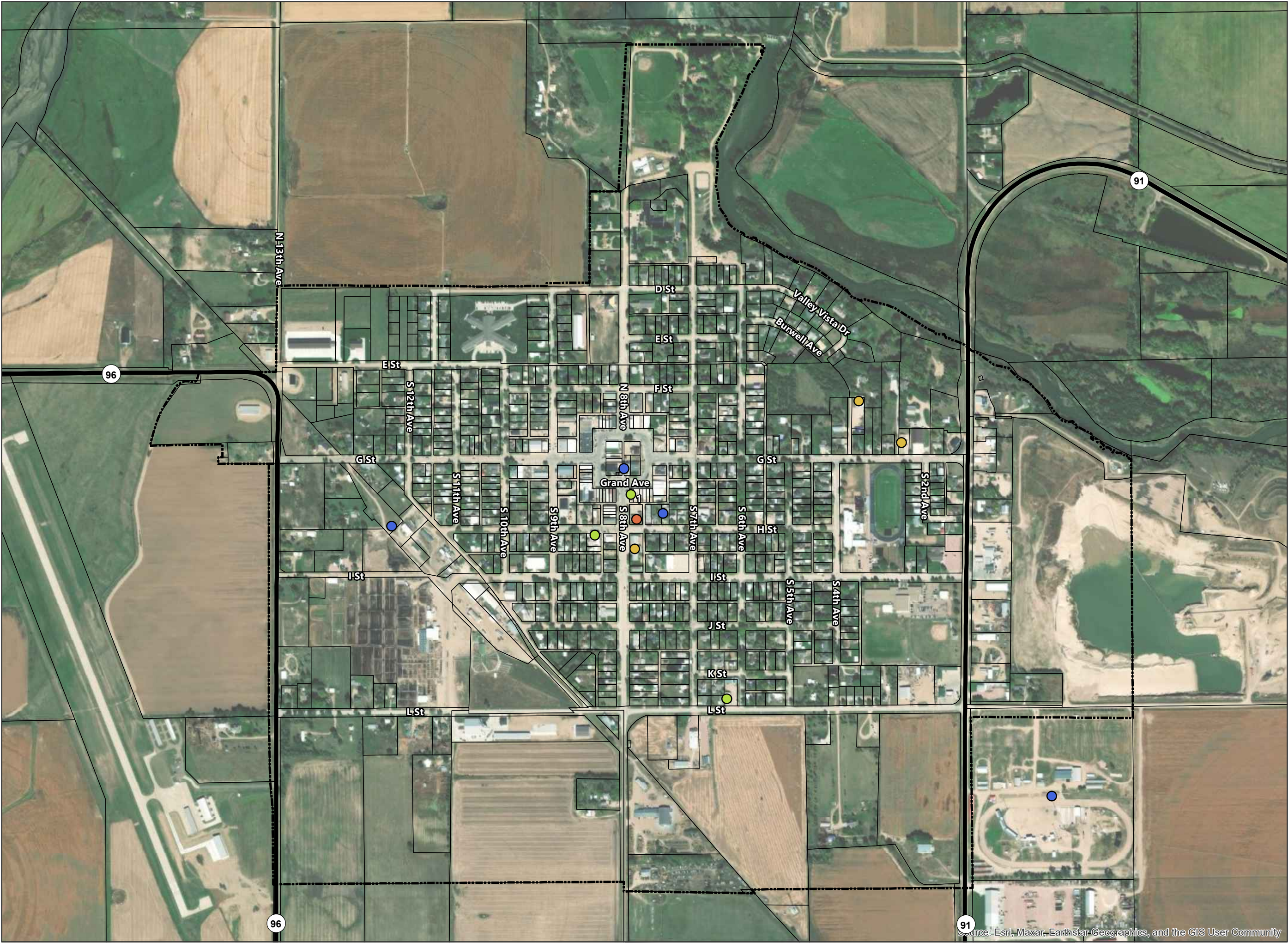


FIGURE 6.1: COMMUNITY
FACILITIES

LEGEND

- Historic Sites
- US Postal Service
- County Facilities
- Community Facilities

Highways

Municipal Limit

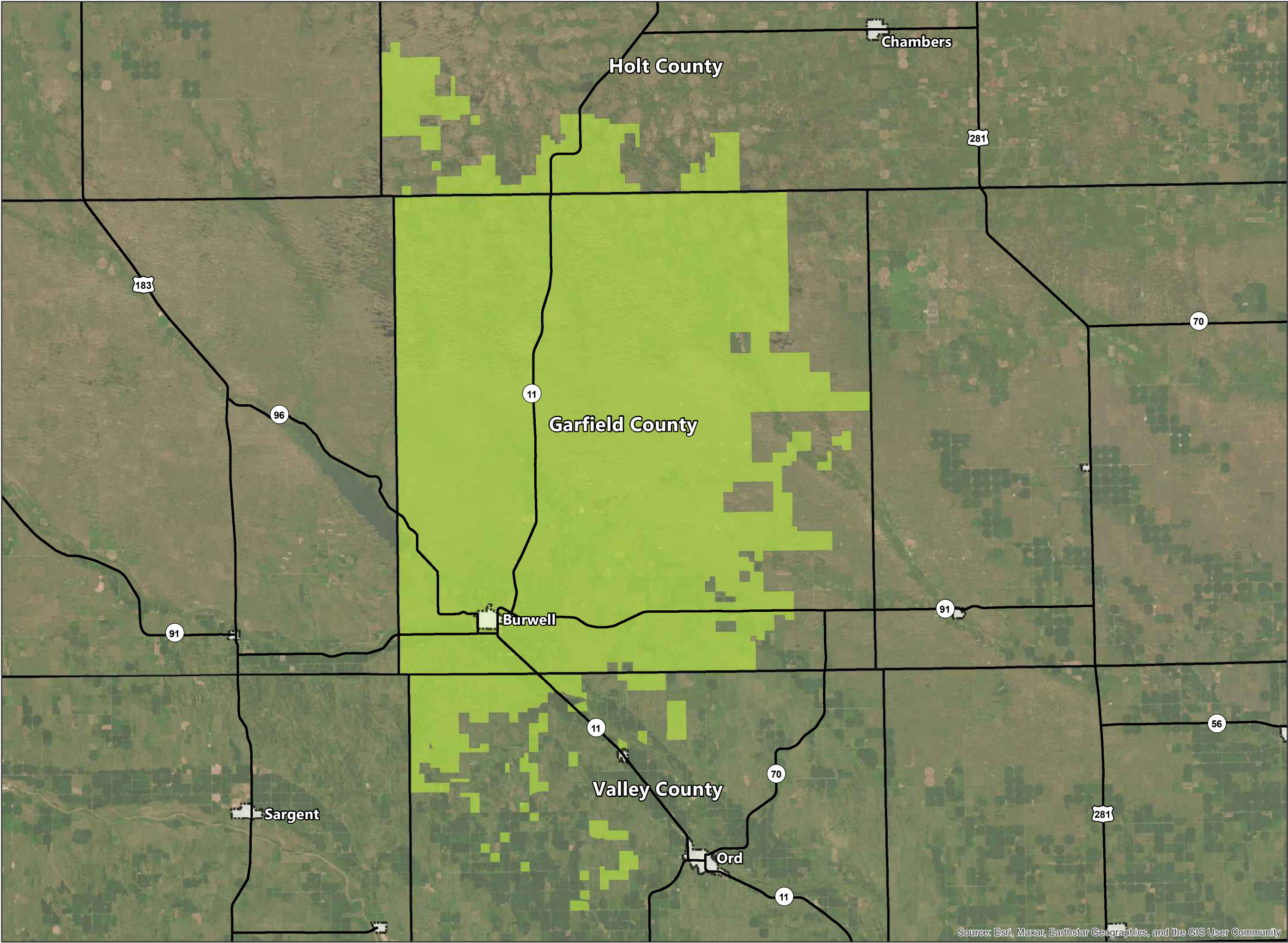
Parcels

- 1: City Hall
- 2: City Light Plant
- 3: City Shop
- 4: Garfield County Courthouse
- 5: Garfield County Road Department and Weed Superintendent
- 6: Garfield County Library
- 7: US Postal Service
- 8: Garfield County Historical Museum
- 9: Hub Building
- 10: Garfield County Frontier Fairgrounds
- 11: Railroad Turntable



PROJECTION: NE State Plane (Ft.)
DATUM: NAD 83
DATE: 9.10.24

0 0.0425 0.085 0.17 Miles



LEGEND

- Highways
- Municipal Limits
- County Boundaries
- School District**
 - Burwell Public Schools



PROJECTION: NE State Plane (Ft.)
DATUM: NAD 83
DATE: 9.10.24

0 1.5 3 6 Miles



Chapter Seven Parks and Recreation

The Parks and Recreation element includes a brief description of facilities in Burwell and the surrounding area. Even though parks are typically a municipal facility, they also serve the needs of county residents residing outside of city limits. With the large reservoir nearby, Burwell also serves the recreation needs of residents from across Nebraska.

Parks and recreation services provide residents with a variety of social, cultural, and recreational opportunities that lead to an improved quality of life.

COUNTY FAIRGROUNDS

The Garfield County Frontier Fairgrounds, located on Nebraska Highways 11 and 91 on the southeast outskirts of Burwell, The 40-acre facility includes one of the world's largest rodeo arenas, a 3/4 mile track, original

wooden covered grandstands, and other structures, is listed on the National Register of Historic Places (see Chapter Six). The Nebraska Department of Economic Development (DED) recently awarded a tourism

Community Development Block Grant (CDBG) to Garfield County to make improvements to the facilities of Nebraska's Big Rodeo. The upgrades will also benefit the Garfield County Fair.



Garfield County Frontier Fairgrounds
Source: Marvin Planning Consultants

The Garfield County Fair is held annually each summer, in conjunction with Nebraska's Big Rodeo. The County Fair and Rodeo parade also draws spectators to downtown Burwell. Local youth showcase their skills throughout the week exhibiting hogs, cattle, and sheep, as well as 4H projects.

Nebraska's Big Rodeo is one of the oldest events on the PRCA circuit. The rodeo draws professional rodeo cowboys on the Prairie Circuit and spectators from across the country. Rodeo

events include breakaway roping and barrel racing in addition to PRCA-sanctioned competition.

Source: <https://www.nebraskasbigrodeo.com/>

COMMUNITY PARKS AND RECREATION

RIVERSIDE PARK

Burwell's city park, Riverside Park, is located on North 8th Street, on the west bank of the

North Loup River. The park has several amenities:

- playground,
- small pond,
- baseball fields
- Tennis/pickleball courts,
- Frisbee Disc Golf Course.
- Restrooms.
- Four 30/50 amp RV camper spots and four 30-amp spots.

The park is popular with birdwatchers and fishermen, as well as residents enjoying the open space. Nebraska Game and Parks highlights the "Paddlecraft Launch" on the North Loup River at Riverside Park on their trails web map.

The City has been working with consulting engineers on options to improve the pond area, possibly with a pavilion and/or walking path. They have considered adding basketball hoops at the park.

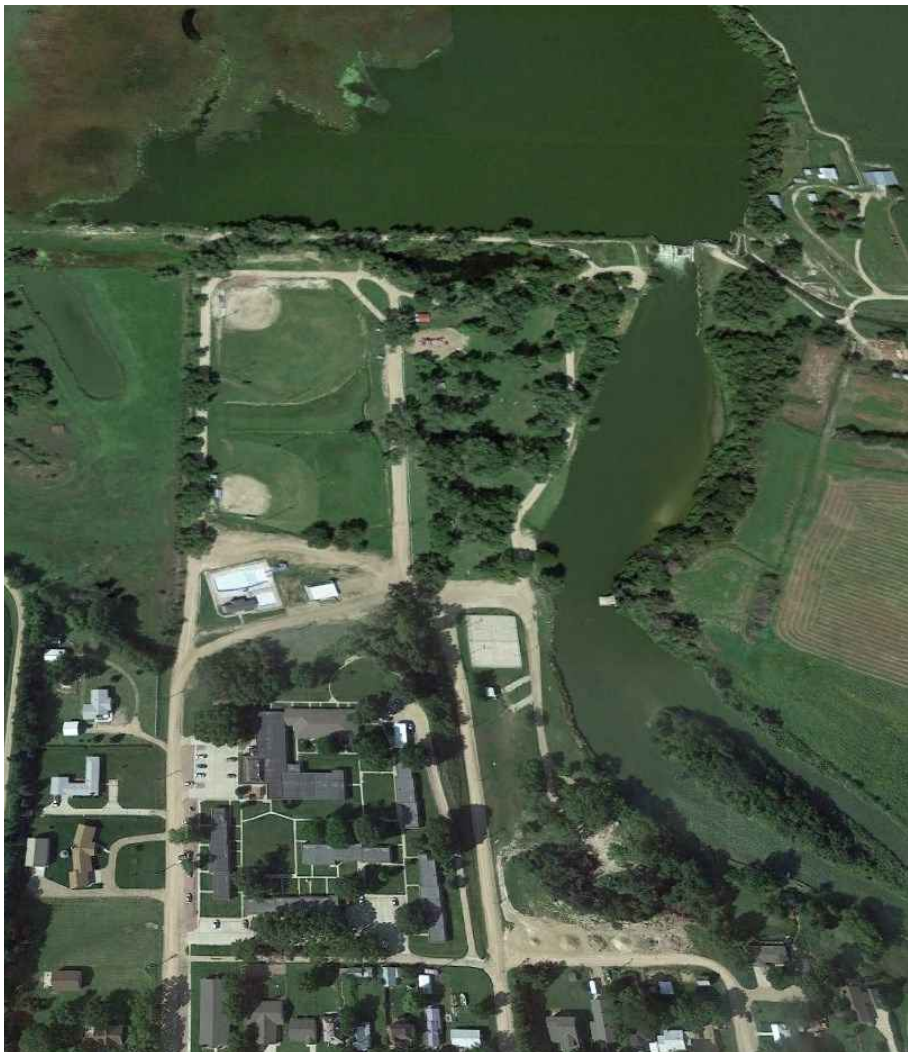
The community also relies on school facilities for recreation. There is a Legion baseball field at the high school, and a field used for soccer at the elementary school. There are no other neighborhood parks in Burwell at this time. In community meetings, residents asked for paved multi-use trails.

Swimming Pool

The Burwell Swimming Pool, built in the early 1960s, is located in the city park. Facilities include two diving boards, a baby pool, and locker room facility. The filtering system and pool deck were updated in 2022, and slides added. Community members and visitors can participate in Red Cross swimming lessons and adult aerobics.

The Burwell Swimming Pool is open daily Memorial Day

FIGURE 7.1: BURWELL CITY PARK



Source: Google Earth



Burwell Swimming Pool at Riverside Park
Source: Marvin Planning Consultants

weekend through mid-August. Family and Individual passes are available seasonally. The facility is also available for pool parties.

The City has been working with consulting engineers on options to improve the pond area, possibly with a pavilion and/or walking path. They have also considered adding basketball hoops at the park.

The community also relies on school facilities for recreation. There is a Legion baseball field at the high school, and a field used for soccer at the elementary school.

GOLF

Calamus Golf Course is located seven miles northwest of Burwell, directly east of the Calamus

State Recreation Area. The Calamus Golf Course features a 2,845 yard 9-hole course with fully watered bluegrass fairways and bent grass greens along with water hazards and grass bunkers. There is also a driving range and practice area. The clubhouse offers refreshments and food on a limited basis.

CAMPGROUNDS

Tent and RV campgrounds are available in Burwell and at Calamus Reservoir, for day use or long-term camping. The options include:

- Burwell City Park
- Calamus Lodge Campground
- Calamus State Recreation Area
- Calamus Flats Campground
- Dad's Calamus East
- Fairgrounds
- Fort Knox Campground
- Kamp Kaleo
- Willow Springs RV Park

Source: visitburwell.com



Riverside Park
Source: Marvin Planning Consultants

ATTRACTIONS

CALAMUS STATE RECREATION AREA

Nebraska Game and Parks' Calamus State Recreation Area is located just west of Burwell, and is among the most popular places for camping, fishing, boating, picnicking, and hiking in the state. Features of the recreation area include a 5,123-acre lake and surrounding 4,958 acres of gently rolling land, covered with native grasses and forbs. Some 1.2 miles of the Calamus River and 3.5 miles of other streams meander through the recreation area.

RV and primitive camping are offered at the Calamus State Recreation Area with 122 modern camping pads with electrical hookups and 55 non-pad sites available at four sites within the Calamus State Recreation Area for visitors to enjoy. The campgrounds at Nunda Shoals and Homestead Knolls feature modern restrooms, showers, dump station and water. There are also unsupervised swimming beaches, 5 boat ramps, vault toilets, picnic tables, and fish cleaning stations.

Source: outdoornebraska.gov/calamus

KAMP KALEO

Kamp Kaleo is located two miles east of Burwell and offers 200 acres of woods and grasslands stretching over a mile of riverfront. Kamp Kaleo hosts weddings; meetings; learning retreats; family, school, and church reunions as well as special camp experiences.

There are eight cabins available, welcome center with bedrooms, a lodge with a commercial kitchen, retreat house with 5 bedrooms, and other facilities.

Source: kampkaleo.com

FORT HARTSUFF STATE HISTORICAL PARK

The Fort Hartsuff State Historical Park is a restored 1870s frontier fort located in the North Loup Valley near the town of Elyria. The fort was a frontier military post from 1874 to 1881, and was built to protect local settlers and the Pawnee tribe from the Sioux tribe.

Many of the original buildings at Fort Hartsuff are still standing.



Photo 7.3: Fort Hartsuff State Historic Park

Source: J. Stephen Conn

Barracks, officers' quarters and other structures remain at the site. Living History weekends, stargazing gatherings and other events keep things hopping at "The Fort."

Source: history.nebraska.gov/fort-hartsuff-state-historical-park

LOUP RIVER SCENIC BYWAY

The Loup Rivers Scenic Byway is named for the North, Middle and South Loup Rivers swirling through the heart of Nebraska's Sandhills. The route along the rivers and gently rolling farmland and Sandhills provides habitat for a diverse range of wildlife.

The Loup Rivers Scenic Byway stretches 150 miles along Highway 11 from Wood River (along I-80 west of Grand Island) to Burwell, then along Highway 91 from Burwell to Dunning. The junction of Highway 2 (another scenic route) is also close to the

Bessey Division of the Nebraska National Forest.

Source: visitnebraska.com/loup-rivers-scenic-byway

RESOURCES

PARKS AND RECREATION STANDARDS

There are several different standards for the recommended area of parks and recreation facilities that a city should provide to residents (Table 7.1). The National Parks and

TABLE 7.1: RECREATION STANDARDS

	Standard	Acreage Needed
NPRA	10ac/1,000 residents	10.5
NGPC	14-25 ac/1,000	11.7-18.8
SCPRS	14.0 ac/1,000	11.7

Source: National Parks and Recreation Association, Nebraska Game and Parks, Small Community Park & Recreation Standards

TABLE 7.2: NRPA PARK STANDARDS

Type of Park	Optimum Size	Service Area	Uses
Mini Parks	.2 to 1 acre	Residential neighborhoods within ¼ mile radius	A walk-to facility providing play and passive recreation for the immediate vicinity: <ul style="list-style-type: none"> • Playground equipment • Picnic tables and shelters • Open turf • Natural areas
Neighborhood Parks	5 to 10 acres	Residential areas within ½ mile radius	A walk-to facility with amenities which are predominately neighborhood-oriented (not competitive sports): <ul style="list-style-type: none"> • Play areas • Tennis courts • Basketball courts • Open field for casual and multi-use play
Community Parks	20 to 40 acres	½ mile to 3 miles	A drive-to facility serving multiple neighborhoods and includes both competitive sports and passive recreation facilities which are typically not provided in neighborhood parks: <ul style="list-style-type: none"> • Active sports facilities grouped for efficiency where possible (three to four tennis courts, two or three basketball courts, etc.) • Lighted sports fields with bleachers • Small passive areas for neighborhood park functions • Community center for indoor recreation including kitchen, meeting rooms and large open exercise area • Natural area with trail
District / Regional Parks	40 to 150 acres	5 mile radius	A city-wide drive-to resource primarily for nature-oriented activities and/or major sports facilities: <ul style="list-style-type: none"> • Large children's playground (with theme) • Lighted active sports facilities (tennis, baseball, soccer, etc.) grouped in complexes for efficiency • Significant dedicated natural areas with trails and passive park uses • Community center
Natural Resource Area	based on resource	Entire community	Lands set aside to preserve unique natural resources: <ul style="list-style-type: none"> • Remnant landscapes • Open space • Visual/aesthetics buffering
Greenway (trails and linear parks)	25 ft. width minimum; 200 ft. or more optimal	Based on resource availability and opportunities	Ties park system components together to form a continuous park environment
School – Park	10 to 15 acres minimum	Based on school district's school distribution policies	Combines parks with school spaces
Sports Complex	40 acres or more	Entire community	Consolidates heavily-programmed athletic fields to larger and fewer sites
Special Use	Variable	Variable	Covers a broad range of park and recreation facilities oriented toward a single-purpose use

Source: National Parks and Recreation Association (NPRA)

TABLE 7.3: BURWELL FACILITIES CURRENT NEED

Facility Category	Facility Type	Population Served by One Facility	# of Facilities Needed per 1,000	# of Facilities Needed in Burwell	Acres required for each Facility	Total Acres Required in Burwell
Sports Fields	Soccer/Multi-Use Field	1,050	0.95	1	2.21	2.2
	Ball Field (Baseball/Softball)	1,640	0.61	1	3.77	3.8
Courts	Tennis Court	1,030	0.97	1	0.17	0.2
	Basketball Court	1,100	0.91	1	0.16	0.2
	Volleyball Court	7,540	0.13	0	0.10	0
Outdoor Recreation	Small Skate Park (7,000 sf)	6,410	0.16	0	0.18	0
	Full-sized Skate Park (17,000+ sf)	15,560	0.06	0	0.50	0
	BMX Track (Standard ABA Certified)	6,250	0.16	0	3.12	0
	Paved Multi-purpose Trail (per mile)	960	1.04	1	2.43	2.4
	Dirt/Gravel Multi-Use Trail (per mile)	430	2.33	2	1.83	3.7
Leisure	Playgrounds (per 3,200 sf of fully developed area)	6,270	0.16	1	0.14	0.1
	Family Picnic Area	160	6.25	7	0.01	0.1
	Group Picnic Area w/shelter	2,780	0.36	1	2.06	2.1
	Park Bench	130	7.69	8	0.0	0
Other Facilities	Swimming Pool—Outdoors	8,250	0.12	1	0.34	0.3
	Outdoors Events Venue	2,380	0.42	0	3.19	0

Source: Small Community Park & Recreation Standards, 2003

Recreation Association (NPRA) has an established standard of about 10 acres of parks and recreation area per 1,000 residents. Nebraska Game and Parks has used a standard of 14 to 25 acres per 1,000 residents. The Nebraska standard may be more closely aligned with smaller communities.

The Small Community Park & Recreation Standards (SCPRA, 2003) were developed specifically for communities of 10,000 population or less. The SCPRA classifies facilities into five categories—sports fields, courts, outdoor recreation, leisure, and

other recreational facilities. This resource recommends approximately 14 acres of dedicated parkland per 1,000 residents.

Table 7.2 presents the NPRA Park Standards by type of facility. Table 7.3 presents the recommended SCPRA standards by facility type, including the population typically served by each facility and acreage required for each facility. According to the SCPRA standards, Burwell should provide a minimum of about 15.1 acres of land for parks and recreation, to provide enough

space for recommended facilities. Open space for flood mitigation or aesthetic buffering would be in addition to this area.

Parks & Rec Needs

Local parks should be age-friendly, accessible, and sufficiently funded. They should be equitably located throughout communities. They should also be designed to enable everyone to enjoy their benefits.

Table 7.3 details parks and recreation needs by category. Many of these parks and recreation facilities have been provided in Burwell, while others

should be considered to serve the needs of current and future residents. For example, participants in the Town Hall suggested a need for multi-use trails. The City may also want to add mini-parks and neighborhood parks to improve residential neighborhoods, boosting property values and quality of life.

CONSERVATION EASEMENTS

Conservation easements have become a popular incentive-based strategy for land conservation. As the Lincoln Institute of Land Policy has noted, "Beyond tax credits, tax deductions, and other public subsidies that provide financial incentive for landowners to enter into conservation partnerships, this phenomenon is fueled by the perception that conservation easements are a win-win strategy in land protection, benefiting both landowners and the environment."

Agricultural easements are a valuable tool for farmers and ranchers, allowing them to exercise private property rights while keeping land in agricultural production.

Yet the governing laws and conventions can be problematic. Easements can conserve sensitive lands, yet wildlife and land or water easements can also take productive farmland out of production.

Easements can also have impacts on tax revenues if the market value of land is reduced. Local school districts and units of government rely on these tax revenues to provide essential

services. However, local service providers would face even greater impacts if these sensitive lands were converted to dispersed housing sites demanding the full range of public services.

Review Process

Nebraska Revised States §76-2,111 et seq. (Reissue 1997) sets out a process for review of conservation easements under the Conservation and Preservation Easements Act.

- "Conservation Easement" is defined as "an easement, restriction, covenant, or condition...in real property" protecting "natural, scenic, or open condition, assuring its availability for agricultural, horticultural, forest, recreational, wildlife habitat, or open space use, protecting air quality, water quality, or other natural resources..."
- "Preservation Easement" is defined similarly, to protect "historical, architectural, archaeological, or cultural aspects of real property..."

§76-2,112(3) requires "each conservation or preservation easement shall be approved by the appropriate governing body." If the property in question is partially or entirely within the City's extraterritorial jurisdiction (ETJ) then the City is the governing body for this review.

The process outlined is:

- I. The governing body refers the proposed easement to the local planning commission with jurisdiction over the property.

- II. The planning commission has 60 days to provide comments regarding the conformity of the easement to the comprehensive plan.
- III. The governing body shall receive the comments of the local planning commission.

Approval of a proposed easement may only be denied upon a finding of fact the acquisition is "not in the public interest" when:

- I. A comprehensive plan for the area which had been officially adopted and was in force at the time of the conveyance, or
- II. Any national, state, regional, or local program furthering conservation or preservation, or
- III. any known proposal by a governmental body for use of the land.

Any state agency can accept a conservation or preservation easement after soliciting comments from the local planning commission, without approval by the local governing body.

Burwell Extraterritorial Jurisdiction (ETJ)

These issues require careful consideration of future development and land use impacts, especially in the City's ETJ. For the purposes of this comprehensive plan, the

following review criteria may be considered:

- I. While agricultural easements protect and enhance farming and ranching operations and property rights as they currently exist, the ETJ is where the City will need to grow and develop in the future. Easements in the ETJ should be considered carefully for impacts to the future land use pattern in the City of Burwell Comprehensive Plan.
- II. Wildlife and land or water easements generally restrict use of land. While the property owner is voluntarily separating their bundle of private property rights, taking land out of production also impacts future development patterns. Potential impacts of these easements on adjacent property should be reviewed for the public record.
- III. The alternative to an easement may be fee simple acquisition by a private non-profit entity or a governmental body, or development of the property. A conservation or preservation easement for a limited period of time may have lesser community impacts than fee simple acquisition.

