

# **DENTON, NEBRASKA Comprehensive Plan 2006**

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# **CHAPTER 1**

## ***THE DENTON PLANNING PROCESS***

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## CHAPTER 1 THE DENTON PLANNING PROCESS

### **THE COMPREHENSIVE PLAN**

This **Denton Comprehensive Plan** is designed to serve as a replacement to the existing Comprehensive Plan, adopted in 1977. The existing and projected conditions in Denton were examined and compared with those contained in that Plan. Based on these examinations and comparisons, this Plan contains information about existing conditions within the Village, including population, land use, housing and public infrastructure and facilities. Projections are presented in an attempt to examine the community and economic betterment potential of Denton.

This planning process included the development of a general plan, which establishes specific and practical guidelines for improving existing conditions and controlling future growth. The Plan itself presents a planning program designed to identify and develop policies in the **areas of land use, population, economics, housing, public infrastructure and facilities and plan maintenance/implementation.**

The **Comprehensive Plan** was prepared under the direction of the Denton Planning Commission, with the assistance and participation of the Village Board of Trustees, Village Staff and the Consultant, Hanna:Keelan Associates, P.C. of Lincoln.

### **PLANNING PERIOD**

The planning period for achieving the goals, programs and community development activities identified in the **Denton Comprehensive Plan is 10 years.**

### **PLANNING JURISDICTION**

The planning jurisdiction of the Village of Denton includes the Denton Corporate Limits and the area within one mile of the corporate limits. **The Village enforces planning, zoning and subdivision regulations within this one mile limit.**

### **AUTHORITY TO PLAN**

The Comprehensive Plan for Denton is prepared under the Authority of Section 18-1302, Nebraska State Statutes, 1943, as Amended. **This document is a replacement to the Comprehensive Plan adopted by the Village of Denton in 1977.**

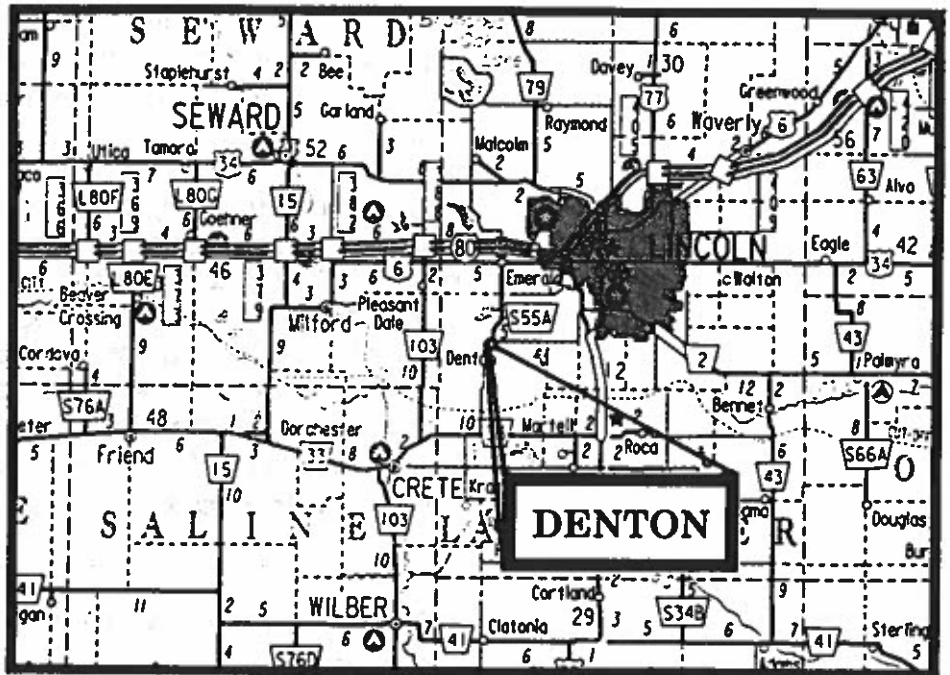
**RESPONSIBLE GROWTH  
AND DEVELOPMENT**

The Village of Denton is located twelve miles southwest of Lincoln, Nebraska in Lancaster County. Denton is a commuter town located in the Lincoln metropolitan area. The community both contributes to and benefits from the growth occurring in Lincoln, Nebraska, the county seat and capital of Nebraska.

**The Denton Comprehensive Planning process promotes responsible growth.** This includes a firm understanding of the growth potential within the existing built environs of Denton, as well as the support for preserving the agricultural and associated natural resources within and adjacent to the Village. Undeveloped areas within the Village's one-mile planning jurisdiction should eventually be given a land use and zoning classification capable of preserving the integrity of these areas, while providing controlled, well planned growth potential. Areas of development should complement one another.

**A program for future, local based commercial and economic development in Denton needs to be established.** The Village will need to keep pace with its needs. **Responsible growth and development activities** will include the ongoing planning and implementation of needed public facilities in Denton. A **local policy and management plan**, capable of serving the public facility and infrastructure needs of Denton's entire planning jurisdiction will need to be established and implemented

**ILLUSTRATION 1.1  
AREA LOCATION MAP  
DENTON, NEBRASKA**



**THE PLAN AS A  
COMMUNITY AND  
ECONOMIC  
DEVELOPMENT TOOL**

The Village of Denton **Comprehensive Planning process** has been designed to **enhance both community and economic development**, with emphasis on the latter. Development should promote stability within the community and the local economy. To accomplish this, community leaders will need to react to changing economic conditions and access programs available to meet these changes. Local decisions will need to enhance economic opportunities as well as preserve local values. Citizen input will be needed to assist and enhance this political decision making process. **The future use of a Community Redevelopment Authority as a vehicle to plan and implement commercial and residential development in Denton is strongly encouraged.**

Providing new and modern housing in Denton during the next ten years will ensure a population base capable of supporting local business. All types of housing are needed, including that for elderly as well as younger families. The Village should support varied housing development efforts as they strive to meet the housing needs of Denton.

## **ORGANIZATION OF THE PLAN**

The Village of Denton **Comprehensive Planning process** utilized both a **qualitative** and **quantitative approach to gathering pertinent information**. The **qualitative approach** included a comprehensive citizen participation process consisting of public meetings and a community-wide opinion survey. In all, an estimated **125 local citizens** gave their input into the Denton Comprehensive Planning process.

The **quantitative approach** included the analysis of the various components of the Comprehensive Plan utilizing numerous statistical data bases provided by the U.S. Census and other pertinent local, state and federal agencies. This quantitative approach included numerous field research activities to determine the present condition and profiles of local land use, housing, public infrastructure and facilities and environmental issues. **Combining the results of these two important approaches produced a Comprehensive Plan.**

**This Comprehensive Plan includes the following seven elements.**

- THE DENTON PLANNING PROCESS
- PLANNING GOALS, POLICIES AND ACTION STRATEGIES
- POPULATION AND ECONOMIC CHARACTERISTICS
- HOUSING PROFILE AND PLAN
- LAND USE AND DEVELOPMENT
- PUBLIC FACILITIES AND INFRASTRUCTURE
- PLAN MAINTENANCE AND IMPLEMENTATION

The system embodied in this framework is a process which relies upon continuous feedback as goals change and policies become more clearly defined. Planning is an ongoing process that requires constant monitoring and revision throughout the proposed planning period.

This Comprehensive Plan is organized in three elements. The **first** element of the Comprehensive Plan is the **Goals, Policies and Action Strategies**. The Goals and Policies represent the foundation for which planning components are designed and eventually implemented. Action Strategies provide a step-by-step process to meeting policies. The Goals, Policies and Action Strategies identified in the Denton Comprehensive Plan address each component of the Plan itself.

The **second** element is the **Background Analysis** which presents the research, both quantitative and qualitative, necessary for the development of the Plan's goals and policies. This research included the investigation of demographic, economic, land use, housing, transportation and public facility and utility data for the Village of Denton. The careful research of past and present data allowed for the projection of future population and development needs.

The **third** element of the Comprehensive Plan is the **Planning Components** which present general background analysis and future plans for Land Use, Housing and Public Facilities and Infrastructure. Also included in this element are the action strategies and actual program development concepts to assist in the implementation of the planning components.





# **CHAPTER 2**

## ***PLANNING GOALS, POLICIES AND ACTION STRATEGIES***

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## CHAPTER 2 GOALS, POLICIES AND ACTION STRATEGIES

### INTRODUCTION

A **Comprehensive Plan** is an **essential tool** to properly guide the development of a modern community or county area. An important aspect of this planning process is the development of appropriate and specific **planning goals, policies and action strategies** to provide local planners direction in the administration and overall implementation of the Comprehensive Plan. In essence, the goals and policies are the most fundamental elements of the Plan; the premises upon which all other elements of the Plan must relate.

**Goals are broad statements**, identifying the state or condition the citizenry wishes the primary components of the planning area to be or evolve into within a given length of time. Primary components include **Population, Community Image, Land Use, Housing, Infrastructure and Public Facilities, Transportation and Circulation, Local Commercial and Plan Maintenance and Implementation**. Goals are long-term in nature and, in the case of those identified for this Comprehensive Plan, will be active throughout the planning period 1996 to 2006.

**Policies help to further define the meaning of goals.** In essence, Policies are a specific statement or achievement to be accomplished as a step toward fulfilling a goal. Policies, or often referred to as objectives, are sub-parts of a Goal and are accomplished in a much shorter time space.

**Action Strategies represent very specific activities** to accomplish a particular Goal. In many cases, specific time lines are attached to Action Strategies. Action Strategies are the most measurable component of a Comprehensive Plan.

The specific goals, policies and action strategies of this Comprehensive Plan are included with the discussion of each respective Plan component. The goals, policies and action strategies identified in this Plan represents a consensus of understanding and vision for the future of Denton by all groups and individuals involved in the Denton Comprehensive Planning process.

## **GENERAL COMMUNITY GOALS**

The first step in developing goals, policies and action strategies for this Plan was the creation of **general community goals**. These general community goals were developed via input from the Denton community leadership and the results of the community-wide opinion survey, in an effort to "highlight" **eight important elements** of this Comprehensive Planning process. These eight elements include **Population, Community Image, Land Use, Housing, Infrastructure and Public Facilities, Transportation and Circulation, Local Commercial and Plan Maintenance and Implementation**.

**The following represents the General Community Goals.**

1. *Maintain and improve the quality of life and sense of community for all residents.*
2. *Foster the value of the community and encourage the development of local action and organized citizen participation to preserve and strengthen the Village.*
3. *Increase the population within the community of Denton by an estimated 2.2 percent per year for the next 10 years.*
4. *Provide all residents with access to a variety of safe, decent, sanitary housing types, including housing for older adults and persons with disabilities.*
5. *Preserve and improve the physical appearance and character of the community, including the Village's central commercial area.*
6. *Maintain a program of adequate open spaces and park land in Denton to provide both passive and active outdoor recreation opportunities and conserve natural resources.*
7. *Develop a land use plan which embodies the identified goals and policies and maintain a zoning ordinance and subdivision regulations to ensure proper implementation of the land use plan and policies.*

8. *Ensure that a future land use plan allows for the annexation of land into the Village's Corporate limits, on an as needed basis.*

## **POPULATION**

### **Policies**

1. *Stabilize and increase the population within the community of Denton by developing housing, coupled with appropriately planned annexation practices.*

### **Action Strategies**

1. *Promote social and economic opportunities during the planning period to stabilize the population.*
2. *Promote Denton as a progressive "bedroom" community in the Lincoln metropolitan area, having a variety of housing types and public amenities to encourage population growth.*

## **COMMUNITY IMAGE**

### **Policies**

1. *Promote the quality of living in Denton.*
2. *Encourage an ongoing forum for citizen participation to maintain and improve the social and environmental quality of life in the community.*
3. *Maintain community events which promote social and recreational activities and foster pride in the Village.*

### **Action Strategies**

1. *Develop programs to meet the needs of youth and elderly alike.*
2. *Create and implement a commercial area revitalization plan, to focus on business recruitment, as well as streetscape improvements.*

3. *Establish a program of general community clean up and beautification.*
4. *Systematically remove dilapidated structures and excessive debris within the Village.*
5. *Support and develop public/private partnerships for the development and redevelopment of Denton.*
6. *Implement a program or process of actively pursuing federal, state and local funds to preserve and improve the community.*

## **LAND USE**

### **Policies**

1. Provide opportunities for community development in an orderly and efficient manner in Denton.
2. Establish and maintain land use development patterns and densities in the community that best conform with the desires and needs of the residents. Future development must continue to improve the quality of life and encourage current and future residents to remain throughout their retirement years.
3. Encourage compatible adjacent land uses. Discourage and prohibit mixing of non-compatible land uses by requiring future land use requirements in appropriate locations, suited to unique characteristics of each use.
4. Encourage appropriate land use patterns. Strive to preserve and protect the unique natural features and resources of the community and its planning jurisdiction from adverse development.
5. Promote land uses which maintain and provide a safe and sanitary environment, free of air, water and noise pollution.
6. Future development should be encouraged to locate in areas which are relatively free of environmental problems related to ground water, soil, slope and the 100 year floodplain and floodway areas.

## **Action Strategies**

1. *Redevelop and Improve areas of Denton with particular emphasis given to infilling vacant parcels within the community.*
2. *Develop areas to the north and west of Denton for residential use.*
3. *Future business development should be concentrated in the southern commercial area.*
4. *Denton should maintain zoning regulations which are compatible to current development trends and community attitudes.*
5. *Maintain subdivision regulations which complement the zoning ordinance and other municipal codes.*
6. *Pursue the elimination of substandard or dilapidated housing and commercial structures which pose eminent threats to the health, safety and welfare of the community.*
7. *Adopt both a voluntary and involuntary annexation policy which conforms to state statutes.*
8. *Establish a Community Redevelopment Authority to assist in the rehabilitation of existing neighborhoods and the development of new areas of the community.*
9. *Utilize the enabling powers of the future Denton Community Redevelopment Authority to secure and improve lands for residential and commercial developments.*
10. *Develop a hiker/biker trail connection along Cheese Creek that connects to the developing Lincoln/Lancaster County trail system.*

## **HOUSING**

### **Policies**

1. Provide all residents with access to a variety of safe, decent and sanitary housing types.
2. Create residential options for residents of all income levels.
3. Provide additional housing in Denton to attract future residents and provide more selection for the current citizens of the Village.
4. Protect and preserve existing residential areas and housing units, through planned housing rehabilitation programs.
5. Actively access affordable housing programs available from local, state and federal agencies/departments.

### **Action Strategies**

1. *Develop at least 14 rental housing units and 23 owner housing units in Denton by 2006.*
2. *Rehabilitate at least 15 to 20 housing units in Denton by 2006.*
3. *Remove and replace at least 5 to 10 units of housing by 2006.*
4. *Maintain a minimum community housing vacancy rate of 5 percent for modern, marketable housing stock.*
5. *Develop, adopt and enforce a local housing code to ensure minimum housing conditions are being met within the community.*
6. *Enforce building, plumbing, electrical, and fire codes for all residential housing.*



7. *Maximize local public and private resources, organizations and, if needed, create a community based entity, to assist in the promotion and/or development of affordable housing opportunities.*
8. *Coordinate the development of affordable housing needs of Denton with related County health and social service programs.*
9. *Support and utilize the State of Nebraska Consolidated Housing Plan to create affordable housing opportunities in Denton.*
10. *Encourage the development of additional owner and renter occupied housing types, including single family, multi-family for low- to moderate income families, persons with disabilities and the elderly, to meet existing and future needs of all Denton residents.*
11. *Secure grants/financial assistance to develop a housing purchase and rehabilitation/repair program for low and moderate income households to upgrade their homes to minimum housing quality standards and provide home ownership opportunities.*
12. *Establish a "home modification" program for persons with disabilities and the elderly.*
13. *Develop and adopt regulations which encourage development of affordable housing subdivisions.*
14. *Coordinate local community housing needs with county-wide economic development activities.*
15. *Promote maximum energy efficient housing standards and provide incentives for implementation.*
16. *All new residential development should be served by adequate Village utilities and services.*
17. *Develop a program for systematic removal of dilapidated structures.*

## **INFRASTRUCTURE AND PUBLIC FACILITIES**

### **Policies**

1. Provide adequate, efficient and appropriate utilities and services throughout the community of Denton to all existing and future land use types.
2. Maintain an adequate supply of potable water and expanded distribution system suitable for consumption and fire protection within Denton.
3. Maintain the provision of facilities and services necessary to prevent pollution of the environment. Provide sewage treatment, refuse collection and disposal, street cleaning, flood control and similar environmental control processes.
4. Maintain and improve the existing public facilities and services in Denton and develop as needed new facilities and services to reflect resident's needs and demands.
5. Educate developers and the general public on solid waste management and recycling of materials.

