Norfolk
NEBRASKA

Comprehensive Plan

UPDATE 2017

OLSSON ASSOCIATES | dPlanit

City of
Norfolk
right at home.

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Plan Introduction

The Norfolk Comprehensive Plan was created to address the needs of local residents, businesses, elected officials, and city staff. The goals, objectives, and strategies described within this plan are based on feedback gathered from public input and meetings with staff. The Norfolk Comprehensive Plan depicts a future vision of the community and also recommends a strategy in which this vision for the future can be attained.

The plan was created in accordance with three key planning principles:

1. The Comprehensive Plan is intended to be used as a guideline and decision-making tool for community development.
2. The Comprehensive Plan expects that public policy decisions, in concert with market forces, will ultimately determine the implementation timeline.
3. The Comprehensive Plan is to be implemented through regulatory tools such as the Norfolk Zoning Regulations.

The Comprehensive Plan includes recommendations that are designed to promote quality development that aligns with the vision of the community.

Purpose of the Norfolk Comprehensive Plan

The purpose of the Comprehensive Plan Update is to assist in the community's future development direction. This is best accomplished by establishing accurate population projections, determining future land use needs, anticipating growth patterns, and making land use recommendations that ensure the health, safety, and general welfare of all Norfolk residents. Successful execution of the Norfolk Comprehensive Plan will ensure predictable, contiguous, and sustainable growth. The Norfolk Comprehensive Plan also identifies future residential, commercial, and industrial growth areas.

The Norfolk Comprehensive Plan conforms to the Nebraska State Statutes. It functions as a guideline for Norfolk's City Council and helps direct local planning policy. The recommendations enunciated within the document are meant to help local citizens and elected officials to make informed decisions about the future of the community. Many issues regarding the future of Norfolk are discussed in this plan. The comprehensive plan is intended to encourage a strong economic base for the community, so the goals of the citizens and community can be reached.

Additionally, the Comprehensive Plan will serve as a tool for city leaders to use in their decision-making process when considering future development and infrastructure investment. This plan is not a static document; it should evolve as changes in land-use, population, or the local economy occur during the planning period. The previous Comprehensive Plan was adopted in 2001. The state encourages communities to update their comprehensive plan every 10 years leading to continued evaluation of community needs. Through this update, planned growth will make Norfolk more effective in serving residents, more efficient in using resources, and more proficient in meeting the standard of living and quality of life that each local resident desires.

Comprehensive Plan Document

The Norfolk Comprehensive Plan document consists of the following chapters:

- Introduction

- History of Norfolk
- Community Demographics
- Existing Conditions
- Facilities and Services in the area
- Plan Goals and Objectives
- Energy Element
- Transportation
- Future Land Use
- Implementation Guide

Nebraska municipalities are empowered by state law to prepare and adopt a comprehensive plan. Each section of the document covers the various required elements of a comprehensive plan. Each of these document sections is interrelated and dependent upon the others. The plan will provide a framework that will convey the recommendations that will help the community create and implement workable programs to assist in achieving the physical, social, and economic goals and objectives of the community residents.

Comprehensive Planning Process

Planning begins with the collection of data to provide a comprehensive picture of the community. This data collection includes the organization and analysis of statistical data related to changes in local and regional population and economy, as well as data related to the built and natural features and attributes of Norfolk. The analysis of this data helps to provide a better understanding of the forces that shaped Norfolk in the past, and allows for a forecast for future land use demands of the city.

The next step in the planning process involves members of the public. The means by which the public was involved in this process included a number of public meetings, wherein local residents were able to meet with planning staff to discuss the issues facing the community. Once community data had been gathered by the planning team, a summary of the data was provided to the community during the first public meeting to provide preliminary community research analysis. The intent was to illuminate the current status of the community as well as to prompt feedback from members of the public about how they wanted Norfolk to change and how they wanted it to

"Successful execution of the Norfolk Comprehensive Plan will ensure predictable, contiguous, and sustainable growth"

stay the same. Initial feedback from local residents was further analyzed in conjunction with other community data already collected in an effort to create alternative land use scenarios for Norfolk. Each of the land use scenarios were created with the intent of showing the potential growth pattern for the community. These scenarios for the city were based upon land use trends, as well as initial community feedback related to what elements of Norfolk should be altered or enhanced. An additional public meeting was conducted to showcase the land use scenarios to members of the public. Again, local residents were provided the opportunity to meet with planning staff to discuss local issues and how each of the land use scenarios were or were not favored by the public. Feedback from the public related to the land use scenarios assisted the planning team in creating a preferred Future Land Use Plan. The Future Land Use concept in the plan is the culmination of community research and local resident input to translate community needs and desires into a plan for the future growth of the community. Subsequently, a final public meeting was held to discuss the Future Land Use concept. This feedback assisted in the evaluation of the Future Land Use Plan.

Implementing the Comprehensive Plan for the purpose of directing community growth is dependent upon market forces and public policy. To that end, the Future Land Use Plan was used to assist in identifying short-,mid-, and long-term projects related to providing community services. The intent of these future community projects will be to create additional community infrastructure and services that will help to implement the desired change throughout the planning process.

The last step in the planning process is adopting the planning document by the city council. This formal adoption process allows for the final editing of the report. Once the comprehensive plan has been adopted, it will serve as a guide for future growth assisting the community leaders in crucial decision-making about just how the community will grow as opportunities for change are brought forth.

The organization and implementation of the comprehensive planning process for Norfolk was facilitated by planning consultants who helped to provide services and expertise for planning and community development. The role of planning consultants is to assist a city and/or planning jurisdiction in identifying citizen needs, formulating plans and strategies to address those needs, helping to design projects to satisfy the citizen needs, and identifying the appropriate local agents or organizations best suited to implement the projects.

Although the specific reasons for a community or region to obtain the services of a planning consultant may vary, these professionals can provide expertise to assure that plans, regulations, strategies, and/or projects can be properly and completely formulated and implemented successfully. The ability to perform the above listed tasks are gained through post-secondary education, professional certification, and, most importantly, years of experience working as a planner.

Governmental and Jurisdictional Organization

The City of Norfolk functions under the Commission form of government for cities in Nebraska. The governmental functions of Norfolk, Nebraska, are provided and coordinated by the City Council, comprised of nine (9) elected officials, including a Mayor. The Mayor and City Council have the following subcommittees: Public Works, Public Safety, Planning and Community Development, Culture and Recreation, and Economic Development.

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

Nebraska State Statutes Planning Authority

Nebraska State Statutes require the inclusion of certain elements in a Comprehensive Plan. A "Comprehensive Development Plan," as defined in Neb. Rev. Stat. § 19-903 (Reissue 1997), shall meet the following descriptions and requirements:

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

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

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

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

(4) When a new comprehensive plan or a full update to an existing comprehensive plan is developed on or after July 15, 2010, but not later than January 1, 2015, an energy element which: Assesses energy infrastructure and energy use by sector, including residential, commercial, and industrial sectors; evaluates utilization of renewable energy sources; and promotes energy conservation measures that benefits the community.

As a historical diary entry notes,… "sure as there is a sky above, the Lord has placed in the midst of the beautiful prairie a variety of wild fruits, game, and fowl to sustain us until crops can be planted and a harvest brought in."

(5)(a) When next amended after January 1, 1995, an identification of sanitary and improvement districts, subdivisions, industrial tracts, commercial tracts, and other discrete developed areas which are or in the future may be appropriate subjects for annexation and

(b) a general review of the standards and qualifications that should be met to enable the municipality to undertake annexation of such areas. Failure of the plan to identify subjects for annexation or to set out standards or qualifications for annexation shall not serve as the basis for any challenge to the validity of an annexation ordinance. Regulations shall be designed to lessen congestion in the streets; to secure safety from fire, panic, and other dangers; to promote health and the general welfare; to provide adequate light and air; to prevent the overcrowding of land; to secure safety from flood; to avoid undue concentration of population; to facilitate the adequate provision of transportation, water, sewerage, schools, parks and other public requirements; to protect property against blight and depreciation; to protect the tax base; to secure economy in governmental expenditures; and to preserve, protect, and enhance historic buildings, places, and districts. Such regulations shall be made with reasonable consideration, among other things, for the character of the district and its peculiar suitability for particular uses, with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout such municipality.