Review of a conservation easement must be based in a substantial evidentiary record. The planning commission comments must be made in writing.—statute specifies comments, not necessarily a recommendation. As well, the governing body's decision should be supported by evidence received. In the case of a

decision to deny acquisition of an easement, there must be a clear statement of reasoning citing the criteria in statute, and how the proposed easement fails to meet the criteria.

PARKS AND RECREATION GOALS AND ACTIONS

PARKS GOAL 7.1

Residents have access to a variety of parks and recreation facilities close to home.

Actions

- 7.1.1 Develop a city-wide parks and recreation master plan.
- 7.1.2 Identify one or more potential locations for mini-park or neighborhood park sites to bring recreation closer to all residents.
- 7.1.3 Continue to maintain and make incremental improvements at city parks.
- 7.1.4 Incorporate accessible playground and recreation equipment meeting ADA standards into all park improvement plans.
- 7.1.5 With the importance of keeping and attracting families, continue to evaluate, plan, and prepare for improvements and long-term maintenance of the swimming pool.

PARKS GOAL 7.2

The City has a multiuse trail network suitable for a variety of users.

Actions


- 7.2.1 Improve existing trails in City Park.
- 7.2.2 Establish a trails system to connect public facilities including parks and public schools.

PARKS GOAL 7.3

Area attractions are well-promoted to local residents and regional visitors.

Actions

- 7.3.1 Support local and regional marketing of local and regional attractions.

	Parks & Recreation Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
7.1.1	Develop a city-wide parks and recreation master plan.	1,9	1,4,5		X					
7.1.2	Identify one or more potential locations for mini-park or neighborhood park sites to bring recreation closer to all residents.	1	1,4,5	X						
7.1.3	Continue to maintain and make incremental improvements at city parks.	1,12	1,4,5	X						
7.1.4	Incorporate accessible playground and recreation equipment meeting ADA standards into all park improvement plans.	1,12	1,4,5	X						
7.1.5	With the importance of keeping and attracting families, continue to evaluate, plan, and prepare for improvements and long-term maintenance of the swimming pool.	1,12,13	1,2,4,5	X						
7.2.1	Improve existing trails in City Park.	1	1,4,5	X						
7.2.2	Establish a trails system to connect public facilities including parks and public schools	1,13	1,4,5	X						
7.3.1	Support local and regional marketing of local and regional attractions	1,3,12	1,4,5		X					

Organization:

1. City of Burwell
2. Garfield County
3. City Economic Development
4. NEDED
5. NIFA
6. Central Nebraska EDD
7. Private Businesses
8. Developers
9. Consultants
10. Nebraska DOT
11. Public Power Providers
12. Local Organizations
13. School

Funding Sources:

1. General Funds
2. Bonding
3. TIF
4. Grants
5. Private Funds
6. Sales Tax

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Chapter Eight Public Safety

Community safety and security are essential elements of quality of life. This chapter describes the different elements of public safety services for Burwell, including Law Enforcement, Fire protection, and Emergency Management.

LAW ENFORCEMENT

As noted in Chapter Six Community Facilities, the Burwell Police Department is located at City Hall and is authorized for two officers. In 2022, the Police Department had one full-time and one part-time employee on staff.

The Garfield County Sheriff's Office is also located in Burwell, at the Garfield County Courthouse. In 2022, the Sheriff's Office reported to the State of Nebraska two sworn officers on duty (Table 8.1).

FIRE AND RESCUE

The Burwell Volunteer Fire Department serves the City of Burwell as well as Garfield County, the Calamus Reservoir area of Loup County west of the city, and an area south of Burwell in Valley County. The Fire Department is located at 917 G

Street in downtown Burwell. The Department has about 60 volunteer firefighters and EMTs. Crews respond to a variety of calls, including structure fires, motor vehicle accidents, and grass fires. The Department also has a small unheated building off-site for cold storage of backup equipment.

TABLE 8.1: SWORN OFFICERS, 2019-2021

Agency	2020		2021		2022	
	Sworn Officers	Per 1,000	Sworn Officers	Per 1,000	Sworn Officers	Per 1,000
Burwell Police Dept	2	0.9	1	0.8	2	0.9
Broken Bow PD	7	2.0	7	2.0	7	2.0
Ord Police Dept	5	1.9	4	1.4	4	1.9
Garfield Co. Sheriff	2	2.5	3	2.4	2	2.5
Custer Co. Sheriff	8	1.1	9	1.1	7	1.1
Loup Co. Sheriff	2	1.5	2	1.7	2	1.5
Valley Co. Sheriff	5	1.9	4	1.0	5	1.9
State Average		3.6		3.7		3.6

Source: Nebraska Crime Commission, Commission on Law Enforcement and Criminal Justice
N/A—not available

The Department's current response vehicles include:

- 2 Emergency units (ambulance)
- 2 pumper trucks
- 2 tankers
- 3 tanker/grass rigs in town
- 3 tanker/grass rigs posted at rural locations
- 4 pickup grass rigs in town
- 6 pickup grass rigs posted at rural locations
- Side-by-side ATV
- Dive-boat and van

The department does have a crew drive certified for emergencies at Lake Calamus. City wells provide sufficient capacity for tankers based in town. The department has agreements to access to irrigation wells in more remote rural areas as needed.

Fire response vehicles and equipment have become larger over the years. The existing fire hall will need to be expanded or relocated to fit new trucks, replaced as regular capital improvements.

Burwell Rescue provides basic Emergency Medical Services (EMS) response in the same service area. It has been difficult to recruit trained EMT staff as fewer people live and work in the community.



help effectively manage wildfires and increase collaboration and communication among organizations who manage fire. The CWPP discusses county specific historical wildfire occurrences and impacts, identifies areas most at risk from wildfires, discusses protection capabilities, and identifies wildfire mitigation strategies. This document is updated every five years.

from, or mitigate against threatened or actual disasters or emergencies, regardless of cause. This includes man-made and natural disasters. The discipline and profession of emergency management applies science, technology, planning, and management to deal with extreme events which can injure or kill large numbers of people, do extensive damage to property, and disrupt community life.

CENTRAL SANDHILLS COMMUNITY WILDFIRE PROTECTION PLAN

The Nebraska Forest Service updated the Central Sandhills Community Wildfire Protection Plan (CWPP), which includes Garfield County, in June 2019. The purpose of the CWPP is to

EMERGENCY MANAGEMENT

Emergency management involves the coordination and integration of activities necessary to build, sustain, and improve the capabilities to prepare for, respond to, recover

Emergency management is integrated at the local, state, and federal levels. All disasters start at the local level. When a local disaster declaration is made because local resources have been overwhelmed, a request may be made for assistance from the Nebraska Emergency Management Agency (NEMA). When state

resources become overwhelmed, a state disaster may be declared and the governor can request assistance from the Federal Emergency Management Agency (FEMA). Emergency response operates within the principles of the National Incident Management System (NIMS) and the Incident Command Systems (ICS).

Garfield County has an Emergency Manager, who works with local leaders and the Region 26 Director of Emergency Management. Local emergency management operates within the framework within which communities reduce vulnerability to hazards and cope with disasters:

Mitigation: identify hazards and activities to prevent/lessen the impact of a disaster on lives and property

Preparedness: assist individuals and communities take steps to be ready for a disaster

Response: support and coordinate local agency emergency response activities

Recovery: work to restore public services and return the community to normal.

CRITICAL FACILITIES

Each jurisdiction identified critical facilities in the multi-jurisdiction hazard mitigation plan. These facilities are vital for disaster response, providing shelter to the public, and essential for returning the jurisdiction's functions to normal during and after a disaster per the FEMA Community Lifelines guidance. Critical facilities were

identified during the previous planning process and updated by the local planning team as a part of this plan update. In Burwell, these include community facilities and public safety facilities such as schools, City Hall, the Light Plant, water and sewer systems, and others.

The American Red Cross has agreements with Burwell Elementary and the Junior/Senior High School and Kamp Kaleo to serve as mass care facilities during disaster events.

For more information on the Mitigation element of emergency management in Burwell and Garfield County, see Chapter 11 Hazard Mitigation.

PUBLIC SAFETY GOALS AND ACTIONS

SAFETY GOAL 8.1

Law Enforcement services are provided to the community.

Actions

- 8.1.1 Identify specific ways to work cooperatively between the City and the County Sheriff for law enforcement.
- 8.1.2 Continue to regulate and mitigate nuisance and code enforcement cases.

SAFETY GOAL 8.2

Fire Protection services are provided to the community.

Actions

- 8.2.1 Continue to support and maintain a quality Fire Department.
- 8.2.2 Work with the Fire District to identify potential property to expand or re-locate to Fire Hall.

SAFETY GOAL 8.3

Emergency Medical Services (EMS) are provided to the community.

Actions


- 8.3.1 Continue support for Emergency Medical Services.

SAFETY GOAL 8.4

Emergency Management services are provided to the community.

Actions

- 8.4.1 Continue to participate in emergency management programs and exercises.

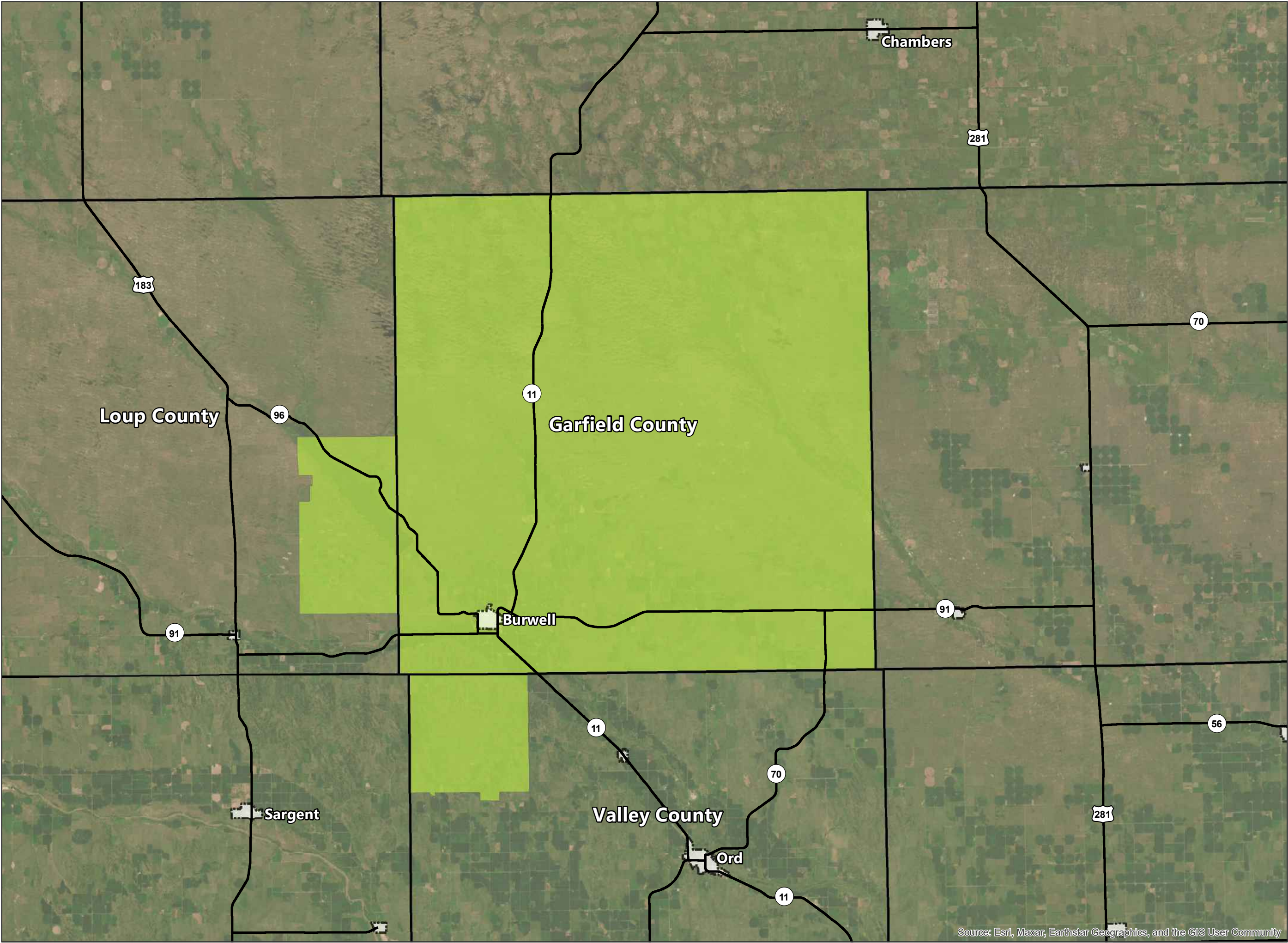
	Public Safety Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
8.1.1	Identify specific ways to work cooperatively between the City and the County Sheriff for law enforcement.	1,2	1,4		X					
8.1.2	Continue to regulate and mitigate nuisance and code enforcement cases.	1,6	1		X					
8.2.1	Continue to support and maintain a quality Fire Department.	1	1,2,4	X						
8.2.2	Work with the Fire District to identify potential property to expand or re-locate to Fire Hall.	1,2, 12	1,4	X						
8.3.1	Continue support for Emergency Medical Services.	1	1,2,4	X						
8.4.1	Continue to participate in emergency management programs and exercises.	1	1,4		X					

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12. Local Organizations
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Funding Sources:

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4. Grants
5. Private Funds
6. Sales Tax



LEGEND

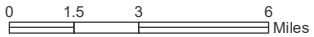
- Highways
- Municipal Limits
- County Boundaries

Fire District

- Burwell Fire Department



PROJECTION: NE State Plane (Ft.)
DATUM: NAD 83
DATE: 9.10.24



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Chapter Nine Livability & Health

Livable communities are welcoming for people of all ages. As documented in Chapter Three Population, 1/5 of Burwell's residents are under 18 and 1/3 are 65 and older. People in these age groups—residents and visitors—are more likely to rely on others, and many can not or do not want to drive.

Creating livability is about building great places for all ages. A livable community provides safe, walkable streets, age-friendly housing, access to services, and opportunities for residents of all ages to participate in community life.

This chapter discusses the benefits of becoming a more livable community and describes local public health services. The chapter draws heavily on the AARP's Livable Communities initiative.

Source: www.aarp.org/livable-communities

A LIVABLE COMMUNITY

A livable community is safe and secure. It offers choices in how residents live and how they are able to move around. And it equitably serves residents and visitors of all ages, ability levels, incomes, races, and ethnicities. Livable communities enhance personal independence, provide opportunities for young people to become independent and invested in their hometown, and allows older residents to remain in their homes and neighborhoods as they age.

There are essential features that help residents of all ages and backgrounds to thrive. These include zoning regulations customized to local needs and preferences, safe and varied transportation options, and diversity of housing types.

Livable communities also include public spaces, parks, and “third places” open and welcoming to everyone, as well as essential services such as grocery stores and health care facilities.

Active living keeps a livable community vibrant and alive. A city that works for active 8 year olds works for active 80 year olds. The young parent with a stroller relies on smooth sidewalks and trails with curb cuts, just the same as the older adult or disabled person in a wheelchair or with an assistive device. Allowing services near housing helps when people can't drive. (See Chapter 14 Transportation of more on transit and multi-modal infrastructure.)



FIGURE 9.1: AARP LIVABLE COMMUNITY

In a livable community, people of all ages can ...



Go for a walk



Cross the streets



Ride a bike



Get around without a car



Live safely and comfortably



Work or volunteer



Enjoy public places



Socialize



Spend time outdoors



Be entertained



Go shopping



Buy healthy food



Find the services they need



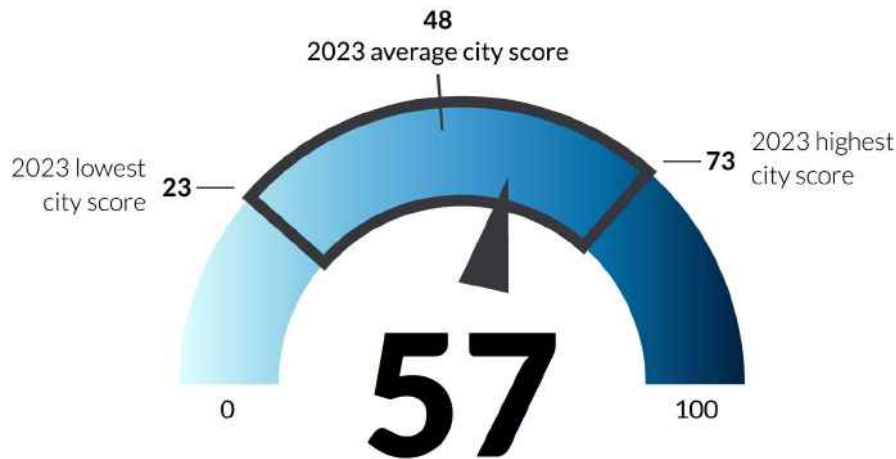
... and make their city, town or neighborhood a lifelong home.

[AARP.org/Livable](https://www.aarp.org/Livable)

AARP®
Real Possibilities



FIGURE 9.2 BURWELL LIVABILITY INDEX SCORE



The overall livability index score for **Burwell, Nebraska** is **57**.

This is in the **top half** of **communities** in the U.S.

Source: AARP Livability Index, 2023-2022.

Burwell's decisionmakers and investors have an important role to play in maintaining and improving the livability of Burwell. AARP's research suggests:

- Secure affordability
- Secure equitable access
- Ensure quality and choice
- Prioritize accessibility and the ability to age in place
- Promote health, safety, and environmental sustainability
- Achieve holistic policymaking

LIVABILITY INDEX

Comparing Burwell to other communities across the country, the city rates higher than average for overall livability. This is based on Burwell's overall livability index score of 57 out of 100, based on AARP's livability research (Figure 9.2).

AARP has developed their Livability Scores based on metric values and policy points for each of seven livability categories:

housing, neighborhood, transportation, environment, health, engagement, and opportunity. The criteria are based on research and AARP's policy priorities, which should be kept in mind while evaluating relative scores. The index also reports criteria change over time. A location's total livability score is an average of those seven category scores.

AARP explains: "Metrics measure how livable communities are in the present. Data is collected and analyzed from local, state, federal, and private sources. Policies measure how communities might become more livable over time based on actions taken now. Policy data is derived from publicly available data and information and covers the entire United States.

Metrics

Housing

Burwell scores 71 out of 100 for housing affordability and access. AARP's metrics include zero-step entrances (imputed for Burwell from national averages for single-story homes), availability of multi-family housing, housing costs and housing cost burden compared to US medians. While the rising cost of housing may be outstripping local wages, local housing costs are still far below metropolitan housing costs—one reason Burwell has become so attractive for seasonal housing.

Neighborhood

Burwell scores a 60 for neighborhood proximity and security. Metrics include access to grocery stores and farmers markets, parks, and libraries; access to jobs by auto and transit; "diversity of destinations" (the combined number of jobs and people per square mile), activity density, and crime rate. Burwell's score is negatively affected by the high vacancy rate created by seasonal housing, as well as the lack of transit.

Transportation

Burwell scores 46 for transportation safety and convenience. Metrics include local transit (limited local availability), walkability, congestion (none in Burwell), household transportation costs, speed limits, and crash rates. As in many rural, remote communities, transportation costs are higher than average. See Chapter 14 Transportation for more information on these infrastructure items.

Environment

Burwell scores 64 for the environment—clean air and water. Metrics include drinking water quality, regional air quality, near-roadway pollution, and local industrial pollution. Burwell should score higher except these items are not well-measured locally.

Health

Burwell scores 46 for health prevention, access, and quality. Metrics include smoking and obesity, access to exercise opportunities, healthcare professional shortages, preventable hospitalization rate, and patient satisfaction—the last two are below average.

Engagement

Burwell scores 57 for engagement, civic, and social involvement. Metrics include broadband cost and speed, opportunity for civic involvement, voting rate, social involvement, and cultural, arts, and entertainment institutions. AARP's scoring has not caught up with recent broadband improvements; otherwise, Burwell scores above average for each of these categories.

Opportunity

Burwell scores 55 for opportunity, inclusion, and "possibilities". Metrics include income inequality, jobs per worker, high school graduation rate, and age diversity. Burwell ranks lower than average for jobs and graduation rate.

Policies

As noted, AARP's policies indicate how the city could become more livable over time, based on results of national personal preference surveys, and input from a technical advisory team of experts. These policies may or may not match the preferences of residents, property owners, and visitors of Burwell.

Policy indicators vary across the livability categories. Many are focused on state laws, policies, and programs, which may be appropriate for consideration in future advocacy efforts.

Housing

In the housing category, points are awarded for states with manufactured housing protections, foreclosure prevention, and accessory dwelling unit (ADU) pre-emptions. The City should consider provisions for ADUs in the Zoning Regulations.

Neighborhoods

Aside from transit, which is typically limited in a small town, the index supports local plans to create age-friendly communities.

Transportation

The index supports Complete Streets policies, transit, and volunteer driver programs.

Environment

Burwell receives points for participation in the regional Hazard Mitigation Plan (see Chapter 11), and Nebraska's statewide utility disconnection policies. The index suggests utilization of an energy efficiency scorecard.

Health

Burwell receives credit for Nebraska's workplace smoking ban.

Engagement

Burwell receives credit for Nebraska's early/absentee voting laws (in place at the time of the latest Index update). The index supports the state allowing public broadband networks. The index also credits other ethics policies when in place.

Opportunity

Burwell received points for Nebraska's expansion of the federal Family and Medical Leave Act (FMLA). AARP also supports state/local higher minimum wage, and recognizes higher local government bond ratings.

The AARP Network of Age-Friendly States and Communities is a hands-on and locally determined and directed initiative with members across the US, including Nebraska. Participation in the network involves a commitment to a multi-step process of community improvement.

PUBLIC HEALTH

Rural medical care is a critical part of the nation's health care delivery system. However, in recent years medical care has become less available in small towns and rural communities like Burwell.

COUNTY RANKINGS

Public health addresses both maintaining health of residents and provision of health care. According to research sponsored by the Robert Wood Johnson

Foundation, Garfield County ranks #9 (of 79 counties evaluated) in Nebraska for Health Factors, but only #67 for Health Outcomes.

The Rankings consider health factors based on physical environment (air and water quality, housing and transit), social and economic factors (community safety, family and social support, income, employment, education), clinical care (access to care, quality of care), and health behaviors (alcohol and drug use, sexual activity, diet and exercise, tobacco use). Health outcomes are measured by length of life (50%) and quality of life (50%) indicators such as share of people reporting poor or fair

health, number of unhealthy days, and share of low-birthweight newborns. The measurements are, of course only as good as the publicly available data sets which may have large margins of error for smaller population communities.

Source: www.countyhealthrankings.org

LOUP BASIN PUBLIC HEALTH DEPARTMENT

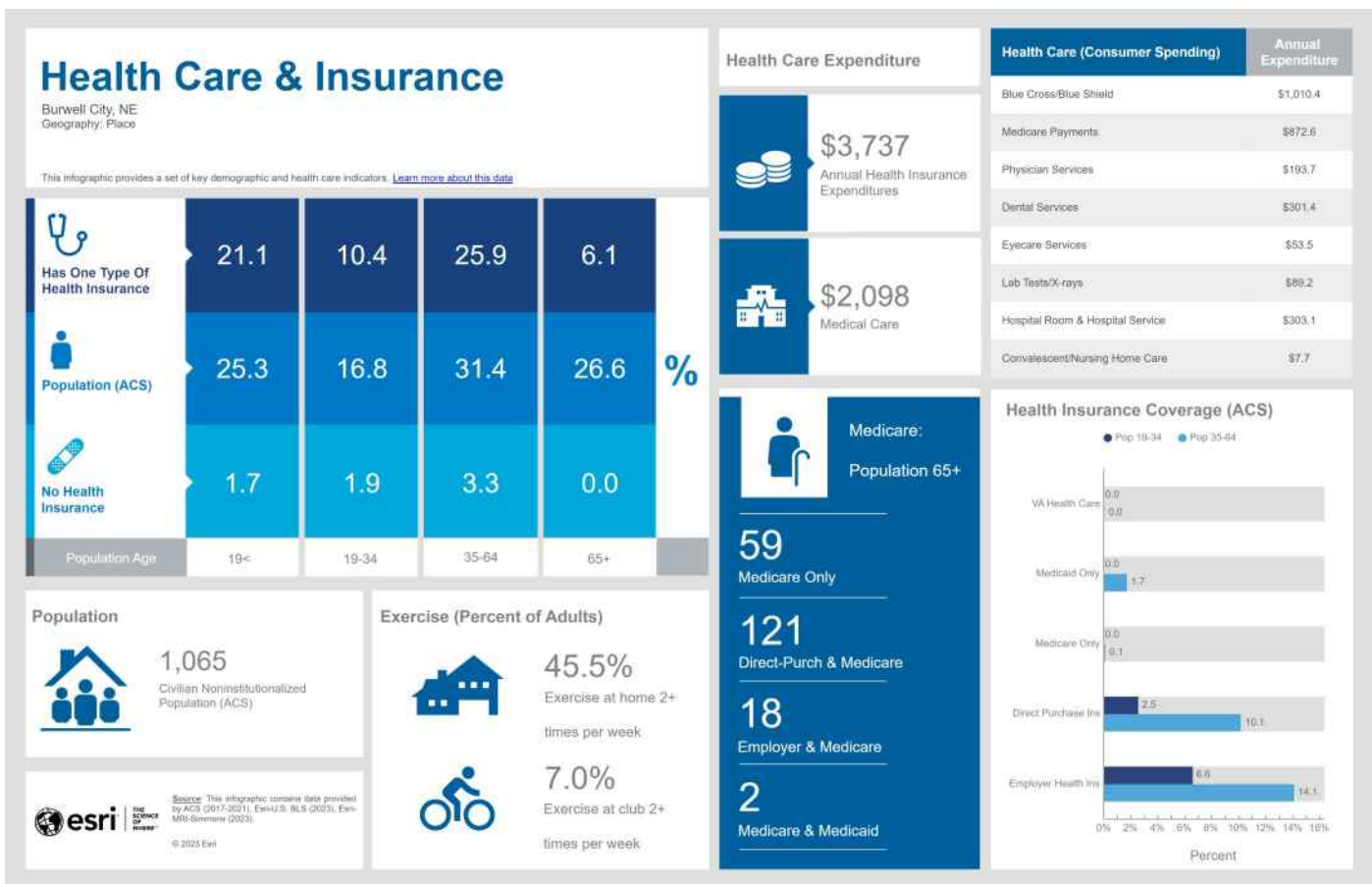
Much of the responsibility for disease control and prevention across the United States falls on local health departments.

Loup Basin Public Health Department (LBPHD) serves nine counties, offering

education, wellness programs, community outreach, immunizations, and other services. The Loup Basin service area covers Garfield, Blaine, Custer, Greeley, Howard, Loup, Sherman, Valley, and Wheeler counties for their office located at 934 I Street on the south side of Burwell.

The latest Community Health Assessment (CHA) was completed in 2022 as a collaborative effort for multiple coalitions, organizations, and hospitals across the region. LBPHD intends to update the CHA on a three-year cycle in tandem with IRS requirements for tax-exempt hospitals. The 2023 Community Health Improvement

FIGURE 9.3: BURWELL HEALTH CARE & INSURANCE INDICATORS



Plan (CHIP) implements results of the CHA. Priorities focus on behavioral health and prevention of substance abuse. The document explains "The most concerning health problems in the community are alcohol, drugs, and tobacco use, which can have associations with mental health issues..."