### **Action Strategies**

1. *Ensure all public services be expanded to keep pace with growth, including law enforcement and fire protection.*
2. *Develop a recycling program in order to meet the current and future needs of Denton and the surrounding region.*
3. *Continue to provide and improve recreation programs for the youth, elderly, persons with disabilities and families.*
4. *Improve and develop recreational, educational and cultural activities at the community center.*

6. *Encourage and promote the provision of additional senior citizen services.*
7. *Encourage and promote the provision of additional child care services.*

## **TRANSPORTATION AND CIRCULATION**

### **Policies**

1. Provide a transportation system throughout Denton for the safe and efficient movement of people, goods and services.
2. Maintain design standards and policies for all classes of streets and roads, to enhance the function and safety of the street system in Denton.

### **Action Strategies**

1. *Maintain a One and Six Year Street Improvement Plan for maintenance, improvement and future development of roads, highways and bridges in the community, including paving, curbs, gutters, street lighting, curb cuts, replacements, etc.*
2. *Monitor and control traffic through town.*
3. *Ensure adequate sidewalks exist to provide a safe and efficient system for pedestrian movement including handicap accessibility within the community.*
4. *New residential developments in Denton should be reviewed on an individual basis to determine appropriate and adequate streets, curbs, gutters and sidewalk needs.*
5. *Encourage and develop sufficient parking facilities for the central commercial area.*
6. *Develop and maintain parking standards for residential areas.*

## **LOCAL COMMERCIAL**

### **Policies**

1. Utilize the Denton Comprehensive Plan and zoning and subdivision regulations as a community development resource guide for future commercial developments.
2. Utilize and develop the potential of the State and Village government, local public power companies and other existing and potential organizations or special committees for technical and financial assistance for securing new economic development opportunities in Denton.
3. Promote business relations with neighboring communities.
4. The community should encourage and assist the local agricultural sector in expanding economic opportunities.

### **Action Strategies**

1. *Encourage local reinvestment in the community.*
2. *Encourage the revitalization and removal of vacant and substantially deteriorated commercial buildings in Denton.*
3. *Develop an efficient parking plan within the central commercial area, for both on- and off-street parking.*
4. *Enhance the attractiveness of the central commercial area of Denton through revitalization and beautification efforts.*
5. *Promote a shopping facility that has a variety of goods and services for the Village.*
6. *Promote the existence and development of business types that will maximize the opportunity for local job creation.*

7. *Encourage street-scape improvements in the southern commercial area, i.e., lighting to enhance architectural features, landscaping, signage and public seating areas.*
8. *Ensure zoning regulations are compatible with the characteristics of the southern commercial area.*
9. *Utilize local technical and financial resources to assist existing and future businesses. Support the expansion of existing businesses.*
10. *Encourage the development of light manufacturing industries that will utilize local industrial and agricultural resources.*
11. *Continue and improve working relationships with regional and state offices to promote economic development.*
12. *Use local organizations to promote and facilitate residential and commercial projects.*

## **PLAN MAINTENANCE AND IMPLEMENTATION**

### **Policies**

1. *Maintain and utilize the Comprehensive Plan as the primary tool for making community decisions regarding the physical and social development of the Village and its respective planning jurisdiction.*

### **Action Strategies**

1. *Establish an annual review process of the Comprehensive Plan and associated zoning and subdivision regulations.*
2. *Conduct an annual strategic planning session involving the Planning Commission and Village Board, in conjunction with #1.*



# **CHAPTER 3**

## ***POPULATION AND ECONOMIC CHARACTERISTICS***

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## CHAPTER 3 POPULATION AND ECONOMIC CHARACTERISTICS

### **INTRODUCTION**

Population trends in Denton and its respective planning jurisdiction serve as valuable indicators of future development needs and patterns for the community and provide a basis for the realistic projection of the future population. The quantity, location and density of demographic features play an important role in shaping the details of various development plans to meet the needs of the community.

The population trends and projections for the years 1980 through 2006 were studied and forecasted, utilizing a process of both trend analysis and popular consent. The Denton Planning Commission and Village Board established a population growth goal for the Village of **2.2 percent annually**. To meet this goal, the Village of Denton would need to aggressively pursue the annexation of land areas adjacent to and outside the present corporate limits of the community. This population goal will require the creation of additional housing stock for the Village.

### **GENERAL POPULATION TRENDS AND PROJECTIONS**

The analysis and projection of population are at the center of all planning decisions. This process assists in understanding important changes which have and will occur throughout the community's planning period.

Estimating population size is critical to a community planning process. Further, projecting a community's population is extremely complex. Since projections are based on various assumptions about the future, they must be carefully analyzed and continually re-evaluated due to the community's dynamic economic and social structure.

**Table 3.1** identifies population trends and projections for the Village of Denton and Lancaster County from 1980 through 2006. It is estimated that the population of both the **Village** and **Lancaster County** have reached a current (1996) estimated populations of **197** and **229,612** respectively.

**TABLE 3.1  
POPULATION TRENDS AND PROJECTIONS  
DENTON/LANCASTER COUNTY, NEBRASKA  
1980 - 2006**

	Year	Population	Total		Annual	
			Change	Percent	Change	Percent
Denton:	1980	164	---	---	---	---
	1990	161	-3	-1.8%	-.30	-.18%
	1996	197	+36	+22.3%	+6	+3.7%
	2006	240	+43	+21.8%	+4.3	+2.2%
Lancaster County:	1980	192,884	---	---	---	---
	1990	213,641	+20,757	+10.8%	2,076	+1.1%
	1996	229,612	+15,971	+7.5%	2,662	+1.2%
	2006	245,803	+16,191	+7.0%	3,238	+1.4%

Source: Census of Population and Housing 1980, STF-1A 1990  
Hanna:Keelan Associates, P.C., 1996

Utilizing the **2.2 percent annual growth goal**, the **Village of Denton** would experience an increase of 43 persons during the period 1996 to 2006, to produce a **total population base of 240**. **Lancaster County** should continue to increase in population; an estimated 1.4 percent, or 16,191 persons by 2006, to **229,612 persons**.

**Population  
Characteristics**

For planning purposes, the various cohorts of population are important indicators of the special needs of a community. The cohorts of age, sex and family structure can assist in determining potential labor force and the need for housing, public facilities and other important local services.

An analysis of age characteristics can be used to identify the potential need for public school and recreational areas, as well as short and long-term health care facilities.

**Table 3.2 provides age distribution trends and projections** for the Village of Denton. Between 1996 and 2006, each age category is expected to increase in population. The median age increased from 26.8 in 1980, to 32.3 in 1990, to an estimated 30.4 years in 1996. By 2006, the median age in Denton is expected to increase to 31.6 years.

Age Group	1980	1990	Change	1996	2006	Change
18 and Under	67	58	-9	68	74	+6
30-44	42	31	-11	40	47	+7
45-59	25	42	+17	50	58	+8
60-64	12	5	-7	8	15	+7
65-74	14	12	-2	14	20	+6
75-84	4	11	+7	12	16	+4
85+	0	2	+2	5	10	+5
<b>TOTAL</b>	<b>164</b>	<b>161</b>	<b>-3</b>	<b>197</b>	<b>240</b>	<b>+43</b>
Median Age	26.8	32.3	+5.5	30.4	31.6	+1.2

Source: Census of Population, 1980, 1990  
Hanna:Keelan Associates, P.C., 1996

During the next 10 years, an increase in persons should occur in each elderly age category (60+ years). Overall, persons age 60 and over are expected to increase 22 persons by 2006.

**INCOME TRENDS AND PROJECTIONS**

**Household Income**

**Table 3.3** identifies household income trends and projections in Denton, Nebraska. In 1990, 65.5 percent of the Denton households earned an annual income of \$20,000 or more. This income will remain stable through 2006. The median household income is anticipated to increase from \$27,000 in 1996 to \$29,200 in 2006.

Denton's median income is approximately \$3,000 higher than most other small towns in Nebraska, primarily due to its location and role as a bedroom community to Lincoln.

<u>Income Group</u>	<u>1990</u>	<u>1996</u>	<u>2006</u>	<u>% of Change 1996-2006</u>
Less than \$10,000	8	9	10	+11.1%
\$10,000 - \$19,999	12	16	21	+31.2%
\$20,000 - \$34,999	27	31	35	+12.9%
\$35,000 - \$49,999	4	8	11	+37.5%
\$50,000 or more	7	11	14	+27.3%
<b>TOTAL (specified)</b>	<b>58</b>	<b>75</b>	<b>91</b>	<b>+21.3%</b>
Median Income:	\$24,583	\$27,000	\$29,200	+8.1%

Source: Census of Population, STF-3A, 1990  
Hanna:Keelan Associates, P.C., 1996

**Elderly Household  
Income**

**Table 3.4** presents household income trends and projections for persons 65 years of age and over. All household income categories are expected to increase during the next ten years. Median income for older adult households should increase an estimated 11 percent from 1996 to 2006.

<b>TABLE 3.4 HOUSEHOLD INCOME, 65+ YEARS TRENDS AND PROJECTIONS DENTON, NEBRASKA 1990-2006</b>				
<u>Income Group</u>	<u>1990</u>	<u>1996</u>	<u>2006</u>	<u>% of Change 1996-2006</u>
Less than \$10,000	4	4	5	+25.0%
\$10,000 - \$14,999	0	2	3	+50.0%
\$15,000 - \$34,999	8	9	12	+33.3%
\$35,000 - \$49,999	0	1	2	+100.0%
\$50,000 or more	0	0	1	+100.0%
<b>TOTAL (specified)</b>	<b>12</b>	<b>16</b>	<b>23</b>	<b>+43.7%</b>
<b>Median Income:</b>	<b>\$18,999</b>	<b>\$20,500</b>	<b>\$22,830</b>	<b>+11.2%</b>
Source: Census of Population, STF-3A, 1990 Hanna:Keelan Associates, P.C., 1996				

**Per Capita Income**

**Table 3.5 identifies per capita income trends and projections for Lancaster County.** The 1996 per capita income is estimated to be \$22,575. By 2006, per capita income is expected to increase an estimated 13.9 percent to \$25,713.

**TABLE 3.5  
PER CAPITA INCOME  
TRENDS AND PROJECTIONS  
LANCASTER COUNTY, NEBRASKA  
1988-2006**

	<u>Lancaster County</u>		<u>Nebraska</u>	
	<u>Income</u>	<u>% Change</u>	<u>Income</u>	<u>% Change</u>
1988	\$15,489	-- --	\$15,249	-- --
1989	\$16,699	+7.8%	\$16,382	+7.4%
1990	\$17,237	+3.2%	\$17,379	+6.1%
1991	\$18,123	+5.1%	\$18,059	+3.9%
1992	\$18,995	+4.8%	\$18,974	+5.1%
1988-1992	\$15,489-\$18,995	+22.6%	\$15,249-\$18,974	+24.4%
1996-2006*	\$22,575-\$25,713	+13.9%	\$22,500-\$25,520	+13.4%

\*Projections

Source: Bureau of Economic Analysis  
U.S. Department of Commerce, 1991  
Hanna:Keelan Associates, P.C., 1996

**Owner and Renter  
Housing Costs**

**Table 3.6 identifies housing costs as a percentage of household income in Denton, in 1990, for both owner and renter households. A total of 16.6 percent of the renter households, 40 percent of the owner households and 34 percent of all households paid more than 30 percent of their annual income for housing.**

Income Categories	Owner Households	Renter Households	All Households
Less than \$10,000			
Less than 30 percent	2	0	2
30 percent or more	4	0	4
\$10,000 to \$19,999			
Less than 30 percent	2	3	5
30 percent or more	4	0	4
\$20,000 to \$34,999			
Less than 30 percent	7	7	14
30 percent or more	6	2	8
\$35,000 to \$49,999			
Less than 30 percent	5	0	5
30 percent or more	0	0	0
\$50,000 or more			
Less than 30 percent	5	0	5
30 percent or more	0	0	0
<b>TOTAL</b>	<b>35</b>	<b>12</b>	<b>47</b>
All Incomes			
Less than 30 percent	21 (60%)	10 (83.3%)	31 (66%)
30 percent or more	14 (40%)	2 (16.7%)	16 (34%)
<b>TOTAL (specified)</b>	<b>35 (100%)</b>	<b>12 (100%)</b>	<b>47 (100%)</b>
Source: Census of Population, STF-3A, 1990 Hanna:Keelan Associates, P.C., 1996			

**EMPLOYMENT AND  
ECONOMIC TRENDS**

**Labor Force and  
Employment**

The most recent and comprehensive employment data available for Lancaster County was obtained from the Nebraska Department of Labor. Since these figures are only available on a county-wide basis, a review and analysis of Lancaster County labor force statistics will need to provide a general understanding of the economic activity occurring in and around the Village of Denton.

**Table 3.7** depicts the labor force and employment for Lancaster County from 1980 to 2006. To accomplish the proposed 1.8 percent annual growth goal for the County, for the next ten years, the labor force would need to increase almost 17.8 percent, to a total of 158,166 workers by the end of the planning period and an additional, estimated 23,862 jobs would need to be provided for County residents during the next 10 years.

<b>TABLE 3.7 CIVILIAN LABOR FORCE AND EMPLOYMENT TRENDS AND PROJECTIONS LANCASTER COUNTY, NEBRASKA 1990-2006</b>				
	<u>1980</u>	<u>1990</u>	<u>1996</u>	<u>2006</u>
Civilian Labor Force	106,545	122,782	3,515	3,655
Unemployment	3,562	2,630	87	76
Rate of	3.3%	2.1%	2.5%	2.1%
Unemployment	102,983	120,152	134,304	158,166
Employment				
		<u>Change in Total Employment</u>		
	<u>Number</u>	<u>Annual</u>	<u>% Change</u>	<u>% Annual</u>
1980 - 1990	17,169	1,717	16.7%	1.7%
1990 - 1996	14,152	2,358	11.8%	2.0%
1996 - 2006	23,862	2,386	17.8%	1.8%
Source: Nebraska Department of Labor, Labor Market Information, 1994 Hanna:Keelan Associates, P.C., 1996				



## Employment Type

**Table 3.8** identifies that from 1989 to 1994 Lancaster County experienced an overall increase of 11.9 percent in non-farm employed persons. From 1996 to 2006, the number of non-farm employed persons is expected to continue to increase as new jobs are created as small businesses expand and additional retail, industrial and construction jobs are added to the area's employment market.

**TABLE 3.8  
WORK FORCE EMPLOYMENT BY TYPE  
LANCASTER COUNTY, NEBRASKA  
1984-1994**

Work Force	1984	1989	1994	% Change 1984-1989	% Change 1989-1994
Non-Farm Employment Wage and Salary	100,978	118,582	132,693	+31.4%	+11.9%
Manufacturing	12,454	14,613	16,306	+30.9%	+11.6%
Durable	6,238	6,711	7,893	+26.5%	+17.6%
Non-Durable	6,216	7,902	8,412	+35.3%	+6.5%
Non-Manufacturing	88,523	103,969	116,387	+31.5%	+11.9%
Construction & Mining	3,920	4,189	5,378	+37.2%	+28.4%
Trans., Comm., Utilities*	6,193	6,388	7,582	+22.4%	+18.7%
Trade	22,572	26,473	28,283	+25.3%	+6.8%
Retail	17,738	21,210	22,888	+29.0%	+7.9%
Wholesale	4,834	5,264	5,396	+11.6%	+2.5%
Fin, Ins. & Real Estate**	7,259	8,473	8,698	+19.8%	+2.7%
Services	20,295	27,182	32,206	+58.7%	+18.5%
Government	28,284	31,263	34,241	+21.1%	+9.5%
Federal	2,175	2,662	2,599	+19.5%	-2.4%
State	15,976	17,132	18,817	+17.8%	+9.8%
Local	10,133	11,469	12,825	+26.6%	+11.8%

\* Transportation, communication & Public Utilities

\*\* Financial, Insurance & Real Estate

Source: Nebraska Department of Labor, Labor Market, Information, 1993  
Hanna:Keelan Associates, P.C., 1996

## Commuter Population

**Table 3.9** identifies the **commuter population** of Denton and Lancaster County. The 1990 Census identified 91.4 percent of Denton's employed population and 3.5 percent of the County's employed population worked outside the Village or County.