Norfolk's History

In a sense, Norfolk owes its modern success to a Wisconsin community's religious rift nearly two hundred years ago. In 1865, disagreements within a Lutheran congregation in Ixonia, Wisconsin motivated dissenters to leave town. After a small committee was sent out from

Wisconsin to find a proper settlement westward, a migration of 44 families headed westward, settling at the convergence of the Elkhorn and North Fork rivers in northeastern Nebraska. The Homestead Act of 1862 promised free land to those willing to settle it, and so 160 acre plots were divided among the families. In traditional prairie style, a collection of sod, dug-out, and log houses spread out across the land. Despite the hardships and growing pains typical of building an organized society out of a pasture, the community thrived. As a historical diary entry notes, "…sure as there is a sky above, the Lord has placed in the midst of the beautiful prairie a variety of wild fruits, game, and fowl to sustain us until crops can be planted and a harvest brought in."

In fact, three years after their arrival, the settlers petitioned the Post Office and government for official recognition. They called the community "Nor'Fork," a colloquialism of "North Fork," a reference to their position on the river. The Post Office, however, took the colloquialism as a misspelling, and issued a permit bearing the name "Norfolk." In defiance of the spelling, the settlers continued to pronounce the name as "Nor-fork." The legacy of their tenacity remains; to this day, Nebraskans and those in-the-know still pronounce the city as "Nor-fork."

Throughout the remainder of the 19th century, Norfolk endured prosperity and adversity. A saw mill, grist mill, and mill store were the village's first businesses, and they set the location of the village's economic center roughly where it remains today. The mills drew people, who drew more people, which highlighted Norfolk as a trade hub in the area. The Ponca and Omaha tribes made regular visits, bringing ponies, leather, and handmade goods to exchange for industrial items like guns and powder, blankets, and supplies.

Norfolk grew in tandem with Madison County, and early architects of the village designed a public square within their city plans, hoping to secure the county seat. To the chagrin of the citizens, the seat was given to the county's namesake, Madison. Nonetheless, the public atmosphere behind the planning of Norfolk enhanced its more prosperous reputation as an area trading destination.

But the community was not without its hardships, too. True to Nebraska weather's infamous reputation, wicked spring blizzards quickly turned to summer droughts, whose hot winds whirled clouds of grasshoppers and prairie fires dangerously close to the growing city. One document notes "women worked shoulder to shoulder with the men, pumping tubs full of water and flailing the burning stubble with water-soaked sacks or blankets. The town was saved, but crops, livestock, and many homesteads were not."

The resilience of Norfolk's early residents remained, though, and the area was seemingly rewarded with an economic and population boom a few years later. As the Gold Rush fever swept the country, Norfolk became a destination for hopefuls heading both to the northwest and to the Black Hills. Luckier still, the railroads followed freighters and others along the path through Norfolk. Between 1879 and 1880, three major railroads chose Norfolk as a connecting point: the Fremont, Elkhorn & Missouri Railroad; Union Pacific Railroad; and the Chicago, St. Paul, Minneapolis & Omaha Railroad. A nod to the village's early status as a Native American trading hub, the railroads continued to bring a variety of vendors and buyers that diversified Norfolk's growing population and economy.

In the remaining 1800s and early 1900s, a host of new citizens brought with them a drug store, shops, schools, churches, a blacksmith and harness shop, and a newspaper to report it all. The Nebraska State Legislature commissioned the Insane Asylum in Norfolk in 1885, now renamed the Norfolk Regional

Center, which remains open today as a 120-bed institution. By 1900, the city had a population of over 6,000, comprising more than a third of the overall Madison County population.

While the Great Depression brought the same economic challenges to Norfolk that the entire country faced, the growth of the city remained intact. In fact, many of the subsequent presidential administrations' government initiatives to grow jobs in the U.S. following World War II benefitted Norfolk tremendously. In particular, the interstate and highway system commissioned by President Eisenhower wove U.S. Highway 81 and U.S. Highway 275 through the city, both of which connected to Interstate 80.

While remaining a home to cowboys and pioneers, the mills and railroads are emblems of the influence of industry within the fabric of Norfolk's identity. No landmark better signifies the importance of industry to Norfolk than the arrival of Vulcraft in 1964 and then a Nucor Steel mill in 1979. Nucor grew with Norfolk, nationally ranking as a Fortune 500 company the next year and locally creating hundreds of job opportunities with their now four divisions in Norfolk. Today, Nucor is joined by Medtronic (a medical supply production company), Wis-Pak (a soft drink manufacturer and distributer), Continental ContiTech (rubber products manufacturer), and Norfolk Iron & Metal to make manufacturing jobs the backbone of the city's economy. Non-manufacturing major employers include Wal-Mart, Associated Wholesale Grocers, Faith Regional Health Services, and Norfolk Public Schools.

Manufacturing, agriculture, and transportation are thus the industries that founded Norfolk and have remained key to the city's prosperity and growth over time. There is no indication that this trio will become any less essential or relevant to the city's future. However, the city of Norfolk would be wise to pursue growth relevant to the changes in the state and in the country. As ethnic, linguistic, technological, and social landscapes change over time, Norfolk might consider doing the same.

Demographic Analysis

Population

Population is the driving force behind everything in a community, including: housing, local employment, economic development, and the fiscal stability of the community. Historic population assists in development of projections for the future, which in turn assists in determining future housing, retail, medical, employment, and educational needs within Norfolk.

Understanding current conditions and past trends of Norfolk establishes the foundation for recommendations about effective ways to transform the area from its current state to what the

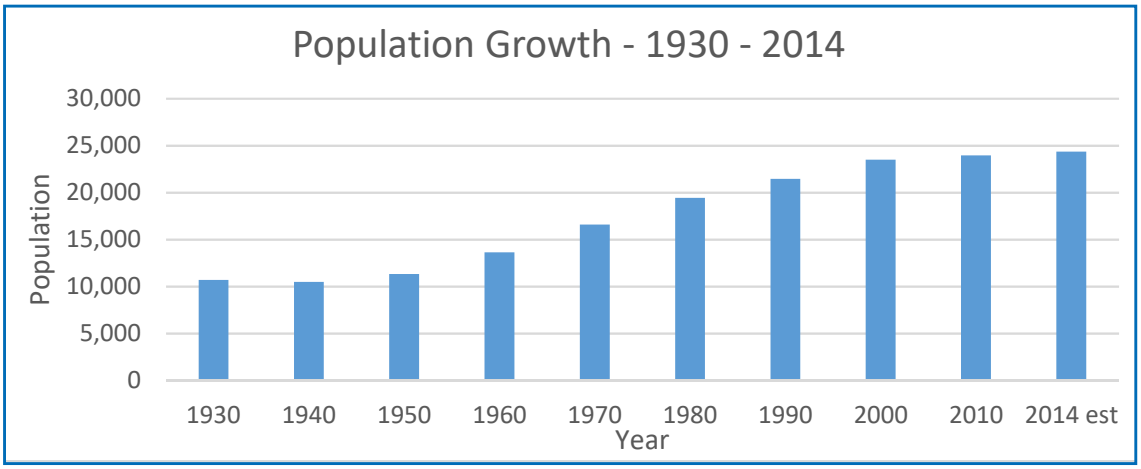
residents envision it can become. Key opportunities and challenges for Norfolk are revealed through the analysis of residents' characteristics, specifically: population, race/ethnicity, income, and employment. Understanding previous trends will provide a historical perspective for the community and help show how future growth might occur. The purpose of the demographic section of the Norfolk Comprehensive Plan is to use objective quantitative data to analyze the makeup and composition of the community. Understanding demographic characteristics is a useful first step in learning about the profile of the community. Additional analysis of demographic trends in Norfolk can be gained through a comparison of statistical trends reported within the community to those of neighboring communities, as well as the County and State. The communities that have been selected for comparison are those that have similar populations. The following communities were selected for comparison:

- Fremont, Nebraska
- Columbus, Nebraska
- Hastings, Nebraska
- North Platte, Nebraska
- Madison County, Nebraska
- State of Nebraska

Population Change

The U.S. Census reports the 2014 population in Norfolk as 24,364. The population of Norfolk has continued to increase over each decade. As shown in **Figure 1**, the U.S. Decennial Census shows the population change in Norfolk from 1930 to 2014. During the past 90 years, Norfolk has continued to grow at a steady rate with approximately 9.5 percent growth each decade. The largest jump in population growth was between 1960 and 1980 when the population grew by nearly 6,000 people. The population of Norfolk has increased by approximately 56 percent from 1930 to 2014.