Source: www.lbphd.org

HEALTH CARE PROVIDERS

There are public and private health care providers serving Burwell and the surrounding area.

VCCHS Medical Clinic

Valley County Health System (VCHS) operates a Medical Clinic at 150 N. 9th Avenue, in downtown Burwell. VCHS is based in Ord, Nebraska. As of spring 2024, the Clinic is open Monday through Friday, except for Wednesday.

Source: www.valleycountyhealthsystem.org/



VCHS Medical Clinic, Burwell
 Source: Marvin Planning Consultants

LONG-TERM CARE Burwell Community Memorial Health Center

Burwell Community Memorial Health Center (CMHC) is a community non-profit organization which provides long-term care, skilled rehabilitation (swing-bed), adult day care, and assisted living care, along with other health care services. CMHC continued

nursing home operations when hospital services were discontinued in the 1980s.

The new \$12 million, 52,000 square foot facility located at 1015 F Street in Burwell, was completed in 2019, with 58 skilled nursing rooms. The facility was financed in part with a \$10.2 million direct loan from USDA Rural Development and a \$2 million loan through Pathway Bank backed by a USDA Rural Development guarantee. The



Burwell Community Memorial Health Center
 Source: Marvin Planning Consultants

facility had 92 employees when it re-opened, with a \$2.2 million payroll.

Source: www.cmhcburwell.com

LIVABILITY AND HEALTH GOALS AND ACTIONS

LIVABILITY GOAL 9.1

The community is safe and secure, offering choices in how residents live and how they are able to move around.

Actions


- 9.1.1 Consider participation in AARP's Livable Community initiative.
- 9.1.2 Establish a trails system to connect public facilities including parks and public schools.
- 9.1.3 Review and update zoning and development regulations to encourage active living and multimodal bike/pedestrian facilities.

LIVABILITY GOAL 9.2

Burwell has a modern, efficient health care system.

Actions

- 9.2.1 Continue support of Burwell Community Memorial Health Center in meeting health care needs of older residents.
- 9.2.2 Work with Valley County Health System in meeting health care needs of city residents.
- 9.2.3 Support Loup Basin Public Health Department in serving the needs of the residents of Burwell.

	Livability & Health Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
9.1.1	Consider participation in AARP's Livable Community initiative.	1	1,5		X					
9.1.2	Establish a trails system to connect public facilities including parks and public schools.	1,13	1,4,5	X						
9.1.3	Review and update zoning and development regulations to encourage active living and multimodal bike/pedestrian facilities.	1,9	1		X					
9.2.1	Continue support of Burwell Community Memorial Health Center in meeting health care needs of older residents	1	1,5		X					
9.2.2	Work with Valley County Health System in meeting health care needs of city residents.	1	1		X					
9.2.3	Support Loup Basin Public Health Department in serving the needs of the residents of Burwell.	1	1		X					

Organization:

1. City of Burwell
2. Garfield County
3. City Economic Development
4. NEDED
5. NIFA
6. Central Nebraska EDD
7. Private Businesses
8. Developers
9. Consultants
10. Nebraska DOT
11. Public Power Providers
12. Local Organizations
13. School

Funding Sources:

1. General Funds
2. Bonding
3. TIF
4. Grants
5. Private Funds
6. Sales Tax



Chapter Ten Communications, Utilities, & Energy

Communications, utilities, and energy are essential elements of a community's infrastructure. Infrastructure establishes the framework for a community's future growth and development.

Communications includes traditional print and broadcast media as well as new digital media. Public and private utilities provide electricity and natural gas, water, and wastewater service. The Energy element, required by statute for cities, covers both traditional carbon-based fuels and renewable energy sources such as wind, solar, and biofuels.

COMMUNICATIONS

NEWSPAPER

There are at present 14 newspapers publishing daily or semi-daily print editions in Nebraska.

Since 1891, the Burwell Tribune has been providing the community with the latest news of community's biggest events and stories. The Burwell Tribune publishes bi-weekly, featuring local sports, obituaries, classified ads, and info and schedules for our upcoming ceremonies and celebrations.

The Tribune also offers custom services to readers for printing and graphic design. Burwell Tribune is a part of the local Chamber of Commerce, Nebraska Press Association, and National Newspaper Association.

TELEVISION AND RADIO

For television marketing purposes, Garfield County is assigned to the Lincoln and Hastings-Kearney designated (Nielsen) market area. This area includes a large portion of central Nebraska. Local

channels are broadcast from Grand Island and Lincoln.

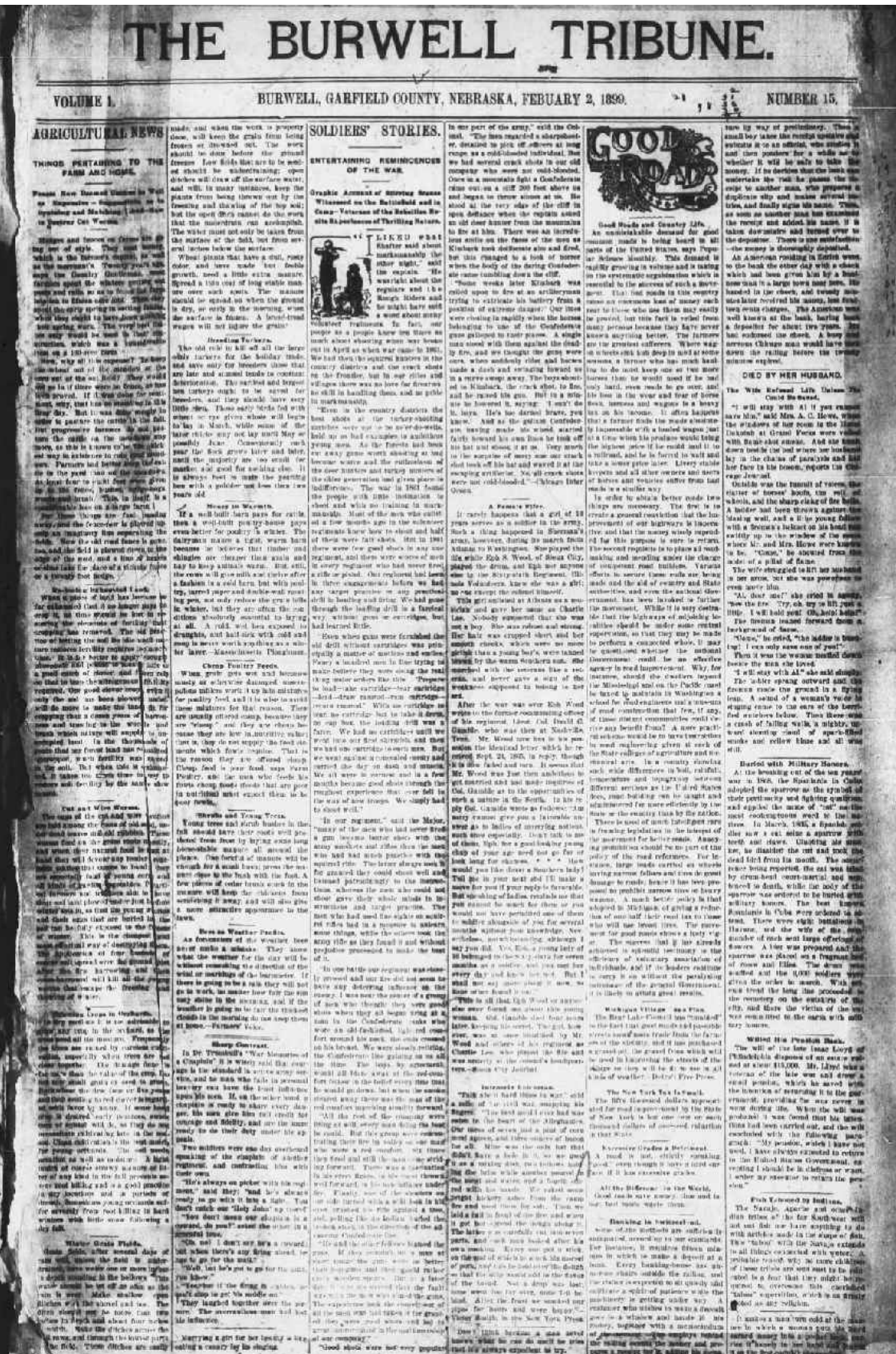
The nearest local radio stations are KING-FM and KNLV AM & FM, operated by MWB Broadcasting II LLC from Ord, Nebraska.

TELECOMMUNICATIONS

Over one-half (56%) of respondents to the Burwell Comprehensive Plan Survey strongly agree broadband internet will be critical to the future of Burwell. The first telephones in Burwell were installed in 1901 by the Bell Telephone Company. This business was replaced two years later by the Calamus Telephone Company.

According to the US Census Bureau's ACS estimates, there were 22 housing units in the city of Burwell with no access to a telephone in 2011. This statistic decreased to 6 by 2021.

FIGURE 10.1: THE BURWELL TRIBUNE, FEBRUARY 2, 1899



Source: Newspapers.com.

The ACS reported 331 of 450 households in the city had an internet subscription, including 284 (63%) with a cellular data plan, 244 (54%) with cable, fiber optic, or DSL hardwire, and 20 (4.4%) with satellite internet service (2021).

Nebraska Central Telephone Company (NCTC), now Hamilton Telecommunications, is the Incumbent Local Exchange Carrier (ILEC) for the Burwell exchange, providing voice and data service. In 2021, Hamilton Telecommunications, based in Aurora, Nebraska, and Nebraska Central Telephone Company and NCTC, based in Gibbon Nebraska, finalized an agreement for Hamilton to acquire NCTC. The purchase expanded the Hamilton suite of technology service offerings to NCTC customers, and advanced both companies' ongoing fiber-to-the-home broadband projects. Hamilton maintains a customer service office in Burwell.

The FCC National Broadband Map suggests that Burwell is well-served with average download/upload speeds of 100/20 Mbps. Approximately 70% of the city should be covered up to 1,000/100 Mbps. There is 4G mobile broadband service available, but 5G is not yet in service.

Cell Towers

New technologies, such as 5G cellular service, generally require a larger number of shorter wireless towers. Burwell and Garfield County will likely be faced with an increasing number of requests to approve cellular and broadband antennae and towers. These requests must be reviewed in accordance with Federal Communications

Commissions (FCC) rules and regulations, as well as the laws of the State of Nebraska. The Federal Communications Act also preempts local decisions premised directly or indirectly on the environmental effects of radio frequency (RF) emissions, assuming the provider is in compliance with the Commission's RF rules.

Towers meeting certain height and location criteria must also pass Federal Aviation Administration (FAA) review. This assures safe aircraft operations.

The FCC sets a "shot clock" as a reasonable period of time within which a wireless infrastructure siting application must be acted upon. As of 2018, the FCC adopted 60 days for review of collocation of small wireless facilities and 90 days for review of attachment of small wireless facilities to a new structure. A 150-day shot clock applies for review of other new wireless facility construction.

While local zoning regulations may apply standards similar to other similar structures, including aesthetics, zoning may not "materially inhibit" provision of services. Some jurisdictions require "stealth" cell towers, which are designed to better match trees or structures such as silos, to reduce environmental impacts. Applications may be reviewed in a similar process as other projects, as long as the shot clock is maintained. Any adverse decision, however, must be accompanied by a substantial written record.

UTILITIES

Public and private utilities provide power, heat, and domestic water to residents and employers in the city. They also collect and treat wastewater, solid waste, and recyclables.

The first gas lights were installed in 1903 by the Burwell Heat and Light Company. The lights were converted to electric generation in 1912.

In 1902, the City built a municipal water system served by a 100 foot brick tower that held 1,000 gallons of water in a storage tank. By 1913, the tank was replaced with a steel water tower. A cement sewer system was constructed in 1909.

In 1936 and 1937, the WPA built two dams, one near Taylor and the other by Burwell. The Burwell dam helped irrigate 6,000 acres of land, 500 of which was located in Garfield County. The dam projects were needed relief following drought and depression years. The Burwell-Sumter canal runs along the



Stealth Cell Tower
Source: Marvin Planning Consultants

North Loup River east from Burwell.

POWER AND NATURAL GAS

According to the US Census Bureau's ACS estimates, approximately 58% of housing units in the city of Burwell are heated by utility gas, compared to 60% statewide. About 38% use electric heat, compared to 31% statewide (Table 10.1).

Burwell Utilities

The City of Burwell provides public power to property in the city limits. The City is a member of the Nebraska Municipal Power Pool (NMPP), with other municipal electric utilities pooling resources. The City acquires wholesale power from the Municipal Energy Agency of Nebraska (MEAN), operated by NMPP. MEAN's power supply resources consist of owned, leased, and purchased power supply. This includes hydropower, coal, wind, nuclear, and landfill gas.

Oil and gas generation is typically used only as a standby resource for emergencies. The City maintains three diesel engines at the Light Plant for peaking power. The Light Plant is considered a critical facility.

Rural Burwell

Most of Garfield County outside of Burwell is served by Loup Valleys Rural Public Power District (PPD), based in Ord. The District was formed in 1946 with an initial loan from the Rural Electrification Administration (REA). The District now serves 5,690 meters over 2,075 miles of transmission and

TABLE 10.1: BURWELL HOUSE HEATING FUEL 2012-2022

	2012	2022	Change 2012-2022
Occupied housing units	548	406	-25.91%
Utility gas	302	226	-25.17%
Bottled, tank, or LP gas	42	15	-64.29%
Electricity	155	165	6.45%
Fuel oil, kerosene, etc.	0	0	-
Coal or coke	0	0	-
Wood	30	0	-100.00%
Solar energy	0	0	-
Other fuel	19	0	-100.00%
No fuel used	0	0	-

n/a– not applicable

Source: Source: American Community Survey 2008-2012 & 2018-2022.

distribution power lines and 21 substations. The territory served by Loup Valleys includes Garfield and Valley Counties, the west half of Wheeler County, most of Sherman County, the northwest part of Greeley County and small areas in Loup and Custer Counties.

Source: loupvalleyspower.com

Natural Gas

Black Hills Energy provides utility natural gas service in Burwell. There are also several private propane dealers in the area.

Source: www.blackhillsenergy.com/services/natural-gas-services

Data Centers

Changes in technology over the past decade have escalated development of data centers and server farms nationwide. Data centers require access to utilities, including electricity, water, and fiber-optic broadband connections. However, they also tend to

produce noise and should be separated from residential areas

EV Charging

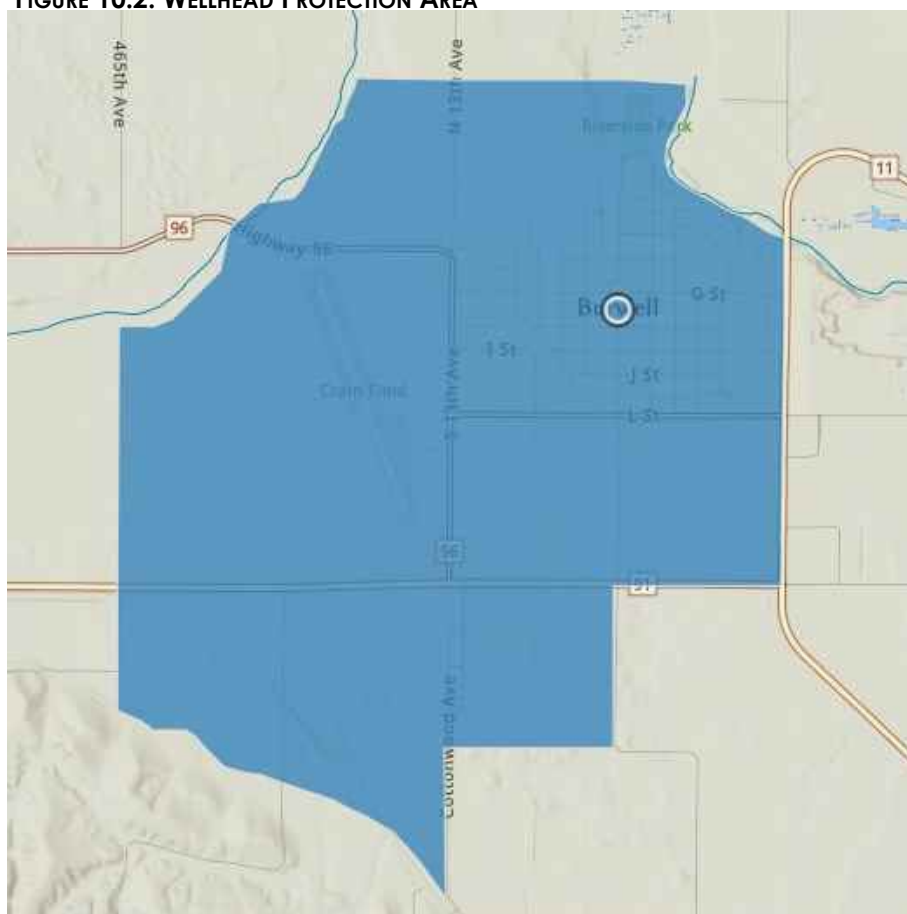
As the number of Electric Vehicles (EVs) on the road increases, annual demands for electricity to charge them will grow as well. There will be increasing demands on electrical infrastructure as home and public chargers are added to existing loads. (See also Chapter 14 Transportation.)

DOMESTIC WATER

The City of Burwell provides domestic water within the city limits. Drinking water is supplied by three active ground water wells, each with a capacity of approximately 30,000 gallons per day. The North Well has provisions for backup power.

The aquifer currently supports adequate ground water capacity. There have been no recent water quality issues in the

FIGURE 10.2: WELLHEAD PROTECTION AREA



Source: Nebraskamap.gov, 2023

system. Water system pressure is provided by a water tower with a 150,000 gallon capacity. The system generally provides fire flow minimums, although the outskirts and an area on the east side with 4-inch mains or dead ends may have lesser flow.

The City's wells and water tower are considered critical facilities. While fluoride is added, drinking water is not otherwise treated. The City's engineers are studying the water and sewer system's capacities and needs for future improvements. Going forward, there will be needs to loop water lines, replace lead lines, and make other improvements to assure adequate fire flow pressure. The Supervisory Control

and Data Acquisition (SCADA) system is also nearing the end of its useful life and will need to be updated.

Wellhead Protection

The Nebraska Legislature passed LB 1161 in 1998 (Neb. Rev. Stat. §46-1501 – 46-1509) , authorizing the Wellhead Protection Area Act. This Act sets up a process for public water supply systems to use if they choose to implement a local Wellhead Protection plan. The Nebraska Department of Environment & Energy (NDEE) is the lead agency for Wellhead Protection (WHP) Plan approval.

The voluntary program assists communities and other public

water suppliers, in preventing contamination of their water supplies. The goal of is to protect the land and groundwater surrounding public drinking water supply wells from contamination. Since approximately 85% of Nebraskans receive their drinking water from groundwater, preventing groundwater contamination is vital. The Wellhead Protection planning process includes identifying the land surrounding the public water supply wells to be protected, identifying potential sources of groundwater contamination within this area, and managing the potential contaminant sources.

The City of Burwell Wellhead Protection Area takes in most of the municipal limits, the airport, and areas southwest of the community (Figure 10.2) Development within the Wellhead Protection Area should be reviewed for any potential impacts on groundwater.

WASTEWATER

The City of Burwell provides wastewater collection and treatment for property in the city limits. The City's wastewater treatment plan and lift stations are considered critical facilities.

There are two sewer lift stations in the wastewater collection system. The larger lift station is located near the river—it is an aging facility that will need to be upgraded and/or replaced. The second lift station, located on the west side of Burwell, is a smaller and newer facility that could support additional growth. Infiltration and Inflow into the sewer system has not become a major concern.

The Burwell Wastewater Treatment Facility is located on the east side of the city on the North Loup River. The facility's NPDES permit was renewed in 2022.

Sanitary and Improvement Districts (SIDs)

Sanitary and Improvement Districts (SIDs) in Nebraska are a special authority which allows a development group and/or property owners' association to establish a special taxing district also known as a "quasi-municipal corporation".

An SIDs' primary function is to install and maintain public improvements such as streets, sewers, utility lines, and other improvements associated with residential and commercial development. As a political subdivision of the State, the creation of an SID is controlled by the District Courts of Nebraska.

SOLID WASTE

The Burwell Transfer Station is located at 82758 Windy Hill Rd, north of the city. The station is affiliated with the Loup Central Landfill outside Elba, Nebraska.

Recycling

Keep Loup Basin Beautiful is a project of the Loup Basin Resources Conservation & Development (RC&D) Council, based at Burwell. The initiative provides educational programs and projects such as trash pick-ups, recycling events, scrap tire collections, hazardous waste collections, and more.

Source: keeploupbasinbeautiful.org



Burwell Sewer Plant
Source: Marvin Planning Consultants

ENERGY INFRASTRUCTURE

This section is intended to meet the requirements for an energy element in Neb. Rev. Stat. §19-903(4), that each city comprehensive plan: "Assesses energy infrastructure and energy use by sector, including residential, commercial, and industrial sectors; evaluates utilization of renewable energy sources; and promotes energy conservation measures that benefit the community."

ENERGY USE BY SECTOR

According to Nebraska Energy Statistics, electricity use in Nebraska rose to 31,172 million kilowatthours in 2020, an increase of 2.6 percent from 30,383 million kilowatthours in 2019. The industrial sector used 37.1 percent, the residential sector used 33.7 percent, and the commercial sector used 29.2 percent. The use of electricity produced off-site is

ultimately constrained by transmission capacity. Distributed generation of electricity (from wind farms or solar farms) is also constrained by capacity of the regional transmission grid.

In 2020, Nebraska used 180.7 billion cubic feet of natural gas, a decrease of 2.8 percent from 2019. The industrial sector consumed 52.5 percent of total natural consumption in Nebraska in 2020. The residential sector consumed 20.5 percent, and the commercial sector consumed 17.5 percent. The electric power and transportation sectors accounted for the remainder of gas consumption.

Source: neo.ne.gov

Residential Energy Use

Energy is consumed in the residential sector primarily for space heating, water heating, air conditioning, refrigeration, cooking, clothes drying, and lighting. Fuel used for motor vehicles by household members is included in the transportation

sector—electricity use will increase with increased use of electric vehicles (EVs) requiring home charging stations. Natural gas met almost one-half (47%) of residential energy needs in Nebraska in 2020, followed by electricity (42%).

As noted earlier in this chapter, most of Burwell's housing units are heated by utility gas, and about 30% use electricity. A small share use LP gas (2.7%). The most recent ACS found no units using fuel oil, wood, or solar energy as their primary house heating fuel (Table 10.1).

Statewide, Black Hills Energy provides residential natural gas service to 254,647 customers, according to the Energy Information Administration (February 2022).

Commercial Energy Use

Commercial uses include buildings such as retail stores, nonmanufacturing businesses, motels, health and education institutions for energy use reporting.. Government uses are included in this sector for these reports. Common uses of energy in the commercial sector include space heating, water heating, refrigeration, air conditioning, and cooking. Natural gas met

almost one-half (47%) of commercial energy needs in Nebraska in 2020, followed by electricity (43%).

Statewide, Black Hills Energy provides natural gas service to 32,302 commercial customers, according to the Energy Information Administration (February 2022).

Industrial Energy Use

Energy use in the industrial sector covers fuels for manufacturing, data centers, construction, mining, agriculture, and forestry. Energy to transport products is included in the transportation sector. Natural gas met 1/3 (34.6%) of industrial energy needs in Nebraska in 2020, followed by biofuels (32.7%), and electricity (13.5%).

Statewide, Black Hills Energy provides natural gas service to 5,086 industrial customers, according to the Energy Information Administration (February 2022).

Energy Generation

Statewide, over 1/3 (36.9%) of Nebraska's electricity is generated by coal, according to the Nebraska Department of Environment and Energy (NDEE).

Renewable wind energy is close behind, capacity to generate 27.5% of the state's electricity, with natural gas in third-place with 20% of generation.

RENEWABLE ENERGY

Renewable energy is energy from sources which are naturally replenished. Nebraska, like all of the United States, is moving towards renewable and away from legacy fuel sources. While almost 75% of the state's electricity was generated by coal in 2011, only 50% came from coal in 2021.

Biomass

Biomass is renewable organic material coming from plants and animals. This includes biofuels, such as ethanol and biodiesel, along with wood waste, landfill gas, and similar fuels. In 2021, there were six units in Nebraska producing electricity from biomass, and 11 from landfill gas.

In the area, GreenAmerica Biofuels Ord LLC operates a 65 million gallon ethanol plant at Ord, Nebraska, south of Burwell.

Source: www.eia.gov/energyexplained/biomass

Hydropower

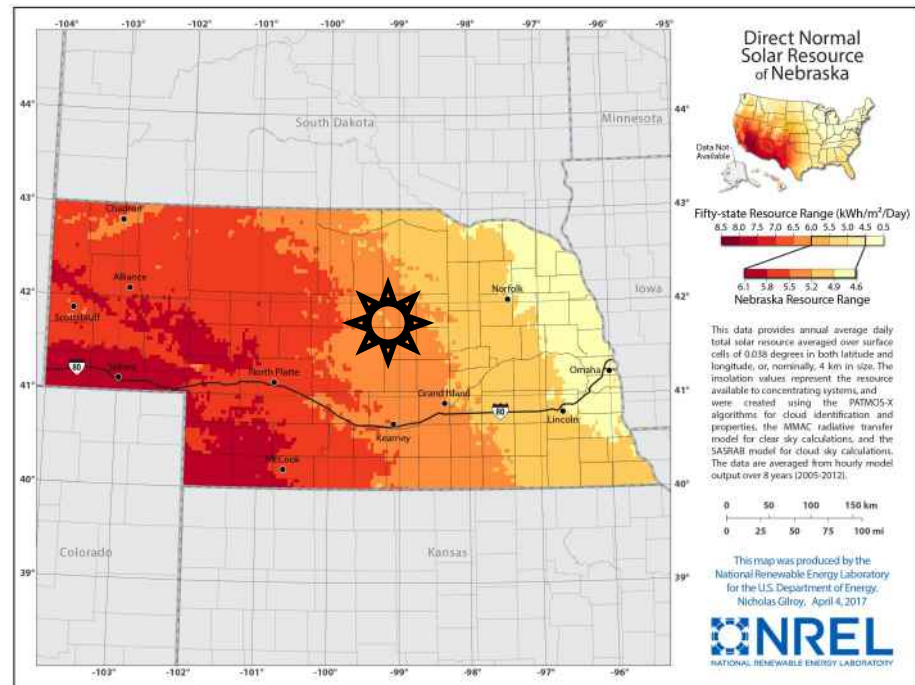
Hydropower was one of the first sources of energy used for electricity generation. Until 2019, hydropower was the largest source of total annual U.S. renewable electricity generation.

In 2021, there were 20 units in Nebraska producing electricity with hydropower. Hydroelectric accounted for about 3% of



Solar Farm, Lancaster County, Nebraska
Source: University of Nebraska Institute of Agriculture and Natural Resources

FIGURE 10.3: DIRECT NORMAL SOLAR RESOURCE OF NEBRASKA



Source: National Renewable Energy Laboratory, 2017

GNebraska's annual electricity generation in 2021.