<u>Denton Residents</u>		
<u>Place of Employment</u>	<u>Number</u>	<u>Percent</u>
Village of Denton	7	8.6%
Outside of Denton	74	91.4%
<b>TOTAL</b>	<b>81</b>	<b>100.0%</b>

<u>Travel Time to Work</u>	<u>Number</u>
9 minutes or less	4
10-19 minutes	20
20-29 minutes	34
30-39 minutes	18
40 minutes or more	5

Source: Census of Population and Housing, STF-3A, 1990  
Hanna:Keelan Associates, P.C., 1996

## Economic Summary

As previously stated, the Village of Denton could be considered a commuter or bedroom community that is mostly serviced by commercial and employment opportunities in Lincoln. This being the case, any commercial or job producing economic activities in Denton will be geared towards improving the image and efficiency of the community, while aiding to the local tax base. Keno as an economic activity has been very successful for Denton. Keno receipts should be budgeted to assist in financing local economic and community improvement projects, ranging from downtown beautification to public infrastructure development.

## **The Community and Economic Development Strategy**

The following provides an outline of important activities to be considered by the Village of Denton to produce an annual community and economic development strategy.

- **Citizen Participation Process.**

- town hall meetings
- focus group sessions
- survey of local citizens
- interviews with local community and/or economic development leaders

*\*Purpose: To ascertain qualitative information pertinent to creating a strategy, while obtaining community-wide support.*

- **Identification of Business Opportunities.**

*\*Purpose: To create a list of business opportunities based on community capacity to support varied business types.*

- **Identify Needed Land, Building and Infrastructure for Effective Economic Development Activities.**

*\*Purpose: To prepare the community with the physical assets necessary for successful community economic development activities.*

- **Community and Economic Development Financing.**

*\*Purpose: Create a business loan program.*

- **Community and Economic Development Fundraising.**

*\*Purpose: To secure private and public financing to fund needed physical assets and/or business recruitment activities.*

**COMMUNITY AND  
ECONOMIC  
DEVELOPMENT  
IMPLEMENTATION  
ACTIVITIES**

- Create an Economic Development Initiative to partner economic development activities with other County communities.
- Establish an annual Economic Development Strategy in conjunction with the Economic Development Initiative.
- Maintain tools of "public intervention" to finance economic development activities in Denton, including a sales tax, tax increment financing and LB 840 and 1240.
- Create a mix of new businesses appropriate for the Village of Denton.
- Recruit more volunteers for community and economic development.
- Develop an urban design criteria to be followed in the redevelopment of the southern commercial area.

# **CHAPTER 4**

## ***HOUSING PROFILE AND PLAN***

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## CHAPTER 4 HOUSING PROFILE AND PLAN

### INTRODUCTION

The Housing component of the Denton Comprehensive Plan serves to profile and analyze the existing housing stock in the Village of Denton and determine the demand for housing activities during the planning period (1996 to 2006). The following information includes the documentation of pertinent U.S. Census information and the identification and analysis of future housing characteristics and demand.

"It should be the goal of any community to provide safe, decent and affordable housing for its residents, regardless of race or social and economic status."

### COMMUNITY HOUSING CONDITIONS

#### Community Housing Profile

The Denton housing stock is comprised of a variety of housing types ranging from single family homes, to mobile homes. The highest percentage of residential land area is occupied by single family homes. Table 4.1 identifies both the 1980 and 1990 Denton housing stock, based on Census data. From 1980 to 1990, there was an increase in the Denton housing stock by 10 units. The Census identified no housing units in Denton that had overcrowding problems and none that lacked complete plumbing.

**TABLE 4.1  
HOUSING STOCK PROFILE  
DENTON, NEBRASKA  
1980 & 1990**

<u>Inventory Change Profile</u>		Denton	
1980 Housing Stock		54	
1990 Housing Stock		64	
Change - Units		+10	
- Percent		+18.5%	
- Annual Units		+1	
- Annual Percent		+1.85%	
Percent			
<u>Number of Units</u>	<u>1980</u>	<u>1990</u>	<u>% Change 1980-1990</u>
1 Unit	46	50	+4%
2 to 9 Units	3	2	-1%
10 or More Units	0	0	0%
<u>Mobile Homes</u>	6	12	+6%
<b>TOTAL</b>	<b>55</b>	<b>64</b>	<b>+9%</b>

Source: Census of Population and Housing, 1980, STF-1A 1990  
Hanna:Keelan Associates, P.C., 1996

## Building Trends

Since 1990, an estimated 28 housing units have been constructed in or around Denton. A total of 18 of these units were built within the corporate limits of the city. A total of 4 rental, multifamily housing units were also constructed during this period. Also, during the period 1990 to the present (1996) an estimated 4 units were demolished, three of which were mobile homes that were moved out.

**TABLE 4.2**  
**NUMBER OF HOUSING UNITS FOR WHICH**  
**BUILDING PERMITS WERE ISSUED**  
**DENTON, NEBRASKA**  
**1983 to 1996**

<u>Year</u>	<u>Single Family</u>	<u>Multifamily</u>
1983	1**	---
1984	---	---
1985	1**	---
1986	1**	---
1987	2*	---
1988	1*,1**	---
1989	2**	---
1990	3**	---
1991	3*	---
1992	1*,1**	---
1993	3*,2**	---
1994	3*	---
1995	7*	4
<u>1996***</u>	<u>1*</u>	<u>---</u>
<b>TOTAL</b>	<b>33</b>	<b>4</b>

\* Within corporate limits

\*\* Within planning jurisdiction/outside corporate limits

\*\*\* Estimated units to date by Village Officials

Source: Denton Government 1996  
 Hanna:Keelan Associates, P.C. 1996



## Housing Occupancy/ Vacancy

**Table 4.3** summarizes estimated housing stock occupancy and vacancy status in Denton for 1990 and 1996. The 1990 Census recorded a total of 64 units, with 59 occupied and 5 vacant. Vacant housing units consisted of seasonal and/or vacant housing units neither for sale nor rent (0) and vacant year-round housing units (5).

Vacancy demand represents the minimum number of dwelling units required to allow for: 1) greater choice and selection for potential home buyers/renters and 2) elimination of substandard living units which are detrimental to the health and safety of the occupant(s).

A standard community vacancy rate is 5 percent. This rate may fluctuate higher or lower for different time periods, depending upon the anticipated population growth and overall structural condition of the existing housing stock. In **Table 4.3**, the housing vacancy rate recorded was 7.8 percent overall and 7.8 percent for the year-round housing stock.

In 1990, there was a total of 59 occupied year-round housing units. These units were comprised of 43 owner occupied and 16 renter households.

For 1996, year-round housing stock was determined by adding 1990 Census year-round housing stock, plus housing permits issued since 1990, less housing units demolished since 1990. The 1996 year-round housing stock is estimated to be 78, with 5 vacant year-round housing units. The current year-round housing vacancy rate is estimated to be 0 percent.

The total 1996 year-round occupied housing units for 1996 is estimated to be 78. These units consist of an estimated 55 owner occupied and 23 renter occupied households.

**TABLE 4.3  
HOUSING STOCK OCCUPANCY/VACANCY STATUS  
DENTON, NEBRASKA  
1990/1996**

a)	1990 Census Housing Stock Count	64
b)	1990 Vacant Housing Units	5
c)	1990 Occupied Housing Units	59
d)	1990 Housing Vacancy Rate	7.8%
e)	1990 Seasonal or Vacant Housing Units Neither for Sale nor Rent	0
f)	1990 Census Year-Round Housing Stock (a-e)	64
g)	1990 Vacant Year-Round Housing Stock (b-e)	5
h)	1990 Occupied Year-Round Housing Units (f-g)	59
	*Owner Occupied	43
	*Renter Occupied	16
i)	1996 Year-Round Housing Vacancy Rate	7.8%
j)	1996 Housing Permits Issued Since 1990 Census	18
k)	1996 Housing Units Demolished Since 1990 Census	4*
l)	1996 Year-Round Housing Stock (f + j-k)	78
m)	1996 Vacant Year-Round Housing Units	0
n)	1996 Occupied Year-Round Housing Stock	78
	*Owner Occupied	55
	*Renter Occupied	23
o)	1996 Year-Round Housing Vacancy Rate	0.0%

\*Includes 3 trailers moved out of town

Source: Census of Population and Housing, 1990  
Village of Denton, 1996  
Hanna:Keelan Associates, P.C., 1996

### Age of Housing Stock

The age of housing stock in Denton and Lancaster County, for 1990, is identified in **Table 4.4**. At least 38 percent of the housing stock in Denton was over 50 years of age. In contrast, 20.9 percent of the Lancaster County housing stock was built prior to 1940. The highest number of housing units built in Denton since 1959 was 16, during the period of 1970 to 1979.

**TABLE 4.4  
YEAR STRUCTURE BUILT  
DENTON, NEBRASKA  
1990**

<u>Households</u>	<u>Denton</u>	<u>Lancaster County</u>
1985 to March 1990	0	8,111
1980 to 1984	0	6,719
1970 to 1979	16	21,852
1960 to 1969	14	13,355
1940 to 1959	12	18,553
<u>1939 or before</u>	<u>26</u>	<u>18,144</u>
<b>TOTAL(specified)</b>	<b>68</b>	<b>86,734</b>
% 1939 or before	38.2%	20.9%

Source: Census of Housing, 1990  
Hanna:Keelan Associates, P.C., 1996

**Condition of Housing  
Stock**

In 1995, a community-wide conditions survey of the housing stock in Denton was conducted. A total of 78 units were reviewed. **Table 4.4** identifies the results of this survey. The majority of the units surveyed were rated "good" or "fair." A total of 22.4 percent of the housing units were rated as "poor" or "dilapidated." This equalled a total of 16 units. This high percentage of poor and dilapidated housing justifies the planning and implementation of a **local based housing rehabilitation and removal/replacement program.**

**TABLE 4.5  
HOUSING CONDITION SURVEY  
DENTON, NEBRASKA  
1995**

	<u>Single Family</u>	<u>Multi-Family</u>	<u>Mobile Home</u>
Good	32(47.8%)	2(66.7%)	4(50%)
Fair	22(32.8%)	1(33.3%)	1(12.5%)
Poor	10(14.9%)	0(0%)	2(25%)
Delapidated	<u>3(4.5%)</u>	<u>0(0%)</u>	<u>1(12.5%)</u>
	<b>67(100.0%)</b>	<b>3(100.%)</b>	<b>8(100.0%)</b>

**HOUSEHOLD TRENDS  
AND PROJECTIONS**

An analysis of household characteristics provides a profile of data necessary to plan for a community. Recent trends in household characteristics, combined with income, employment and population data can assist in determining the overall future needs of a planning area.

**Table 4.6** depicts specific household characteristics trends and projections in Denton for the period 1980 to 2006. By 2006, an estimated 31.6 percent of the total community population will reside in a rental unit. This will equal an estimated 100 percent increase from 1980. This will also equal an increase of 7 renter households, from 1996 to 2006. An additional 10 owner households are also expected during this time period.

**TABLE 4.6  
TENURE BY HOUSEHOLD  
TRENDS AND PROJECTIONS  
DENTON/LANCASTER COUNTY, NEBRASKA  
1980-2006**

	Year	Total Households	Owner		Renter	
			Number	Percent	Number	Percent
Denton:	1980	54	39	72.2%	15	27.8%
	1990	62	47	75.8%	15	24.2%
	1996	78	55	69.6%	23	30.4%
	2006	95	65	68.4%	30	31.6%
Lancaster County:	1980	71,769	44,063	61.4%	27,706	38.6%
	1990	82,759	50,104	60.5%	32,655	39.5%
	1996	91,266	54,668	59.9%	36,598	40.1%
	2006	92,633	54,654	59.0%	37,979	41.0%

Source: Census of Population and Housing, STF-3A, 1990  
Hanna:Keelan Associates, P.C., 1996

## **FUTURE HOUSING DEMAND**

The housing stock of a community is considered a basic necessity and an adequate supply of safe and decent housing is a key factor in a community's social and economic well being. As stated throughout this Comprehensive Plan, the Village of Denton provides a variety of housing types for its population. The Village makes a true effort to encourage both the construction of new and rehabilitation of existing housing. Presently (1996), an estimated **78 year-round housing units** exist in Denton. There are no vacant units.

Also discussed was the **condition** of housing in Denton. An estimated 41 percent of the housing stock is in need of rehabilitation, with an additional 10 percent in need of removal/replacement.

### **Housing Vacancy Deficiency**

Housing vacancy deficiency is defined as the number of vacant units lacking in a community, whereby the total percentage of vacant units is less than 5 percent. A vacancy rate of 5 percent is the minimum rate recommended to allow a community to have sufficient housing available for both new and existing residents. The Village of Denton has a current housing vacancy rate of less than 5 percent, thus a housing vacancy deficiency.

The Housing Vacancy Deficiency figure considers 5 percent of the current year-round housing stock minus vacant units within the community. **The Village of Denton has an estimated housing vacancy deficiency demand of 4 to 5 additional units.**

### **Housing Demand-New Households, Replacement, Affordable Demand**

The following statistical and narrative information identifies the future renter and owner housing demand in Denton, based on anticipated new households, the replacement of substandard housing units and the need for additional affordable housing units for low- to moderate-income families and persons, by the end of the planning period, 2006. The Office of Rural Development (RD) (formerly FmHA, RECD) housing demand formula was utilized to determine this demand from 1990 to 2006. The Demand Forecast Table, **Table 4.7**, considers new households, households living in substandard units, households experiencing cost overburden, current housing development activities, a 5 percent vacancy allowance, household/income eligibility and an appropriate (development) penetration rate.

**substandard unit** .....

A **substandard unit** is defined as a unit lacking complete plumbing plus the number of households with more than 1.01 persons per room. Persons experiencing **rent or owner cost overburden** are persons paying more than 30 percent of their income towards housing. Consideration is also given to the number of new households, demolitions, and any other projects in the planning stage for the designated community and EMA. A **vacancy rate** can be defined as the number (or percentage) of year-round units within the existing housing supply which do not have an occupant at the time of enumeration. A standard vacancy rate of 5 percent allows for a community to typically offer an adequate supply of safe, decent, and affordable housing.

**vacancy rate** .....

**penetration rate** .....

The final step in demand forecasting, the determination of a (development) **penetration rate**, is very important in the market analysis of any particular, planned owner or rental housing project. A standard to follow in conducting a market analysis is to restrict development to no more than 60 to 90 percent of the estimated unit demand at any one particular time, during a two year period. This allows the Village to approach housing in a more "conservative" mode and prevents over-development and/or saturation of the housing market. Overdevelopment of the rental housing market could escalate the community's vacancy rate and have a negative impact on both the value and marketing potential of the new and existing housing stock.

**Rental Housing Demand**

**Table 4.7** provides a rental housing demand forecast for the Village of Denton. Utilizing the RD forecast formula (1990 to 2006) identified in **Table 4.7** the community of Denton will have a total renter demand for 30 units. It is estimated, 8 of the future rental households would be income eligible for affordable housing programs.

This would typically be households with an annual income of 60 percent of the County's median income, or less. The **net demand** for low to moderate income rental units in Denton is 8 units and 3 units for moderate to upper income rental units.

A penetration rate of 75 percent was applied to each adjusted demand to allow for moderate growth in population, the lack of housing development to match housing needs and the increasing age of housing stock. Using these penetration rates, Denton would need 6 units of low to moderate income rental housing and 1 unit of moderate to upper income rental housing to meet demand by 2006.

**TABLE 4.7  
HOUSING DEMAND FORECASTS  
DENTON, NEBRASKA  
1990-2006**

<u>Source of Demand</u>	<u>Renter</u>	<u>Owner</u>
New Households (from the most recent census year plus 2-yr. projection) (1990-2006)	15	18
.20 of Persons Living in Substandard Units (1996)	2	4
Plus Demolitions (1990-1006)	0	4
.20 Persons Experiencing Cost Overburden (1990)	0	3
Plus Vacancy Allowance of 5% (of New Households) (1990-2006)	<u>1</u>	<u>1</u>
<b>TOTAL DEMAND</b>	<b>18</b>	<b>30</b>
Less Number of Units Built/Occupied (1990-1996) Planning Stage	7	12
<b>ADJUSTED DEMAND (1996-2006)</b>	<b>11</b>	<b>18</b>
<b>NEED AND DEMAND (1996-2006)</b>	<b>8<sup>*/3<sup>**</sup></sup></b>	<b>5<sup>*/13<sup>**</sup></sup></b>

\* Low- to Moderate Income

\*\* Med- to Upper Income

Source: 1990 Census  
Village of Denton, 1996  
Hanna:Keelan Associates, P.C., 1996

**Owner Housing Demand**

**Table 4.7** presents the owner demand forecast for the Village of Denton. Utilizing the RD forecast formula (1990-2006) there is a total need and demand for at least 5 low to moderate income owner-occupied units and 13 moderate to upper income owner-occupied units in Denton by 2006.