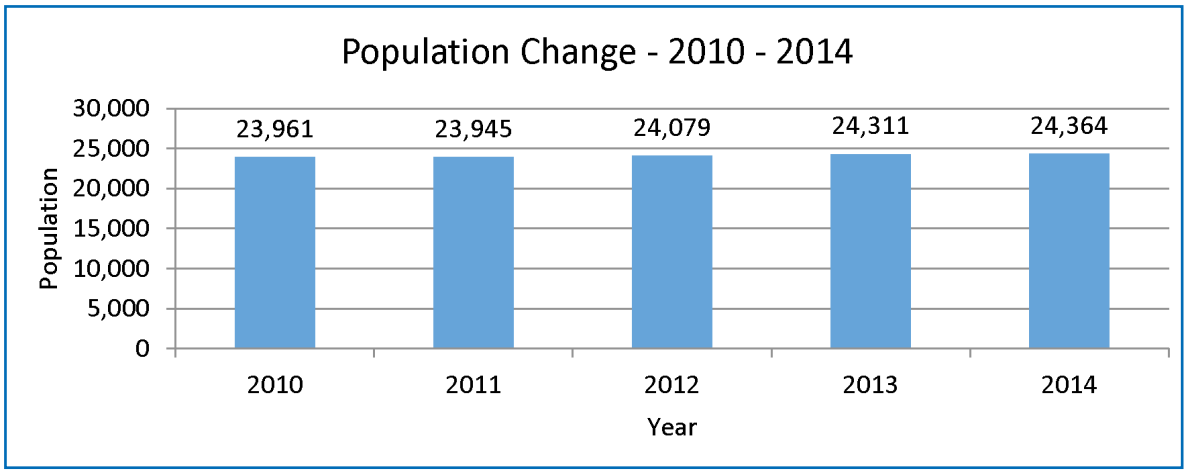
Figure 1: Population Growth 1930-2014



Source: U.S. Decennial Census 1930 – 2014

Additional population estimates for each year in-between decennial census are provided for municipalities by the Census Bureau. Norfolk's population estimates for the years 2011 – 2014 illustrate more recent trends in community growth. These population estimates are based upon the change in housing units and the expected household size for a region. By this measure, the population of Norfolk has continued to grow from 2010 to 2014; rising from 23,961 in 2010 to 24,364 in 2014. This change in population from 2010 to 2014 is approximately a 2 percent increase over those 4 years.

Figure 2: Population Growth 2010-2014

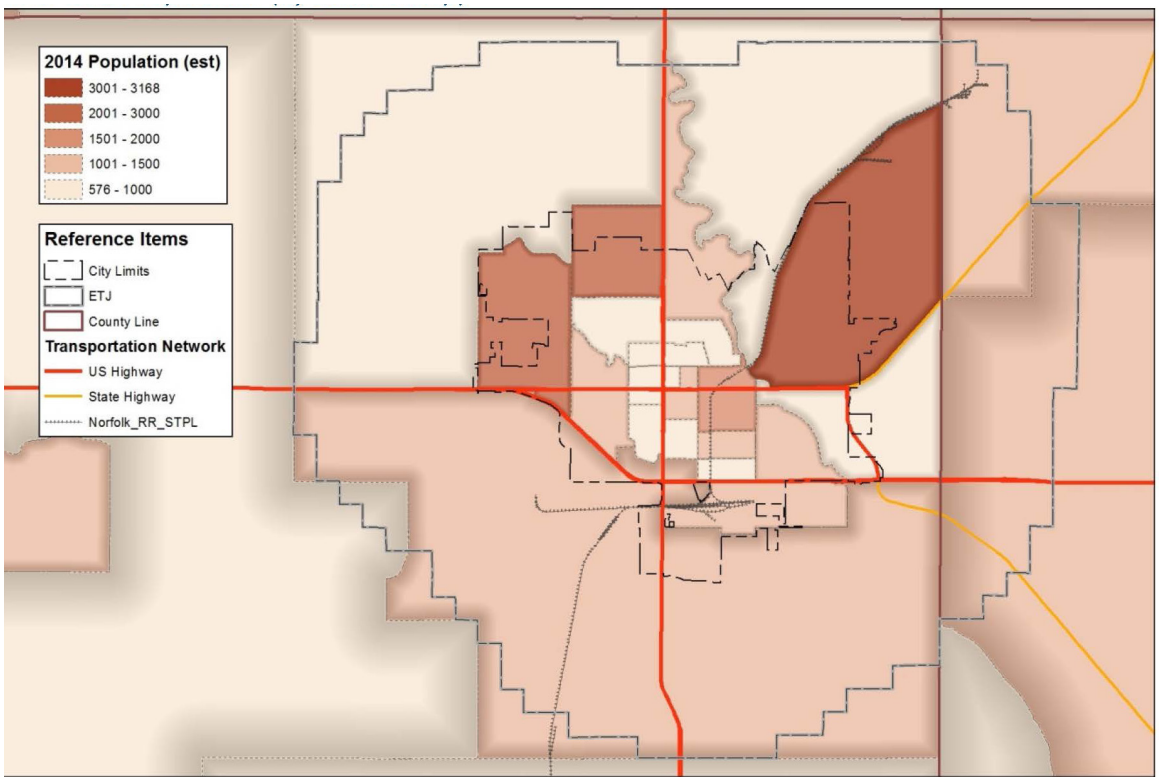


Source: U.S. Annual Estimates of the Resident Population; April 1, 2010 to July, 2014

The location of Norfolk residents varies throughout the community. This factor of the community development pattern has an implication for the provision of resources. Those areas which are home to greater numbers of people will require a greater number of city services. The U.S. Census reports data on many geographic levels ranging from the nation as a whole down to an individual block. The reporting of this data are limited to the number of persons within any one area in such a way as to eliminate the possibility of reporting information that could be allocated to any one individual, household, or business. To this end, the smallest geographic region reported by the Census for the City of Norfolk and surrounding area is the Census Block Group. For more information about this delineation of areas by the U.S. Census, please go to the Census website; *(http://www2.census.gov/geo/pdfs/reference/GARM/Ch11GARM.pdf)*. **Figure 3** illustrates the census block groups within the

planning area by the number of residents.

Figure 3: 2014 Population (by Block Group)



Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates

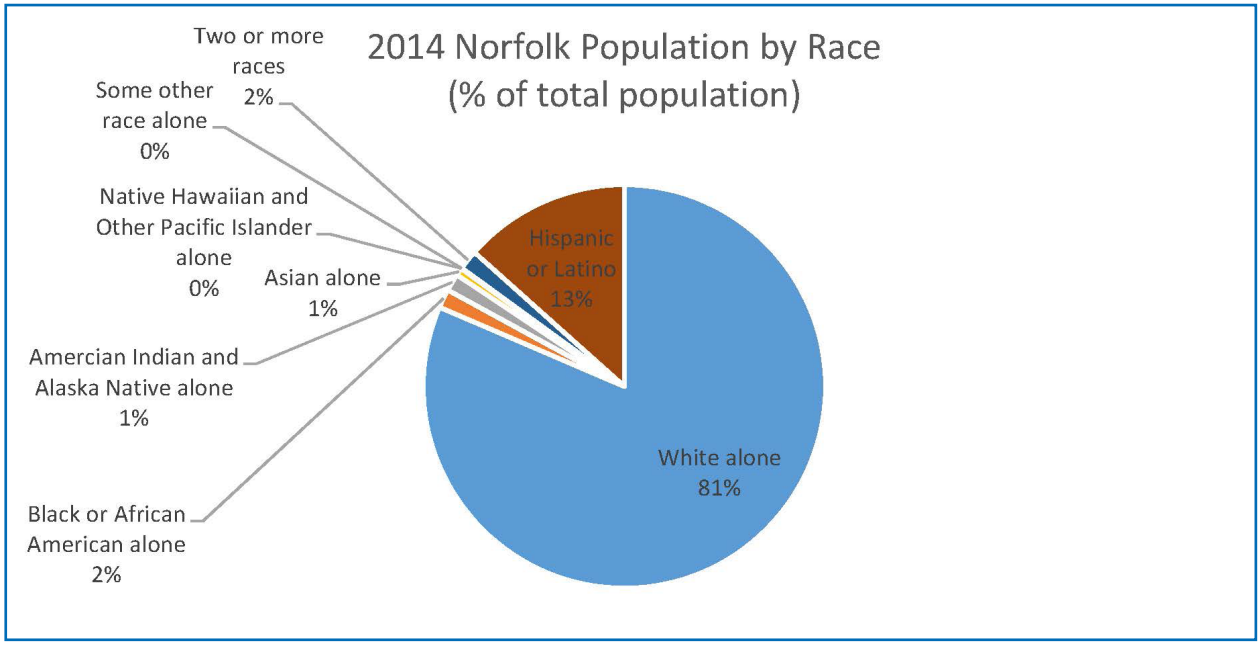
This data source indicates that the largest number of residents within any one census block group is located North of Norfolk Avenue and Highway 35, east of the Railroad and west of the county line. This allocation of residents corresponds with the location of Northeast Community College, likely indicating that the population of this area is affected by student population. Additionally, areas to the north and west of Norfolk contain large segments of the population. Another area within the city with a large proportion of city residents is the census block group, which includes the downtown. Conversely, census block groups with lesser number of residents are those located within central portions of the city, primarily those immediately north, south, and west of downtown.