Source: www.eia.gov/energyexplained/hydropower

Geothermal

Geothermal energy is heat within the earth. Geothermal energy is a renewable energy source because heat is continuously produced inside the earth. People use geothermal heat for bathing, for heating buildings, and for generating electricity. Geothermal electricity generation requires water or steam at high temperatures (300° to 700°F).

According to the U.S. Environmental Protection Agency (EPA), geothermal heat pumps are the most energy-efficient, environmentally clean, and cost-effective systems for heating and cooling buildings.

Source: www.eia.gov/energyexplained/geothermal

Solar

A photovoltaic (PV) cell, commonly called a solar cell, is a nonmechanical device which converts sunlight directly into electricity. Some PV cells can convert artificial light into electricity.

The efficiency at which PV cells convert sunlight to electricity varies by the type of semiconductor material and PV cell technology. The efficiency of commercially available PV modules averaged less than 10% in the mid-1980s, increased to around 15% by 2015, and is now approaching 20% for state-of-the-art modules. Experimental PV cells and PV cells for niche

markets, such as space satellites, have achieved nearly 50% efficiency.

Rooftop solar and small-scale ground-mounted collectors have become an option for many homeowners and small businesses. The direction and pitch of the roof affect the amount of energy produced, as do trees or other shade-producing structures.

In 2022, there were 22 units in Nebraska producing utility-scale electricity with solar as the primary energy source. In the region, a 3,225 kW community solar facility in Custer County began operations in 2021. Only 0.2% of Nebraska's electricity was generated by solar in 2021, but the capacity doubled in just two years.

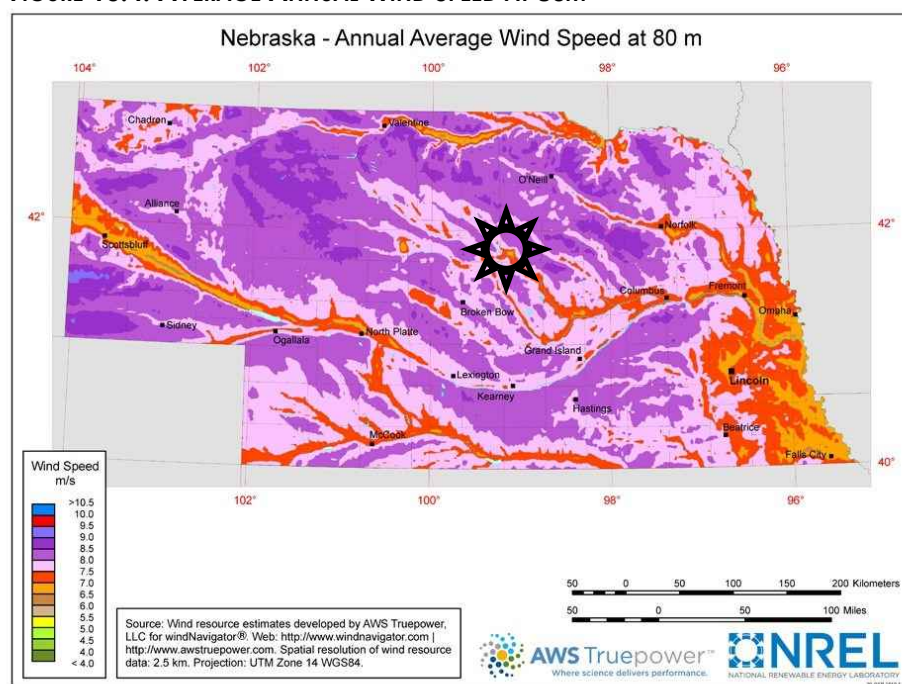
Source: www.eia.gov/energyexplained/solar

Wind

An increasing share of Nebraska's energy comes from renewable wind energy. In 2021, Nebraska was one of 20 states with over 1,000 megawatts of installed wind capacity. That year, there were 1,333 utility-scale wind turbines producing electricity in the state. Wind generation grew from 3% of electricity generated in 2011 to 25% in 2021.

According to the US Department of Energy's Office of Energy Efficiency & Renewable Energy, "Areas with annual average wind speeds around 6.5 meters per second and greater at 80-m height are generally considered to have a resource suitable for wind development. Utility-scale, land-based wind turbines are typically installed between 80- and 100-m high although tower heights for new installations are increasing—up to 140 m—to gain

FIGURE 10.4: AVERAGE ANNUAL WIND SPEED AT 80M



Source: National Renewable Energy Laboratory, 2010

access to better wind resources higher aloft.” (Figure 10.4)

Individual sites may be powered by Small Wind Energy Systems, a type of wind energy conversion system (WECS) with a rated capacity of 100 kilowatts or less. Technological advancements are driving the growth of the small wind power market by making turbines more efficient and cost-effective. Small wind turbines can operate efficiently on wind speeds of just 9 miles per hour.

The locations of large utility-scale wind farms are chosen for a variety of factors, including wind speed, such as the ability to tie into interstate transmission lines gaining access to the electric grid.

Source: www.eia.gov/energyexplained/wind

Battery Backup Systems

Energy storage technologies, particularly battery energy storage systems, are growing rapidly and already play a role in enhancing the electrical grid by supporting the deployment and integration of renewable energy sources — increasing reliability, controlling costs, and building a more resilient grid.

As technology changes rapidly, zoning, environmental review, and sound level considerations are needed for the effective integration of energy storage systems in various locations and applications. The International Fire Code, NFPA fire codes, and other standards have been developed to ensure safety in manufacturing, construction, installation, and operations.

Source: cleanpower.org

Net Metering

Small-scale wind and solar generation facilities are typically front-of-the meter applications, intended to provide direct power to a home, farm, or business. These facilities tend to range from 20 kW or less up to 100 kW in size, although some manufacturers may be able to use larger generators on site.

Since 2009, private electricity generating facilities with capacity at or below 25 kilowatts may operate under Nebraska's net-metering statutes. Any excess generation produced by the system will be credited at the utility's avoided cost rate and carried forward to the next billing period. Any excess remaining at the end of an annualized billing period is to be paid out to the customer.

Solar/Wind Access

Municipalities are permitted to develop regulations or development plans protecting access to solar and wind energy resources if they choose to do so (Neb. Rev. Stat. §66-913 *et seq.*). Local governing bodies may also grant zoning exemptions to solar and wind energy systems which would be restricted under existing regulations, so long as the exemption is not substantially detrimental to the public good.

CONSERVATION MEASURES

There are different ways to improve energy efficiency and usage. These strategies range from simple (often less costly) to complex (often more costly). Unfortunately, not all of the solutions will have an immediate

return on investment. Individual property owners and tenants will need to find strategies fitting their budgets to harvest long-term savings.

Some common ways to make a structure more energy efficient include:

- Converting incandescent light bulbs to Compact Florescent Lights (CFL) or Light Emitting Diodes (LED).
- Installing additional insulation.
- Replacing windows.
- Changing out older, less-efficient air conditioners and furnaces to newer high-efficiency units.
- Changing out older appliances with new EnergyStar rated appliances.
- Adding solar panels
- Adding individual-scale wind energy conversion systems (WECS).
- Installing a geothermal heating and cooling system.

MEAN

The Municipal Energy Agency of Nebraska (MEAN) is the wholesale power provider to Burwell. In partnership with the local electric utilities, MEAN provides a suite of energy efficiency programs offering cash incentives paid directly to customers to help cover the cost of energy efficient upgrades.

These programs are available on a first-come, first-served basis, and include:

- Commercial LED Lighting
- Smart Thermostat program
- Attic Insulation
- Cooling System Tune-up
- High Efficiency Heat Pump

Source: mean.nmppenergy.org/about/energy-efficiency-programs



Burwell City Light Plant
 Source: Marvin Planning Consultants

RESOURCES

BROWNFIELDS ASSISTANCE

A brownfield is a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Reinvesting in these properties increases local tax bases, facilitates job growth, utilizes existing infrastructure, takes development pressures off of undeveloped, open land, and both improves and protects the environment.

Section 128(a) Assessments are Environmental Site Assessments (ESAs) providing preliminary environmental information to determine if there is contamination on a property. The NDEE offers these assessments to communities at no cost.

These assessments are performed in accordance with the "all appropriate inquiry" requirements but may include additional activities such as nearby drinking water well sampling and testing building materials for asbestos, lead-based paint and/or mold.

Source: dee.ne.gov

COMMUNICATIONS, UTILITIES, AND ENERGY GOALS AND ACTIONS

CUE GOAL 10.1

Burwell residents have options for remote work and community participation.

Actions

- 7.1.1 Continue to support local news.
- 7.1.2 Support continued improvements in high-speed wired and wireless communications.
- 7.1.3 Regularly review zoning regulations for conformance with broadband technological advances and FCC mandates.

CUE GOAL 10.2

Utility Infrastructure is sufficient to meet the needs of residents, visitors, and employers.

Actions

- 7.2.1 Work with the Nebraska Municipal Power Pool (NMPP) to plan for long-term access to power generation capacity.
- 7.2.2 Maintain and extend powerlines as the city grows.
- 7.2.3 Maintain the quantity and quality of domestic water supply.
- 7.2.4 Make water and sewer service improvements to match projected future needs.

- 7.2.5 Maintain capacity for wastewater treatment.
- 7.2.6 Provide recycling service for local residents.
- 7.2.7 Proactively extend public utilities to reduce the costs of development and encourage development in appropriate areas.

CUE GOAL 10.3

Energy Infrastructure is sufficient to meet the needs of residents, visitors, and employers.

Actions


- 7.3.1 Maintain City Utility back-up and peaking power capacity.
- 7.3.2 Promote consumer energy conservation measures, in partnership with utility providers.

CUE GOAL 10.4

Renewable energy facilities—biomass, geothermal, wind, solar—are carefully planned.

Actions

- 7.4.1 Provide for individual property owners to utilize small-scale, distributed renewable energy generation, eligible for net metering.
- 7.4.2 Limit utility-scale renewable energy facilities within the city limits and ETJ, to avoid impacts on future development.
- 7.4.3 Periodically review zoning regulations for conformance with technological advances in renewable energy generation.

	Communications Utilities, and Energy Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
10.1.1	Continue to support local news.	1	1		X					
10.1.2	Support improvements in high-speed wired and wireless communications.	1,2,3,6,7	1,4,5		X					
10.1.3	Periodically review zoning regulations for conformance with broadband technological advances and FCC mandates.	1,9	1		X					
10.2.1	Work with the Nebraska Municipal Power Pool (NMPP) to plan for long-term access to power generation capacity.	1,11	1,4,5	X						
10.2.2	Maintain and extend powerlines as the city grows	1,8,11	1,5	X						
10.2.3	Maintain the quantity and quality of domestic water supply.	1,8	1,4,5	X						
10.2.4	Make water and sewer service improvements to match projected future needs.	1,8	1,4,5	X						
10.2.5	Maintain capacity for wastewater treatment.	1	1,4	X						
10.2.6	Provide recycling service for local residents.	1,2	1,4		X					
10.2.7	Proactively extend public utilities to reduce the costs of development and encourage development in appropriate areas.	1	1	X						
10.3.1	Maintain City Utility back-up power capacity.	1,11	1	X						
10.3.2	Promote consumer energy conservation measures, in partnership with utility providers.	1,11,12	1,4,5		X					
10.4.1	Provide for individual property owners to utilize small-scale, distributed renewable energy generation, eligible for net metering.	1,7,11	1,5		X					
10.4.2	Limit utility-scale renewable energy facilities within the city limits and ETJ, to avoid impacts on future development.	1,11	1		X					
10.4.3	Periodically review zoning regulations for conformance with technological advances in renewable energy generation.	1,9	1		X					

Organization:

1. City of Burwell
2. Garfield County
3. City Economic Development
4. NEDED
5. NIFA
6. Central Nebraska EDD
7. Private Businesses
8. Developers
9. Consultants
10. Nebraska DOT
11. Public Power Providers
12. Local Organizations
13. School

Funding Sources:

1. General Funds
2. Bonding
3. TIF
4. Grants
5. Private Funds
6. Sales Tax



Chapter Eleven

Hazard Mitigation

Hazard Mitigation involves approaches and strategies which help eliminate short and long-term risks caused by natural and man-made hazards and disasters. Hazard mitigation plans provide a framework for decision-making throughout the community.

The incident of hazards and potential damage caused can be avoided, or at least lessened, with thoughtful land use and development practices. Hazard mitigation informs the entire emergency management cycle (see *Chapter Eight Public Safety*).

This chapter summarizes findings of the *Lower Loup NRD Multi-Jurisdictional Hazard Mitigation Plan (2022)*, and references resources for mitigation planning. The Federal Emergency Management Agency (FEMA) requires hazard mitigation plans be updated every five years to reflect changing conditions. This

Comprehensive Plan should itself be updated to reflect any changes in the hazard mitigation plan.

HAZARD MITIGATION PLAN

The Lower Loup NRD Hazard Mitigation Plan was approved in 2017 and updated in 2022 by JEO Consulting Group, in compliance with the requirements of the federal Disaster Mitigation Act of 2000 (DMA 2000). Developing a hazard mitigation plan is not only good public policy for a resilient community, but participation in and adoption of a hazard mitigation plan is also required to become eligible for certain federal funding sources.

The Lower Loup Natural Resources District (LLNRD) sponsors the multi-jurisdictional

hazard mitigation plan as an independent jurisdiction of the State of Nebraska. The City of Burwell participated in the plan, along with cities and villages in Boone County, Custer County, Garfield County, Greeley County, Howard County, Loup County, Nance County, Platte County, Sherman County, Valley County, Wheeler County, and several special jurisdictions.

The hazard mitigation plan includes goals and mitigation strategies (action items) based on the hazard risk assessment, including:

- Goal 1: Protect Public Health and Safety from Hazard Events
- Goal 2: Protect Existing and New Properties from Hazard Events
- Goal 3: Increase Public Awareness and Education about Hazard Events

HAZARD RISK ASSESSMENT

The hazard mitigation plan identified historical incidents of different hazards in a risk assessment by county. From 1996 to 2020, Garfield County experienced the following hazard events, as documented by the NCEI Storm Events Database:

- Agricultural Disease: 13 incidents
- Dam Failure: 0 events
- Drought: 444 of 1,512 months
- Earthquakes 0 events
- Extreme Heat: Average 3 days per year
- Flooding: 4 flash flood and 8 general flood events
- Grass/Wildfire: 81 incidents affecting 4,416 acres
- Hazardous Materials: 0 chemical spills
- Levee Failure (none)
- Public Health Emergency: 1 death
- Severe Thunderstorms: 294 incidents of hail, plus heavy rain, lightning (2 injuries), and wind
- Severe Winter Storms: 18 blizzard events, plus extreme cold, heavy snow, ice and winter storms
- Terrorism: 0 events
- Tornadoes and High Winds: 8 tornadoes and 32 high wind events.



The Diversion Dam is a Critical Facility for Burwell
Source: Marvin Planning Consultants

Priority Hazards

Each participating entity ranked hazards with the potential to affect the specific jurisdiction. Text following is excerpted verbatim from Section Seven of the Loup NRD Multi-Jurisdictional Hazard Mitigation Plan (2022).

Garfield County

Agricultural Disease
Dam Failure
Flooding
Grass/Wildfire
Severe Thunderstorms
Severe Winter Storms
Terrorism
Tornadoes and High Winds

Burwell

Dam Failure
Flooding
Severe Thunderstorms
Severe Winter Storms
Tornadoes and High Winds

Dam Failure

The dams of concern for the community [of Burwell] include Virginia Smith Dam (seven miles

northeast of Highway 96) and the irrigation diversion dam (adjacent to city park). The Bureau of Land Management owns the Virginia Smith Dam; North Loup Rural Public Power and Irrigation District owns the diversion dam. Dam failure can lead to loss of life and property, damage to crops, and impacts to recreation.

Garfield County has a dam failure evacuation plan. [Virginia Smith Dam on the Calamus River is considered a High Hazard Dam.]

During the major flooding in 2019, the irrigation diversion dam came close to overtopping. During the event, residents were given an hour to evacuate the area. Lots of debris came over the dam but the park itself saw no major impacts.

Flooding

Local concerns regarding flooding focus on the potential for property damages along the North Loup River. The NCEI

recorded ten flooding events from 1996 to 2019 that resulted in \$460,000 in property damages. Burwell has four NFIP [National Flood Insurance Program] policies in-force for \$395,000. There are no repetitive flood loss properties in Burwell.

During the major flooding in 2019, the city primarily experienced impacts due to backed up flows into the southern portion of the city. Unincorporated county land to the south of the city has changed over the past decade which has affected the flow of water. The floods caused damage to the cemetery, some residential homes, and farmland surrounding the city. The local planning team noted empty propane tanks floated through the city during the flood and debris from the surrounding flooded agricultural land. Damage assistance from FEMA reached \$80,000. The road to the water sewer plant was severely undercut from water flows. The main sewer line also runs directly under the road but was not damaged during this event. The City has installed riprap along the riverbank side and plans to further repair the road to prevent future wash out, which was estimated to be completed in 2022. The estimated cost of repairs is \$8,000 which was paid through the City funds.

During the flood event residents in flood prone areas were evacuated to the Parish Center Catholic Church. While the local school is the primary shelter location for the city, school was in session and the school was unavailable. Residents were housed at the church for a few hours; however, the local planning team noted the church is also at risk of flooding due to

Improvements in the floodplain

There were 503 improved structures on 770 parcels in Burwell. Of these 13 have improvements in the mapped floodplain with a value of approximately \$2.3 million. (JEO Consulting group analysis)

flows from the south of the city. The City would like to partner with the County to look into possible mitigation of flood prone areas in surrounding farmland.

Severe Thunderstorms

Local concerns regarding hail include damages to property, roofs, siding, trees, vehicles, and crops. The city's critical facilities are insured for hail damage to reduce the impacts of future hail events, but do not have hail-resistant roofing. Burwell has a local tree board that can identify hail damage.

In the event of power outages, the light plant in town has autonomous power generators which can be hooked into the city's utilities and provide power. Lightning rods are located at the city hall, electric plant, and water tower to protect critical facilities. Hazardous trees are removed throughout the city on an as needed basis and removal is built into the general budget. Approximately 35%-45% of powerlines in Burwell are buried. **All new development requires buried power lines and areas which require improvements or repairs are buried** [emphasis added]..

Severe Winter Storms

Concerns regarding this hazard include power outages, residents being caught out in the storm, and the difficulty of snow removal. I

In 2006, Burwell received 38 inches of snow overnight. In March of 2016, Burwell received 12 inches or more snow with high winds. Past events have caused damages to power lines in the ice storm. The City adopted a new code in February 2021 to include the following designated snow routes: Grand Avenue, F Street, G Street, H Street, I Street, Fourth Avenue, 8th Avenue, 9th Avenue, and 10th Avenue.

There are no backup generators in town. Power is supplied by the Loup Public Power District. Outages in the past have been relatively limited, but the cold snap in February 2021 did cause the system to be overwhelmed. The city lost power for approximately 5 hours on Monday and 12 hours on Tuesday. During this time temperatures reached -30 to -40° F. The City is responsible for its own snow removal and the local planning team noted snow removal resources are adequate.

Tornadoes and High Winds

According to the NCEI, Burwell experienced eight tornadic events from 2001 – 2014. These events have caused a reported \$222,000 in property damages. In August 2014, one tornado began west of town, lifted back into the clouds and went over town. The tornado came back down northeast of town and proceeded east. Burwell has warning sirens that are activated manually by City employees.

TABLE 11.1A: HAZARD MITIGATION STRATEGY

Continued Mitigation Actions

OBJECTIVE	BACKUP AND EMERGENCY GENERATORS
DESCRIPTION	2. Identify and evaluate current backup and emergency generators 3. Obtain additional generators based on identification and evaluation 4. Provide portable or stationary source of backup power to redundant power supplies, municipal wells, lift stations and other critical facilities and shelters
HAZARD(S) ADDRESSED	All Hazards
ESTIMATED COST	\$20,000 to \$75,000+ per generator
POTENTIAL FUNDING	City General Funds, CDGB, Property Taxes, HMGP, PDM
TIMELINE	2-5 Years
PRIORITY	Medium
LEAD AGENCY	City Council, Electric Department, Water Department
STATUS	This project is under discussion and not yet started.

OBJECTIVE	IMPROVE WARNING SYSTEMS
DESCRIPTION	1. Evaluate current warning systems 2. Improve warning systems/develop new warning system 3. Obtain/Upgrade warning system equipment and methods 4. Conduct evaluation of existing alert sirens for replacement or placement of new sirens 5. Identify location of weather warning radios 6. Improve weather radio system 7. Obtain/Upgrade weather radios
HAZARD(S) ADDRESSED	All Hazards
ESTIMATED COST	Varies by project
POTENTIAL FUNDING	Bonds, Property Taxes, PDM, HMGP
TIMELINE	2-5 Years
PRIORITY	Medium
LEAD AGENCY	City Council and Electric Department
STATUS	This project is in the works.

Source: Lower Loup NRD Multi-Jurisdictional Hazard Mitigation Plan (2022).

TABLE 11.1B: HAZARD MITIGATION STRATEGY

OBJECTIVE	PUBLIC EDUCATION ON HAZARD EVENTS & PREPAREDNESS
DESCRIPTION	1. Obtain or develop materials about hazards 2. Conduct multifaceted public education 3. Distribute fact sheet at community events, schools, other venues 4. Conduct scheduled siren/warning system tests 5. Prepare/distribute educational materials listing safe room and shelters
HAZARD(S) ADDRESSED	All Hazards
ESTIMATED COST	\$0 - \$5,000+
POTENTIAL FUNDING	City General Funds
TIMELINE	Ongoing
PRIORITY	Medium
LEAD AGENCY	Electric Department, City Council, Emergency Manager
STATUS	This project is in the works.

Source: Lower Loup NRD Multi-Jurisdictional Hazard Mitigation Plan (2022).

Burwell does not have any safe rooms. Region 26 Emergency Management offers text alerts. In the event of a disaster, the community has mutual aid agreements with neighboring communities.

Local concerns regarding high winds include damages to trees and structures, and power outages. In August 2014, high winds caused heavy tree damages, and a major power outage. Power poles and lines that connect to the city water system have been damaged by high winds in the past. Burwell has data backup systems for municipal records. The community does not have a safe room. There is a warning siren located at the light plant and is loud enough to reach the whole community. The siren is tested monthly. Region 26 Emergency Management also offers text alerts. The local volunteer fire department in town would be

first to respond to hazard events. One ambulance is located at the local fire department which transports victims to Ord.

FLOODPLAIN ADMINISTRATION

Effective floodplain administration not only protects public health and safety, but also helps to assure continued compliance with NFIP requirements and good planning process.

NATIONAL FLOOD INSURANCE PROGRAM

The City of Burwell has met the minimum requirements of the National Flood Insurance Program (NFIP), with regulations to assure safety of life and property in the floodplain. Garfield County also participates in the NFIP.

The initial Flood Hazard Boundary Map for the city of Burwell was identified on 04/23/76. The Initial Flood Insurance Rate Map (FIRM) for Burwell became effective 04/02/01, and the currently in effect map 04/16/08 (no elevations determined, all Zone A, C, and X), subject to map amendments and revisions. Garfield County's map also became effective 04/16/08. The City Administrator functions as the Floodplain Administrator for the city and ETJ.

As noted in the hazard mitigation plan, there were 13 improved structures in Burwell located in the regulated floodplain at that time. However, there were only four policies in place in the city with the National Flood Insurance Program (NFIP). No property owners had policies in force in rural Garfield County.

Repetitive Loss Structures are structures (covered by a contract for flood insurance under the

NFIP) that have incurred flood-related damage on two occasions during a 10-year period, each resulting in at least a \$1,000 claim payment. There were no Repetitive Loss Structures on record in Burwell or Garfield County as of October 2021.

Every local floodplain management program is supported by a floodplain management ordinance. The ordinance establishes the requirements for development in the identified floodplain. Ordinances must meet the *Nebraska Minimum Standards for Floodplain Management Programs* as well as the requirements in 44 CFR Chapter 1, Part 60.3. NeDNR has developed model ordinances that communities can use for a template, with community review for appropriate inclusion into the overall development regulations.

RESOURCES

FEMA and the American Planning Association work together to provide resources to communities for hazard mitigation planning. Their report *Hazard Mitigation: Integrating Best Practices into Planning* (2010), identifies effective multi-jurisdictional hazard mitigation strategies and tools based on a series of case studies for large and small towns and rural jurisdictions across the United States.

In 2020, the APA adopted a Hazard Mitigation Policy Guide, which includes 13 Guiding Policies on hazard mitigation. The guide supplements and updates APA's earlier report, with a focus on recent severe hazard

occurrences. Plans need to consider not just mitigation, but adaptation to changing conditions and situations.

Source: www.planning.org/nationalcenters/hazards

HAZARD MITIGATION GOALS AND ACTIONS

MITIGATION GOAL 11.1

The City provides adequate support for goals and objectives of the hazard mitigation plan.

Actions

11.1.1 See Table 11.1.

MITIGATION GOAL 11.2

The City of Burwell maintains conformance with the National Flood Insurance Program (NFIP).

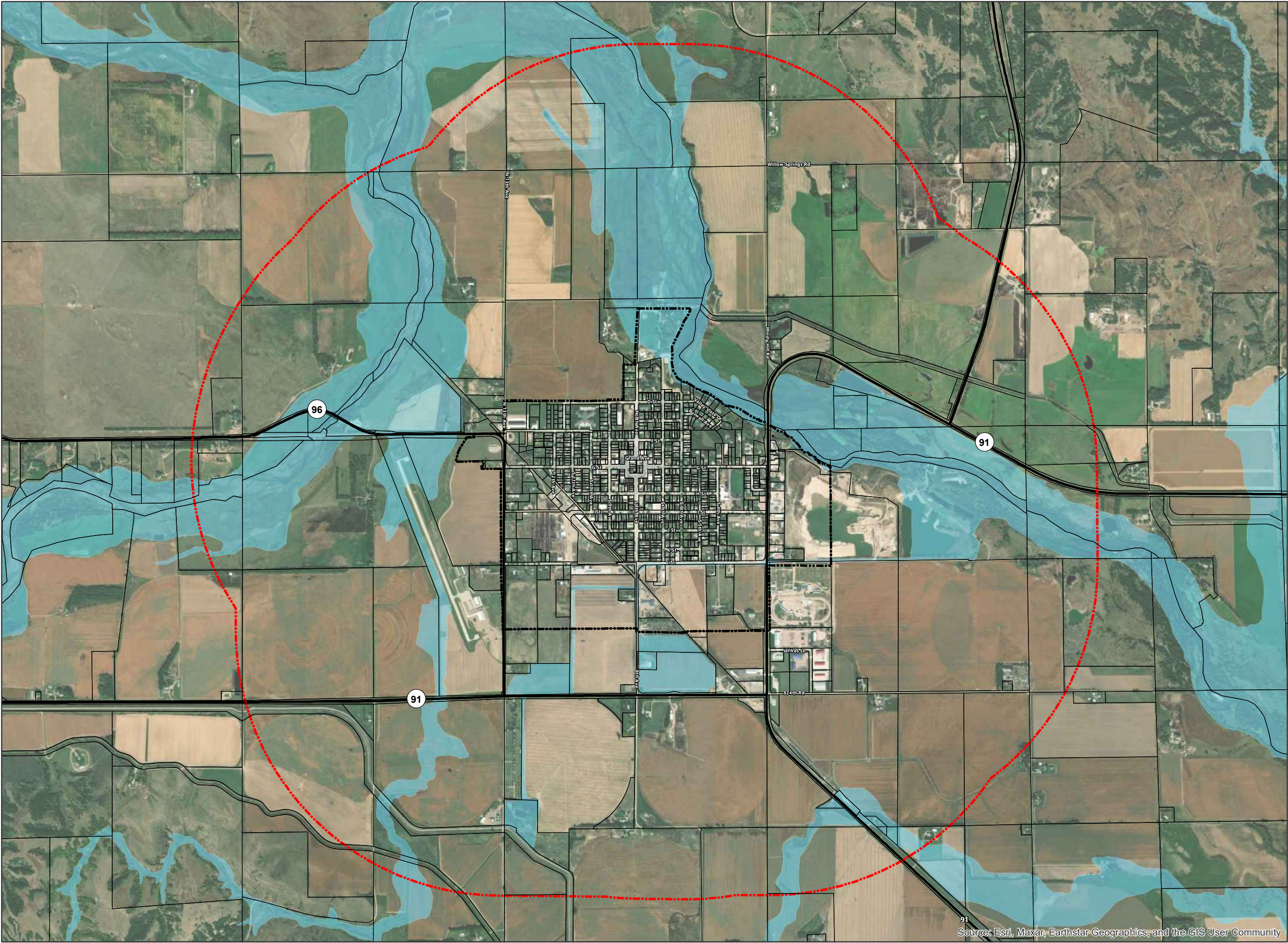
Actions

11.2.1 Check all development permits against the floodplain map, and maintain development records, to ensure conformance with the floodplain ordinance.