A total demand for 30 additional owner housing units exist in Denton between 1990 and 2006. An estimated 17 percent of these units would need to be affordable to low- and moderate income families. Restricting development to a 60 percent penetration rate, the community of Denton has a need and demand for at least 13 additional owner occupied housing units.

*proposed owner opportunities . . . . .*

Affordable owner housing units should have a purchase price not exceeding \$78,600. No cost limitations exist for market rate owner units. These recommendations should serve only as a starting point for housing development.

To serve the median income population of Denton, persons or families earning \$24,500 annually, homes valued at no more than \$72,000 need to be constructed or freed-up in the market place. Due to the high cost of building construction, the community should consider factory built and/or mobile housing for home ownership.

Average new construction of a home, \$95,000 to \$120,000, will need to target persons or families with an earning power of \$58,000 to \$62,000 annually. Financing is dependent upon credit approval and a 20 percent down payment.

*housing rehabilitation needs . . . . .*

The review of various reports and a field analysis by the Consultant revealed a strong housing rehabilitation demand in Denton. It is estimated, 35 housing units could warrant either substantial or moderate rehabilitation activities.

**"PENT-UP" HOUSING DEMAND**

An addition to the previously discussed housing demand and deficiency factors, the "pent-up" housing demand for current residents in the communities, desiring and having the capacity to afford alternative housing must also be considered. This is a highly speculative demand and one which must be locally promoted and market driven by resident desire. The process to monitor this desire however is somewhat difficult to determine and implement.

The Village of Denton has a total estimated "pent-up" housing demand of 4 units. The community of Denton should first concentrate its efforts on building better, more expensive rental properties. Renters are typically more apt to change housing units than the more permanent homeowners.



**total housing demand** .....

**The total estimated housing demand, or housing potential, in Denton by 2006 is 37 units.** This includes the combined consideration of new households, replacement housing (for dilapidated structures), affordable housing for low-to moderate income elderly and families, a current vacancy deficiency and a "pent up" demand for alternative housing for existing residents of Denton. This demand (37 units) would require to phase its housing development efforts, averaging almost 3.7 units per year.

**Housing Implementation**

The creation of a new and improved housing stock in Denton will depend on the implementation of development activities by both the public and private sectors, both independent of one another as well as a team. A program to remove substandard housing and, if necessary, relocate tenants will be needed to improve the overall character of the Village as well as to provide a safe and decent housing stock. New construction activities, to create both modern owner and renter housing, will need to be implemented as soon as possible. The strategic planning and locating of these units will heighten the Village's ability to grow.

The Village of Denton should create and implement a **5-year Housing Initiative**, in an effort to meet its future population goals. This Housing Initiative should be developed by a team of concerned citizens from both public and private business. At a minimum, the Initiative should address the following:

- Develop a **marketing plan** to promote Denton as a place to live.
- The **identification and scheduling of housing projects**, both new and replacement housing, as well as rehabilitation. This should include the identification of both subsidized and non-subsidized owner and renter housing projects.
- The **identification of land areas** for both renter and owner housing. Areas should include land both inside and adjacent to the Village. Projects planned for these areas should be compatible with adjacent land uses.
- **Review and modify local ordinances**, as well as the overall political decision-making process as it pertains to residential development. This effort should attempt to alleviate any and all impediments to residential development or rehabilitation.

- **Identification of financial resources** to refinance residential development in Denton, including both public and private sources. County lending institutions should form a partnership for financing housing projects.

**and**

- **Establish the necessary organizational structures** for the creation of housing projects in Denton, including the securing of land for future developments.

**HOUSING  
RESOURCES**

To produce new and upgrade renter and owner occupied housing in Denton, the community, in partnership with the private sector, must access affordable housing programs to reduce the cost of development and/or long-term operations. The following information identifies funding sources and programs available to assist in financing the housing demand in Denton. The (strategic) combination of two or more sources can assist in reducing development and/or operational costs of proposed affordable housing projects.

**LOCAL FUNDING  
OPTIONS**

Local funding for use in housing development and improvement programs are limited to two primary sources: (1) local tax base and (2) dollars secured via state and federal grant and loan programs, which are typically, only available to local units of government (village, or county).

*local tax  
base* .....

**Tax Increment Financing** - Utilizing the Nebraska Community Development Law, a village can create a **Community Redevelopment Authority**. This Authority has the power to declare an area or areas of the community as blighted/substandard, create a redevelopment plan and then utilize tax increment financing for commercial, industrial and residential oriented public improvements.

**LB 840 & 1240** - By approval of local voters, a bond fund could be established utilizing the local tax base, for either new construction or housing rehabilitation.

*statewide federal grants  
to the local limit of  
government* .....

The primary funding grants available to local municipalities are the Community Development Block Grant (CDBG), administered by the Nebraska Department of Economic Development. The CDBG provides funding for both community and housing development programs to assist in financing owner and renter occupied rehabilitation, residential building conversions and the First Time Homebuyers program.

Today, after 14 years of Nebraska's CDBG program, many communities have recaptured CDBG program funds, paid-back from previous housing and/or economic development projects. If available in Denton, these funds could be available for local based programs of housing development or rehabilitation for low- to moderate income persons and families.

***other local options . . . .***

**Local Major Employers and/or Community Foundation Assistance** - This is a common occurrence today within many cities and counties nationwide, in an effort to provide housing opportunities to low- and moderate income persons and families. Major local employers and community foundations are becoming directly involved in housing developments and improvements. As an example, local community foundations in both Merrick County and Aurora, Nebraska, have provided financial assistance for housing development activities.

- a. ***Direct grants.***
- b. ***Low Interest loans.***
- c. ***Letter of Credit, for all or a percentage of loans to persons with disabilities.***
- d. ***GAP Financing - provides financing to cover the unfunded portion of development costs, as a deferred or less than market rate loan to the developer.***
- e. ***Mortgage Interest Rate Subsidy - provides a buy down of a conventional loan.***
- f. ***Purchase Bonds/Tax Credits-make a commitment to purchase either/both taxable/tax exempt bonds and/or low-income tax credits utilized to finance housing development.***

**Local Lending Pool** - Lancaster County lending institutions could participate in and set-a-side a pool of monies to assist in financing new construction or rehabilitation housing activities. The "pooling" of funds for either construction or permanent loans would increase local financing capacity as well as place lenders in a shared-risk position.

The previously described local funding options could be used separately or "pooled" together and utilized in equal proportions for the implementation of Denton housing programs.

## **STATE PROGRAMS**

State programs available to assist in funding a Denton comprehensive housing development and improvement program include resources available from the **Department of Economic Development (DED)** and **Nebraska Investment Finance Authority (NIFA)**. The following describes funding programs provided by these two State agencies.

### **DED** .....

The Nebraska Department of Economic Development (DED) is presently the administrator of **HOME** funds. HOME funds are available to authorized, local or regional based Community Development Housing Organizations (CHDOs) and Community Development Corporations (CDCs) for affordable housing repair and/or new construction. An annual allocation of HOME funds is established for CHDOs and CDCs based on individual housing programs. The CHDO representing Denton is the Lincoln Action Program, located in Lincoln.

An annual set-a-side of HOME funds also exist for providers of services for "special populations" including persons with disabilities.

DED also administers the **Nebraska Homeless Shelter Assistance Trust Fund** and **Emergency Shelter Grant** to assist local or regional based groups in the provision of housing improvements for homeless and "at risk" of homeless persons and families.

### **NIFA** .....

NIFA is the premiere provider of funding for affordable housing development in Nebraska. Programs include the following:

- a) **Low-Income Housing Tax Credit Program** - Provides up to 9 percent tax credit to developers for the development of low cost, affordable multifamily, family or elderly housing projects. The 1996 allocation plan identified a 40 percent set-a-side of credits within the non-metropolitan areas of the State and a 10 percent set-a-side for nonprofit developers. A 25 percent set-a-side also existed for smaller rental projects (less than \$100,000 in tax credits) and 25 percent set-a-side reserved for RD 515 projects. Nonprofit developers can utilize the resources of the Equity Fund of Nebraska to secure tax credit equity.

- b) **Single Family Mortgage Program** - Provides a less than current market interest rate for first-time homebuyers. Local Denton lender participation is encouraged in this program. This program combined with the State CDBG or HOME program, for low- to moderate income homebuyers, could absorb 95 to 100 percent of the financing needed to develop affordable single family housing.
- c) **Crown Program** - A low-income housing tax credit set-aside of \$250,000 (tax credits) for the implementation and administration of a community based single family residential rental program being developed for Nebraska communities.
- d) **Tax Exempt Bond Financing** - Similar to the Crown Program, NIFA is available to establish special purpose finance programs for other types of housing activities. Tax exempt bond financing could be established for local-, regional- or state-based programs for either new construction or rehabilitation activities. The establishment of such a fund would be directed at a specific plan-of-action.

and

- e) **MUFAMCO** - Multifamily housing projects program utilizing a package combination of low-income housing tax credits (4%), tax exempt bond financing, Fannie Mae assistance and other available funding, such as HOME or CDBG funds.

NIFA is also involved with other State Departments and Agencies with the newly formed **Nebraska Partnership**. The Partnership is being designed as a "single stop" source of funding for both new construction and housing rehabilitation programs on the local-, regional- and statewide-basis. The primary source of financing housing programs by the Partnership will be the **Housing Trust Fund**. The Trust Fund was created via State legislation in 1996.

Two other important State funding sources available to be pooled with other resources or operate independently are available through the **Nebraska Energy Office (NEO)** and the **Federal Home Loan Bank (FHLB)** of Topeka, Kansas.

**NEO** .....

**Low-Income Weatherization Assistance Program** - Federally funded program assists people with low incomes by making energy improvements to their homes. The program is a statewide effort carried out primarily by Nebraska Community Action Agencies. The weatherization program concentrates on those energy improvements which have the greatest impact on making recipients' homes more energy efficient, thereby lowering their energy consumption. Eligible weatherization measures include caulking, weatherstripping, ceiling, wall and floor insulation and furnace repair.

**FHLB** .....

**Affordable Housing Program** - This program makes low-interest loans to finance home ownership for families with incomes at or below 80 percent of the median income for the area. The program can also finance the purchase, construction or rehabilitation of rental housing in which 20 percent of the units are occupied by and affordable to very low-income households. These funds are available through the Federal Home Loan Bank's member institutions in Nebraska, and are loaned on a competitive basis, with semiannual application dates. This program can be combined with other programs (i.e., State CDBG, Low-Income Tax Credit, etc.) to absorb the development subsidy requirements for both renter and owner occupied housing projects.

**FEDERAL FUNDING**

The two primary providers of federal funding to Nebraska for housing development, both new construction and rehabilitation, are HUD and RD (formerly the Rural Economic and Community Development and Farmers Home Administration). Housing programs provided by these groups are typically available for local base nonprofit developers. Funds from these programs are commonly mixed or pooled with other public funding sources, as well as conventional financing.

**HUD** .....

- a) **Section 202 Program** - Provides a capital advance to nonprofit developers for development of elderly rental housing for either independent living or congregate (frail elderly) living. The program provides 100 percent financing, with a capital advance (no repayment loan) and operational subsidy.
- b) **Section 811 Program** - Provides a capital advance to nonprofit developers for development of renter housing **for persons with disabilities**. The program provides 100 percent financing with an operational subsidy.

**and**

**c) Mortgage Insurance** - The HUD 221(d)(3) or 221(d)(4) provides up to 100 percent mortgage insurance for nonprofit developers ((d)(3)) and 90 percent mortgage insurance coverage for profit-motivated developers ((d)(4)). Permanent financing can be provided via the public funds (i.e., CDBG, HOME) and/or conventional financing.

**RD .....**

**a) Section 515 Program** - Provides a direct interest subsidized loan for the development of family and elderly housing, including congregate, and rental housing for persons with a disability. Rent subsidy is also available, as per demand. A 538 mortgage insurance program is in the pilot stages.

**b) Section 502 Program** - Provides either a mortgage guarantee or direct loan for single family home-ownerships for low- and moderate income persons/families, including persons with a disability.

**c) Community Facilities Program** - Provides a direct, interest subsidized loan for a variety of projects specific, community facility improvement programs including new construction or housing rehabilitation for "special populations."

**d) Business and Industries Program** - RD will soon allow its Business and Industries program to assist in financing housing, utilizing a long term mortgage guarantee.

**and**

**e) Preservation Program** - Administered by qualified local and regional organizations/agencies to assist in housing rehabilitation programs in Nebraska Communities. This could include a local based, planned program of home modification **income eligible to low/moderate-income persons and families.**

## **FINANCIAL "POOLING"**

Financial "pooling" of funding sources is defined as the mixing of two or more program resources to obtain a total operating fund capable of meeting a specific housing program budget. Previously described were local, state and federal funding sources, all suitable to meet the safe, affordable and accessible housing needs of low/moderate income persons and families. Each of these funding sources have "rules" of allocation, as it relates to the use of dollars for housing development and recipient qualifications. The mixing of funds results in the mixing of rules, thus more time attributed to administration.

The majority of funding sources discussed are only available to nonprofit organizations, typically local, community based groups having a well-defined mission statement and plan for housing low/moderate income persons. These organizations are typically of a 501(c)(3) tax-exempt status.

The securing and eventual "pooling" of public funding sources is enhanced by the use of private, conventional financing. This informs public providers that a good faith effort is being made by an organization to create a **workable public/private partnership**. This partnership not only creates a greater amount of dollars for a specific housing program but relays a message to the community that the private sector is in support of the program.



# **CHAPTER 5**

## ***LAND USE AND DEVELOPMENT***

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• 100



• 100



## CHAPTER 5 LAND USE AND DEVELOPMENT

### INTRODUCTION

The **Land Use and Development** Chapter of this Comprehensive Plan identifies the land use development patterns which have occurred in Denton since the adoption of the last Comprehensive Plan in 1977 and examines **future land use development opportunities and requirements and the utilization of land in and around the community**. Chapter 2 identified the **goals and policies associated with land use development**, to provide guidance to the Village with its future land use administration and practices. In this Chapter, a discussion of the **environmental and physical characteristics** of the community of Denton precedes a description and analyses of **existing and future land use conditions** in the Village.

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

The **proposed future land use** concentrates on the use of land in Denton and its respective one-mile jurisdiction during the **1996 to 2006 planning period**. Special attention is given to the identification of future public, residential, parks and recreational, commercial and industrial land uses.

### LOCATION

The Village of Denton is located in the southwest corner of Lancaster County. Lincoln, the county seat of Lancaster County and state capital of Nebraska, is located 12 miles to the northeast. Denton is located 5 miles south of Interstate 80 at the termination of Nebraska Highway Spur 55A. The City of Crete is located 12 miles to the southwest of Denton.

## THE NATURAL ENVIRONMENT

### Soils

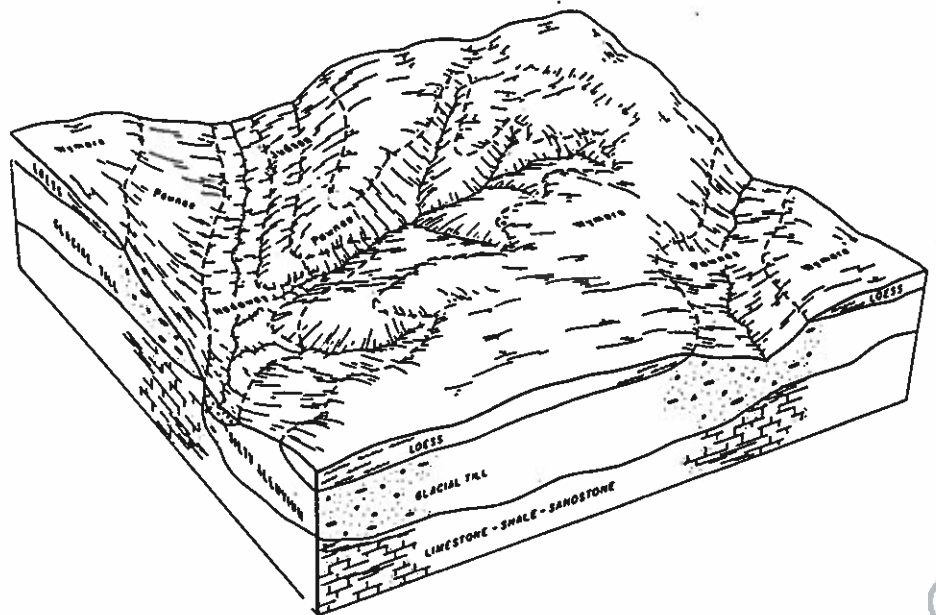
The fertile soils in and around Denton are categorized into three soil groups, or **associations** and have a broad range of characteristics. **Illustration 5.2** graphically displays the soil types super-imposed over an image of Denton. The U.S. Department of Agriculture, Natural Resources Conservation Service conducted the field soils survey and developed the boundaries of the soil types found in the illustration. The characteristics associated with the soil types are depicted in the following narrative.