Racial Characteristics

The racial diversity in Norfolk is fairly uniform with the majority of the population self-identifying as "White alone." Despite the cultural dominance of this racial group, a significant portion of the community identifies with a different ethnic background; this shift in the population may have implications on the type and availability of certain city services. The 2014 estimate of Norfolk residents shows that the majority of the population (approximately 81.4 percent) identifies as White alone, Non-Hispanic. Of the remaining 19 percent of the population, 13.4 percent reports as Hispanic or Latino, 1.6 percent as Two or More Races, 1.4 percent as American Indian and Alaska Native alone, 1.5 percent as Black or African American alone, and 0.06 percent as Asian alone. The other 0.04 percent of the population either reports as Native Hawaiian/Pacific Islander alone or some other race

alone.

Figure 4: 2014 Population by Race



Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

Age

Age analysis is an important component of understanding the population dynamics. By analyzing age structure, one can determine which age groups within Norfolk are being affected by population shifts and changes. Each age group affects the population in a number of different ways. For example, the existence of larger and younger age groups (20-44 years) means that there is a greater ability to sustain future population growth than if a larger proportion of the population was older. Understanding what is happening within the age groups of the community's population is necessary to effectively plan for the future. **Table 1** illustrates

the age of Norfolk residents per 5-year age groups from 2000 to 2014.

Norfolk Age

Table 1: Population Age

	2000 No.	2010 No.	2014 No.	Change (2000-10)	Change (2010-14)	Change (2000 - 14)
Total population	**23,539**	**24,210**	**24,364**	**2.85%**	**0.64%**	**3.50%**
Under 5 years	1,662	1,870	1,913	12.52%	2.28%	15.08%
5 to 9 years	1,622	1,592	1,632	-1.85%	2.54%	0.64%
10 to 14 years	1,710	1,542	1,663	-9.82%	7.84%	-2.76%
15 to 19 years	2,217	1,858	1,766	-16.19%	-4.93%	-20.33%
20 to 24 years	2,039	1,991	2,132	-2.35%	7.07%	4.55%
30 to 34 years	1,307	1,382	1,511	5.74%	9.30%	15.58%
35 to 39 years	1,903	1,363	1,316	-28.38%	-3.47%	-30.86%
40 to 44 years	1,796	1,265	1,559	-29.57%	23.26%	-13.18%
45 to 49 years	1,492	1,677	1,389	12.40%	-17.19%	-6.92%
50 to 54 years	1,251	1,784	1,718	42.61%	-3.72%	37.30%
55 to 59 years	922	1,462	1,645	58.57%	12.49%	78.37%
60 to 64 years	725	1,156	975	59.45%	-15.70%	34.42%
65 to 69 years	640	885	926	38.28%	4.61%	44.66%
70 to 74 years	830	712	731	-14.22%	2.66%	-11.94%
75 to 79 years	705	673	609	-4.54%	-9.49%	-13.60%
80 to 84 years	535	615	536	14.95%	-12.84%	0.19%
85 +	616	656	682	6.49%	3.99%	10.75%

Source: U.S. Census Bureau, Census 2000 SF3, Census 2010 SF3, 2009 - 2014 5-year ACS

With a 2014 population of 24,364, the population in Norfolk has continued to grow. Of the age groups identified in the table above, by and large, those age brackets of older residents are increasing. While it does not represent the largest increase in the population, the age group 0 to 4 years is also increasing. This may have implications on the availability of community services associated with this age group. The largest increases from 2000 to 2014 occurred within the age groups from 50 to 69 years. Alternatively, those age groups that are increasing are less concentrated, including age groups 15 to 19 years, 35 to 39 years, 40 to 44 years, and 75 to 79 years to name a few.

Household & Family Size

The median age of Norfolk residents in 2010 was 35.5 years of age. The 2014 median age of Madison County residents was older than in Norfolk (37.1 years). Also, the State of Nebraska median age of residents is still older than Norfolk's residents (36.2 years). When compared to the selected communities, Norfolk's median age of its residents is younger than Fremont (36.7 years), Columbus (36.7 years), Hastings (36.5 years), and North Platte (36.6 years).

The average household size in Norfolk has fallen over the past decade. In 2000, the average Norfolk household included 2.43, and in 2014 the estimated average household size was 2.38. Madison County, average household size was 2.43 in 2000 and 2.42 in 2014. Both Norfolk and Madison County have shown a slight decrease in household sizes; meanwhile the State of Nebraska have shown similar trends with decreasing numbers of persons per household. (2.49 in 2000 and 2.47 in 2014).

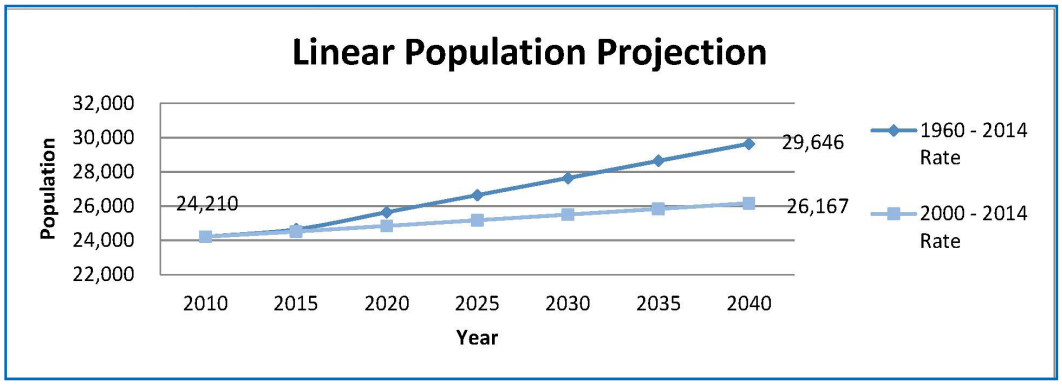
Population Projection

Part of the planning process for the future of Norfolk is to gain an understanding for what the future population of the community may be. One of the best ways to provide an estimate of future population in the community is through an examination of past population trends. A population projection is a tool that will allow Norfolk leaders to create a benchmark for the community services that will be needed in the future, allowing for proactive planning. Population projections, while playing an integral role in planning for the future, represent only an "educated guess." While past population trends are used to guide and influence the results, no one has the power to foresee what will happen in the future and some base assumptions will need to be made. A number of population projection techniques were employed in this effort. These include a Linear (or Straight Line) Projection, a Ratio Projection, and a Cohort Survival Projection. Each of these projections are based upon differing elements of past population growth. The mandate of the comprehensive planning process is to plan for a 200-year, or the year 2036, future population and its needs. To best utilize the data provided by the Census, we have shown population projections to 2040, which best coincides with the decennial census.

A Linear (Straight Line) population projection is one of the most simplified methods for determining population projection. The primary assumption built into this method of projection is an equal change in population from one period to another. However, the rate of observed change in past Norfolk population projection alters based upon the period that is observed. The largest linear projected growth is based upon a

continuation of the population growth rate observed from 1960 to 2014, which calls for a 2040 population of 29,646 or an increase of 5,436 persons. Alternatively, the smallest observed population growth rate is a continuation of population change from 2000 to 2014, which calls for a 2040 population of 26,167 or an increase of 1,957 new residents. **Figure 5** illustrates the potential population projections for Linear Population Projection.