11.2.2 Consider contracting with Garfield County for floodplain administration.

11.2.3 The Floodplain Administrator should pursue floodplain mapping updates with FEMA and the State of Nebraska for the city and ETJ.

11.2.3 The City should support participation by the Floodplain Administrator in specialized training opportunities for flood mitigation.



LEGEND

- Parcels
- Municipal Limit
- 1-Mile Planning Area
- Highways

Floodplain

- 1% Annual Chance Flood Hazard

N

MPC
MARVIN PLANNING CONSULTANTS
Specializing in Municipal, County and Neighborhood Planning

PROJECTION: NE State Plane (Ft)
DATUM: NAD 83
DATE: 9.10.24

0 0.1 0.2 0.4 Miles

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Chapter Twelve Land Use

Land use and development is the primary focus of the Comprehensive Plan. This element provides a general guide for future decision making. The comprehensive plan is not regulatory; however, the plan reflects the community's preferences for the future. The comprehensive plan provides a foundation as the substantive basis for regulations implementing the plan such as zoning, subdivision, and floodplain management.

It is essential this Land Use element reflect the needs and preferences of Burwell residents and property owners, while being clear about the constraints of the land, infrastructure, and fiscal responsibility. This chapter addresses the statutory requirements of the land use element, describes existing land use, and presents the future land use plan.

EXISTING LAND USE

This section is intended to meet the requirements in Neb. Rev. Stat. §19-903(1) that the Comprehensive Plan include: "A land-use element which designates the proposed general distributions, general location, and extent of the uses of land for agriculture, housing, commerce, industry, recreation, education, public buildings and lands, and other categories of public and private use of land".

The land use element is based on an understanding of the distribution, location, and extent of different types of existing land use. The other elements presented so far in this plan, from demographics to natural resources, inform the analysis of existing land use to determine recommendations for the future land use plan. The

annexation and transportation elements follow.

Property in Burwell and Garfield County is used for many different types of use. Existing land use includes both buildings and parcels of land. The use of land is constantly changing—this plan presents a snapshot in time of existing land use. It is essential to have a solid understanding of existing land use at a point in time to carefully consider future land use plans.

The largest portion of Burwell's land is dedicated to residential uses, followed by commerce and industry, as well as parks and public uses. In contrast, the surrounding county's predominate land use is agriculture.

The Marvin Planning Consultants team analyzed data provided by the Garfield County Assessor's Office to produce base maps of

every parcel of land in the city. After consulting satellite aerial mapping online, the team conducted a windshield survey of Burwell and the City's one-mile planning area outside city limits (the extraterritorial zoning jurisdiction). Draft maps were provided to the City staff and the Advisory Committee to spot check and verify. Every attempt was made to assure the Existing Land Use Map is as accurate as possible as of late 2023.

EXISTING LAND USE CATEGORIES

The most common land use patterns fall into several general categories. Some parcels may include multiple uses, in which case the primary use or use of the majority of the property is mapped. Some parcels are mixed use, in which case also the primary use is mapped. The use of land is constantly changing. As such, the success of the community depends on maintaining flexibility while avoiding undue impacts on property rights and property values.

The utilization of land is best described in specific categories providing broad descriptions where numerous businesses, institutions, and structures can be grouped. For the purposes of the Comprehensive Plan, the following land use classifications are used for existing land use:

- Agricultural/Vacant
- Residential Single-Family
- Residential Multi-Family
- Commercial
- Industrial
- Parks/Recreation
- Public/Institutional
- Transportation/Right-of-Way

Every effort was made to distinguish the most current use of property on the existing land use map. Table 12.1 shows the share for each of the following categories of developed (not vacant) area and the total area inside city limits.

Agricultural/Vacant

Areas of vacant land without structures or other uses are included in this category, along with structures which would need to be redeveloped prior to occupancy. Inside city limits, these parcels are typically being held in anticipation of future development.

Agricultural land use includes farming and ranching operations and farmsteads. While some parcels in the city may be used for agriculture until ready for development, agricultural uses will continue indefinitely within the extra-territorial jurisdiction (ETJ).

Residential Single-Family

Most of the city is dedicated to residential land use, and the greatest portion of this—1/3 of the municipality—is single-family residential dwelling units on lots and blocks. On the edges of the city, these parcels may be acreage tracts or rural residential subdivision developments.

Residential Multi-Family / Manufactured Housing

There are a limited number of identifiable multi-family residential units in the city. These are mostly individual buildings. There are also a few manufactured (HUD Code) and mobile homes on individual lots and in one park location. This category would include "missing middle" housing units, including fourplexes, cottage courts, and multiplexes.

TABLE 12.1: BURWELL EXISTING LAND USE, 2023

	Acres	Share of Developed Area (acres)	Share of Total Area (acres)
Residential	218.4	38.4%	32.5%
Single-Family	205.8	36.2%	30.6%
Multi-Family	5.9	1.0%	0.9%
Manufactured Housing	6.6	1.2%	1.0%
Commercial	24.7	4.4%	3.7%
Industrial	144.2	25.4%	21.5%
Parks/Recreation	43.0	7.6%	6.4%
Public/Institutional	26.1	4.6%	3.9%
Transportation/ROW	111.9	19.7%	16.6%
Total Developed Land	568.3	100.0%	84.6%
Vacant/Agriculture	103.7	-	15.4%
Total Area	672.0	-	100.0%

Source: Marvin Planning Consultants .

Commercial

Commercial land use includes retail and services facilities, and associated parking lots. Some commercial uses fit well into mixed-use neighborhoods providing convenient access to everyday needs. Other uses, such as drive-thrus with impacts of noise, lighting, and exhaust, require more careful siting and mitigation of impacts. This category includes both traditional downtown or “Main Street” and suburban-style strip highway commercial uses.

Industrial

Industrial land use includes both light and heavy industry, ranging from manufacturing to outdoor storage and salvage yards. Industrial uses tend to have external effects on neighbors, including sight impacts, smells, and other noxious effects. In Burwell, this includes the stockyards. These uses require careful siting to mitigate impacts on infrastructure and adjacent residents and property owners.

Parks/Recreation

Parks and Recreation land uses cover public parks and dedicated open spaces. City parks often draw visitors from rural areas as well as nearby neighborhoods.

Public/Institutional

Public and Institutional land use accounts for public property (other than parks and recreation or rights-of-way). Public land use includes City property, as well as county, state, and federal facilities. Institutional land use includes property typically exempt from taxation, such as churches, as well as non-profit organizations which may or may-not be taxed.

Transportation/ Right-of-Way

The Transportation/right-of-way existing land use category accounts for highway, road, alley, and any remaining railroad rights-of-way. These make up about 20% of the city’s developed area.

LAND USE CONSTRAINTS

The existing land use patterns have been established by individual real estate investments and provision of municipal infrastructure since the city was founded. These decisions have shaped the natural landscape around constraints on development, such as:

- Floodplains cross a major portion of Burwell and on either side of the city.
- The Nebraska Highway 11/91 corridor on the east side of town pulls convenience services out of downtown.
- Calamus Reservoir pulls traffic west on Highway 96
- Seasonal nature of tourist traffic.
- Competition for housing between long-term residential and short-term rental use.
- At least 18% of parcels in the city are owned by absentee property owners.
- Limited opportunities for in-fill development
- Neighborhood impacts of neglected and blighted property.
- Cost to extend infrastructure including streets, electricity, water, and sewer service.
- Willingness of adjacent property owners to annex and develop property within the city limits.

FUTURE LAND USE PLAN

The Future Land Use Plan is the foundation of land use policy and regulations in the city. The Future Land Use Plan implements the goals and objectives of the residents and property owners of Burwell and Garfield County, as expressed in the Comprehensive Plan.

The Future Land Use Plan is based upon existing conditions and projected future conditions of the city. It both reflects those trends as well as assisting decision makers in determining the type, direction, and timing of future growth and development.

The Future Land Use Map illustrates the plan. Several factors contribute to this map:

- Current use of land within City jurisdiction, including the one-mile planning area—extraterritorial jurisdiction or ETJ;
- Desired characteristics of growth;
- Future development patterns;
- Physical character and constraints of the land as well as infrastructure;
- Population and economic trends affecting the city and county.

FUTURE LAND USE CATEGORIES

The future land use areas mapped include the categories of existing land use, and broad areas reflecting policy direction. These are described on the following pages.

Burwell's future land use categories include:

- TA-Agriculture Transition
- RE-Residential Estates
- R-Residential
- RM-Manufactured Home Park
- DC-Downtown Commercial
- GC-General Commercial
- FLEX-Commercial/Industrial
- I-Industrial
- P/R-Parks/Recreation
- P/I-Public/Institutional

There are also three "overlay" areas which further protect future land use, including:

- Airport Area (Overlay)
- Flood Hazard Area (Overlay)
- Wellhead Protection Area (Overlay)

The Future Land Use Plan is intended to be a general guide

to future land uses balancing private sector development with the public interest, so the City can effectively and efficiently deliver public services to all citizens of Burwell.

Extraterritorial Jurisdiction

As a city of the second class, Burwell has the option to plan for and enforce land use regulations within one-mile of the corporate limits (see Neb. Rev. Stat. §17-1001 *et seq.*). While the City has planning and zoning jurisdiction over unincorporated property within the ETJ, this plan is intended to work cooperatively towards mutual goals and objectives of the City of Burwell and Garfield County.

COMMUNITY CHARACTER

Every community has a unique character distinguishing a specific place from every other place. Character encompasses many aspects of the community, from the street grid, lots, and blocks, to the "Main

Street" storefronts, brick streets, and tree-lined neighborhoods.

Signage and Wayfinding

Community character includes a combination of physical and psychological experiences. Residents and visitors learn to "read" a place based on formal and informal clues.

Community Entrances

There is only one chance to make a first impression on visitors, and potential new residents and employers. Community entrances are a statement welcoming new and returning guests to town. A well-designed monument sign conveys a message more than mere words.

Burwell has an opportunity to make a statement with a substantial and well-designed welcome monument at one or more locations. This may be where Highways 11 and 91 enter Burwell from the north or south, or where Highway 96 brings traffic from Lake Calamus past the airport on the west side of the

—continued page 113.



Community Entrance at the North Loup River on Highway 11/91 southbound, Burwell
 Source: Google Maps, 2022

TA—Agriculture Transition

General Purpose

The Agriculture Transition category represents the area where agriculture is protected, but may be limited due to proximity to city limits. This land use district is intended to allow development of non-ag uses while minimizing conflicts with agriculture.

Compatible Uses

- I. Agricultural use, including
 - Ag buildings, and crop and grazing lands
 - Non-commercial grain, hay, and produce storage
 - Irrigation facilities
 - Wholesale tree farms, plant nurseries, and vineyards
- II. Livestock operations (small scale) within necessary setbacks
- III. Commercial uses related to agriculture (such as grain storage and elevators, veterinary clinics, farm machinery repair, fertilizer plants, etc.) when odors and hazards are mitigated
- IV. Agri-Tourism activities (such as game farms, farmstands, vineyards and wineries, etc.), and public and private recreational uses.
- V. Single acreage development, including home occupations
- VI. Public facilities
- VII. Religious and educational facilities
- VIII. Commercial sand and gravel mining
- IX. Renewable Energy facilities, within performance standards
- X. Adult entertainment where appropriate

Incompatible Uses

- I. Large scale residential development
- II. Larger livestock operations which cannot mitigate odor impacts
- III. Large commercial development

Issues

- I. Groundwater / Rural Water / Municipal water availability
- II. Suitability for onsite wastewater treatment systems (septic)
- III. Proximity to existing livestock confinements, mining, renewable energy facilities, etc.
- IV. Natural amenities such as trees, ponds, and streams
- V. Conservation Easements
- VI. Site drainage and wetlands
- VII. Flood hazard areas
- VIII. Wellhead protection areas
- IX. Site access (public roads)

Special Policies

- I. Lot sizes may vary depending upon the source of potable water and OWTS/sewer service.
- II. Residential densities no more than 4 dwelling units per 1/4 section.
- III. Cluster developments should be considered and used whenever soils, topography, natural amenities warrant.
- IV. Separation distances should be applied to rural acreages and uses with off-site impacts.





RE—Residential Estates

General Purpose

The Residential Estates land use category represents areas in the ETJ where small lot residential development may be appropriate before city services can be extended. There may also be areas which are, for demonstrable reasons, not well-suited to agriculture which are also not constrained by soils or floodplains. These areas should be designed as clustered developments to conserve agricultural land and open space.

Compatible Uses

- I. Residential development
- II. Mixed-use developments incorporating:
 - Residential as predominate use
 - Small-scale commercial in support of residential use
 - Public amenities such as parks, community centers, etc.
- III. Ag production (smaller scale)
- IV. Agri-Tourism activities (such as farmstands, wineries, etc.)
- V. Public facilities (such as road maintenance storage, fire stations, public utilities, etc.)
- VI. Religious and educational facilities
- VII. Home occupations
- VIII. On-Site Renewable Energy facilities, within performance standards

Incompatible Uses

- I. Major agricultural operations
- II. Livestock operations
- III. Large commercial development
- IV. Industrial development

Issues

- I. Groundwater / Municipal water availability
- II. Suitability for onsite wastewater treatment systems (septic)
- III. Proximity to existing livestock facilities and/or industrial sites
- IV. Natural amenities such as trees, ponds, and streams
- V. Conservation easements
- VI. Site drainage and wetlands
- VII. Flood hazard areas
- VIII. Wellhead protection areas
- IX. Site access (public roads)

Special Policies

- I. Lot size may vary depending upon the source of drinking water and OWTS/sewer service.
- II. Residential densities within this land use category should be no more than 8 dwelling units per 1/4 section.
- III. Cluster development should be considered whenever soils, topography, natural amenities warrant.

R—Residential

General Purpose

The Residential land use district includes both existing and new residential neighborhoods with a mix of single-family, two-family, and multi-family dwellings on small to moderately-sized lots with supporting community facilities. It is intended to encourage creative development patterns and adaptive reuse of existing structures. Streets are paved with sidewalks, curb, and gutter.

Compatible Uses

- I. Residential single-family dwellings (attached and detached)
- II. Missing Middle residential development (such as cottage court, townhouses, duplex, fourplex)
- III. Multi-family residential development
- IV. Manufactured home park
- V. Accessory Dwelling Units (ADUs)
- VI. Residential care facilities
- VII. Small-scale mixed-use development
- VIII. Public facilities (such as fire stations, public utilities, community centers, etc.)
- IX. Religious and Educational uses and structures
- X. On-Site Renewable Energy facilities, within performance standards

Incompatible Uses

- I. Industrial uses

Issues

- I. Off-site impacts—visual, noise odors, runoff
- II. Traffic and site access
- III. Natural amenities such as trees and waterways
- IV. Topography and drainage
- V. Municipal water and sewer availability
- VI. Sidewalks and multi-modal accessibility

Special Policies

- I. Minimum lot size of 5,000 to 7,000 square feet with city water and sewer services.
- II. Density may be increased for small lot development.
- III. Cluster development should be considered with community well and OWTS if city services are not yet extended.





DC—Downtown Commercial

General Purpose

The Downtown Commercial land use district is focused on the traditional building pattern of historic Downtown as the town's center for trade, service, and civic life. Structures in this area are typically built with brick or stone at the sidewalk line, with parking and storage limited to alleys. In addition, second-story residential units provide flexible and affordable housing choices.

Compatible Uses

- I. Commercial retail and services uses
- II. Accommodations (lodging) and food/beverage services (indoor/outdoor)
- III. Arts, entertainment, and recreation
- IV. Business and professional offices
- V. Existing residential uses
- VI. Missing Middle and other multi-family residential development (such as upper-floor apartments over retail/services)
- VII. Mixed-use development
- VIII. Public facilities (such as city hall, county offices, fire station, public utilities, community centers, etc.)
- IX. Religious and Educational uses and structures
- X. On-Site Renewable Energy facilities, within performance standards
- XI. Adult entertainment where appropriate

Incompatible Uses

- I. Ground-floor residential development
- II. Drive-thru facilities and multiple driveways creating conflicts with pedestrians and on-street parking—banks require special design
- III. Large parking lots
- IV. Outdoor storage

Issues

- I. Building to the sidewalk line with clear front door for accessible pedestrian access
- II. Maximizing development potential downtown
- III. Site drainage
- IV. Sidewalks and multi-modal accessibility

Special Policies

- I. No minimum lot size recommended.
- II. Buildings should be constructed of substantial materials (such as brick or stone)
- III. Insubstantial coverings such as tin siding or stucco should be avoided.
- IV. Developments of one acre or more may be required to meet the standards of NPDES permitting.
- V. Developments which create more than a 5% increase in runoff may be required to construct a detention basin to control runoff.
- VI. On-site parking should be minimized to encourage greater utilization of downtown lots and blocks.

GC—General Commercial

General Purpose

The General Commercial land use district provides for a variety of commercial uses. This district is intended to provide for commercial uses with minimal impacts for mixed-use development and locations near residential neighborhoods.

Compatible Uses

- I. General commercial retail and services uses
- II. Accommodations (lodging) and food/beverage services (indoors/outdoors)
- III. Arts, entertainment, and recreation
- IV. Existing residential uses
- V. Multi-family residential development
- VI. Manufactured home park
- VII. Mixed-use development
- VIII. Public facilities (such as fire stations, public utilities, community centers, etc.)
- IX. Religious and Educational uses and structures
- X. Wireless telecommunication facilities
- XI. On-Site Renewable Energy facilities, within performance standards
- XII. Adult entertainment where appropriate

Incompatible Uses

- I. Single-family residential development
- II. Industrial development

Issues

- I. Off-site impacts—visual, noise odors, runoff
- II. Traffic and site access, and parking
- III. Municipal water and sewer availability and connections
- IV. Flood hazard areas
- V. Sidewalks and multi-modal accessibility
- VI. Off-site commercial advertising (billboards) may lead to blight conditions.
- VII. Secondary impacts of adult entertainment uses

Special Policies

- I. Effective minimum lot area should be based upon adequate space for vehicular movement and parking.
- II. Developments of one acre or more may be required to meet the standards of NPDES permitting.
- III. Developments which create more than a 5% increase in runoff may be required to construct a detention basin to control runoff.
- IV. Screening should be provided between residential and commercial/industrial property
- V. Landscaping should be provided along streets and roads, and in parking lots.
- VI. Limit new access along arterial streets and roads





Flex—Commercial/Industrial

General Purpose

The Flex (Commercial/Industrial) land use district is intended to accommodate a flexible blend of agricultural, commercial, and industrial uses, while minimizing potential conflicts.

Compatible Uses

- I. Agricultural uses, including farm buildings, storage, and irrigation
- II. Commercial uses serving the traveling public (i.e. truck stops, gas stations, auto sales and repair, restaurants, lodging)
- III. Light manufacturing, warehousing, self-storage
- IV. Commercial grain storage and processing, bulk fertilizer and fuel plants, livestock auction barns, veterinary clinics, etc. when off-site impacts and hazards are mitigated
- V. Farm machinery and vehicle sales and service
- VI. Agri-Tourism activities (such as farmstands, vineyards, etc.)
- VII. Existing residential uses
- VIII. Public facilities (such as road maintenance storage, fire stations, public utilities, community centers, etc.)
- IX. Religious and Educational uses and structures
- X. On-Site Renewable Energy facilities, within performance standards
- XI. Off-site commercial advertising (billboards)
- XII. Adult entertainment where appropriate

Incompatible Uses

- I. Livestock operations
- II. Residential development

Issues

- I. Groundwater / Municipal water availability and connections
- II. Suitability for onsite wastewater treatment systems (septic) or connection to municipal sewer system
- III. Natural amenities such as trees, ponds, and streams
- IV. Site drainage
- V. Flood hazard areas
- VI. Wellhead protection areas
- VII. Access to State highways
- VIII. Billboards may lead to blight conditions.

Special Policies

- I. Minimum lot size based upon adequate space for vehicular movement, parking, and drinking water/wastewater treatment.
- II. Developments of one acre or more may be required to meet the standards of NPDES permitting.
- III. Developments which create more than a 5% increase in runoff may be required to construct a detention basin to control runoff.
- IV. General commercial retail and services should be encouraged to locate where there is access to municipal infrastructure.
- V. Hazardous uses should locate at a safe distance from residential areas (i.e. bulk plants, or grain storage)

I—Industrial

General Purpose

The Industrial land use district is intended to provide for manufacturing and warehousing uses. These uses typically require larger tracts of ground and may have multiple buildings on a site. Location of industrial uses needs to be sensitive to other uses, in particular to residential areas, which may require screening and mitigation of impacts.

Compatible Uses

- I. Manufacturing (indoors and outdoors)
- II. Warehousing, outdoor storage, and self-storage
- III. Commercial grain storage and agricultural services
- IV. Farm machinery and vehicle sales and service
- V. Auto service uses (such as auto sales or repairs)
- VI. Accessory retail use of products manufactured on-site
- VII. Public facilities (such as road maintenance storage, fire stations, public utilities, community centers, etc.)
- VIII. Religious and educational uses and structures
- IX. Wireless telecommunication facilities
- X. Oil and gas production and services
- XI. Renewable energy facilities, within performance standards
- XII. Off-site commercial advertising (billboards)
- XIII. Adult entertainment where appropriate

Incompatible Uses

- I. Residential development, other than caretaker/watchman quarters

Issues

- I. Off-site impacts—visual, noise, odors, runoff, buffering nearby residential property
- II. Traffic and site access, and parking
- III. Groundwater / Municipal water/wastewater system availability
- IV. Topography
- V. Flood hazard areas
- VI. Secondary impacts of adult entertainment uses
- VII. Off-site commercial advertising (billboards) may lead to blight conditions.

Special Policies

- I. Effective minimum lot sizes based upon adequate space for vehicular movement, parking, and drainage.
- II. Developments of one acre or more may be required to meet the standards of NPDES permitting.
- III. Developments which create more than a 5% increase in runoff may be required to construct a detention basin to control runoff.
- IV. Outdoor storage should be protected by security fencing, and may require a solid visual buffer.





Parks/Recreation

General Purpose

The Parks and Recreation land use district provides for parks and recreation land uses. In the unincorporated county, these tend to be larger tracts such as wildlife management areas.

Compatible Uses

- I. Local and County parks and recreation areas
- II. Golf courses and accessory uses
- III. Non-profit conservation lands
- IV. State and Federal recreation and wildlife management areas.

Incompatible Uses

- I. Large commercial development
- II. Industrial development
- III. Livestock operations

Issues

- I. Parks and recreation facilities should be provided throughout the community to assure equitable access for all residents.



Public/Institutional

General Purpose

The Public and Institutional district provides for land used by the public, institutions, and utilities. Mapped districts tend to be larger facilities owned and operated by a public or non-profit entity.

Compatible Uses

- I. Local and County buildings and facilities
- II. State and Federal buildings and facilities.
- III. Non-profit buildings and facilities
- IV. Other public facilities

Incompatible Uses

- I. Livestock operations

Issues

- I. Public and non-profit land holdings may have long-term impacts on property tax revenues.



Airport Area (Overlay)

General Purpose

Airport hazard areas recognize the need to protect aircraft and land use in airport approach paths. This area is identified to inform zoning and land use development decisions.

As noted in Chapter 14 Transportation, Crum Field Airport (BUB) is located west of the Burwell municipal limits, in the ETJ planning area. The Federal Aviation Administration (FAA) establishes requirements for construction near airports.

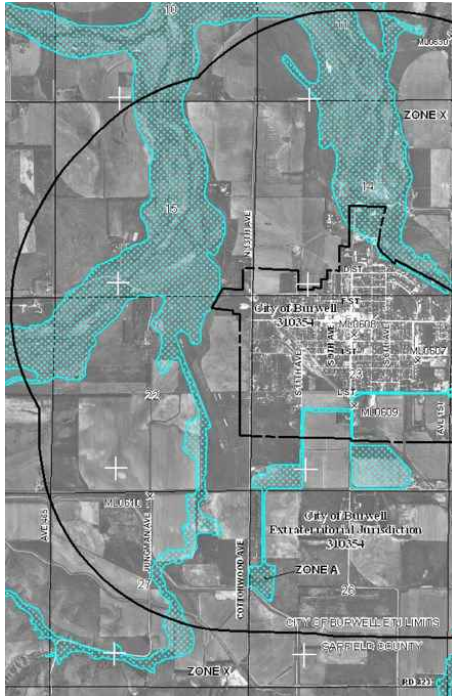
Compatible Uses

- I. Determined by underlying zoning
- II. Uses which can coexist with aviation noise and navigation airspace (14 CFR Part 77 "imaginary surfaces")

Incompatible Uses

- I. Towers and other large structures with the potential to create hazards to aircraft.
- II. Visual obstructions such as open mining which produce dust, or uses creating glare and light emissions (including LED-illuminated billboards)
- III. Wildlife and bird attractants
- IV. Residential development
- V. Dense commercial development





Flood Hazard Area (Overlay)

General Purpose

Flood Hazard Areas represent the regulatory floodplain as designated on FEMA's Flood Insurance Rate Maps (FIRMs), discussed in Chapter 11 Hazard Mitigation. Developers should be aware that flooding can (and does) occur outside of the mapped flood hazard area.

Compatible Uses

- I. Determined by underlying zoning, in accordance with the adopted floodplain management ordinance
- II. Passive parks, recreation, and open space
- III. Drainage and stormwater impoundments

Incompatible Uses

- I. Damage-prone development susceptible to impacts of flooding or flood-related hazards.
- II. Storage and use of hazardous materials, such as gasoline, pesticides, and chemicals.
- III. Development that would impede water flow in the effective floodway.