The U.S. Department of Agriculture defines the terms and rates the capacity of the soils found in the Village of Denton area.

**Illustration 5.2** depicts the typical soil patterns for the Associations in and around Denton. The loess and alluvium loamy soils, on the sideslopes and bottomlands, support cash grain farming for the most part. These crops are Grain, Sorghum, and Wheat; however, soybeans and alfalfa are also grown.

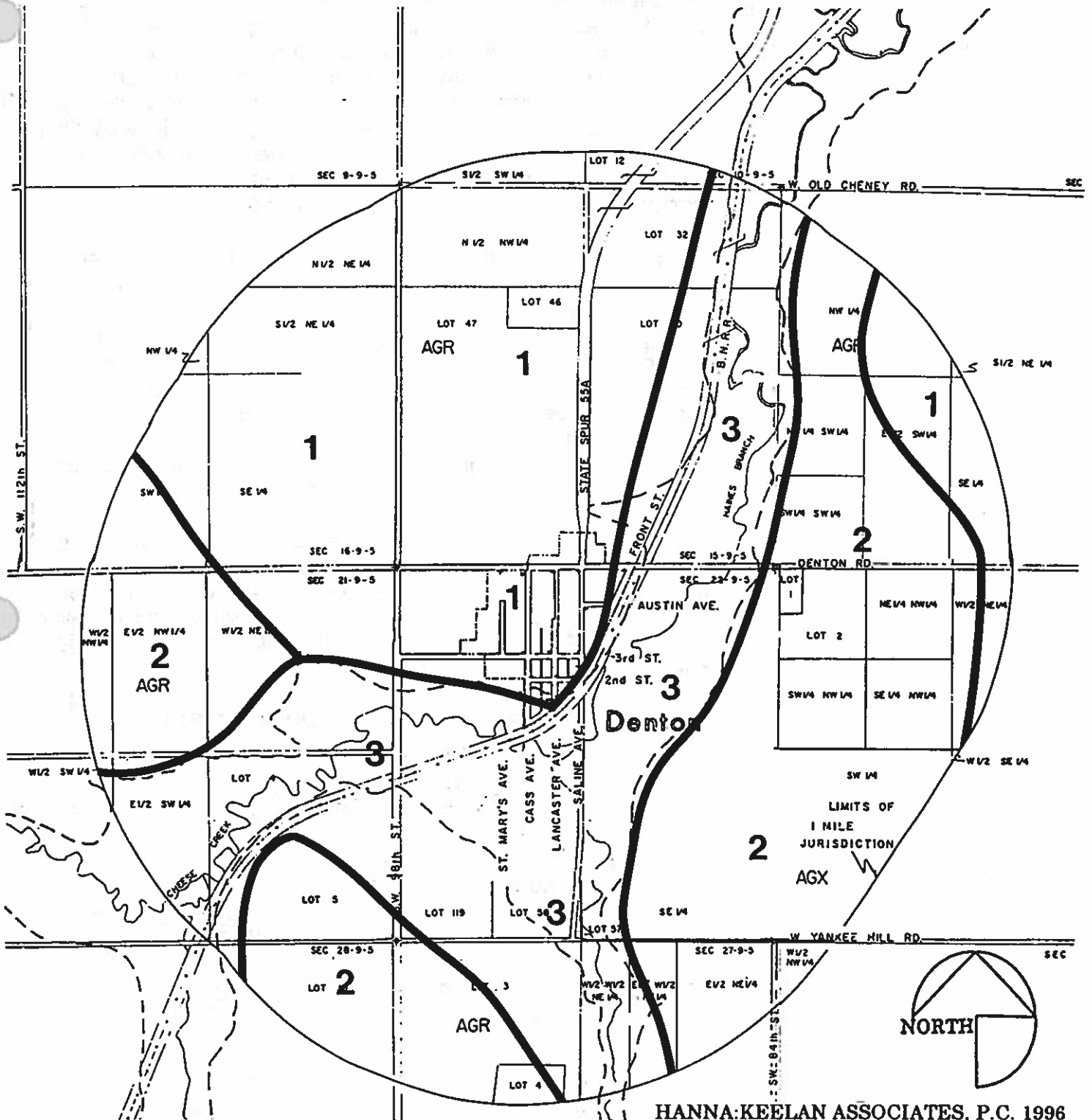
The **Wymore-Pawnee Association**, **Illustration 5.1**, is the major soil type within the Village of Denton and the northwestern and extreme northeast portions of its extra territorial zoning jurisdiction. It consists of loamy soils that formed in glacial till, on the uplands. The Wymore soils are on divides and side slopes while Pawnee soils are on gently sloping or strongly sloping side slopes.<sup>1</sup>

### WYMORE-PAWNEE ASSOCIATION



**ILLUSTRATION 5.1**

# GENERAL SOILS TYPES DENTON, NEBRASKA



HANNA:KEELAN ASSOCIATES, P.C. 1996

- 1 WYMORE-PAWNEE ASSOCIATION
- 2 STEINAUER-PAWNEE-BUCHARD
- 3 KENNEBEC-NODAWAY-ZOOK ASSOCIATION

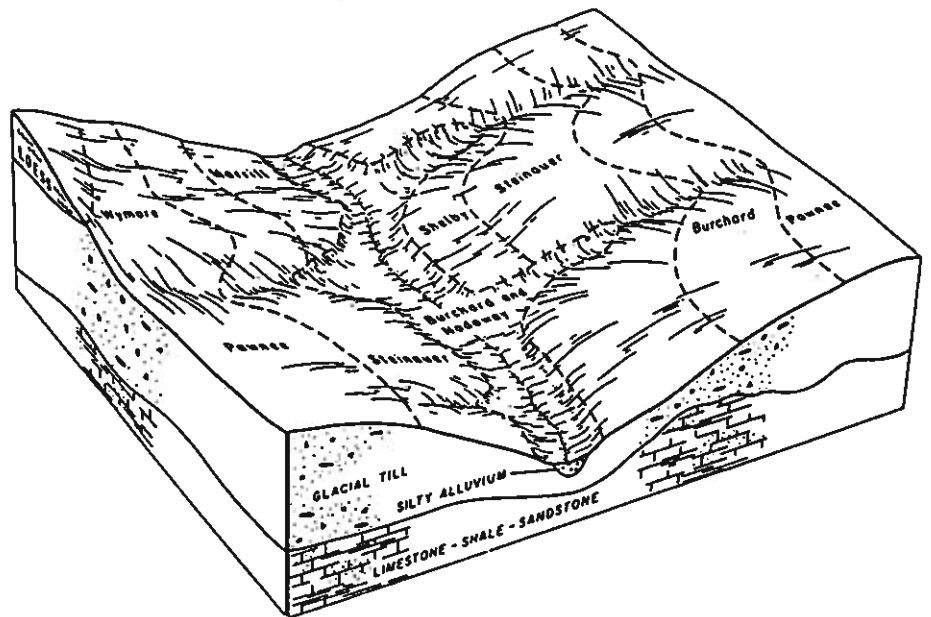
## ILLUSTRATION 5.2

Generally, the crops in this soils association are not irrigated due to inadequate ground water supplies. Septic tank absorption fields and sewage lagoons are severely limited due to slow permeability and slope. Building sites and their accessory road and street network are adversely impacted by this soils associations tendency of high shrink-swell and frost action. Future construction to the north and west of Denton must be aware of these restraints and plan accordingly for increased construction costs.

The **Steinauer-Pawnee-Burchard Association**, see **Illustration 5.3**, is comprised of narrow divides, side slopes, and bottom lands along upland drainage basins. These soils are on strongly sloping to very steep side slopes and are moderately to well drained. These soils are used for diversified farming, but farming is mostly of the cash grain-livestock type.<sup>2</sup> Although this association type only comprises about 3 percent of the soils classifications in Lancaster County, nearly one-third of Denton's planning jurisdiction is made up of this association.

Soils in this association tend to be adversely impacted by water erosion of cultivated regions and overgrazing in range land areas. Sanitary facilities are severely limited in this association due to slow or moderately slow permissibility and slope. A moderate to high shrink-swell and frost action severely limit available building sites.

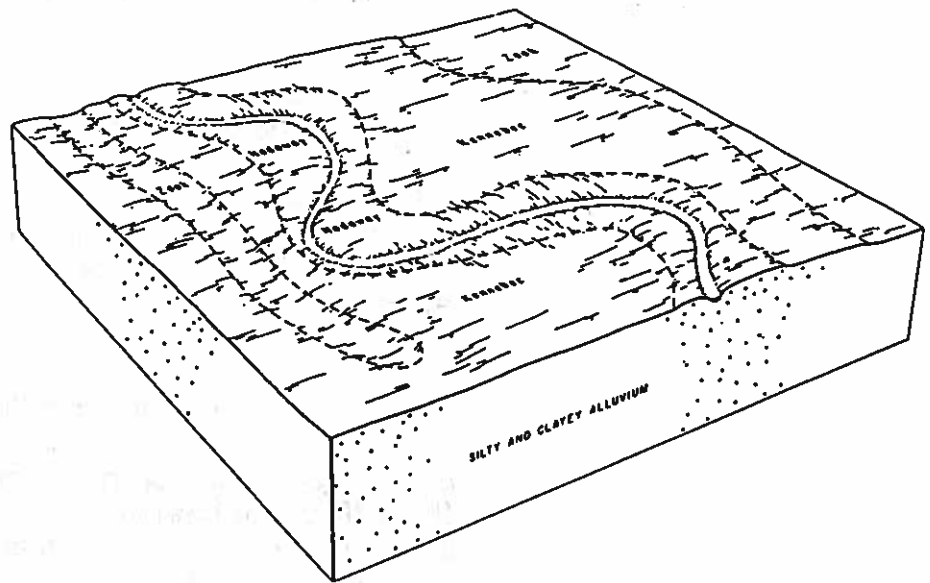
### STEINAUER-PAWNEE-BURCHARD ASSOCIATION



**ILLUSTRATION 5.3**

The **Kennebec-Nodaway-Zook Association**, see **Illustration 5.4**, is directly associated with flood hazard. This association is comprised of the flood prone area of the Haines Branch of the Salt Creek and the Cheese and Spring Creek tributaries, see **Illustration 5.2**. These areas are nearly level and very gently sloping silty soils that are dissected by streams. These soils are used for cash grain farming, but are severely limited to any building types, roads and streets, and sanitary facilities due to the hazards of flooding and frost action.<sup>3</sup>

### KENNEBEC-NODAWAY-ZOOK ASSOCIATION



**ILLUSTRATION 5.4**

## **Watersheds**

The topography and terrain of Denton and its immediate vicinity are varied. The natural landscape has been formed by wind and water erosion creating areas of moderate slopes with other areas being nearly level. The majority of the community is level with undulating hills and depressions. While Denton's terrain is relatively level, surface drainage generally flows from northwest to southeast into the Haines Branch of the Salt Creek.

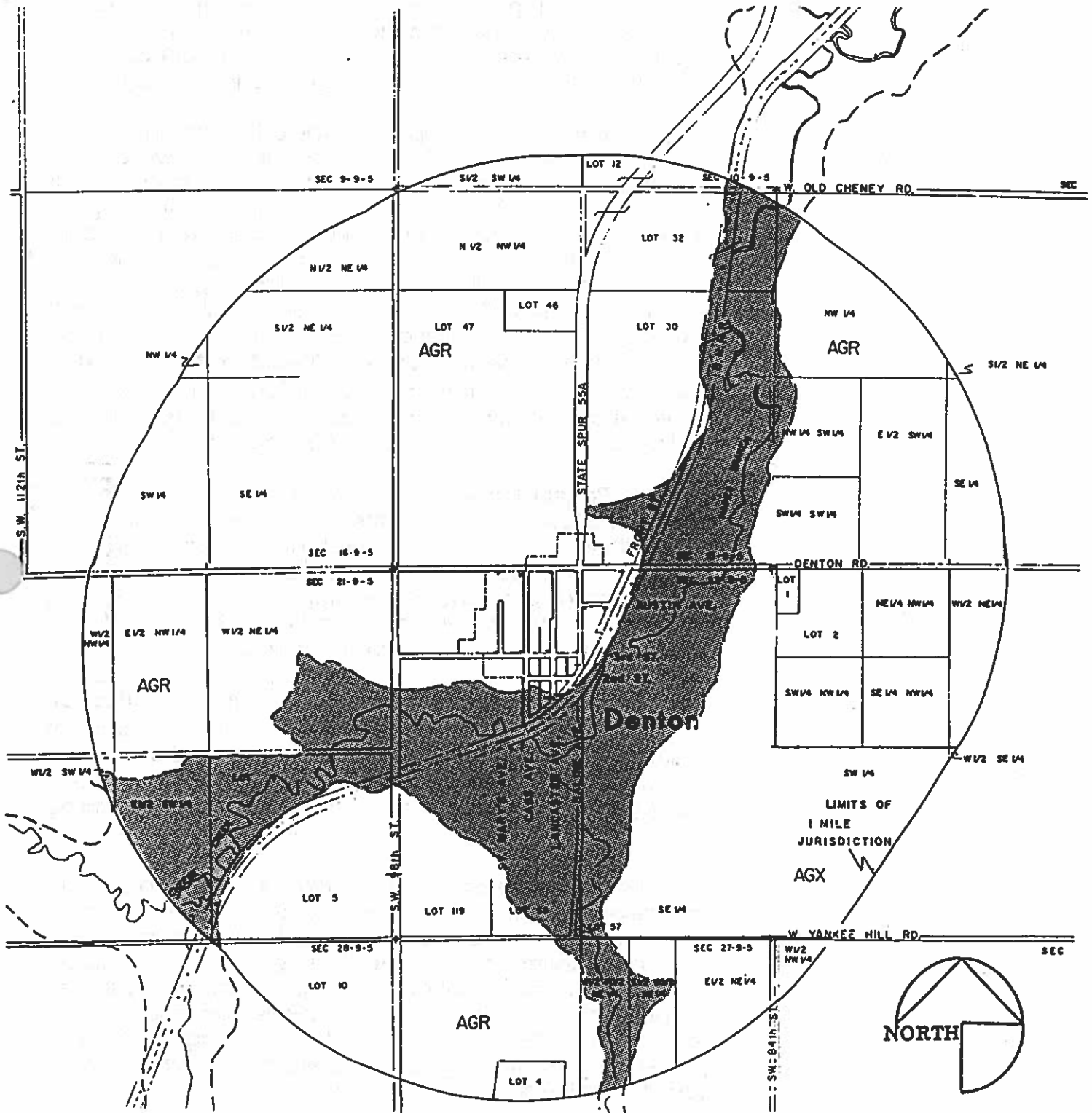
The Village of Denton and its one-mile planning jurisdiction are impacted by the Flood Prone Area of the Haines Branch of the Salt Creek and its tributaries, Cheese and Spring Creeks, see **Illustration 5.5**. Denton's flood prone area map was provided by the Nebraska Natural Resources Commission and is a preliminary 100 year flood Hazard Zone Area.

The U.S. Department of Housing and Urban Development and the Federal Emergency Management Agency establish a Flood Insurance Rate Map (FIRM). This map becomes the official document that establishes a community's 100 year flood hazard zone. Until the official map is certified, the Village of Denton will continue to rely upon the Flood Prone Area map.

As the community continues to grow, future development within the floodway and flood plain should be strictly forbidden. The citizen's protection against natural hazards is the responsibility of the local government and its officials. The effects of high water or flooding can be lessened by planned open space within the designated flood plain, maintenance of the floodway and the application of design standards to reduce run-off.