Figure 5: Linear Population Projection

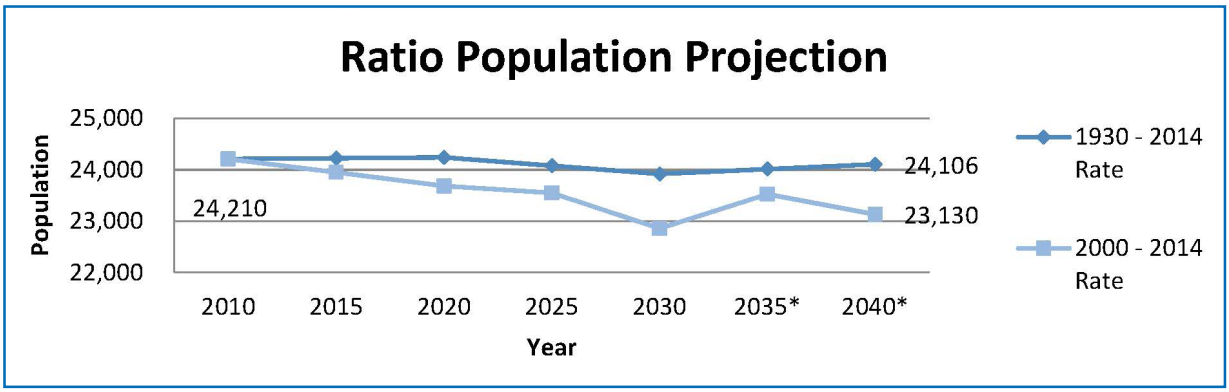


Source: 2016 Norfolk Comprehensive Plan

A Ratio population projection is based upon the assumption that the population of Norfolk will grow as a ratio of the Madison County population. Unlike Linear projections, a Ratio projection determines a future population based upon the percentage that the Norfolk population represents of the entire county. Over the past few decades, the City of Norfolk has represented an ever-increasing proportion or ratio of the county population. This rate of change was combined with the population projection for Madison County which was, in turn, created by the Nebraska Department of Economic Development (NeDED). The largest Ratio Projection is based upon the population change observed from 1930 to 2014, which calls for a 2040 population of 24,106 or a loss of 104 residents. The smallest Ratio Projection is based upon the population change observed from 2000 to 2014, which calls for a 2040 population of 23,130 or a decrease of 1,080 residents. **Figure 6** illustrates the potential population projections for Ratio Population Projection.

"Part of the planning process for the future of Norfolk is to gain an understanding for what the future population of the community may be"

Figure 6: Ratio Population Projection

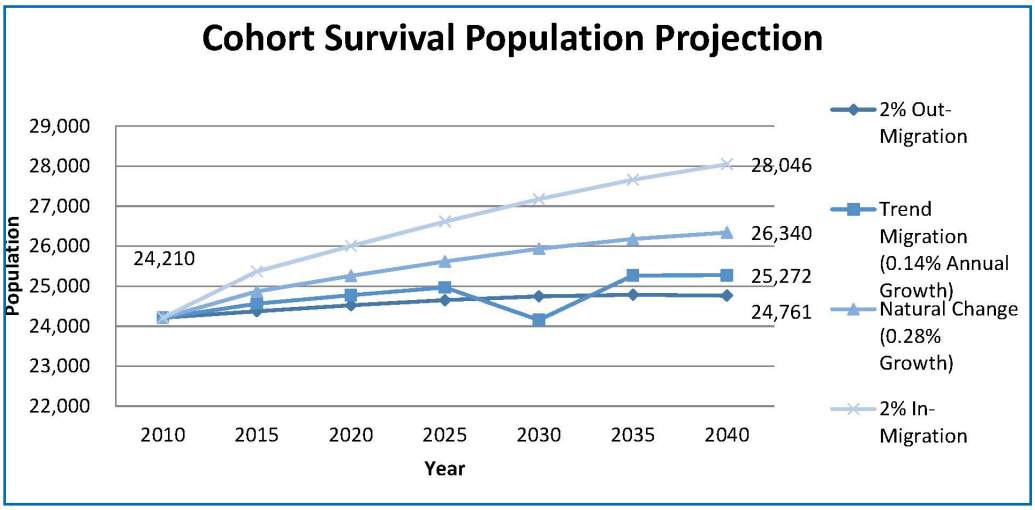


* denotes figures which are an estimated continuation of NeDED Projection figures

Source: 2016 Norfolk Comprehensive Plan

Cohort Survival Population Projection is, like the other project types, mentioned based upon past population change. However, this model of projection takes into account additional aspects of population change and calculates population accordingly. These additional aspects of population change include birth rate, mortality (or death) rates, and migration rates associated with the population evaluated at 5-year age groups from 0 to 85+. Birth and Mortality rates utilized in this study were taken from the state averages reported by the Bureau of Labor Statistics. The migration rates were based upon an estimation of observed population change from the year 2000 to 2010. The method of population projection was calculated to return four different figures based upon varying migration rates. These varying migration rates include a 2 percent in-migration rate, a 0.14 percent trend-migration rate (or the observed migration rate from 2000 to 2010), a zero percent migration rate or showing a natural change, and lastly an out-migration rate of 2 percent. The amount of population change projected by this model is based upon the amount of migration expected (i.e. how many people are moving to Norfolk). **Figure 7** illustrates the potential population projections for Cohort Survival Population Projection.

Figure 7: Cohort Survival Population Projection

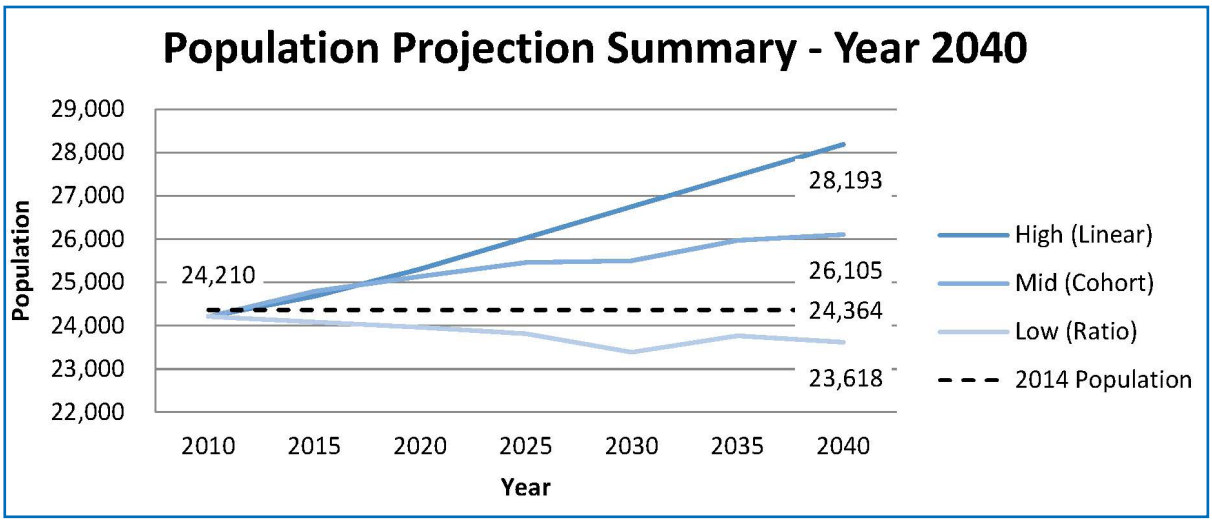


Source: 2016 Norfolk Comprehensive Plan

Population Projection Summary

A summary of the aforementioned population projections was created to better identify a single population that will help to drive future city growth policies. Of the three projection models, the average of the highest and lowest population projection was calculated to return a singular projection for each model. **Figure 8** illustrates the summarized potential population projections.

Figure 8: Population Projection Summary



Source: 2016 Norfolk Comprehensive Plan

The largest projected change is from the Linear Population Projection and returns a 2040 population of 28,193 or an increase of 3,983. The smallest projected change is from the Ratio Projection method and estimates a 2040 population of 23,618 or a decrease of 592 persons.

Housing

This housing profile identifies existing housing characteristics and projected housing needs for residents of Norfolk. The primary goal of the housing profile is to examine past and present conditions; while identifying potential needs, including provisions for safe, decent, sanitary, and affordable housing for every family and individual residing within Norfolk. The housing profile is also an analysis aiding in determining the composition of owner-occupied and renter-occupied units, as well as the existence of vacant units. It is important to evaluate information on the value of owner-occupied housing units, and monthly rents for renter-occupied housing units, to determine if housing costs are a financial burden to Norfolk residents.