Issues

- I. FEMA defines "development" broadly as any man-made change to real estate.
- II. New construction and substantial improvement requires structures to be brought into conformance with FEMA standards, as specified in the floodplain management ordinance.
- III. Agricultural structures may be treated differently than residential and commercial structures.



Wellhead Protection Area (Overlay)

General Purpose

Wellhead Protection Areas are established for the protection of public water supplies. These areas are identified to inform zoning and land use development decisions. Burwell has adopted an approved Wellhead Protection Plan (WHP).

Each municipality or other publicly-owned water supply system should execute an interlocal agreement with the County for administration of regulations within the Wellhead Protection Overlay District, incorporated into the zoning ordinance.

Compatible Uses

- I. Determined by underlying zoning, with certain exceptions

Incompatible Uses

- I. Common potential groundwater contaminant sources (agricultural, commercial, industrial)
- II. Confined Animal Feeding Operations (CAFOs)
- III. Landfills and refuse recycling centers



Example of a Community Entrance
Source: Marvin Planning Consultants

city. The community should continue to avoid the clutter of billboards along these major entranceways, maintaining the spirit of Lady Bird Johnson's Highway Beautification Act into the 21st century.

Wayfinding

Wayfinding refers to how people find their way around the community. Appropriate signage helps people walk and/or drive to specific locations in the



Wayfinding Sign example
Source: Marvin Planning Consultants

community. Wayfinding would more easily direct visitors to downtown, public facilities, and city parks.

Signage

Signs are an important form of communication. Sign control—or the lack of sign control—can have a significant impact on the community's appearance and economic competitiveness.

The image of a community is important to its economic vitality and the signs along city streets can greatly affect the image of a place. Sign clutter is ugly, costly, and ineffective.



Monument Sign example
Source: Marvin Planning Consultants

Commercial signage on the street and building front helps people get where they need to go. A good sign code is pro-business because an attractive commercial district will attract more customers than an unattractive area.

On city streets, ground-mounted monument signs are an effective form of commercial signage. They can also be designed to fit into the overall architectural character of a specific building or development.

Landscaping

Landscaping is critical to creating a positive community character. It also filters drainage and provides buffers. Landscaping makes a particular impression in areas such as:

- Along streets, especially major thoroughfares
- Along parking barriers
- Near commercial and public buildings
- In public spaces

As new development occurs in Burwell—especially along the arterial and collector streets and roads—the City should work closely with developers and property owners to assure appropriate landscaping is installed and maintained to



Xeriscape example
Source: Marvin Planning Consultants

improve the appearance of the community.

Downtown Development

The Downtown Square—Grand Avenue and South Grand Avenue—is historically the heart of Burwell. Downtown offers commercial and civic services unlike any other community in the state or across the country.

A Place to Last

Buildings downtown are typically built of substantial materials such as brick and stone, avoiding flimsy tin or stucco that does not hold up well in the Great Plains weather. These structure are often two or three stories with commercial retail and services on the ground floor. Upper floors may be used for offices or residences. Downtown is also where people look for public institutions—City Hall, the County Courthouse, and the Post Office.

Downtown should be the place where property is in the greatest demand. It should be the location where people go to buy things and patronize services; where they go to work and play. Some downtown locations have become vacant or converted to storage—these buildings are no longer offering jobs or collecting sales tax; no longer providing goods and services that the community wants and needs. These are concerns that affect everybody who lives and works in the community, as well as other small towns across the state.

Many of downtown's buildings are historic in nature and character—the may be formally recognized on the National Register of Historic Places or may

be eligible for recognition. The Main Street America program, mentioned in Chapter Five Economic and Community Development, has been quite successful in downtown revitalization across the country. As well, as noted in Chapter Six Community Facilities, inclusion

on the National Register may enable income-producing properties to qualify for tax credits for eligible rehabilitation costs

Downtown provides options for residents and businesses. By maintaining an expectation for

Inside the Square, Downtown Burwell



137 Grand Ave



ATM on Grand Ave



147/151 Grand Ave



132 Grand Ave,



163 Grand Ave



172 Grand Ave



171 Grand Ave



180/172 Grand Ave

Edge of the Square, Downtown Burwell



459 Grand Ave



805 G Street



Burwell Veterans Memorial Park



451 Grand Ave



203-223 Grand Ave



747 G Street



435 Grand Ave



204/212 Grand Ave



404 Grand Ave



423/425 Grand Ave



218 Grand Ave



412-440 Grand Ave



411/415 Grand Ave



147 S. 8th Ave



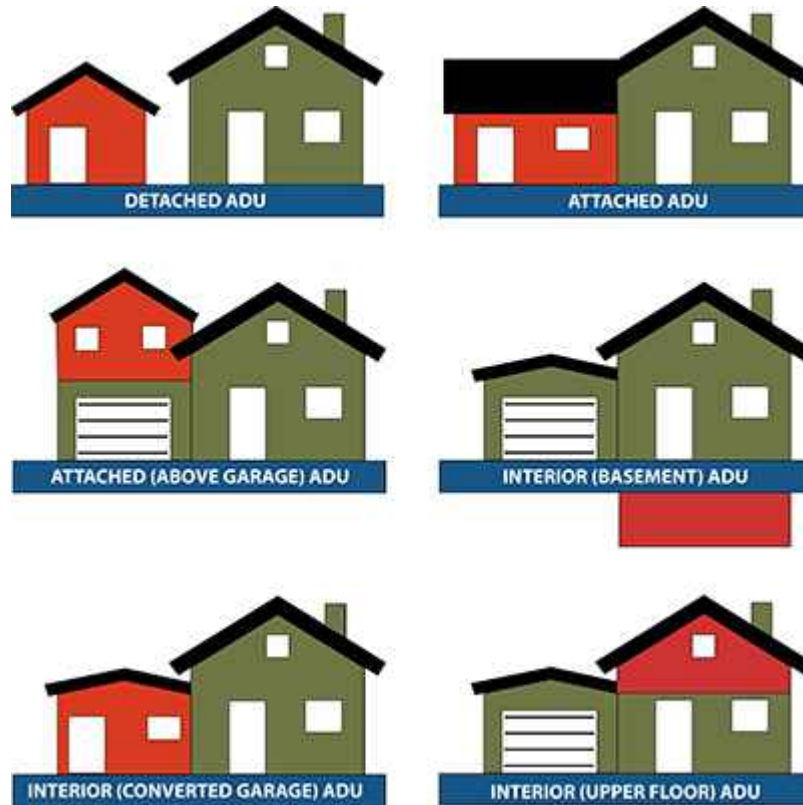
180/172 Grand Ave

flexible, quality design, downtown buildings will remain a vital part of the city for years into the future.

Successful Downtowns

What do successful downtowns share? Research by the Extension Service found several common characteristics of successful downtowns:

- I. No single organizational model exists—successful downtowns focus on results.
- II. Successful downtowns tend to have multiple destinations within walking distance.
- III. Successful downtowns are beloved by local residents.
- IV. Successful downtowns have been and continue to overcome challenges.
- V. Successful downtowns are walkable.
- VI. Successful downtowns have property owners committed to mixed use development.
- VII. There are broad public/private partnership investments.
- VIII. The nature of downtown retail is in flux.
- IX. Entertainment is driving growth.
- X. Strong walking connections to nearby neighborhoods.



Source: AARP Livable Communities.

Housing and Land Use

Most of any city's land is used for housing. As noted in Chapter Four Housing and throughout this plan, the Burwell community has identified the need for more affordable and attainable housing, in particular workforce housing. This is in part due to the loss of existing dwelling units as documented by US Census counts over the last several years. This is also due in part to the conversion of full-time housing to seasonal dwelling units.

While the population of the city may or may not expand, there is a particular land use need for new housing, in particular "Missing Middle" homes with two-twelve homes in each

structure, which can fit in with the existing residential and commercial character of Burwell.

The City's zoning ordinances have had two tiers of housing and lot regulations in Burwell. The low-density Residential District is intended for single-family homes, including duplexes. There is a separate multi-family Residential District with some mixed-use for offices through conditional use review.

Single-family zoning is a hurdle to construction of new, affordable and attainable housing as demanded by local residents. Overly-restrictive residential zoning prevents the natural, incremental change of neighborhoods to meet the changing needs of the housing market. As analyst M. Nolan Gray

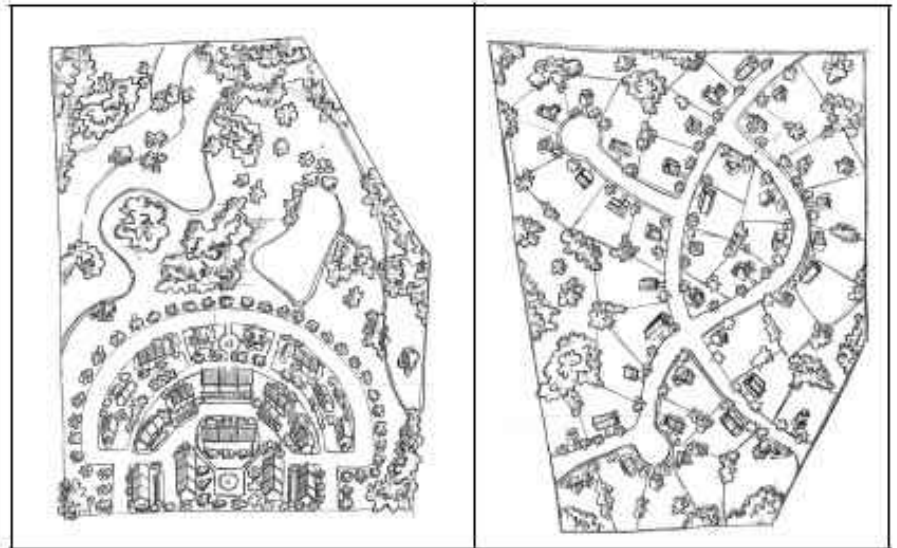
writes in his book *Arbitrary Lines* (2022), "Before zoning, this process of incremental housing growth played out over and over again in every American city."

One way to address this concern is legalizing Accessory Dwelling Units (ADUs). An ADU allows for incremental growth of residential units such as basement apartments or "granny-flats" over a garage. ADUs are places for young adults to spread their wings close to home, or for grandparents to maintain independence while also staying close to family.

CONSERVATION DEVELOPMENT

Conservation development is a customized approach to residential or commercial subdivision of land, where parcels are clustered into a smaller area to conserve agricultural or natural areas. Conserved areas may be prime farmland, wetlands and floodplains, or areas with steep slopes or soils unsuitable for building. The smaller developed area reduces costs for infrastructure such as roads and provides a variety of lot options for home builders and buyers.

Implementation of Conservation Development is often accomplished through a specific stand-alone or overlay zoning district, or adoption of Planned Unit Development (PUD) zoning and subdivision ordinance provisions.



Conservation subdivisions (left) feature smaller lots with a high percentage of open space. Conventional subdivisions (right) feature large lots with little common open space. A conventional subdivision is subject to all of the base zoning district standards, such as minimum lot size, front setbacks, landscaping, and adequacy of public facilities.

Source: Robert H. Freilich and S. Mark White, *21st Century Land Development Code*, APA Planners Press, 2008.

LAND USE AND ZONING

The City of Burwell has adopted zoning and subdivision regulations for the city and one-mile ETJ. Garfield County has also adopted zoning regulations for the unincorporated areas of the county. These regulations require zoning permits for new development.

The first implementation action of the comprehensive plan will be to review and update the zoning regulations and map. Cooperation and coordination with Garfield County is encouraged, especially for issues concerning the ETJ.

Simplification of Residential Zoning

Simplifying residential zoning is another approach to encouraging affordability. The City could reduce dimensional requirements including minimum lot size, lot width, setbacks, or lot coverage. (Building Height usually has more to do with fire fighting capacity and light access than affordability, but may be a factor in some areas.)

The Zoning Ordinances in effect set a minimum lot area of 6,000 square feet, with an "average lot area within a block of 7,500 square feet" where served by City water and sewer, and a lot width of 60 feet. Most lots as platted in Burwell are at least 6,000 square feet in size.

An option for development flexibility would be to reduce the minimum lot area to 5,000 square feet and lot width to 50 feet. An analysis of existing lots over 10,000 square feet (theoretically eligible for a lot split at a reduced minimum) shows lots primed for redevelopment at this revised standard. Looking more closely at several typical blocks on the north side of the Grand Avenue town square, existing building lot widths vary from 25 feet to 150 feet for commercial lots, residential lots are more typically a minimum of 50-60 feet wide. Reducing the minimum lot size and width would not introduce radical changes in the existing development pattern, yet may grant a lot of flexibility to individual development projects. (See *attached Residential Lot Analysis and Lot Frontages maps.*)

This effort could be combined with consolidation of residential zoning districts, following the form of the Future Land Use Map. A single Residential Neighborhood zone district is typically of a small town the size of Burwell, allowing a variety of residential dwelling types with appropriate standards. While use-by-right permitting is also simpler, taking less time and less expense, it may be necessary to review mitigation of impacts for larger projects through the conditional use permit process.

LAND USE GOALS AND ACTIONS

LAND USE GOAL 12.1

Future growth and development has adequate land available while avoiding land use conflicts and incompatible impacts.

Actions

- 12.1.1 Regularly review and update land use regulations (zoning and subdivision ordinances).
- 12.1.2 Developers are prepared to pay the cost of necessary and required on-site and off-site improvements.
- 12.1.3 Post planning & zoning requirements and other development information on the City website.

LAND USE GOAL 12.2

New development is focused within Burwell's city limits.

Actions

- 12.2.1 Work with developers and property owners to identify areas with infrastructure capacity, including electricity, water and sewer, and streets.
- 12.2.2 Aid development or redevelopment through Tax Increment Financing (TIF) where appropriate.

- 12.2.3 New development should be contiguous to existing developed areas, and avoid inefficient "leapfrog" development patterns.

LAND USE GOAL 12.3

Agriculture is protected from premature development in the Agriculture Transition land use district.

Actions

- 12.3.1 Recognize production agriculture as the highest and best use of land in agricultural land use districts.

LAND USE GOAL 12.4

There is adequate and available land for a variety of new residential building types.

Actions

- 12.4.1 Encourage development of "Missing Middle" housing types across the community.
- 12.4.2 Encourage mixed-use projects where appropriate citywide.
- 12.4.3 Work toward higher density development within the established parts of the city and along major transportation corridors.
- 12.4.4 Work with Garfield County for protection of the Wellhead Protection Overlay Area.

LAND USE GOAL 12.5

Residential development is protected from conflicting land uses.

Actions

- 12.5.1 Assure residential development is separated from more intensive uses, by setbacks, visual and landscape buffers, or impact easements.
- 12.5.2 Work with property owners to clean up deteriorated and dilapidated properties.

LAND USE GOAL 12.6

Employers have adequate land available land for new development.

Actions

- 12.6.1 Provide infrastructure for commercial and industrial development.
- 12.6.2 Encourage continued maintenance and appropriate redevelopment in the downtown area.
- 12.6.3 Facilitate continued improvements in signage and wayfinding, including landscaping of commercial property.
- 12.6.4 Improve and maintain Burwell's entryways on Highways 11 and 91, and Highway 96, to make the best impression of the community.

LAND USE GOAL 12.7

Parks/Recreation and Public/Institutional uses are provided for by those land use districts and land in other appropriate districts.

Actions


- 12.7.1 Maintain current public facilities for the benefit of all residents.
- 12.7.2 Work with developers to secure recreation and open space in new developments.

LAND USE GOAL 12.8

Downtown Burwell remains a vibrant and dynamic, mixed-use historic heart of the community.

Actions

- 12.8.1 Encourage renovation of existing commercial and industrial structures.
- 12.8.2 Encourage upper level residential units downtown
- 12.8.3 Consider a focused study on redevelopment of Downtown Burwell, including historic preservation and renovation of existing structures.


	Land Use Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
12.1.1	Regularly review and update land use regulations (zoning and subdivision ordinances).	1,2,9	1		X					
12.1.2	Developers are prepared to pay the cost of necessary and required on-site and off-site improvements.	1,8	5		X					
12.1.3	Post planning & zoning requirements and other development information on the City website.	1	1		X					
12.2.1	Work with developers and property owners to identify areas with infrastructure capacity, including electricity, water and sewer, and streets.	1,7,8	1,3,4,5		X					
12.2.2	Aid development or redevelopment through Tax Increment Financing (TIF) where appropriate.	1	1,3	X						
12.2.3	New development should be contiguous to existing developed areas, and avoid "leapfrog" patterns inefficient for public services.	1	1		X					
12.3.1	Recognize production agriculture as the highest and best use of land in agriculture land use districts.	1	1		X					
12.4.1	Encourage development of "Missing Middle" housing types across the community.	1,7,8	1,3,4,5		X					
12.4.2	Encourage mixed-use projects where appropriate citywide.	1,7,8	1,3,4,5		X					
12.4.3	Work toward higher density development within the established parts of the city and along major transportation corridors.	1,7,8	1,3,4,5		X					
12.4.4	Work with Garfield County for protection of the Wellhead Protection Overlay Area	1,2	1		X					
12.5.1	Assure residential development is separated from more intensive uses, by setbacks, visual and landscape buffers, or impact easements.	1	1		X					
12.5.2	Work with property owners to clean up deteriorated and dilapidated properties.	1,2,6	1		X					

Organization:

1. City of Burwell
2. Garfield County
3. City Economic Development
4. NEDED
5. NIFA
6. Central Nebraska EDD
7. Private Businesses
8. Developers
9. Consultants
10. Nebraska DOT
11. Public Power Providers
12. Local Organizations
13. School

Funding Sources:

1. General Funds
2. Bonding
3. TIF
4. Grants
5. Private Funds
6. Sales Tax

	Land Use Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
12.6.1	Provide infrastructure for commercial and industrial development.	1,7,8	1,4,5	X						
12.6.2	Encourage continued maintenance and appropriate redevelopment in the downtown area.	1,7	1,5		X					
12.6.3	Facilitate continued improvements in signage and wayfinding, including landscaping of commercial property.	1,7,12	1,5		X					
12.6.4	Improve and maintain Burwell's entryways on Highways 11 and 91, and Highway 96, to make the best impression of the community.	1,2,12	1,5	X						
12.7.1	Maintain current public facilities for the benefit of all residents.	1,2	1,4,5	X						
12.7.2	Work with developers to secure recreation and open space in new developments.	1,8	1,5		X					
12.8.1	Encourage renovation of existing commercial and industrial structures	1,3,4,6,7,8,12	1,3,4,5,6	X						
12.8.2	Encourage upper-level residential units downtown.	1,3,7,8	1,3,5		X					
12.8.3	Consider a focused study on redevelopment of Downtown Burwell, including historic preservation and renovation of existing structures..	1,3,4,6,7,8,12	1,4,5		X					

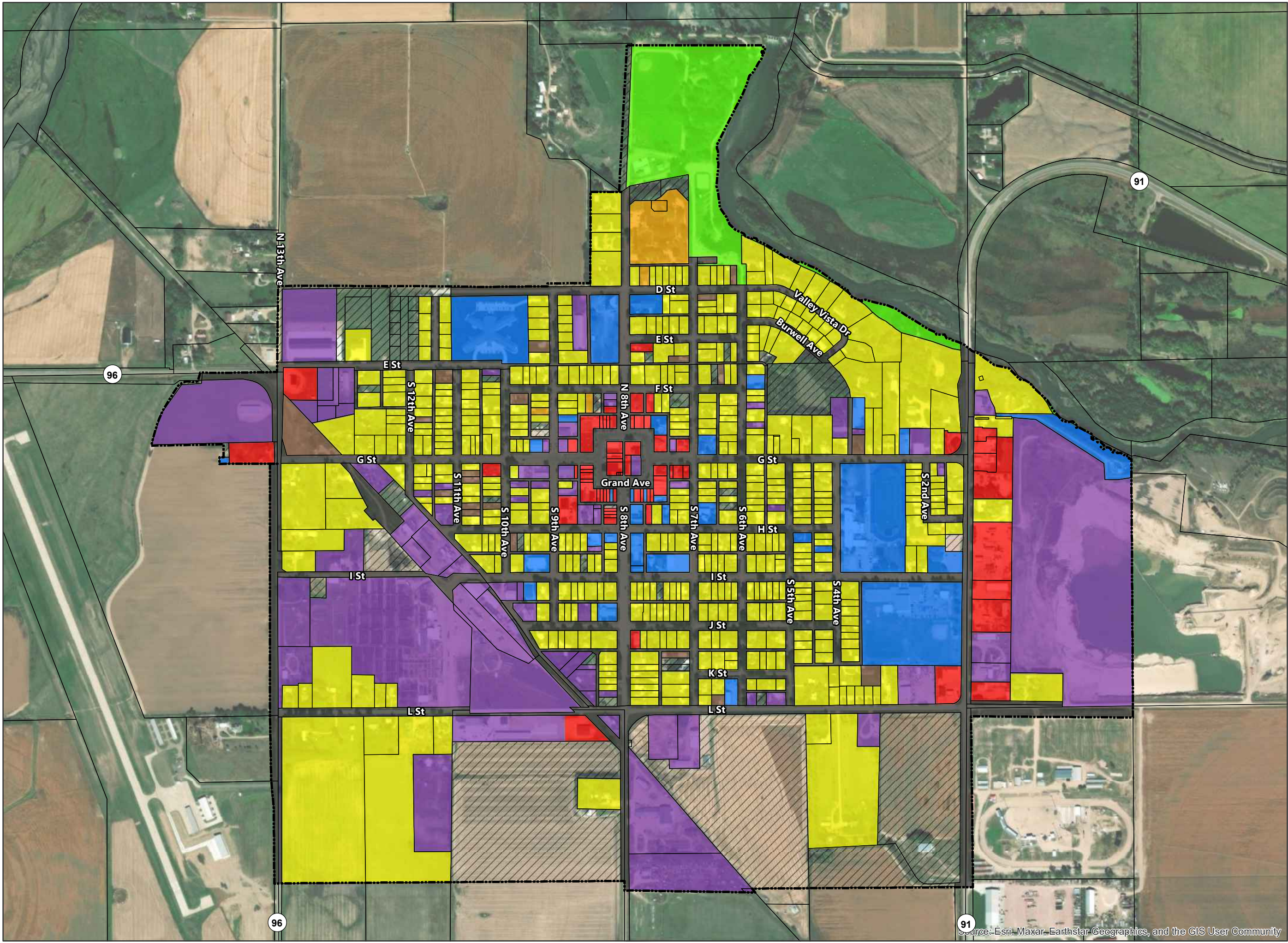
Organization:

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Funding Sources:

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LEGEND

- Municipal Limit
- Parcels

Use

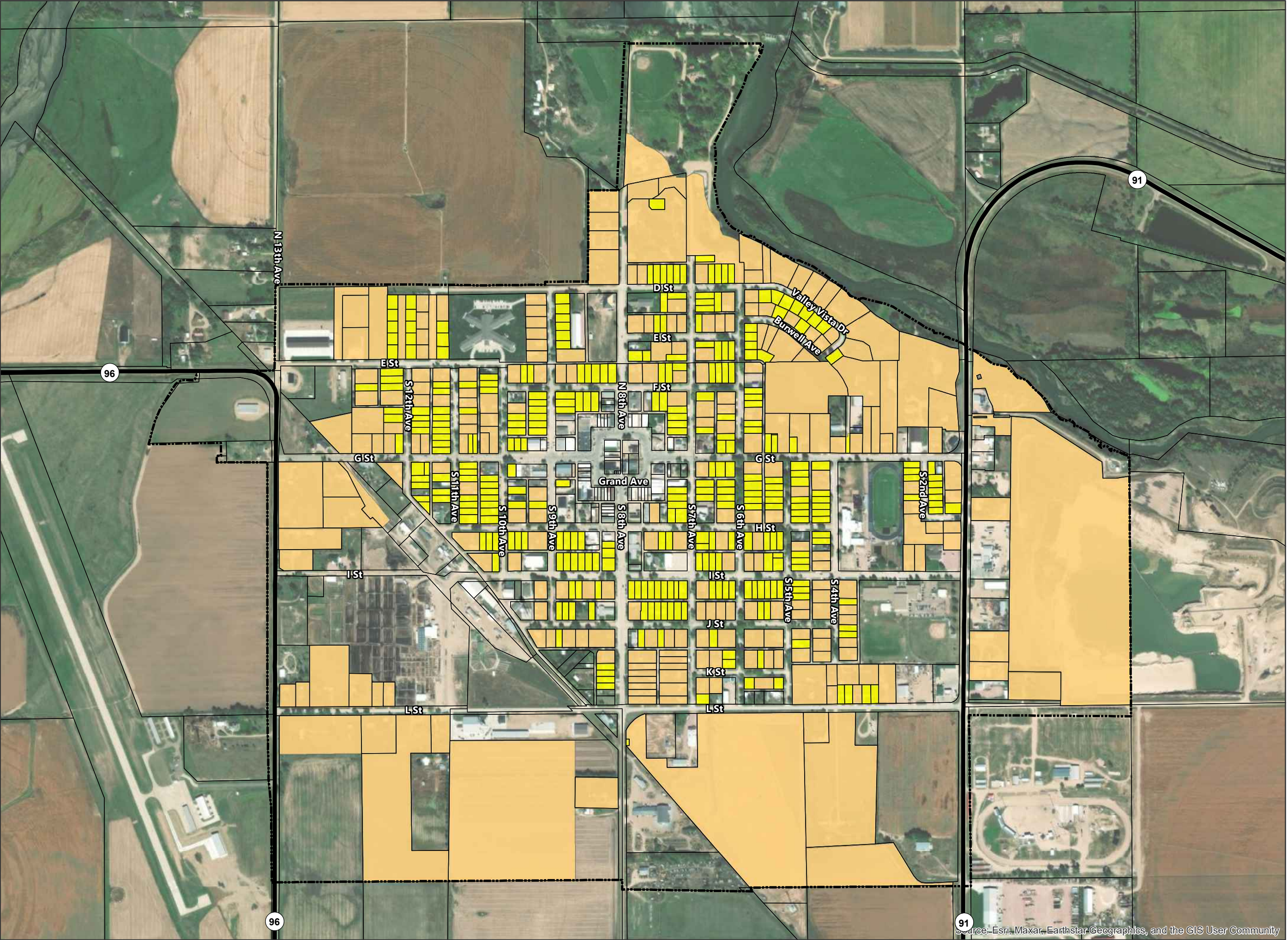
- Vacant/Agriculture
- Single-Family Residential
- Multi-Family Residential
- Manufactured Housing
- Commercial
- Industrial
- Public/Institutional
- Parks/Recreation
- Transportation/ROW



PROJECTION: NE State Plane (Ft.)
DATUM: NAD 83
DATE: 9.10.24

0 0.0425 0.085 0.17 Miles

FIGURE 12.2: RESIDENTIAL
LOT ANALYSIS FUTURE
LAND USE



LEGEND

- Highways
- Municipal Limit
- Parcels
- Residential Lots, > 10,000 Sq Ft
- Residential Lots, < 10,000 Sq Ft

N

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Specializing in Municipal, County and Neighborhood Planning