# FLOOD PRONE AREA MAP DENTON, NEBRASKA



HANNA:KEELAN ASSOCIATES, P.C. 1996

 FLOOD PRONE AREA

## ILLUSTRATION 5.5

Denton Comprehensive Plan - 2006

Chapter 5

## Groundwater

The Village of Denton has an adequate supply of good quality water. The Village has two wells that supply all water to the Village. The underground aquifer is recharged by surface water that penetrates and seeps into the sand and gravel layer from the porous soils on the surface. Thus, the surface water and ground water are inseparable.

The underground water supply is vital to the region. It is the source of water for municipal and irrigation wells. Any endangerment to the supply threatens the public's health as well as the vital farming economics of the region. Therefore, the natural resource must be protected to secure the prosperity of Denton. The Nebraska Department of Environmental Quality (NDEQ) regulates ground water quality and quantity. To assist local municipalities with protecting their municipal drinking water supply, the NDEQ has developed the **Nebraska Wellhead Protection (WHP) Program**. The voluntary "program intends to prevent the contamination of ground water used by public water supply wells."<sup>4</sup> Denton is a participant of this program.

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

The primary purpose of **Nebraska's Wellhead Protection Program** is to prevent the location of new contaminant sources in wellhead protection areas through planning, minimize the hazard of existing sources through management, and to provide early warning of existing contamination through ground water monitoring.<sup>6</sup>

The **Wellhead Protection Area (WHPA)** is a region with restrictive regulations on land use to prevent potential contaminants sources from locating in the sensitive area. The boundaries are delineated by a time-of-travel cylindrical displacement calculation. The boundary is then mapped by the NDEQ so communities can apply zoning regulations to the floating district. The Village of Denton presently does not regulate the wellhead district with a specific wellhead protection zone.

**It is the Consultant's recommendation that in conformance with the program, the Village of Denton develop and implement a business education and compliance program to prevent contamination of Denton's water well.**

## **Climate**

The climate of the region is continental and characterized by widely ranging seasonal temperatures and rapidly changing weather patterns. Temperatures range from an average daily minimum of 27° F in Winter to an average daily maximum of 76° F in Summer. Denton's annual precipitation consists of 22 inches of rain and 28 inches of snowfall. These climatic characteristics combined with fertile soils create an environment for a productive agricultural industry.

## **THE BUILT ENVIRONMENT**

The built environment of Denton is characterized by its districts, paths, edges, nodes and landmarks. The combination of these items create a "sense of place and image" for the citizens and patrons of Denton. The natural terrain enhances the built environment by providing an aesthetic base for urban development.

The districts and neighborhoods are defined by their edges or boundaries. The major transportation corridors and the physical barriers of the terrain generally create the edge of each district with the paths, thus, giving the neighborhoods distinct boundaries.

Just as land use is important adjacent to transportation corridors, it is also important within the neighborhood districts. Transportation systems in each neighborhood should meet the residents' daily needs. Some neighborhoods lack the needed amenities, have conflicting land uses and need to be redeveloped to improve the quality of life and the livability for the patrons and residents of Denton.

## **LAND USE ANALYSES**

### **EXISTING LAND USE PROFILE**

**Existing Land Use in and around Denton** is identified in **Table 5.1** and **Illustration 5.6**. In addition, **Table 5.2** compares the Village of Denton land use system to similar Nebraska communities and the 1992 small city average.

**Table 5.1** identifies the existing land use in Denton, per land use type. **The total estimated area within the Village of Denton is approximately 78 acres.**

**TABLE 5.1  
EXISTING LAND USE  
DENTON, NEBRASKA  
1996**

<u>Land Use</u>	<u>Acreage</u>	<u>Percent Developed</u>	<u>Percent Total Area</u>
Parks/Recreation	2.78	4.36%	3.57%
Public/Quasi-Public	6.45	10.11%	8.28%
Residential	32.39	50.76%	41.59%
●Single Family	29.70	46.54%	38.14%
●Multifamily	0.63	0.99%	0.81%
●Mobile Home	2.06	3.23%	2.65%
Commercial	2.80	4.39%	3.60%
Industrial	.26	0.40%	0.33%
<u>Streets, Alleys &amp; River</u>	<u>19.13</u>	<u>29.98%</u>	<u>24.56%</u>
<b>Total Developed</b>	<b>63.81</b>	<b>100.0%</b>	<b>81.93%</b>
<u>Vacant/Agricultural</u>	<u>14.07</u>		<u>18.07%</u>
<b>TOTAL LAND AREA</b>	<b>77.88</b>		<b>100.0%</b>

Source: Hanna:Keelan Associates, P.C., 1996

The following provides a profile of existing land use in Denton:

**Vacant/  
Agricultural**

*Vacant and/or Agricultural* land in Denton amounts to 14 acres. This area is equal to 18 percent of the total area within the corporate limits. Although the majority of this vacant land is held by private ownership, the most cost effective manner of development is to infill lots that are in close proximity to underground utilities.

**Public/  
Quasi-Public**

*Public/Quasi-Public* land acreage in Denton totals an estimated 6.5 acres, or 10 percent of the total developed acreage within the corporate limits. Municipal buildings, religious facilities and cemeteries are included in this land use type. **Table 5.2** combines Parks and Recreation with this category and compares it to existing residential, commercial and industrial land uses. The "public" category amounts to 20.3 percent of the total developed land. This compares to the small city average of 31 percent.

## Residential

**Residential** land usage amounts to a combined total of 32.39 acres, which represents 50.76 percent of the total developed land area. When compared with the three other land use types in **Table 5.2**, residential land accounts for an estimated 72.5 percent of the developed land in the community. This percentage is approximately 39 percent more than the small city average of 52 percent.

**Single Family** land usage in Denton is equivalent to 29.7 acres, or 46.54 percent of the total developed land area.

**Multifamily** lands were identified as occupying .63 acres of land area in Denton. Comparisons to the other land uses revealed that 1 percent of the total developed land area contained apartments of 3 or more units.

**Mobile Homes** comprise an estimated 2.06 acres of platted land within the Denton corporate limits. The majority of these mobile homes are on lots approximately 0.2 acres in size.

## Commercial

**Commercial Land Use** in Denton totals 2.8 acres, which is 4.39 percent of the total developed land area. The southern commercial area comprises 50 percent of the commercial land in Denton. **Table 5.2** indicates that 6.6 percent of developed land area is commercial. Denton's percentage of commercial land usage is noticeably larger than the majority of the other communities in **Table 5.2**. The commercial economy is based highly on entertainment oriented businesses rather than the usual retail based businesses.

## Industrial

**Industrial Land Use** totals an estimated 0.26 acres. These industrial lands are located between Front Street and the railroad right-of-way in northeast Denton. When compared with the three other land use types in **Table 5.2**, industrial lands accounted for only 0.6 percent of the developed land in Denton.

**Table 5.2** provides a comparable analysis of percent of developed land in Denton by use with other rural communities in Nebraska. In comparison, residential, public and commercial land uses are similar but there is a major difference in industrial uses.

**TABLE 5.2  
DEVELOPED LAND USE RATIOS  
DENTON, NEBRASKA  
1996**

<u>City and Population</u>	<u>Residential</u>	<u>Commercial</u>	<u>Industrial</u>	<u>Public<sup>1</sup></u>
<b>Denton, NE (197)</b>	<b>72.5%</b>	<b>6.6%</b>	<b>0.6%</b>	<b>20.3%</b>
Decatur, NE (714)	69.6%	3.1%	6.7%	20.6%
Cairo, NE (751)	71.7%	3.2%	13.0%	12.1%
Elwood, NE (728)	64.2%	4.5%	14.1%	17.2%
Walthill, NE (747)	66.7%	5.2%	17.8%	10.3%
Osceola, NE (879)	46.6%	5.7%	11.0%	36.7%
Eagle, NE (1,100)	74.1%	2.8%	8.5%	14.6%
Small City Average <sup>2</sup>	52.0%	10.0%	7.0%	31.0%

<sup>1</sup>Includes Public, Quasi-Public, and Parks/Recreation

<sup>2</sup>American Planning Association, PAS Memo, August 1992

Source: Hanna:Keelan Associates, P.C., 1996

The developed land use ratios of Nebraska communities in comparison to the small city average indicates Nebraska small towns have fewer commercial and public developed land. Typically, these communities have a majority of their developed land occupied by residential property. The average of Nebraska communities listed above is 14 percentage points higher than the national small city average.

## **SUMMARY STATEMENT**

The Village of Denton has developed in a manner acceptable to the majority of local residents. The primary new land use developments in recent years have included residential development. The Village continues to maintain a professional attitude towards the proper utilization and new development of land. The local leadership is cognizant of proper land use practices.

Planning and land use development in Denton is somewhat of a difficult task due to several factors. These factors include the physical man-made barriers, such as railroad and highways, and the natural hazards of the flood plain of Cheese Creek, Spring Creek and the Haines Branch of the Salt Creek.

Impediments to land use development can only be addressed by a commitment of the community to (1) reinvest in existing land uses and prepare redevelopment plans to produce more efficient land uses and (2) expand community efforts to mitigate nature hazards by providing growth in non-sensitive areas.

This analysis of the existing land use situations in Denton revealed a deficiency of multifamily land area and, to a lesser degree, single family for new construction. These deficiencies should be corrected in the development of a new future land use plan for the Village and its respective planning jurisdiction.

## **FUTURE LAND USE PROFILE**

The Village of Denton, has proposed at least a **2.2 percent annual growth goal in population** during the planning period 1996 to 2006. This goal will produce a total estimated **increase of 43 persons**. If met, this growth will require the creation of jobs, housing and the availability of developable land area. This growth will require special consideration be given to the identification of potential residential, commercial and planned open space land use acres.

Future annexation should take place in the agricultural land use districts identified in the Generalized Future Land Use Map, **Illustration 5.7**. These tracts could be annexed at a point-in-time when in conformance with and meeting the criteria of Nebraska's State Statutes that address annexation.

A certain amount of **vacant land** will also be needed in each district to provide an overall functional community land use system. To develop the Denton in the most efficient and orderly manner possible, the focus should be placed on the development of suitable (developable) vacant land within the corporate limits. **There presently exists an estimated 14 acres of vacant land within the corporate limits.**

The strategic development of infill lots and other vacant land areas within the corporate limits would allow for managed growth and the utilization of the existing infrastructure, including streets, electrical, gas, water and sewer systems.

**Illustration 5.7** identifies the proposed future land uses within the Village's existing corporate limits and its extra territorial planning jurisdiction. The following narrative describes the future land use needs of these areas.

## **Residential**

Future residential development in and around the Village of Denton should be of a high priority to the community during the planning period. An estimated **28 to 33 acres** will be needed for housing development, if the Village makes a conscious effort to provide additional affordable housing options to all income sectors.

The **Future Land Use Map and Subarea** section of this chapter identifies the newly designated residential areas in and around Denton as low and high density. These designations will allow developers the option of providing a variety of housing for families, singles, older adults and special populations. The following narrative provides a description of the future residential land use compositions for the community.

- **Single family** development is encouraged to first occur first within the corporate limits by infilling vacant lots or large vacant areas. Efficient use of the community's existing streets, sidewalks and underground utilities can save development costs. Options for residential development have also been provided by the future land use map, **Illustration 5.7**, outside of the current corporate limits north and west of the Village.



- **Multifamily** development should be actively pursued during the planning period. The development of additional units in higher densities will allow for more affordable housing and greater efficiency of resources. The future land use illustration identifies areas for development or redevelopment of multifamily housing.

**Parks and Recreation**

**Future parks and recreational land** will be a minor factor in Denton's development during the 10 year planning period. Parks and recreational land areas should consist of both the present inventory and planned expansion for the future. Additional planned open space or parks will be needed as the community continues to expand its population and geographic size.

Future park and recreational development in Denton should focus on the continued development of the community park. The addition of new playground equipment for a variety of youth age groups, pathways landscaping and bench seating for all citizens could greatly enhance the facility. An adult softball diamond or complex at some point in the future may be an option for the citizens that Denton may want to consider. The Consultant recommends that Denton pursue every available option to connect the community to the Lincoln and Lancaster County trails network. **Illustration 5.7** indicates a future trail at Denton road proceeding north northeast along the Burlington Northern Railroad right-of-way.

**Public/  
Quasi-Public**

**Future public/quasi-public land uses** in Denton will primarily be comprised of existing public/quasi-public uses. The existing facilities will occupy their present land area with possible expansion of the existing Village community center.

**Commercial**

**Future commercial land areas** in Denton will consist of the existing commercial areas in the southern commercial area. Any additional commercial businesses are recommended to locate within the area. Denton's growth and development will depend on development of this area in the future.



## **Industrial**

There is little need for the identification of additional, future industrial land in Denton. This is due to Denton being a bedroom community to Lincoln. Lincoln provides adequate industrial land for the area. Lincoln's overpowering industrial stature attracts employees from Denton and the neighboring villages.

## **ENVIRONMENTAL ASSESSMENT**

This **land use plan** should serve as a **guide** to the development of the Village and its surrounding area. The Plan is not intended to dictate changes to the community, but rather evaluate existing conditions and recognize ongoing changes. In addition, the Plan is designed to allow change to occur in an orderly manner which will ensure the best interests of Denton be achieved.

Before the implementation of this land use plan, two steps should be undertaken. **First**, the possible effects of the Plan should be explored. Identification of the possible results of any action, program or policy and the determination of the intensity of the results will be the most significant factors ensuring successful Plan implementation, with a minimum of negative effects. **Second**, the positive impacts of a Plan must be weighed against the negative impacts resulting from implementation activities. Alternative strategies should be considered to select the implementation activities that achieve the most benefits with the least problems.

## **POTENTIAL ADVERSE IMPACTS**

The Denton land use plan anticipates a continued growth and expansion community-wide, in response to the needs of a potential expanding local population; up to 43 people by 2006. If the community continues to grow as hoped, nearly all of the land use activities envisioned will have the potential for some type of adverse impact to the natural environment.

**Continued growth** will require an additional commitment of construction materials, financial resources, fossil fuels and land resources which represent deductions from the total reservoir of resources. Additionally, continued economic and physical growth will mean increased depletion of groundwater resources. Aside from the impacts possible from commitment of resources toward the realization of community growth, there will also be a continuing requirement for resources necessary for operation and maintenance of existing homes, industries, businesses and utility systems.

**Commitment of land resources**, in many cases, will mean the conversion of agricultural land from the production of food and fiber to developed uses which also represent an adverse impact, but one which is basically unavoidable if the community continues to prosper and grow. Among the by-products of continued community growth, which will contribute to environmental degradation, are increased storm water runoff, additional amounts of air, water and noise pollution and increased vehicular traffic on area streets.

**No potential adverse effects to the natural environment are expected during the planning period.** None are expected to become especially significant, due to the implementation of the future land use plan.

## **BENEFICIAL IMPACTS**

The **implementation** of the Denton land use plan includes a potential for diverse and far reaching beneficial impacts to both the man-made and natural environments during the planning period. One of the primary functions of the Plan will be to minimize negative impacts. The overall effect of Plan implementation will be to either benefit the environment or lower the incidence and severity of adverse effects. Sound, local development **standards** and **zoning regulations** will provide a significant beneficial influence towards partial mitigation of the potential for environmental damages due to continued land use development.

**The most significant positive or beneficial environmental effects should be as follows:**

- **Recognition of local environmental characteristics;**
- **The encouragement of growth in areas contiguous to existing development and the maximum use of existing utilities and streets;**
- **The implementation of a coordinated and comprehensive housing initiative and development program** will ensure the preservation of existing housing resources, combined with the provision of new housing;
- **The appropriate locating and provision of housing, commercial, recreational and employment opportunities** will act to positively reinforce the social structure of existing and future populations of Denton;
- **The provision of sufficient and efficient utility services** will minimize the possible pollution associated with growth; and
- **The proper mixing and separation of land uses** and appropriate classification of the street system will minimize adverse effects of noise, odor, and air pollution.

**The presence of land use or zoning regulations should continue to ensure an efficient and appropriate development pattern through;** density control to prevent overcrowding, prevention of mixing of incompatible land uses and prevention of further improper development in sensitive or hazardous natural areas, such as floodplain areas and streams.

## **ALTERNATIVES**

Within the full scope of possible community actions, there are basically **three alternatives**. The **first** is to continue a planned approach to future community expansion. A **second** alternative would be a more rigidly controlled and intensely monitored regulation which would essentially restrict a high percentage of anticipated future growth. The **third** possible choice is a less intense regulation, which in terms of municipal planning, represents the "do nothing" alternative.