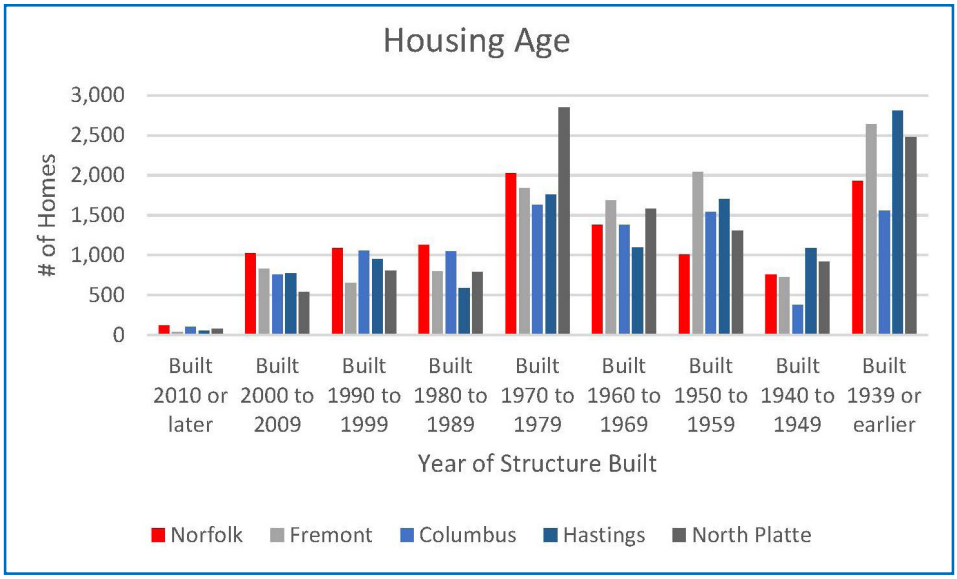
Housing Age

A review of housing age is a useful tool to assess the type of housing options available to Norfolk residents. Analyzing the age of Norfolk's housing stock reveals a great deal about population and economic conditions in the past. The age of housing has implications about lot size, size and number of bedrooms, kitchen facilities, and housing heating fuel, for example. Current housing trends might contrast and conflict with the existing housing options, which might deter potential residents from locating within the city. The largest number of Norfolk housing units was built in the 1970s (2,027 units). Since 2000, approximately 1,140 homes were constructed in Norfolk. The lowest number of homes constructed occurred in the 1940s (757 units).

Of the selected communities, Fremont, Hastings, and North Platte have more homes built prior to the 1940s. Columbus is the only community that has fewer homes built prior to the 1940s. The

largest number of new construction of homes was in the 1970s for all communities. However, about half as many homes have been constructed in the 1990s and 2000s for all the communities.

Figure 9: Housing Age

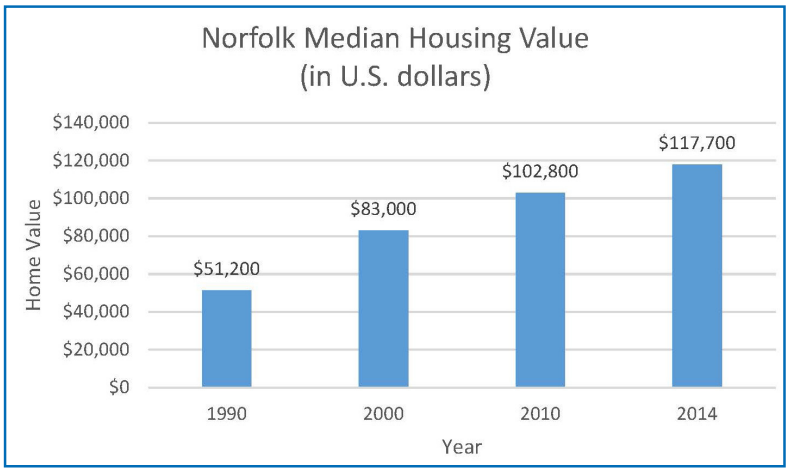


Source: U.S. Census Bureau, 2010 Census

Value

Median home value is another useful metric for evaluating current housing conditions within a community. While a range of values exists within any community, the median value provides a useful way of comparing the affordability of different locations. It is best to view median prices over periods of time and monitor trends, rather than looking at one-time period, which might be overly influenced by a large number of expensive or inexpensive home sales. **Figure 10** displays the median housing value in Norfolk since 1990. The 2014 median home value of owner-occupied housing in Norfolk ($117,700) has risen by approximately 56 percent since 1990.

Figure 10: Median Housing Value

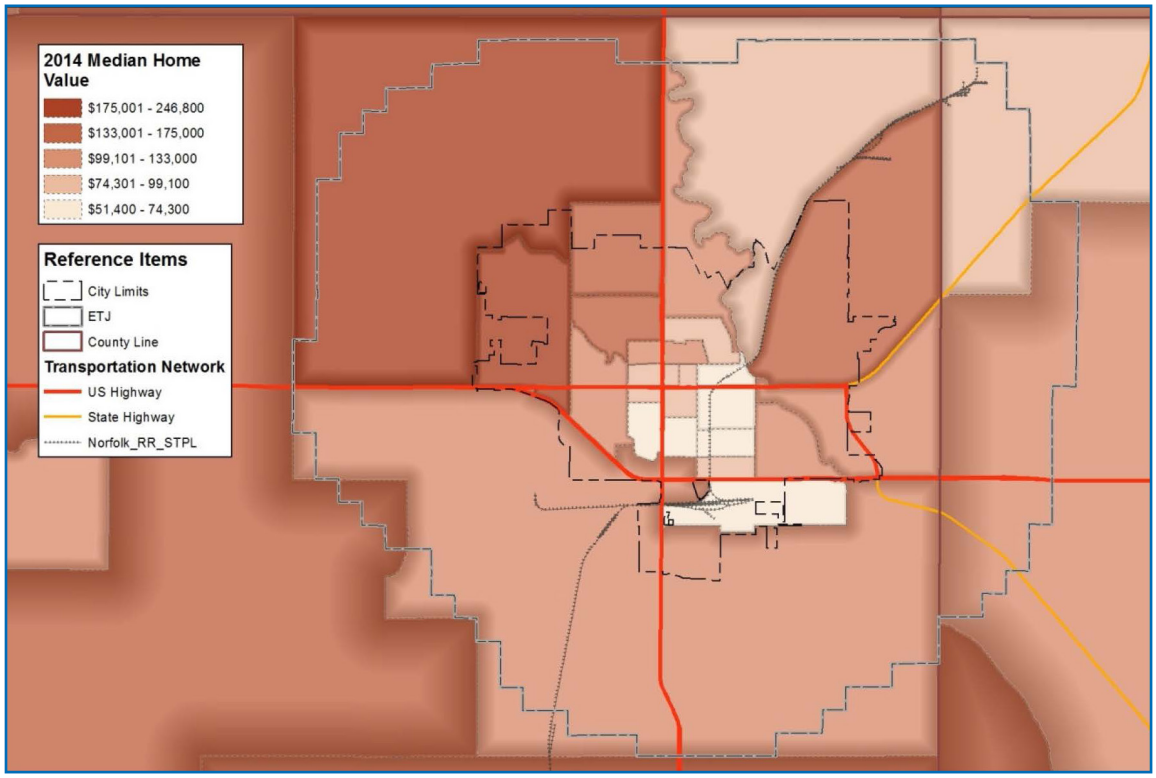


Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

As stated previously, the median value of housing within a community has implications about the resources needed and/or desired among residents. An evaluation of median home price within

the different census block groups within the planning areas helps to identify those areas with housing that is either greater than or less than the overall 2014 median housing value for Norfolk ($117,700).

Figure 11: 2014 Median Home Value (by Block Group)

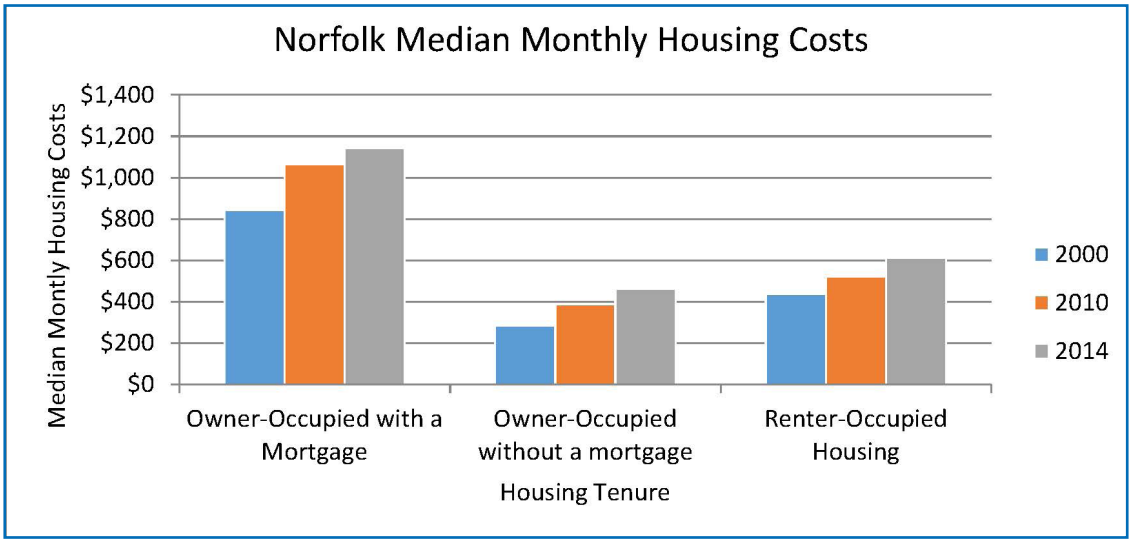


Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates.