PROJECTION: NE State Plane (Ft.)
DATUM: NAD 83
DATE: 9.10.24

0 0.0425 0.085 0.17 Miles

Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community

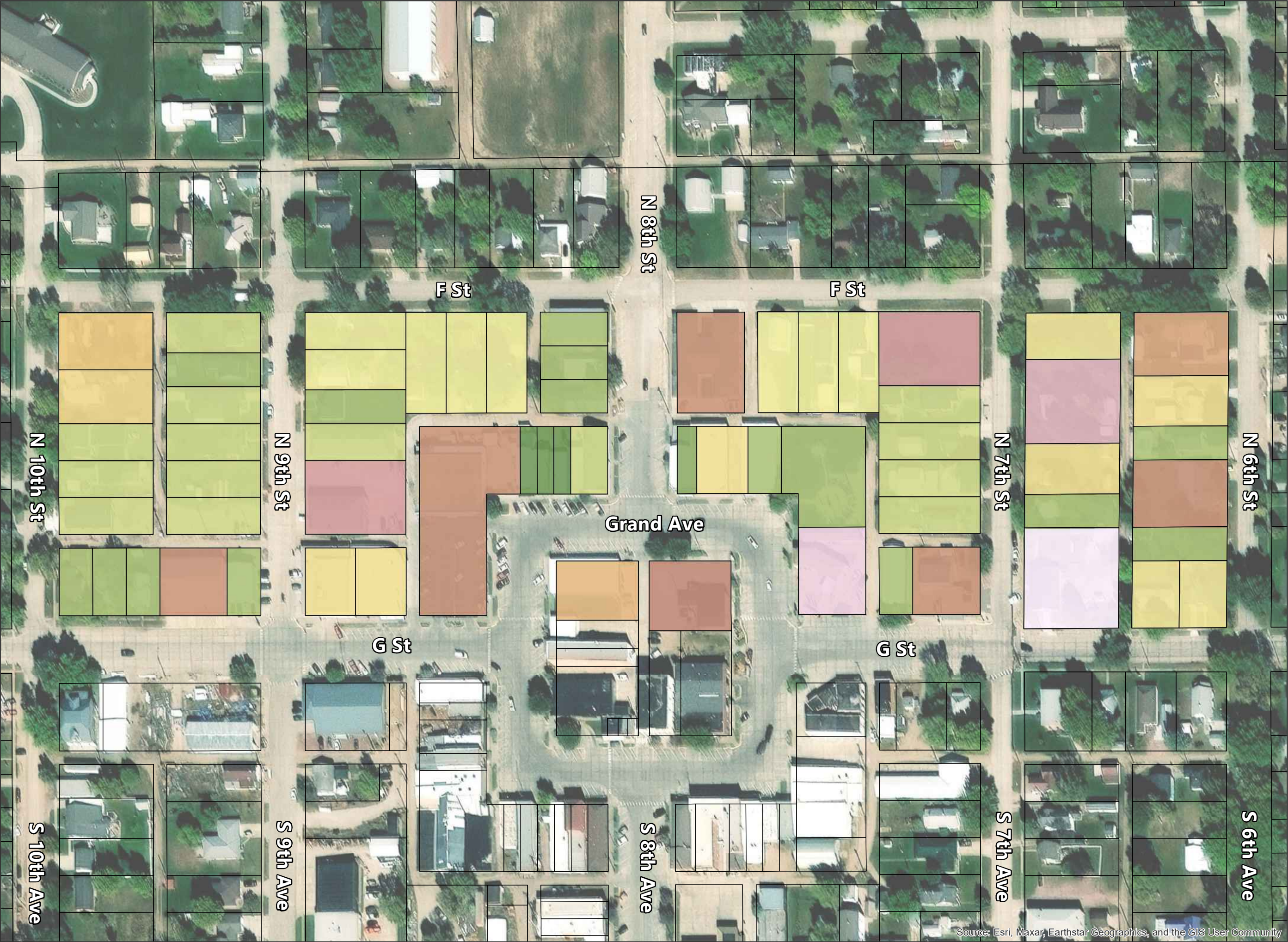


FIGURE 12.3: LOT FRONTAGES
SAMPLE AREA DOWNTOWN

LEGEND

Highways

Parcels

Municipal Limit

Lot Frontage (Ft)

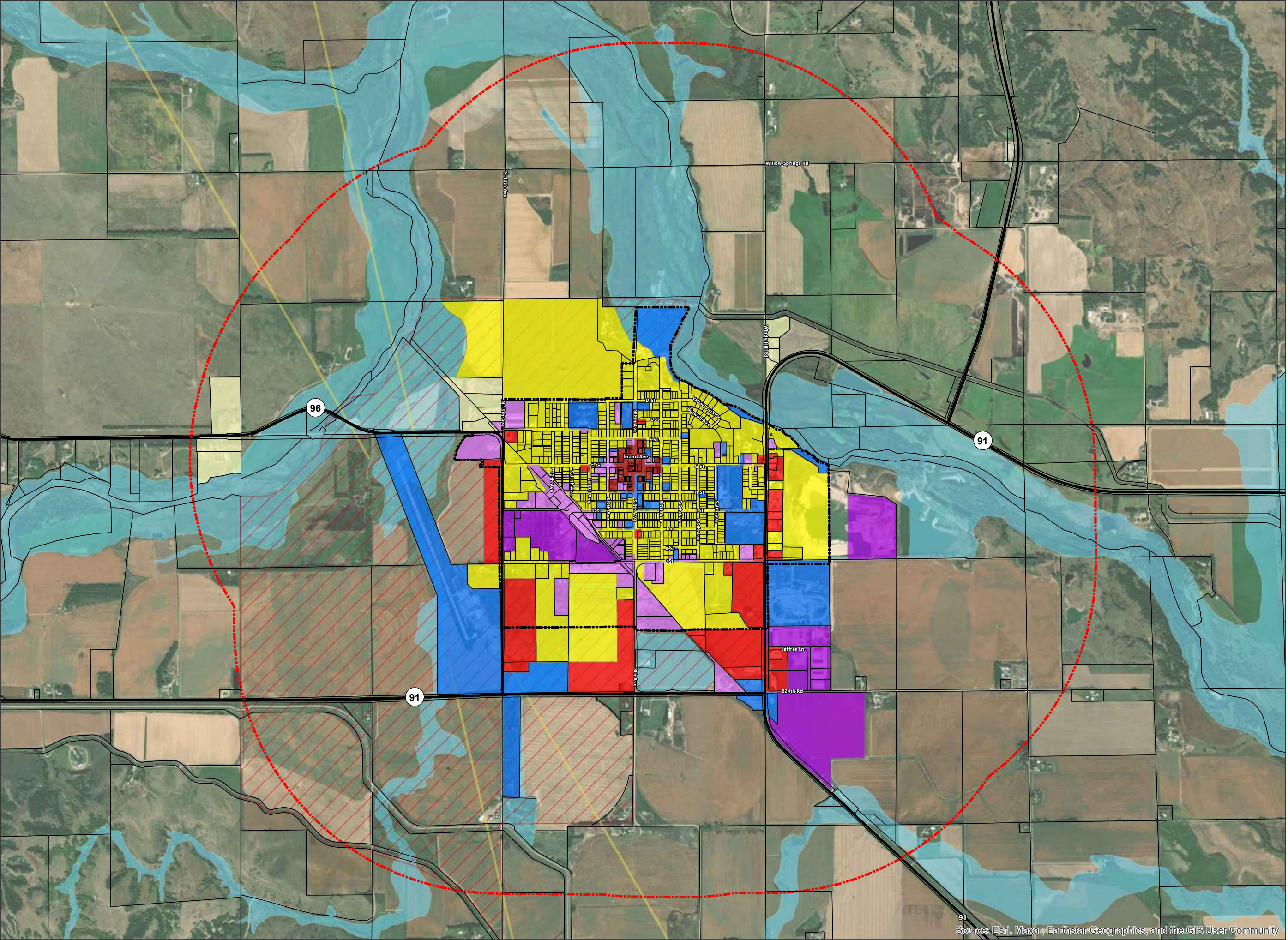
- 25
- 29
- 50
- 55
- 60
- 70
- 75
- 80
- 85
- 88
- 95
- 100
- 103
- 110
- 125
- 130
- 150



PROJECTION: NE State Plane (Ft.)
DATUM: NAD 83
DATE: 9.10.24

0 0.0075 0.015 0.03
Miles

FIGURE 12.4: FUTURE LAND USE



LEGEND

Parcels

1-Mile Planning Area

Municipal Limit

Highways

Future Land Use

Transitional Agriculture

Rural Residential

Residential

General Commercial

Downtown Commercial

Flex

Industrial

Public/Institutional

Airport Overlay Layer

Approach Zone

WHPA Overlay

Floodplain

1% Annual Chance Flood Hazard

N

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PROJECTION: NE State Plane (Ft.)
DATUM: NAD 83
DATE: 9.10.24

0 0.1 0.2 0.4 Miles

Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community



Chapter Thirteen Annexation

INTRODUCTION

As the city grows in population, employment, and services, the municipal limits will need to expand to provide infrastructure to new development.

ANNEXATION ELEMENT

This section is intended to meet the requirements in Neb. Rev. Stat. § 19-903(5)(a) stating the Comprehensive Plan include: "an identification of sanitary and improvement districts, subdivisions, industrial tracts, commercial tracts, and other discrete developed areas which are or in the future may be appropriate subjects for annexation and (b) a general review of the standards and qualifications that should be met to enable the municipality to undertake annexation of such areas."

ANNEXATION POLICY

The State of Nebraska has established a process for municipalities to extend their corporate limits into contiguous areas, provided the criteria for such action is justified (Neb. Rev. Stat. § 17-405.1). The property in question must be considered "contiguous and adjacent".

There are two methods for annexing land into the corporate limits:

- Voluntary—Land requested to be annexed by the property owner(s), or
- Involuntary—Any contiguous or adjacent lands, lots, tracts, streets, or highways which are urban or suburban in character and annexation is initiated by the municipality. Agricultural lands which are "rural in character" are not eligible for annexation.

Landowners desiring voluntary annexation of land must submit an annexation plat prepared by a licensed surveyor. For City-initiated annexations, the City should prepare the annexation plat. The annexation plat is then approved by the City Engineer and filed with the City Clerk; in the case of voluntary annexation, along with a written request signed by all owners of record within the proposed annexed area.

The Planning Commission should review annexations. The City Council must make three separate readings of the annexation ordinance (waiver of the three readings is not allowed by State law for this process). A majority of the City Council must make affirmative votes in favor of an annexation at each reading to pass the ordinance.

A certified copy of the annexation ordinance and annexation plat are then filed with the County—this should include the County Board, County Assessor, and County Clerk/Register of Deeds. The City has one year to develop a plan addressing the provision of services to residents of the annexed area.

With regard to annexation, the City should establish provisions for subdivision improvement agreements and non-contested annexation agreements with any future Sanitary Improvement Districts (SIDs). This type of agreement assures the City the SID can be annexed at such time as it becomes necessary, without the SID contesting the action. At this time, no SIDs have been identified in Garfield County.

Boundary Changes Affecting State Aid

The Nebraska Department of Review sets forth procedures for reporting population changes due to boundary changes and the resulting effect on state aid.

The municipality must submit the following documentation to the Department when a boundary change occurs:

- I. A certified copy of the annexation ordinance;
- II. A certified map of the municipality showing the area annexed (or de-annexed);
- III. Calculations and basis for the population estimate by count of housing units multiplied by average persons per household in the most recent federal census, or by other method specified by the Department.

The Department will review documentation within 60 days and certify the total new population of the municipality.

Source: revenue.nebraska.gov/government/municipal-boundary-changes

POTENTIAL FUTURE ANNEXATION AREAS

The City of Burwell should consider annexation of adjacent property to assure the proper provision of health and safety public services.

Proposed Annexation Areas

Near-term annexation areas should be considered for annexation within the next one to five (1-5) years. Many of these areas are currently eligible for annexation, and should be brought into the corporate limits at the earliest opportunity.

- Property using city streets for access should be considered for near-term annexation, as they are already utilizing city services. Nebraska requires "any part of a county road shall be deemed to have annexed, without further action, all of the contiguous or abutting road at the time of such annexation" (Neb. Rev. Stat. §17-405.1).
- Areas for which water and sewer, or municipal power, could be easily extended, should be considered for near-term annexation.
- Areas which could constitute a redevelopment project area under provisions of the Community Development Law should also be considered for annexation..

There are other areas which should be considered for annexation. These would be brought into the city limits over the long-term, five or more years from plan adoption, or when developed.

The City Council should take into consideration:

- Annexation DOES NOT commit the City to extend services in the near term;
- Statutory requirements only require a "plan" for how services will be provided, to be completed within one year; and
- Annexation DOES NOT require the City to pay for the extension of services.

Property can be considered for annexation when meeting state requirements, even if not shown in this plan as a proposed annexation area.

ANNEXATION GOALS AND ACTIONS

ANNEXATION GOAL 13.1

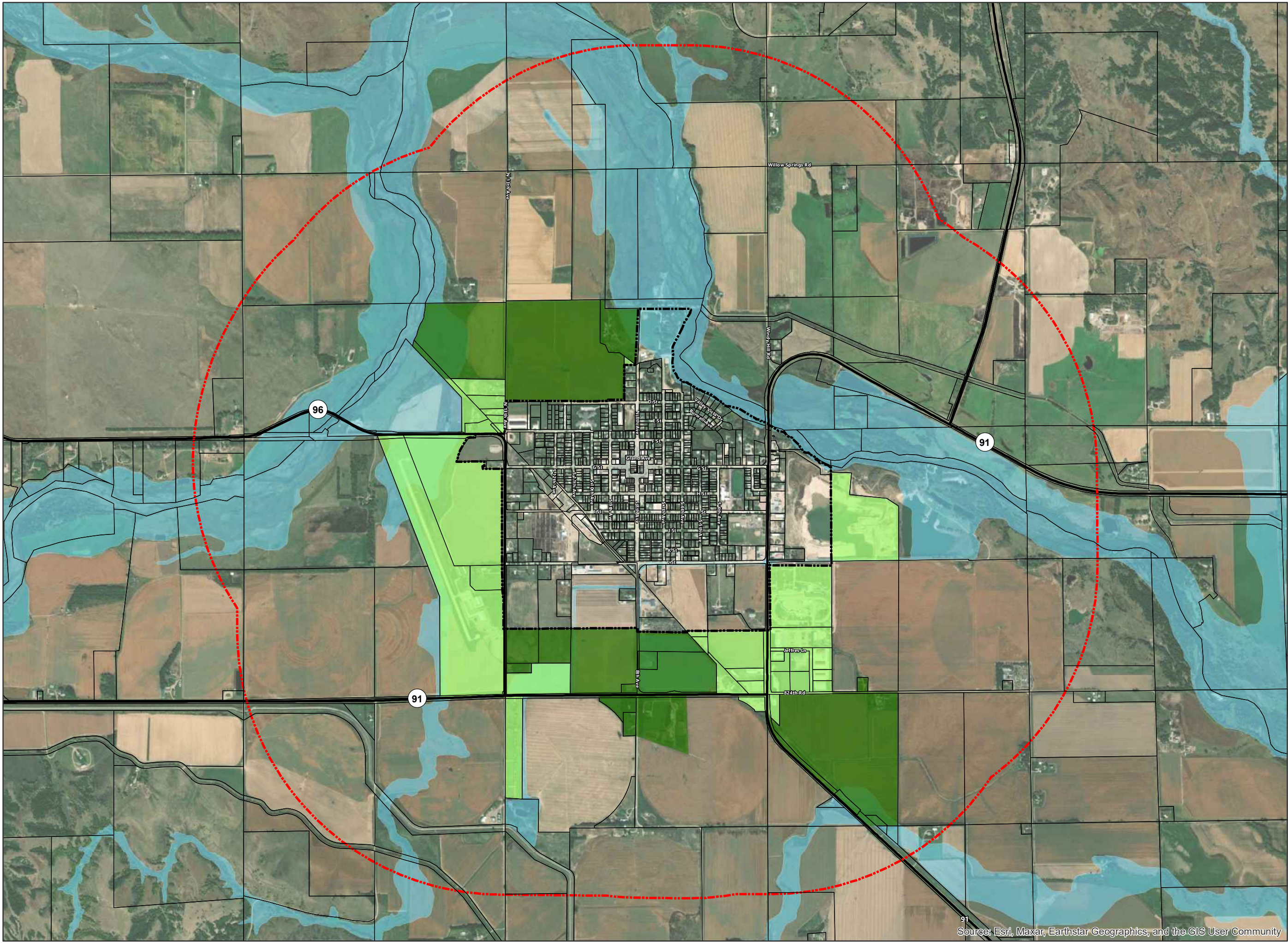
Future growth and development has adequate land available while avoiding land use conflicts and incompatible impacts.

Actions

13.1.1 The City should pro-actively pursue annexation of eligible property

13.1.2 The City should prepare for long-term annexation.

13.1.3 As property is annexed, the City should concurrently amend the Official Zoning Map and extend the ETJ.



BURWELL, NEBRASKA

COMPREHENSIVE PLAN

FIGURE 13.1: ANNEXATION

LEGEND

- Parcels
- Municipal Limit
- 1-Mile Planning Area
- Highways

Term

- Short-term areas eligible for annexation
- Long-term

Floodplain

- 1% Annual Chance Flood Hazard

N

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PROJECTION: NE State Plane (Ft.)
DATUM: NAD 83
DATE: 9.10.24

0 0.1 0.2 0.4 Miles

Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community

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Chapter Fourteen Transportation

Transportation connects people and places. A well-connected transportation network features a variety of linkages between origins and destinations—between work and home, school, recreation, and retail services. A community has a higher quality of life when it is easier to “go around the block”, when neighbors can be neighbors, and people have accessible choices to drive, walk, or bike.

This chapter is intended to meet the requirements of Neb. Rev. Stat. § 19-903 (Reissue 1997), that a Comprehensive Plan include:

(2) The general location, character, and extent of existing and proposed major roads, streets, and highways, and air and other transportation routes and facilities;

STREETS AND ROADS

Burwell's primary road network includes state highways, county roads, and city streets and alleys. Maintenance and construction of the street network is a cooperative effort.

FUNCTIONAL CLASSIFICATION

Street and road networks are classified by function:

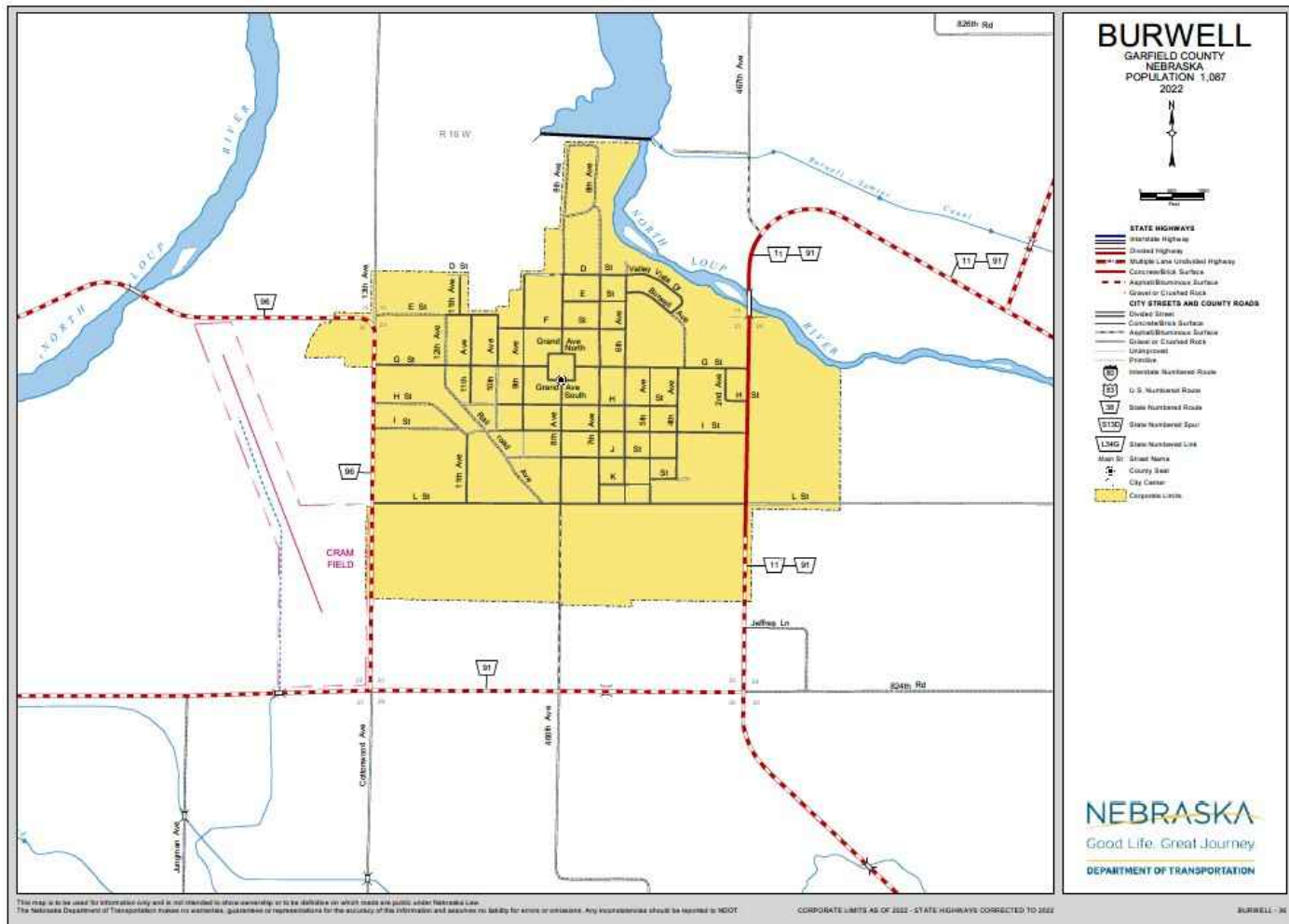
- Expressway—major roadway for state or regional access
- Arterial—major road with high volumes of traffic, primarily connecting places to each other
- Collector—street with less traffic, connecting local traffic to arterial roads
- Local—street with low traffic volumes and slow design speeds, primarily uses for direct access to property.

Nebraska State Highway 11 runs from Interstate 80 at Wood River north to the South Dakota border north of Butte. Highway 11 runs diagonally from Ord to the east side of Burwell. It joins Highway 91 through the city limits, crosses the North Loup River, and turns north again off Highway 91. Highway 11 is functionally classified by the Federal Highway Administration (FHWA) as a Minor Arterial.

Nebraska State Highway 91 crosses eastern and central Nebraska, from Blair to Dunning. The highway comes into Burwell from the east along the north bank of the North Loup River, joins Highway 11 crossing the river, then leaves Highway 11 at the southeast corner of the city turning west toward Taylor. Highway 11 is functionally classified as a Minor Arterial

Nebraska State Highway 96 begins southwest of the Burwell city limits on Highway 91, running

FIGURE 14.1: BURWELL ROADS



Source: Nebraska Department of Roads

along the airport frontage to the northwest corner of the city, then running northwest across the North Loup and Calamus rivers towards Lake Calamus. The highway ends at US Highway 183. Highway 96 is functionally classified as a Major Collector.

In the city, G Street/Grand Avenue and L Street are functionally classified as Major Collectors running east-west between Highways 11/91 and 96. Running north-south, 8th Avenue is classified as a Minor Collector from the Grand Avenue town square south past the city limits.

Most city streets are paved with curb and gutter. However, there are several areas with gravel surface and/or inadequate surface drainage, such as the southwest side around the cattle yards. Roadside swales can be perfectly adequate for surface drainage and are much more cost-effective than curb and gutter, but must be engineered to assure positive flows.

County Roads

In the Extraterritorial Jurisdiction (ETJ) one-mile planning area of

unincorporated Garfield County, 466th Avenue extends the Minor Collector functional classification south from 8th Avenue, south of the city limits across Highway 91.

One- and Six-Year Plans

The City's one- and six-year plans are capital improvements plans for streets and roads. The annual plans developed by the City's engineers set forth short and medium-term goals for transportation projects.

For 2024, the One-Year Plan has four proposed projects and estimated costs:

- Alley reconstruction in downtown square (\$66,000)
- Replace paving at H Street and 7th Avenue (\$65,000)
- Replace concrete on 8th Avenue, 1/2 block north of Grand to F Street (\$178,000)
- Construct Gregory Street south of F Street (\$233,000)

The Six-Year Plan is an ambitious roster of 14 proposed projects. Most of these projects involve surfacing existing gravel streets to concrete, 24 feet or 31 feet wide, with curb and gutter. One project would replace 70 foot-wide concrete, curb and gutter on G Street east of the square. Others would replace existing concrete sidewalks as a Safe Routes to School project.

NDOT

Burwell is located in the Nebraska Department of Transportation (NDOT) District Eight, headquartered in Ainsworth, covering the area generally north of Burwell. District Four

covers the area generally south of Garfield County.

The NDOT Program Book for 2024 lists several area projects on the five-year planning program. A series of resurfacing, culvert, and "microsurfacing" are planned in FY2024 north of Burwell on Highway 11 in Garfield and Holt counties. In District Four, a resurfacing project on Highway 11 would occur between Ord and Burwell in Valley County, at an estimated cost of \$9.3 million.

Billboards

Off-site commercial advertising, commonly referred to as "billboards" advertise goods or services which are not sold or produced on the premises where the sign is located. The Federal Highway Beautification Act (HBA) of 1965 regulated the location of billboards on federal -aid highways. The "Kerr Amendment" allowed outdoor advertising in commercial and industrial zones. Many communities do not allow billboards, due to concerns with

distracted driving and visual blight as a form of visual pollution. The National Association of Realtors has reported nearby billboards hurt residential property values.

In 2022, the US Supreme Court ruled in the case of City of Austin v. Reagan National Advertising local sign codes may continue to strictly regulate off-premise advertising. The City may want to review zoning for signage to offer greater protection to adjacent property values.

TRANSIT

Community Memorial Health Center (CMHC) provides demand response transit. CMHC offers van transportation services to the general public for trips including grocery shopping, dental appointments, social gatherings, school, and more. Service is available in Burwell, Garfield County, and surrounding counties.

See *Chapter Nine* for more information on CMHC.

Source: www.cmhcburwell.com/transportation

MULTI-MODAL

Multi-modal transportation planning creates communities where it is possible to get around by walking, bicycling, and public transportation. Many State and county highways are designed to favor high-speed motorized traffic, without consideration of those on foot or on a bicycle.

For young people and older residents, building streets for multiple modes of transportation becomes all the more important.



City Streets, Downtown Burwell
Source: Marvin Planning Consultants

Young people need to be able to go places without relying on drivers. As well, many older people may prefer not to drive, or may become unable to drive.

Walk Score data is a tool to measure walkability of a community. The City of Burwell, overall, is rated "Somewhat Walkable, earning a Walk Score of 59 out of 100 and a Bike Score of 59 out of 100 as well. Burwell scores well since the city has not sprawled out into the countryside, instead keeping most destinations within a 20-minute walk.

Complete Streets policies, a robust sidewalk program, enhancements to development requirements, shared use agreements for school recreation facilities, and support for transit programs all help improve residents' quality of life.