The last alternative has most often been typical of many communities, large and small, and has often resulted in the maximum adverse impact to both the man-made and natural environments. The alternative of a more rigid control would avoid many of these potentially adverse impacts, but would be so restrictive as to hamper economic expansion, and thus, the ultimate growth and development of the entire community.

The **most beneficial alternative** is to guide future community growth and expansion through a land use plan, in combination with realistic land use control regulations. The land use plan prepared for Denton, coupled with the revisions to the existing zoning ordinance and subdivision regulations, will provide a means by which the community may achieve proper development practices.

## **ACTIONS TO MITIGATE ADVERSE ENVIRONMENTAL EFFECTS**

**Adverse impacts** resulting from continued growth and expansion of Denton can be substantially mitigated through adoption and application of the land use regulations and design standards. These measures will provide a positive influence for conservation and proper use of land, materials and energy. As such, these measures will help to mitigate the adverse impacts of development upon the allocation of resources.

The land use plan recognizes the character of the natural environment and charts a course for future growth, which will allow maximum efficient use of available resources without serious permanent alteration or depletion.

The future development of the Village of Denton, as outlined in this land use plan, is expected to provide a beneficial impact on the man-made environment with few, if any, adverse impacts upon man-made and natural environments.

## **LAND USE PLAN IMPLEMENTA- TION**

The Implementation process for the Denton land use plan involves three distinct stages. The **first** is the design, both graphic and narrative, of future land uses. This documentation is included in the Comprehensive Plan Update. **Secondly**, the local government body (Village Board of Trustees and Planning Commission) must officially adopt and begin procedures to monitor the various land uses within their jurisdiction. This includes the constant study of community land uses by members of the Planning Commission, as new development occurs. Advice and recommendations are given to public officials (Village Board of Trustees and staff) by the Commission to assist them in land use decisions. The third stage consist of the design and implementation of land use regulations to ensure, according to ordinance law, the proper implementation of land use plans. The primary regulation to be utilized by the Village of Denton will be the zoning ordinance.

### **Zoning Ordinance**

The right to implement a zoning ordinance is a power granted to local municipalities through the State's general police power. Police power is based on the promotion of the health, safety and general welfare of the people and their environs to secure their safety from fire, flood and other damage.

**Zoning plays a very important role in the Comprehensive Planning Process.** If properly implemented, a zoning ordinance will achieve several objectives, including: (1) directing the growth of the community in accordance with a comprehensive plan; (2) encouraging the most appropriate use of community land; (3) preserving and protecting values; and (4) providing adequate light and air and preventing overcrowding of land.

The Village of Denton zoning ordinance will consist of two general parts. The first, a narrative of land use regulations consisting of, but not limited to, the height and size of buildings and other structures, the percentage of a lot that may be occupied, the size of yards, courts and other open spaces and the location and use of buildings, structures and land for commercial, industrial, residential or other purposes.

Accompanying this narrative will be an official zoning map depicting the proposed zoning districts, or areas of particular use, both within the corporate limits of Denton and its one mile extraterritorial limits. The purpose of the map is to graphically identify and provide assistance in understanding and enforcing proper land use activities.

***Nebraska Community  
Development Law***

Another valuable tool for the implementation of its land use plan is the **Blight/Substandard Determination -- Redevelopment Plan process through the Nebraska Community Development Law**. In general, the determination and the official declaration of blight and substandardness, as per the guidelines of the law, allows developers to redevelop an area using the financing of the local government.

Blight/substandard determination consists of declaring one or more of the community features identified in the Nebraska Community Development Law as substantially deficient, or blighted/substandard. In both of the existing areas, a quantitative research process is performed by qualified professionals to justify blight/substandardness. A redevelopment plan is then prepared for the subject area, whereby, developers are then invited to conduct redevelopment projects utilizing tax increment financing.



Denton's municipal status ("village") qualifies the community to declare 100 percent of its corporate limits as blighted/substandard. However, Denton should look for regions within its corporate limits that are in need of rehabilitation. Typically, communities capture the increased annual assessments over a 15 year period to improve public infrastructure such as underground utilities, streets and sidewalks. Communities also can offer a percentage of the increased assessment back to a developer for a maximum of 15 years to decrease the cost of construction. Communities across Nebraska have successfully used this tool to attract new business and industry. Tax increment financing, combined with other financial programs and public/private partnerships could greatly aid Denton in meeting its 10 year planning period projections.

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1. United States Department of Agriculture, Soil Conservation Service,  
In cooperation with University of Nebraska Conservation Survey  
Division, MAY 1980, p. 10.

2. Ibid, pp. 9-10

3. Ibid, pp.7-8

4. Nebraska Wellhead Protection Program: Submittal To EPA, Ground  
Water Section, Water Quality Division, Department of  
Environmental Control, State of Nebraska.

5. Ibid, pp.1- 4.

6. Ibid, p. 4.

# **CHAPTER 6**

## ***PUBLIC FACILITIES AND INFRASTRUCTURE***

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## CHAPTER 6 PUBLIC FACILITIES AND INFRASTRUCTURE

### **INTRODUCTION**

Chapter 6 of this Comprehensive Plan discusses the existing conditions and planned future improvements to Denton's public facilities and infrastructure. These services are categorized as public facilities, public utilities and transportation. Public facilities are provided to ensure the safety and well-being of the residents of Denton. Public facilities provide citizens with social, cultural, educational, health care, law enforcement, fire protection and recreational facilities to meet the needs of the area. Public infrastructure provides water, sanitary sewer, storm sewer and solid waste disposal for residents of Denton. Transportation allows for the movement of people, goods and services via routes of vehicular and non-vehicular traffic patterns.

The location of present and future public facilities in Denton is identified in **Illustration 6.1** of this Comprehensive plan.

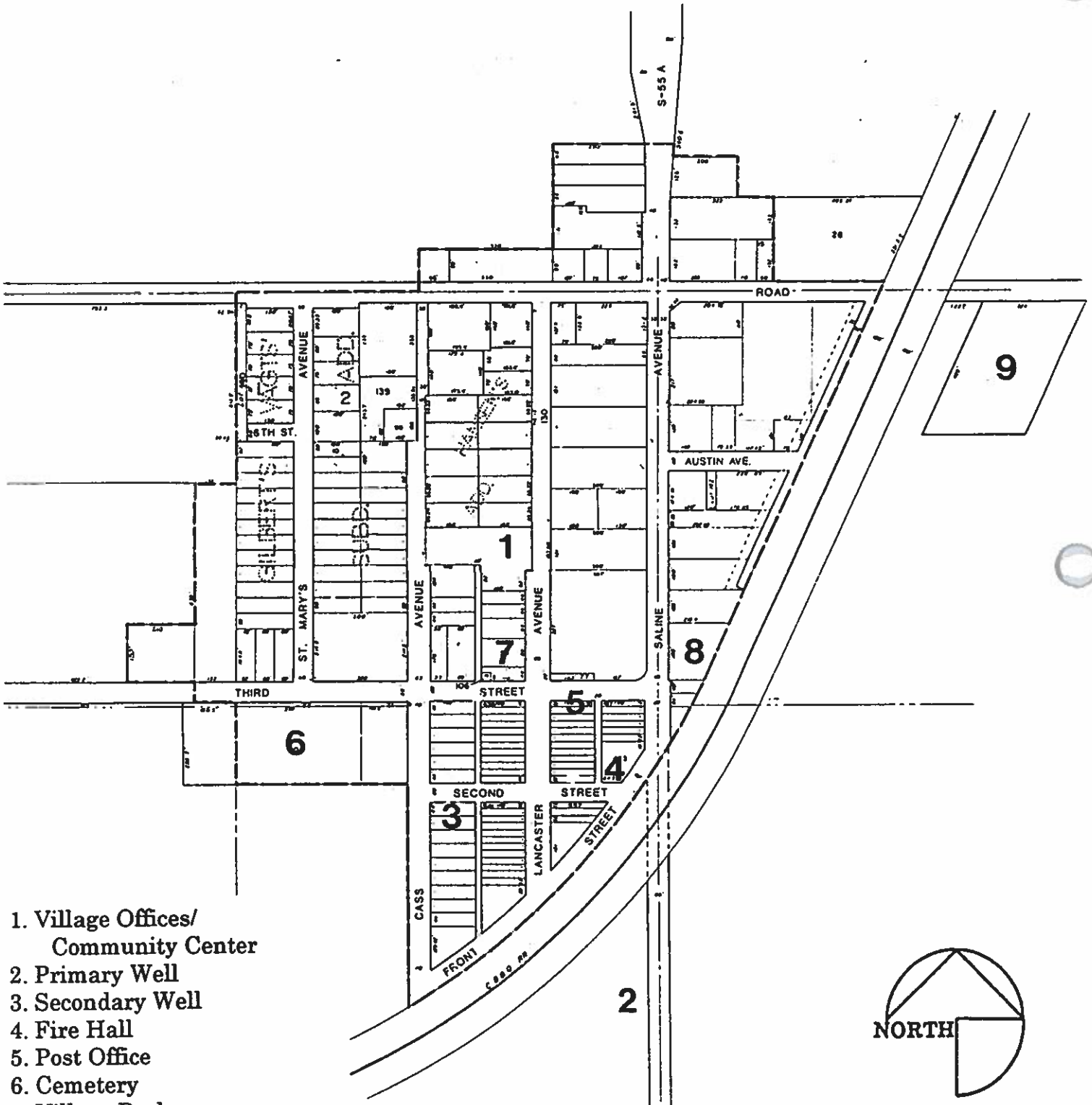
### **PUBLIC FACILITIES**

#### **Parks and Recreation**

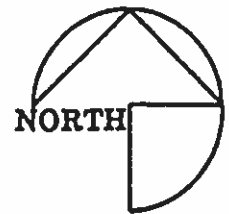
An integral part of the quality of life in a Village is the park system and recreation opportunities provided to its residents and visitors. Recreational opportunities and the availability of open space plays an important role in enhancing a community's "quality of life." The community's role in adequately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

The Denton park system is comprised of one community park. This park offers a wide variety of passive and active recreational activities. The location of the existing recreational facilities are identified in **Illustration 6.1**.

# PUBLIC FACILITIES MAP DENTON, NEBRASKA



1. Village Offices/  
Community Center
2. Primary Well
3. Secondary Well
4. Fire Hall
5. Post Office
6. Cemetery
7. Village Park
8. County Maintenance Sheds
9. Sewage Lagoon



HANNA:KEELAN ASSOCIATES, P.C. 1996

## ILLUSTRATION 6.1

Denton Comprehensive Plan - 2006  
Chapter 6

According to the **Denton Community Survey**, conducted by Hanna:Keelan Associates in October, 1995, **recreational programs and parks in the area were ranked "good."**

**Denton Park**, located at Third Street and Lancaster Avenue, provides all recreational facilities for the Village. The park provides play ground equipment, picnic areas, public restrooms, ball field, tennis court, basketball courts, sand volleyball and a horseshoe pit.

## **Community Center**

The Community Center has become an integral part of the Village since its construction and serves many different roles for the community, including;

Village Clerk/Treasurer Office, Village Board Room, Planning Commission meetings, Cub Scouts, Sheriff office, Bi-Monthly Denton Community Activities, Monthly Health Nurse visits, monthly Senior Dinner & fun, Summer Lincoln-Lancaster Libraries Reading Program, and other events when scheduled

The Community Center was rated as "good" in the Denton Community Survey. There are future plans for expansion of storage at the Community Center.

## **Library**

The Village of Denton does not have an official public library. A book exchange program is conducted through the community center, but is limited by a small number of resources. The nearest public libraries are located in the cities of Crete and Lincoln.

## **EDUCATION**

Education is becoming increasingly important as the need for a broader-based education with emphasis on technical and human relation skills increases in today's society. Standards developed by educators and planners can provide guidance in the creation of educational opportunities for the community.

Due to consolidation, school age children living in Denton attend school in Crete, Nebraska.

Public Education in Denton was ranked between "Fair and good" in the Denton Community Survey.

**MEDICAL/  
ELDERLY SERVICES**

The Village of Denton presently does not have a medical facility or senior center. However, medical service is provided by monthly visits to the community center by a licensed nurse for children and the elderly. Lancaster County Rural Transit provides transportation between Denton and Lincoln on Mondays for the rate of \$3.00 round trip. This service provides access to medical and other goods and services to those who are unable to drive to Lincoln.

The only scheduled event for seniors in the Village is a monthly gathering at the community center where dinner is served and games are played. The entree for each dinner is supplied by the Village with the remainder of the dinner supplied by those who attend.

**GOVERNMENT/  
PUBLIC SAFETY**

**Police Protection**

Police protection for the Village of Denton is provided by the Lancaster Sheriff Department. There is a satellite office located in the Community Center.

Police protection was rated as "fair" on the Denton Community Survey.

**Fire Protection**

Fire protection for the Village of Denton is under the jurisdiction of the Southwest Rural Fire District. There is a branch of the Southwest Rural Fire District in Denton. There are a total of 1 - Fire Chief and 3 - Assistant Fire Chiefs in the District. The Southwest Rural Fire District has 46 volunteers that serve a 88 square mile service area with an average response time of 8 minutes.

The Denton Community Survey rated Fire/Rescue Protection as "good".



## **Civil Defense**

The present Civil Defense services in Denton are provided through the Lancaster County Civil Defense. Rural route delivery is provided by one route based in Denton.

The planning and preparation for natural disaster and man-made emergencies consist of:

- 1) Mitigation
- 2) Preparation
- 3) Response
- 4) Recovery

Examples of natural and man-made disasters include floods, tornadoes, winter storms, chemical spills, explosions, plane crashes, etc. Other services include weather alert of severe weather, tornado awareness week education, winter time road services, etc.

## **Village Offices**

The **Denton Village Office** is located in the Community Center. A Clerk/Treasurer is the only full-time employee of the Village.

## **Post Office**

The **U.S. Post Office** of Denton is located at 9145 W. 3rd in a metal building constructed in the 1970's. The Post Office has 74 postal boxes. There is delivery to one rural route. Any house can have rural route delivery.

The Post Office in Denton has 4 employees, two regular time and two that substitute when needed. The building is handicap accessible.

Future consideration for the Post Office is to increase the service hours for patrons to pick up their mail.

## **INFRASTRUCTURE**

It is the responsibility of any community to provide a sound public infrastructure for its citizens, as well as to provide for anticipated growth. Therefore, it is important that the expansion of these systems be coordinated with the growth of the Village. The following identifies the existing infrastructure, planned expansions and additional controls or regulations needed for the public utilities.

### **PUBLIC UTILITIES**

#### **Water System**

The Village of Denton's water supply consists of a two well water system. This system should provide adequate water supply through the planning period. The municipal water system has a 300 gallon per minute pumping capacity on the main well and 200 gallon per minute pumping capacity on the secondary well. Although there is no water treatment plant, chemical treatment is necessary. Storage of water is being accommodated with a storage tank. The Village is planning a new, elevated storage facility.

The community is serviced by 6" mains. These mains are in good condition and could be expanded, if needed.

#### **Sanitary Sewer System**

The Village of Denton has a waste water treatment plant. The treatment plant was recently enlarged, which gives the system sufficient size to accommodate future growth during the planning period.

#### **Solid Waste Disposal**

The Village of Denton has privately owned solid waste removal services, therefore does not have to maintain its own fleet. Solid waste is taken to the Lancaster County landfill.

#### **Electricity and Natural Gas**

Electrical power is provided to the Village of Denton by the Norris Public Power District which continuously monitors the system and maintains, upgrades and expands as necessary to provide service to the community. There is no supplier of natural gas for the Village.

## **TRANSPORTATION**

A fundamental responsibility of any community is to provide a transportation system for the movement of people, goods and services, to, from and within the community.

### **Roads**

The existing roads and streets in the Village of Denton are designated according to functional classifications defined by the Nebraska Department of Roads. The functional classifications are renewed annually and a copy is on file with the Village.

Functional classifications for Denton are identified in **Illustration 6.2**.

The Village of Denton has no need for future dedication of collectors/other arterials, during the planning period.

There are three primary factors creating the need for capital investment in the street system.

1. Maintenance of streets due to age or other causes.
2. Upgrades caused by increased traffic volume.
3. Extension of the street system due to new development.