A review of the 2014 median home value by census block indicates areas within the community with varying housing values. By implication of the reported median housing value, the most expensive housing stock within the city is generally located within the northwestern portions of the community. Conversely, those areas in the central and southern extents of Norfolk contain housing stock whose median value is generally lesser than the overall median housing value.

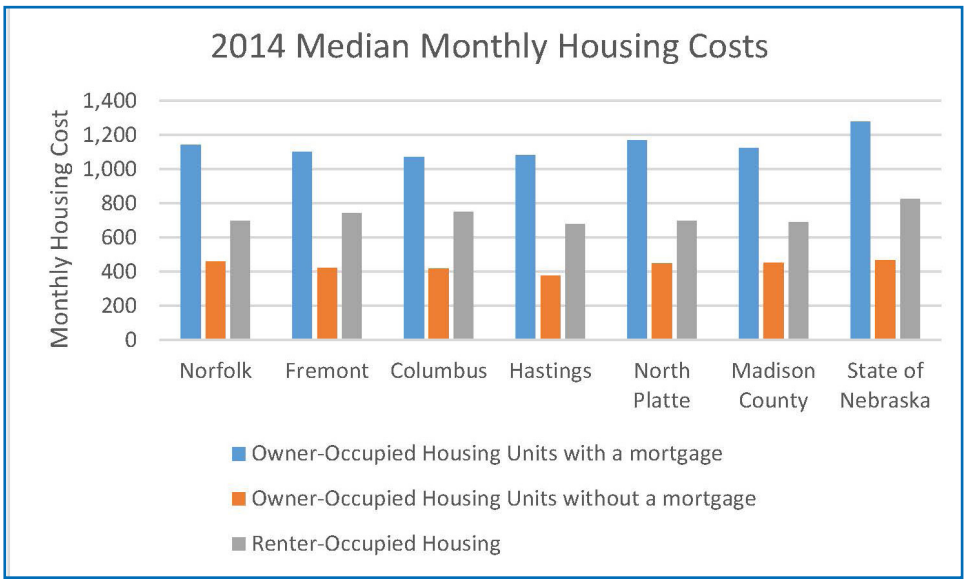
A review of housing costs provides an indication of the strength of a local economy. Those communities where the cost of housing is relatively high will have less money to spend on other aspects of the local economy. The U.S. Census reports monthly housing costs based upon three types of housing financial characteristics: owner-occupied with a mortgage, owner-occupied without a mortgage, and renter-occupied. **Figure 12** illustrates the median monthly housing costs in Norfolk. In 2014, the median monthly housing cost in Norfolk was $1,143 for owner-occupied housing with a mortgage, $461 for owner-occupied housing without a mortgage, and $695 for renter-occupied housing. Compared to Norfolk, 2014 median monthly housing costs for owner-occupied units with a mortgage were higher in North Platte and the State of Nebraska. Fremont, Columbus, Hastings, and Madison County were generally lower in owner-occupied housing with a mortgage. However, median rent was higher in Fremont, Columbus, and the State of Nebraska. Rent costs were nearly the same in Hastings, North Platte, and Madison County.

Figure 12: Median Monthly Housing Costs



Source: U.S. Census Bureau, Census 1990 SF3, Census 2000 SF3, Census 2010 SF3, 2009 – 2013 5-Year American Community Survey

Figure 13: 2014 Median Monthly Housing Costs (Norfolk and Selected Communities)



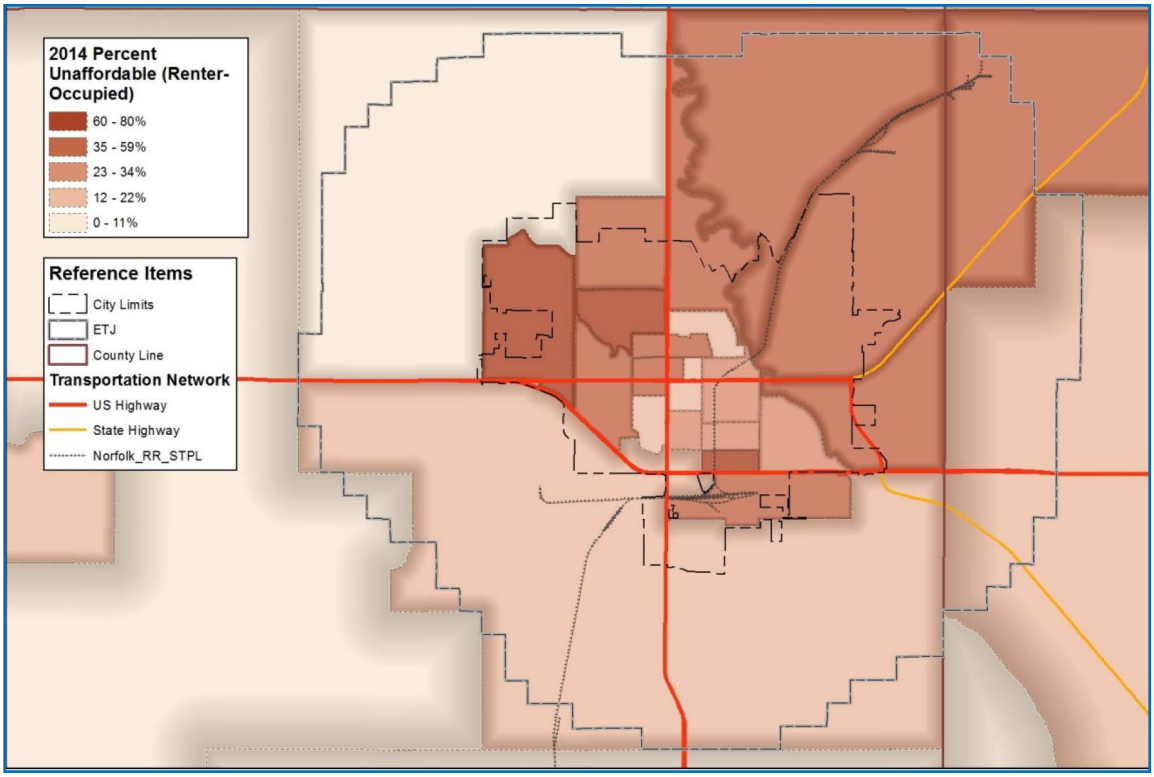
Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

To further evaluate the costs of housing options within the city, a review of housing costs per census block group helps to indicate which areas contain a larger percentage of unaffordable housing. An estimate of "unaffordable housing" is any housing type wherein the costs associated with the maintenance of a typical household (mortgage/rent, electricity, gas, water, and sewer) are greater than 30 percent of the median household value. For the purposes of this report, the percentage of unaffordable housing, both renter and owner-occupied housing, was calculated by dividing the number of unaffordable housing options by the corresponding total number of housing options within any one census block group.

The values of gross rent as a percentage of household income in the past 12 months are computed by using a ratio of monthly gross rent to monthly household income. Gross rent is defined by the Census Bureau as "the amount of the contract rent plus the estimated average monthly cost of utilities and fuels (oil, coal, kerosene, wood, etc.) if these are paid for by the renter (or paid for the renter by someone else). Gross rent is intended to eliminate differentials that result from varying practices with respect to the inclusion of utilities and fuels as part of the rental payment."

Figure 14 illustrates the percent of rental housing units within any census block group that reported housing costs in excess of 30 percent of median household income. This measure of community housing indicates numerous portions of the city contain unaffordable rental housing. These areas include the northeast of the community near Northeast Community College and areas immediately north and west of downtown. Areas of the community with fewer rental options that are generally unaffordable include areas within the central city and those areas within the periphery of the community to the west and south.