Multi-Use Trails

Multi-user trails are becoming popular infrastructure for everyday transportation as well as exercise and recreation. Participants in the Town Hall expressed support for hiking and biking trails with blacktop surface. As noted in Chapter 7, there may be opportunities to improve trails in City Park; however, more work may be needed to identify routes for a city-wide trails network.

Trail development is becoming an economic development attraction as families consider options for where to live. The National Association of Realtors has reported on recent studies which show living near trails and greenways will likely raise property value an average of 3-5% and sometimes even as

high as 15%. Any substantial street or road improvement project should consider the addition of enhancements such as trails in project scoping and engineering.

Calamus Reservoir SRA offers some hiking opportunities. North of Burwell, the Cowboy Trail spans 321 miles. Almost 200 miles consist of improved limestone surface, making the Cowboy Trail the longest former stretch of railroad to be converted into a trail in the United States. The trail allows for biking, horseback riding and hiking and spans from Norfolk to Valentine, passing through many small towns. At one time, a similar North Loup Trail was proposed between Ord and Burwell, continuing to Lake Calamus. Planning for a regional multi-use trail would require cooperation and coordination with local, county, and regional groups as well as the Nebraska Department of Transportation.

See Chapter 7 for more information on Parks and Recreation.

Sidewalks

Many communities have invested in good places to walk or ride a bicycle. A complete network creates safe, comfortable, and accessible multimodal routes for people walking and bicycling.

Most of Burwell's streets have existing concrete sidewalks in parallel. However, many have been suffered from neglect and need repair or replacement.

In Nebraska, the driver of a vehicle shall yield the right-of-way to a pedestrian crossing the roadway within a crosswalk (where traffic control signals are not present and controlling). At the same time, pedestrians may not suddenly leave a curb and walk or run into the path of a vehicle.

Accessibility

The Americans with Disabilities Act (ADA) was signed by President George H.W. Bush in 1990. The ADA is intended to make sure people with disabilities have the same rights and opportunities as everyone else.



Airport, Burwell
 Source: Marvin Planning Consultants

The NDOT Roadway Design Manual (May 2022) provides guidance for design of pedestrian and bicycle facilities in conformance with ADA. This includes having a transition plan when structural modifications are required to provide accessibility, including curb ramps.

Sidewalks on rights-of-way and bridges must be at least four-feet wide, provided there are larger passing spaces every 200 feet (driveways may be considered as passing spaces). A shared-use path must be a minimum 10 feet wide, with 11-14 feet preferred in certain situations.

RAILROADS

The former Chicago, Burlington and Quincy Railroad, or Burlington Line, is abandoned in Garfield County. The closest railroad is the Nebraska Central Railroad short line at Ord, south of Burwell.

AIR

Crum Field Airport (BUB) is a public use airport located west of the Burwell city limits on Highway 96, at an elevation of 2,183 feet. Runway 15/33 is 60 ft x 3900 ft concrete with medium intensity runway edge lights. The highway surface is noted as an obstruction for Runway 15. A 59 foot tree, located 1,668 feet from the runway right of the centerline, is a noted obstruction for Runway 33. Public notes raise caution for deer and waterfowl, as well as center pivot irrigation in aircraft line of sight.

As of early 2024, there were 11 aircraft based on the field. Aircraft operations averaged 36 per week (2021). Burwell Airport

Authority is responsible for the airport facility and has five members serving six-year terms.

AREA AIRPORTS

Other nearby airports include Evelyn Sharp Field (KODX) 13 nautical miles SE outside Ord, Broken Bow Municipal Airport/ Keith Glaze Field (KBBW) 30 nautical miles SW), and Loup City Municipal Airport (0F4) 30 nautical miles south. The nearest commercial air service would be at Grand Island, Nebraska.

RESOURCES

ELECTRIC VEHICLE CHARGING STATIONS

Electric vehicles (EVs, also known as battery-electric vehicles) require off-board electric charging stations. Although the majority of EV owners charge at home, public charging and workplace charging stations are necessary for trips away from home.

There are currently three types of EV charging stations:

- **Level 1 chargers** use typical electric outlets (120V);
- **Level 2 chargers** are typically freestanding or hanging, and require a higher level of service (240V);
- **Level 3 or DC fast chargers** are freestanding stations. They can take around 30 minutes to charge a vehicle but require a very high level of service (480V).

General public charging uses Level 2 or DC fast charging, while Level 1 stations are typically located in a home garage or place of business. Charging stations should typically be located where vehicle owners are highly concentrated and parked for long periods of time. Public charging stations should be located along highway corridors; however, charging stations located in downtown areas encourage patronage of multiple locations within walking distance while charging.



Electric Vehicle Charging Stations, Ord, Nebraska
Source: Marvin Planning Consultants

The US Department of Energy tracks the location of public EV charging stations. As of winter, 2024, there are no locations in Burwell. The next closest locations are at Custer PPD in Broken Bow, or NPPD at O'Neill.

A Level 2 charging station typically provides approximately 25 miles of range per hour of charging, while DC charging stations provide 100 to 200 miles range for 30 minutes of charging.

Currently, NDOT is focusing electric charging infrastructure funding on the designated Alternative Fuel Corridor (AFC) along I-80 and in the Omaha area. Charging stations will consist of at least four DC fast charging ports located at a publicly accessible business. Additional state and federal funding programs may be available in the future.

The zoning ordinance should be reviewed to provide guidelines for EV charging stations to be located in safe locations, integrated with parking requirements.

Source: afdc.energy.gov/fuels/electricity_basics.html

TRANSPORTATION GOALS AND ACTIONS

TRANSPORT GOAL 14.1

Burwell's street network continues to meet the needs of local users and those passing through the city.

Actions

- 14.1.1 Annually review the City's One and Six Year Plan for conformance with the Comprehensive Plan.
- 14.1.2 Continue regular maintenance of streets and sidewalks citywide.
- 14.1.3 Prioritize paving and drainage improvements on gravel streets and areas with inadequate surface drainage.
- 14.1.4 Work with Nebraska DOT on improving State roads and highways.
- 14.1.5 As the industry evolves, review zoning requirements for EV charging stations.

TRANSPORT GOAL 14.2

Multi-modal transportation infrastructure is provided for walking, bicycling, and public transportation where appropriate.

Actions


- 14.2.1 Support local transit providers.
- 14.2.2 Encourage maintenance, replacement, and installation of sidewalks throughout the city.
- 14.2.3 Complete and maintain ADA improvements to sidewalks throughout the city.
- 14.2.4 Establish a trails system to connect public facilities including parks and public schools.

TRANSPORT GOAL 14.3

Air transportation is available for Burwell's residents, visitors, and businesses.

Actions

- 14.3.1 Support maintenance and improvements to the Crum Field Airport.
- 14.3.2 Coordinate development review in the vicinity of the Airport with Garfield County and the Airport Authority Board.

	Transportation Action Items		\$\$\$	CIP		Less 1 year	1 to 5 years	5 to 10 years	10 to 20 years	On-going
				Y	N					
11.1.1	Annually review the City's One and Six Year Plan for conformance with the Comprehensive Plan.	1	1,2,3,4	X						
11.1.2	Continue regular maintenance of streets and sidewalks citywide.	1	1,2,5	X						
11.1.3	Prioritize paving and drainage improvements on gravel streets and areas with inadequate surface drainage.	1,2	1,2,3,4,5	X						
11.1.4	Work with Nebraska DOT on improving State roads and highways.	1,10	1,2,3,4		X					
11.1.5	As the industry evolves, review zoning requirements for EV charging stations.	1,7,9	1		X					
11.2.1	Support local transit providers.	1,2,12	1,4,5		X					
11.2.2	Encourage maintenance, replacement, and installation of sidewalks throughout the city.	1,7	1,2,3,4,5	X						
11.2.3	Complete ADA improvements to sidewalks throughout the city.	1,7	1,2,3,4,5	X						
11.2.4	Extend the trails system to connect public facilities including the public schools.	1,7,11,12	1,2,3,4,5	X						
11.4.1	Support maintenance and improvements to the Crum Field Airport	1,2,3,7,10	1,4,5	X						
11.4.2	Coordinate development review in the vicinity of the Airport with Garfield County and the Airport Authority Board	1,10	1		X					

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Funding Sources:

1. General Funds
2. Bonding
3. TIF
4. Grants
5. Private Funds
6. Sales Tax

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Chapter Fifteen Implementation

This section of the plan describes the next steps to implement the comprehensive plan. The ultimate success of this plan remains in the dedication offered by each and every resident of the community.

There are numerous goals and actions in this plan. These items should inform annual workplans and budget setting to assure progress continues to bring the plan to life.

ACTION PLAN

The Comprehensive Plan is not intended to sit on a shelf. The plan is intended to be put into action.

The action plan for implementation is a combination of goals and action items, with provisions to bring the plan to life while evaluating development proposals. Goals and action

items specific to each plan element are included in the relevant chapter.

CAPITAL IMPROVEMENTS PROGRAM (CIP)

The Capital Improvements Program (CIP) is a plan assessing the City's needs and prioritizing tasks to meet these needs in the City's budget. Programming in the CIP should cover facilities (city hall, shop, etc.), capital equipment, parks and recreation, utilities, sidewalks, trails, transit, and other capital facilities. The process should be coordinated with the One-and-Six Year plan for streets. Development of a CIP is among the immediate implementation items for this comprehensive planning process.

EVALUATION OF DEVELOPMENT PROPOSALS

Development applications should be carefully reviewed against the goals and policies of the comprehensive plan, as well as the specific requirements of the development regulations. This plan is not regulatory; however, zoning and subdivision regulations are based on compatibility with this plan. Each development application should address how the specific proposal meets the policies of the comprehensive plan.

In cases in which a proposal is counter to the policies of this plan, the developer should be encouraged to bring the proposal into conformance. On the other hand, approval of a proposal which is not in conformance would point to the

need to review and update the plan to better serve the citizens of Burwell.

COMPREHENSIVE PLAN MAINTENANCE

Annual Review of the Plan

A relevant, up to date plan is critical to the on-going planning success. To maintain both public and private sector confidence; evaluate the effectiveness of planning activities; and, most importantly, make mid-plan corrections on the use of public resources, the plan must remain current. The annual review should be performed each January to begin the calendar year. This review should result in a report from the Planning Commission and Staff to the City Council and the citizens of Burwell.

Unanticipated Opportunities

If major new, innovative development and/or redevelopment opportunities arise which impact any number of elements of the plan and which are determined to be of importance, a plan amendment may be proposed and considered separate from the Annual Review and other proposed comprehensive plan amendments. The comprehensive plan amendment process should adhere to the adoption process specified by Nebraska law and provide for the organized participation and involvement of citizens.

Ten Year Review

As discussed in the Introduction, the Burwell Comprehensive Plan is a 20-year plan. However, the City should review the plan annually and update the document at least every 10 years (2034), or when major, unanticipated opportunity arises. Completing updates every ten years or so will allow the City to incorporate ideas and developments not known at the time of this comprehensive planning process.

IMPLEMENTATION GOALS AND ACTIONS

IMPLEMENTATION GOAL 15.1

Development regulations are updated and maintained.

IMPLEMENTATION GOAL 15.2

The Planning Commission reviews this plan regularly.

Action Items

This plan recommends several immediate tasks as implementation action items. These include:

- I. Zoning Regulations
- II. Subdivision Regulations
- III. Floodplain Regulations & Mapping
- IV. Capital Improvements Program
- V. Plan Maintenance

The City Council will have a critical role in implementation of this plan through the annual budgeting process. City staff and volunteers take the primary role in implementation of the comprehensive plan.

Other action items are referenced in support of activities by other entities supporting implementation of this plan.



Appendix A: Public Participation

As noted in Chapter Two, there were several ongoing efforts to support community engagement in the City of Burwell Comprehensive Plan. Additional details on these efforts are included here.

TOWN HALL MEETINGS

The City of Burwell held a Town Hall meeting on Monday October 30, 2023, at 5:30 pm. The Town Hall was conducted in the banquet hall at the Hitching Post, located on the Burwell Square. Participants with the Calamus Area Community Fund assisted with promoting and facilitating the Town Hall, and provided refreshments. Staff from Nebraska Cooperative Extension and Central Nebraska Economic Development District (CNEDD) also assisted with the public process. This meeting was an

integral part of the planning process.

PUBLIC COMMENTS

Participants engaged in a conversation regarding growth and development in Burwell and the surrounding community. Marvin Planning Consultants staff facilitated and recorded comments—the entire group was asked a question. Each table discussed the question among themselves, and a spokesperson was asked to report out one or two sample responses. All responses were recorded at each table.

Why do you choose to live or have a business in Burwell?

- Safety x3
- Small hometown feel/friendly x 2

- Sense of security/safety
- Great place to raise children (Safe)
- Quality school system
- Variety of businesses
- Opportunity for potential growth
- Locally owned businesses rather than national chains
- Voice are able to be heard in decision making
- Multiple recreational activities
- Deep family roots/"traditions of returning"
- Strong agriculture community
- Community pride and support
- Family has lived here
- Able to afford a house (affordable housing)
- Small community
- Good grocery store, doctors, pharmacy, dentist, veterinarian
- Easy to travel around the town
- Lived and work here all my life - worked 55 years at the same place

- Its one of the safer places to live. Lived in the county 86 years
- Friendly people and businesses
- Home/family
- Destination
- "Try that in a small town"
- Build it and they will come
- Family land
- Way of life (fishing, hunting, pool)
- Hidden secrets
- Self sustaining - groceries, entertainment
- Limited commute time
- To prove a point - "small can be mighty"
- Neighborly
- Continued growth
- Where I grew up
- Everyone pulls together to help each other
- Low crime rate/safe environment to live
- Knowing you will have support from local people
- Have family here
- Destination spot (lake/rodeo, etc)
- Nebraska's Big Rodeo
- Recreation opportunities x2
- Tourism
- Opportunity for self employment
- Attractions and recreation
- Employment x2
- Raise a family/closer to family
- Business expansion
- Family for some of us
- School
- Location
- Recreational opportunities
- Fluoride in water
- Small town quality of life
- Convenience of small town shopping - walk and ride to store, short commutes
- Life long resident wants to give back
- Peaceful living
- Because we have to

- Have a very supportive community
- Businesses and community want to see their school and youth succeed
- To assists with elderly parents
- To enjoy the untouched natural beauty
- Family heritage and ranching traditions
- Simple rural lifestyle
- 50 miles away from nearest spotlight
- Familiarity, friends, and family

What are the biggest opportunities Burwell has for the future?

- We can make anything happen. Just challenge us
- We have tons of experience throughout the community and there is tons of room for growth.
- Kids are wanting to come back to Burwell
- School continues to grow. School is an anchor in the community
- Employment opportunities
- Mom and pop shops - unique
- Can expand city limits
- People want to be involved
- Tourism x 2
 - ◊ Rodeo and lake
- Affordable housing x2
 - ◊ grants
- Can work from home and enjoy small town
- Expanded dining experience/choices
- Hike and bike trails with blacktop
- Cowboy channel coverage of Nebraska Big Rodeo
- After high school I will want to return with the knowledge gained
- Lots of job opportunities for the youth in the community

- Diversified in different career fields
- Self employment
- Expansion of the rodeo grounds
- Area for larger events
- Recreational tourism
- Larger employee pool due to the Sandhills first steps
- Housing development at all financial levels
- More businesses due to tourism/ag
- Influence youth to return
- Restaurants
- Desire to live here
- Infrastructure
- Internet
- Daycare x2
- Employment
- Potential child care facility
- New business recruitment
- Housing expansion (town/ lake)
- Health Care expansion
- Have a good school
- Rodeo and fairground facilities
- Churches
- Use Camp Kaleo area
- Keep the nursing home open
- For business expansion on square, need infrastructure improvement and investment
- Downtown improvements
- Relocation of businesses for retail progress
- Industrial park
- Housing
- Doers not just dreamers
- Access to resources
- Investment for progress
- School

What are the biggest challenges Burwell has right now?

- Finding qualified employees/ young workforce
- Childcare
- Housing x4
- Being a cohesive unit across the community

- Educating our youth (work environment, problem solving skills)
- Utilities cost
- Competitive pay
- Winter housing/off season (create an environment around fall/winter)
- Money
- Manpower
- Work ethic
- Youth retention
- City infrastructure
- City limit expansion
- Buy in from certain sectors
- Public education
- Accountability
- Open mindedness
- Marketing to new audiences
- Health care access
- Shrinking class sizes (school)
- Recruitment of families
- Affordable housing x3
- Recruiting new industry
- Marketing Burwell as a place to build a business/family
- Lack of brick and mortar businesses to draw revenue
- Keep town from dying
- Shopping - affordable clothing and shoe store
- Bring in more industry
- Keeping medical services
- Dining options
- High taxes
- Retaining residents
- Park area needs an upgrade
- Homogenous: need diversity in many areas
- CAVE people - remaining positive and progressive
- Reliable journalism/newspaper
- Housing availability
- Workforce availability
- Aging work force
- Power grid doesn't meet demand
- Daycare expansion
- Helping existing businesses keep updated with modern technology
- Keeping businesses local and not corporate

- Maintain affordability
- Parking
- Visitor engagement and involvement

What do you love about Burwell?

- It is home
- Safety x4
 - ◊ Can leave keys in car: safety and security
- No stoplights
- Heritage and memories
- Accessibility of friends to catch up
- Openness and recreation opportunities
- Pizza palace x2
 - ◊ Best pizza in the world
- Rodeo x 6
 - ◊ Community support
 - ◊ Community involvement in production
 - ◊ Return visitors
 - ◊ History
- Local businesses who support local groups
- Conservation conscience
- Ranchers/farmers/hunters
- Golf course x5
- Sandhills
- People x4
 - ◊ Friendly people x 3
 - ◊ Authentic people
- Everybody embraces us
- Community
 - ◊ Trusting people
- The Square x4
 - ◊ Downtown feel
 - ◊ Thriving downtown
- Small hometown feel
- Boutiques
- Coffee shops
- School pride/involvement
- Sporting events and community support
- People believe in the town and its future
- Entertainment
 - ◊ Movie theatre x2
 - ◊ Bowling alley x2
- Always something going on
- Youth inclusion
- Donita cookies: homegrown assets
- Outdoor recreation x5
 - ◊ The lake and river x4
 - ◊ Tubing, tanking, hunting
- Community atmosphere - like Cheers, everybody knows your name
- Great place to raise a family
- Neighbors taking care of neighbors
 - ◊ If you ask for help you will get it
- Opportunity
- Choices - options
- Normal Roasting Company
- Honesty
- Support to small businesses
- Valuable amenities
- Churches
- Schools
- Progressive attitude toward future
- Museum
- It is a small town
- Parkview Plaza - HUD Housing
- Nursing home
- Close to my doctor office
- Safe for kids to be walking places
- Have social activities to part of
- Library offers a lot
- Senior Center is a good meeting place
- Everybody knows Burwell. Wherever you are in the nation, someone has heard of Burwell (rodeo/lake)
- I am proud of the hard work and dedication all community members bring to the table
- Everyone has a Burwell memory from some point in their life
- Willing to work together
- Leave lasting impressions
- People want to come back
- Safe community - kids can ride bikes

- Diverse opportunities - something for everyone
- The people

How would you describe the ideal Burwell 20 years from now?

- The look and atmosphere will be the same, yet Burwell will stay up on the latest trends/technology - updated/progressive
- Unique/buildings are updated and we have a beautiful downtown
- Plenty of housing
- Rooftop bar
- Best stop between Minneapolis and Denver
- Continue to have events throughout the year in increase for traffic
- New pool
- Downtown is vibrant and full with unique businesses that attract outside visitors. Triple in size!
- Signage with directions
 - ◊ Coffee - eats - sleeps
- Stay on upward trajectory - population/businesses
- More jobs with benefits and flexibility
- Recycling - return of students, business
- Transfer of responsibility
- Overcome challenges that Burwell faces
- Affordable housing
- Good medical facilities
- A city that has had growth and opportunity
- Places to shop - so we can shop at home
- Will have a Calamus Dam and Fish Hatchery
- Garfield Historical Society and Senior Center
- Parkview Plaza
- Railroad turn table
- Veterans Park
- Dog Park
- More stores and businesses
- Maintain small town feel but expand on business
- Diversified career fields
- Lake opportunities
- Talking to the youth about the career opportunities in the community
- Small town with up to date infrastructure
- Thriving square full of businesses
- Healthy school system: 20+/class sizes
- Seeing the same businesses that are open now be open in 20 years (longevity)
- Date night destination: restaurants and dances
- Fantastic pool and park area: fishing pond, tennis court, etc.
- Medical clinics and facilities holding strong (and possibly expanding)
- Diversity of ages (need returning youth)
- Welcoming new families who may be different than you
- Population - stay steady or grow
- Youth returning
- Year round residency
- Natural beauty retained
- Pride in the community
- Same but better
- Recreation center
- Maintained and updated infrastructure and buildings
- Strong community involvement among all ages
- Generational involvement
- Thriving community and rodeo
- High occupancy of buildings and businesses
- Local youth turning and running the town/volunteering

- More full time residents
- Convention center/ community center/multiple events
- Walking and biking trails

COMPREHENSIVE PLAN SURVEY

Burwell's community survey for the comprehensive plan was conducted over the summer and fall of 2023. The survey used the SurveyMonkey online platform. Paper copies were also made available across the community. There were 106 respondents to the survey.

Respondents were representative of a variety of residents:

- 71% of respondents live and/or work in Burwell, 20% live in Burwell and work elsewhere, and 8% work in Burwell and live elsewhere..
- The largest number of respondents (20%) have only lived in Burwell for one to five years, while 13% have lived there for 11-15 years or 41-50 years.; 11% have lived there for 16-20 years or 21-30 years; 8% have lived there for 50+ years; just under 8% lived there 6-10 years, or 31-40 years; less than 5% have lived there less than one year.
- The largest cohort (21%) reported their age as 55 to 64 years, while 16% reported 45 to 64 and 13% 65-74 years. Just under 7% reported their age was under 18 years, and 3% 18-19 years. There were no respondents aged 20-24 years.
- Almost 80% of respondents own their own homes, 11% rent, and 9% live with family.

- Approximately 1/3 (31%) expressed interest in new construction workforce housing.
- The largest number of families, 30%, have/had 2 children, while 27% of respondents indicated zero children.
- Over half (59%) of respondents replied their children were grown, 13% stated College, 16% grades 9-12, 14% grades 6-8, 21% K-5, and 18% in daycare or preschool.
- Almost half (49%) of respondents stated their children lived at home, and 44% stated grown-living in Nebraska; 18% grown-living in Burwell; and 17% were grown-living out-of-state.
- There were 87% of respondents who said their children were educated in public schools, 6% stated private schools, and 5% stated at-home schooling (multiple replies were allowed).
- About half (52%) of respondents stated they were employed full-time, 20% were self-employed, 20% were retired, and 12% employed part-time.
- About 30% were employed in Agriculture or forestry, and 22% in Education/Health Care, with other industries fairly well distributed, except no positive responses in Information or Finance/Insurance/Real Estate.
- About 41% commute less than 10 minutes, while 11% work at/from home; few respondents commute more than 60 minutes.

- Almost 30% have completed four-year education, while over one-quarter (26%) have a community/technical/vocational education; 21% have a graduate/advanced degree, and 20% have a high school diploma.
- Over 3/4 (76%) plan to retire in Burwell.

Respondents were skeptical of Burwell's overall community health and well-being:

- 11% ranked Burwell a 5 out of 5, and 41% ranked Burwell at 4 out of 5, as a community overall.
- 42% ranked Burwell a 3 out of 5 as a leader in community development.
- 25% ranked Burwell a 4 out of 5, 31% a 3 out of 5, and 25% a 2 out of 5, in meeting the needs of the community.
- 27% ranked Burwell a 3 out of 5, and 34% a 2 out of 5 in meeting the needs of area families.
- 39% ranked Burwell a 3 out of 5, and 24% a 2 out of 5, in terms of growth and progression.

Respondents had a variety of opinions on local activities:

- 53% ranked as high "Calamus Reservoir is critical to the economic viability of Burwell".
- Half (50%) ranked as high "The Burwell Rodeo drives major boosts in the local economy every summer."
- The least support was for the adequacy of other cultural opportunities, events, and activities, and the adequacy of after-school programs.

Respondents also expressed a wide variety of other opinions, including:

- 58% strongly agree that retaining current business is key to Burwell's economic survival. Half (50%) strongly agree that Burwell has a likable rural and small town atmosphere. 44% strongly disagree with locating new business along the highway corridor instead of downtown.
- Almost half (48%) strongly agree retaining youth is key to Burwell's future.
- Almost half (48%) strongly agree Burwell's history and architecture should be preserved..
- About 3/4 (74%) agree or strongly agree "Overall, Burwell is a good place to live."
- 56% strongly agree more affordable housing is needed for young families. 62% disagree there is enough rental property in Burwell.
- While about 60% agree or strongly agree there needs to be more apartments, town homes, or duplexes, 44% strongly disagree they would buy a condominium or town home.
- About 3/4 (76%) strongly agree "The Sandhills are an important resource for the future of Burwell".
- Over half (57%) strongly disagree with the statement "Solar farms can be attractive" and 51% strongly disagree with the statement "Solar farms will strengthen our economy."

- Over half (54%) strongly agree "I think large wind mills would ruin my view of the landscape" while 70% strongly disagree that "Wind farms can be attractive"; 62% strongly disagree with the statement "Wind farms will strengthen our economy"; and 53% strongly disagree with the statement "Wind energy will help us protect other natural resources in Burwell."
- There is a high level of satisfaction with local police/ EMS/fire protection.
- There is a high level of satisfaction with Burwell's K-12 schools.

The survey asked respondents where they go for goods and services. In general, the largest share patronize businesses in Burwell when possible. Other destinations include:

- 30% go to Grand Island or Kearney for entertainment
- 40% go to Lincoln for cultural events
- 21% go to Grand Island for festivals and fairs
- 22% go to Grand Island for groceries
- 35% go to Grand Island for furniture; 18% go to Kearney, and 15% go to Broken Bow.
- 36% go to Grand Island for clothing.

When asked for their opinions on economic development, replies included:

- Over half (54%) stated Childcare was very important and 22% stated it was important.
- Over half (60%) stated Youth retention was very important and 29% important.

- About 2/3 (66%) said Restaurants and 61% said Grocery Stores were very important to economic development; About 2/3 (66%) strongly supported simply "More jobs"
- 63% plan to stay in Burwell for retirement.
- 46% rated Agriculture as their highest preference to focus economic development efforts.

When asked to rate local governmental agencies, respondents gave highest marks to local fire and rescue.

Several open-ended questions completed the survey.

What do you feel needs to be a major priority for the City of Burwell in the next 10 years?

Responses varied from housing to infrastructure and park improvements. There were concerns with education and environmental protection.

What do you feel needs to be a major priority for the City of Burwell Economic Development in the next 10 years?

Responses focused on affordable housing, manufacturing and workforce, utilities, and infrastructure.

List one thing that most needs to be changed about Burwell?

Responses varied, including buildings and storefronts, housing, and working together.

What makes Burwell a comfortable place to live?

Respondents cited safety and community, the small town slow pace of life, and low cost of living..

What's your big idea for the future of Burwell?

Respondents provided a variety of ideas, such as "I think that the town of Burwell could be able to expand some more but I don't want it to be so big that it is like the town of Grand Island."

Complete results of the survey are available from the City of Burwell on request.

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