The Village of Denton has an ongoing program to monitor the street system and identify needs. The primary activities associated with the Village's One and Six Year Road Plan is for normal maintenance and the improvement of Front Street from Austin Avenue north.

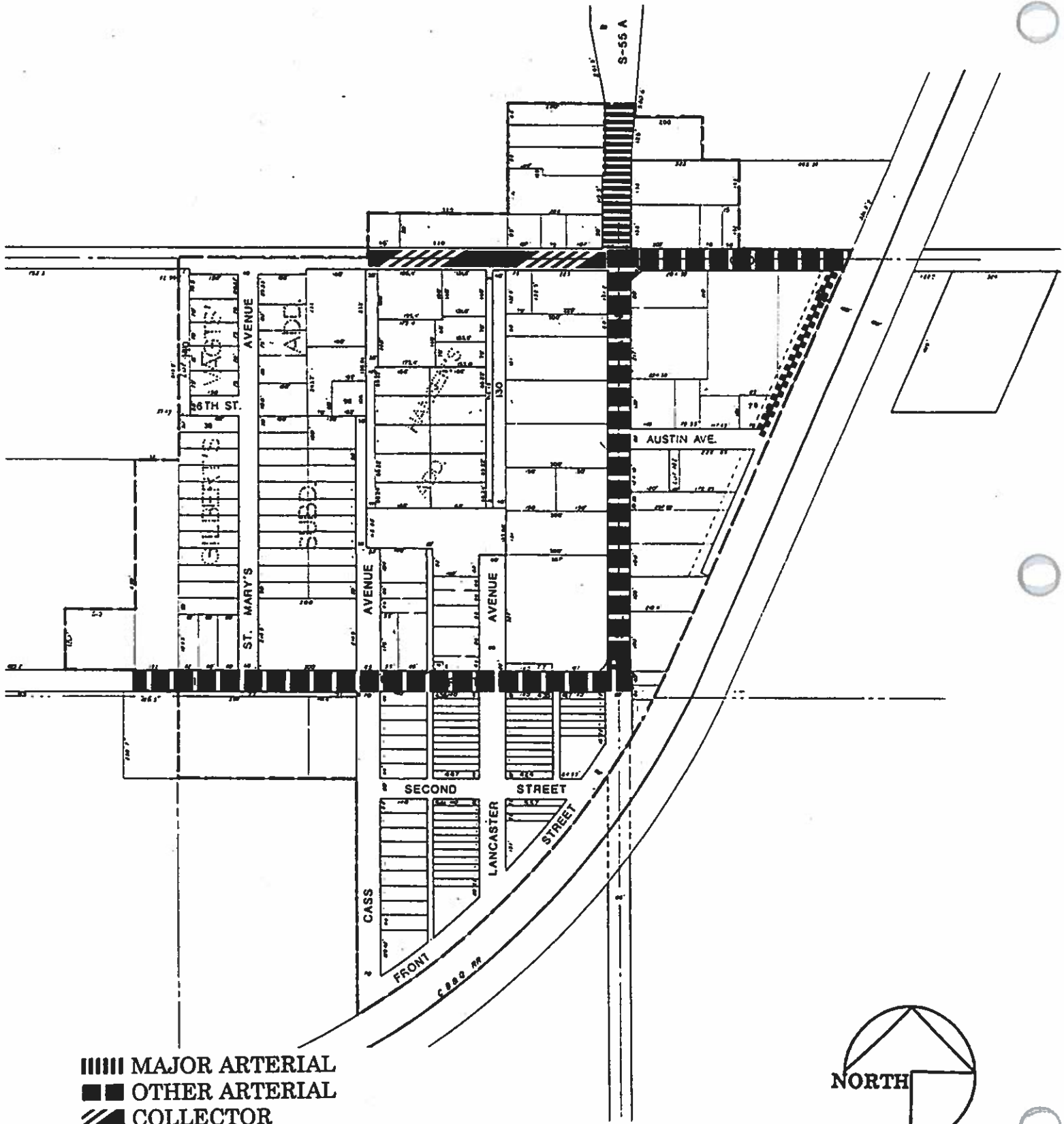
### **Railroads Service**

The Burlington Northern Railroad is located adjacent the Village of Denton. The Railroad acts as a physical barrier to growth to the east and south.

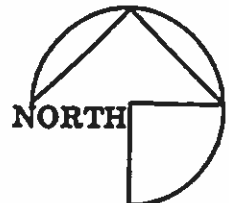
### **Air Service**

The Village of Denton has no air service. The nearest full (air) service is in Lincoln, located 12 miles northeast. There is limited air service, approximately 15 miles south in Crete.

# CIRCULATION PLAN DENTON, NEBRASKA



- ||||| MAJOR ARTERIAL
- OTHER ARTERIAL
- /// COLLECTOR
- ~~~~ ONE YEAR ROAD IMPROVEMENT PLAN



HANNA:KEELAN ASSOCIATES, P.C. 1996

**ILLUSTRATION 6.2**  
Denton Comprehensive Plan - 2006  
Chapter 6  
6.8

# **CHAPTER 7**

## ***PLAN MAINTENANCE AND IMPLEMENTATION***

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## CHAPTER 7 PLAN MAINTENANCE AND IMPLEMENTATION

### **INTRODUCTION**

Pertinent to the successful delivery of planning activities is a clear understanding of the Comprehensive Plan's **maintenance and implementation** mechanisms. This Chapter of the Comprehensive Plan recommends maintenance and implementation procedures most appropriate for the Village of Denton. Included is a discussion of **land use regulations, public and private capital investments and the annual review of the Comprehensive Plan and Plan amendments.**

### **LAND USE REGULATIONS**

The implementation process of the **Denton land use plan** involves three distinct stages. The **first** is the design of future land uses, both graphic and narrative. This documentation is included in this Comprehensive Plan. **Secondly**, the local governing body (Village Board and Planning Commission) must officially adopt and begin procedures to monitor the various land uses within their jurisdiction. This includes the constant study of the community as new development occurs. Advice and recommendations are given to public officials (Village Board) by the Commission to assist them in land use decisions. The **third stage** consists of the design and implementation of land use regulations to ensure, according to ordinance law, the proper implementation of the land use plan. The primary regulation utilized by most municipalities to accomplish this is the **zoning ordinance.**

The right to implement a zoning ordinance is a power given to local municipalities through the State's general police power. Police power is based on the promotion of the health, safety and general welfare of the people and their environs to secure their safety from fire, flood and other damage.

**Zoning** plays an important role in the Comprehensive Planning Process. If properly implemented, a zoning ordinance can be used to achieve several objectives, including; (1) directing the growth of the community in accordance with a Comprehensive Plan, (2) encouraging the most appropriate use of community land, (3) preserving and protecting property values, and (4) providing adequate light and air and preventing overcrowding of land.

The current Denton zoning ordinance governs land use development within the corporate and the Village's one-mile planning jurisdiction.

The present Village zoning ordinance will be reviewed and updated if necessary, at the adoption of this Comprehensive Plan. A change in zoning district types, as well as specific regulations within various zoning district, or classifications may occur. These changes will be a direct response to the growth management goals, objectives and action strategies addressed in this Plan.

## **PUBLIC CAPITAL INVESTMENTS**

Local public capital investments can greatly influence both the preservation and growth of a community. A community, such as Denton, will have a need for the improvement and development of modern infrastructure, including streets, and water, sewer and power utility systems. Also required by the community will be the allocation of resources for such public facilities as consolidated schools, hospitals, libraries and other public or semi-public buildings and programs.

The public capital investment process must be sensitive to the affordability level of the community, while cognizant of the fact, public dollars will need to be secured if community stability and growth are to occur. A primary local source of public funding is the community's Keno fund, which has a present estimated balance of \$1.4 million. These funds, matched with other public grant or low-interest loan funds and/or private funds could assist in financing up to \$4.5 million in local public improvements and community enhancement projects. A sampling of projects might include:

- land acquisition for residential subdivision development, including infrastructure;
- down payment assistance for first time homebuyers;
- new water storage facility;
- business district improvements/beautification;
- park improvements;
- road and traffic control improvements;
- elderly duplex development; and
- general utility system improvements.



**A Capital Improvement Program or Plan** is the common vehicle to ensure public investment. The Plan should detail the specifics of how revenues will be raised as well as the overall allocation of dollars for the public need. The presence of need will always be higher than resources available, so the proper, most wanted and needed activities should be selected for the Capital Improvement Plan. The fear of allocating public funds for the improvement or development of needed infrastructure and facilities can be tempered if the public is brought into the capital improvement planning process.

Scheduled public discussion of needs and resources will provide the community with a firm understanding of needs and the necessity to meet these needs.

The most appropriate Capital Improvement Plan or Program is one which contains at least a five year funding period. This provides the municipality with some flexibility as to which planned public projects will have implementation priority.

## **PRIVATE CAPITAL**

Private capital, or financing, will need to provide the majority of funding for public improvements. This private sector investment is traditionally accomplished via taxes, user fees, or initial development investment.

To ensure private investment, the Village of Denton must produce a process of promoting the future of the community. This starts with the private sector's firm understanding and support for this Comprehensive Plan. **Partnerships need to be created between the Village and the private sector.** These partnerships can range from private sector being appointed to Village commissions or advisory groups to the Village and established local private sector organizations teaming with local government to accomplish specific goals or solve a community crisis.

The Village will need to produce incentives comprised of programs of **"public intervention"** to attract the private sector to invest in Denton. Programs of public intervention might include joint public/private investment, the use of State and Federal (Grant) funds, tax increment financing to leveraged private dollars.

**ANNUAL REVIEW OF  
THE COMPREHENSIVE  
PLAN AND PLAN  
AMENDMENTS**

Denton is projected to have an annual increase in population of 2.2 percent during the planning period, 1996 to 2006. This population increase will require appropriate housing facilities and infrastructure. To accomplish this, the private sector in Denton and Lancaster County will need to be a player.

This Comprehensive Plan should be in a constant process of review by all parties involved. This review, if properly conducted, will produce changes to the Plan. Changes will be made to the Plan utilizing a proper framework for Amendments.

The Plan review process should be initiated by the Planning Commission. The process should be scheduled. Professional planners can assist with this review process with the assistance of all pertinent Village staff.

Public involvement will be a prerequisite for the effective review of the Comprehensive Plan. Organized Involvement could include the use of those members utilized in the development of this Plan. Scheduled public meetings should also be conducted to ensure input from specific neighborhood areas and special interest groups.

The starting point, or foundation, for all review processes should be the **evaluation of the future land use plan**. The review and possible change to the land use plan should be predicted on proposed developments in the Village. These changes will, in turn, require modifying the other components of the Comprehensive Plan, such as housing, infrastructure and facilities and the environmental assessment.

The Comprehensive Plan should be reviewed, at a minimum, once a year.

The process to officially **amend** the Denton Comprehensive Plan should go beyond required Planning Commission and Village Board of Trustees public hearings. Again, as in the case of the review process, it would benefit the ongoing implementation of the Comprehensive Plan if public hearings were also scheduled and conducted in strategic locations within the Denton community where maximum attendance and participation could be expected. A Comprehensive Plan must be amended in accordance with Nebraska Revised Statute Section 18-1302.

**ANNEXATION POLICY**

*The Policy of the Village of Denton, Nebraska, for both voluntary and involuntary annexation shall be: non-agricultural land areas identified within the extraterritorial planning jurisdiction shall be annexed at a point-in-time that areas are in conformance with and meet the criteria of Nebraska's State Statute regarding the practice and requirement of annexation.*



# **APPENDIX A**

## ***SURVEY RESULTS***

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## DENTON COMMUNITY SURVEY

Please take a few minutes to complete the following Community Survey. The results of the Survey will greatly assist the City in the update of its Comprehensive Plan. Information obtained from this survey may also be utilized to secure funds from state and federal sources or private funding. These funding sources may ask to see the surveys to confirm their validity. Therefore, please answer ALL the questions, including #11 and #12. The results of the individual surveys will be kept confidential. Thank you for your assistance with this important community survey. Please return the completed survey in the enclosed stamped envelope by Wednesday, October 25th.

1. How long have you lived in the Denton Area? 15.80 Average years
2. Number of persons 62+ years in your household? # 0.92 Average
3. Do you 40 (81.6%) own or 9 (18.4%) rent your home? (please check (✓))
4. Please rate (check (✓)) the quality of the following:

SERVICE	GOOD	FAIR	POOR	COMMENTS
Fire/Rescue Protection	2.47			See Attached
Police Protection		2.13		
Street Conditions	2.92			
Street Maintenance	2.82			
Sidewalks	2.53			
Civil Defense	2.37			
Planning and Zoning		2.17		
Garbage Collection	2.72			
Postal Service	2.78			
Village Parks	2.92			
Ball Park	2.71			
Recreational Programs	2.73			
Public Education		2.29		
Local Medical Services		2.12		
Local Social Services		2.10		
Elderly Services		2.29		
Available Housing			1.57	
Public Utilities (water, sewer)	2.38			
Child Care		1.94		
General Attractiveness of Community	2.38			
Local Recycling Program			1.33	
Telephone	2.86			
Community Center	2.96			
Snow Removal	2.57			
Other _____ (specify)				

5. What direction should Denton grow in the future? (Indicate first (1), second (2) and third (3) choices)

10.12.2 North      2.0.1 South      5.2.6 East      16.8.2 West  
3.5.5 Northwest      1.0.4 Northeast      1.3.4 Southwest      0.1.2 Southeast  
7 No Opinion

6. Which of the following public money sources do you support to assist in financing community and economic development activities or improvements in Denton? (Indicate first (1), second (2) and third (3) choices)

4.6.3 Sales Tax      4.5.9 Property Tax      33.3.6 Keno Revenue      5.9.7 User Fee  
1.14.7 Grants      3 Other \_\_\_\_\_ (specify)

7. How should public monies be utilized for community and economic development in Denton?  
(Indicate first (1), second (2) and third (3) choices)

- 5.5.4 Housing 1.4.1 Industrial Development  
2.6.11 Recreation (parks, trails, etc.) 2.6.8 Retail/Commercial Development  
6.6.8 Public Services (youth, elderly) 13.7.3 Property Tax Relief  
14.10.4 Infrastructure Improvement or Development (streets, water, sewer, etc.)  
2 Other \_\_\_\_\_ (specify)

8. Please check (✓) those additional services you feel are needed in Denton:

SERVICE	GREATLY NEEDED	SOMEWHAT NEEDED	DO NOT NEED	COMMENTS
Additional Retirement Housing		1.88		
1st Time Homebuyer Program		1.89		
Housing Rehabilitation Program		1.95		
Apartment/Rental Housing		1.81		
Building Inspection and Codes		1.80		
Local Recycling Program	2.38			
Hiking & Bicycling Trails		1.93		
Seasonal Recreational Activities		2.04		
Services for Single Parents		1.85		
Services for Elderly		2.28		
Child Day Care	2.36			
Adult Day Care		1.73		
Services for Persons with Disabilities		2.05		
Youth Activities		2.31		
Cable Service		1.72		
Natural Gas		1.89		
Other(specify) _____				

9. What activities in other communities would you like to see in Denton? \_\_\_\_\_

See Attached

**PLEASE COMPLETE QUESTIONS #10 AND #11. YOUR SURVEY WILL BE INVALID IF THESE QUESTIONS ARE NOT COMPLETED.**

10. Number of persons in your household? # 2.48 Average

11. Based on your household size (see question #11), please check (✓) whether your total 1994 household income was either above or below the amount indicated.

If 1 Person Household	\$24,350	If 5 Persons Household	\$37,600
If 2 Persons Household	\$27,850	If 6 Persons Household	\$40,350
If 3 Persons Household	\$31,300	If 7 Persons Household	\$43,150
If 4 Persons Household	\$34,800	If 8+ Persons Household	\$45,950

Above    or     Below    **47 Eligible Surveys**  
**46.8% LMI**

12. Please identify the last four digits of your telephone number and/or your mailing address?  
(Remember: Information Will Be Kept Confidential).

Telephone Number \_\_\_\_\_ and/or Mailing Address \_\_\_\_\_

Thank you for your participation in this important Community Survey. If you have any questions, contact Charlotte Tebrink, City Clerk at 797-2020 .

The Denton Planning Commission will be sponsoring a Community Congress consisting of local citizens. This Community Congress will be held to discuss future community and economic development goals and policies for Denton. If you would be interested in serving on this Community Congress, please watch the newspaper for further notification.



# **APPENDIX B**

## ***PLAN AMENDMENTS***

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**APPENDIX B  
PLAN AMENDMENTS**