Figure 14: 2014 Percent Unaffordable Renter-Occupied Housing (by Block Group)

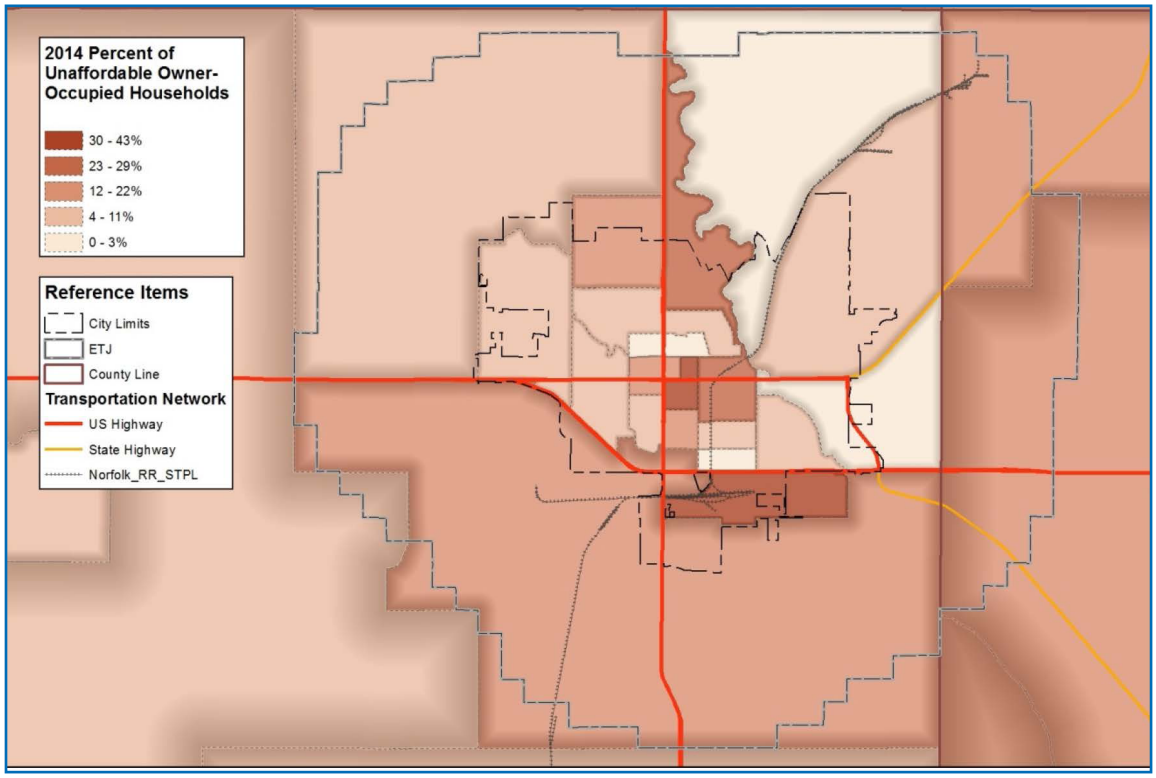


Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates.

The information on selected monthly owner costs as a percentage of income is the computed ratio of selected monthly owner costs to monthly household income. Selected monthly owner costs are defined as "the sum of payment for mortgages, real estate taxes, various insurances, utilities, fuels, mobile home costs, and condominium fees. When combined with income, a new item is created - selected monthly owner costs as a percentage of household income. As with the aforementioned renter-occupied unaffordable housing, the percentage of unaffordable housing is generated by dividing the number of owner-occupied housing units reporting housing costs greater than 30 percent of median household income by the total number of owner-occupied housing."

Figure 15 illustrates that the cost of owner-occupied housing as a percentage of total owner-occupied housing varies throughout the community. The areas of the community with the highest percentage of unaffordable owner-occupied housing are generally located downtown, immediately west of downtown, north of downtown and immediately west of North Fork Elkhorn River, in areas near the intersection of Highway 81 and Highway 275, and immediately south of Highway 275. Conversely, areas with a lower percentage of unaffordable housing are those to north of downtown and east of the North Fork Elkhorn River, and east of downtown between Norfolk Avenue and Highway 275.

Figure 15: 2014 Percent Unaffordable Owner-Occupied Housing (by Block Group)



Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates.

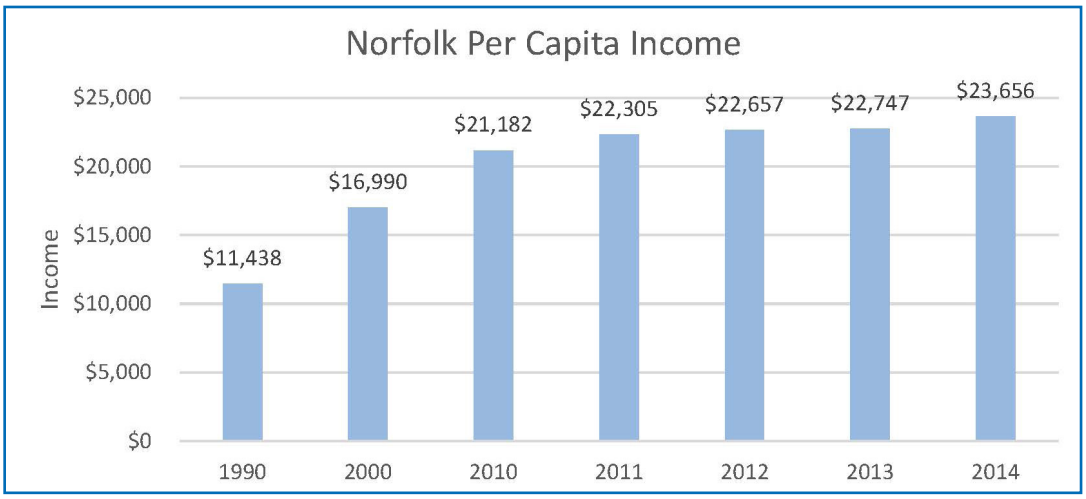
Economy

Economic data is collected in order to understand local changes in economic activity as well as employment needs and opportunities within Norfolk.

Income

Income statistics for households are important for determining the earning power of households in a community. The data presented here shows household income levels for Norfolk in comparison to the state. According to the U.S. Census, Per Capita Income is the mean income received during the past 12-months computed for every man, woman, and child over the age of 15 years in a geographic area by dividing the total income of all people by the total population. **Figure 16** illustrates the per capita income for Norfolk from 1990 to 2014.

Figure 16: Per Capita Income

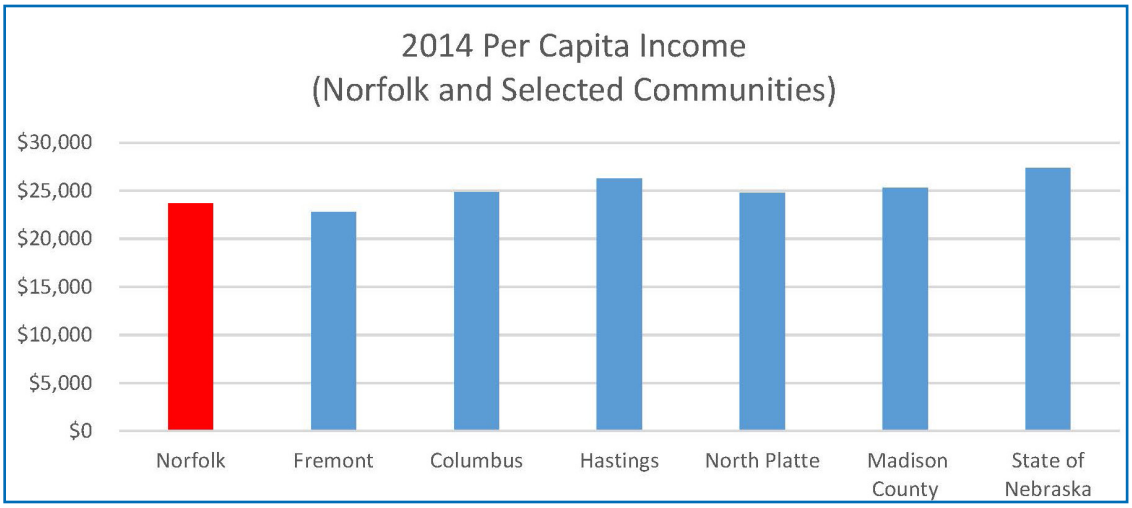


Source: U.S. Census Bureau, Census 1990 SF3, Census 2000 SF3, Census 2010 SF3, 2009 - 2013 5-Year American Community Survey

The Census defines the Per Capita Income as "the mean income computed for every man, woman, and child in a particular group. It is derived by dividing the total income of a particular group by the total population." Since 1990, the per capita income for Norfolk has steadily risen. In 1990, Norfolk per capita income was $11,438. This figure rose by 49 percent in 2000 to $16,990. Again per capita income rose by 25 percent from 2000 to 2010; $21,182. From 2010 to 2014, Norfolk per capita income rose by nearly 12 percent to $23,656. The total increase in per capita income from 1990 to 2014 represents an 86 percent increase.

Figure 17 illustrates the comparative 2014 Per Capita Income for Norfolk and selected communities. By this measure, Norfolk per capita income is greater than the community of Fremont ($22,776) but less than the communities of Columbus ($24,862), Hastings ($26,262), North Platte ($24,760), Madison County ($25,279), and the State of Nebraska ($27,339).

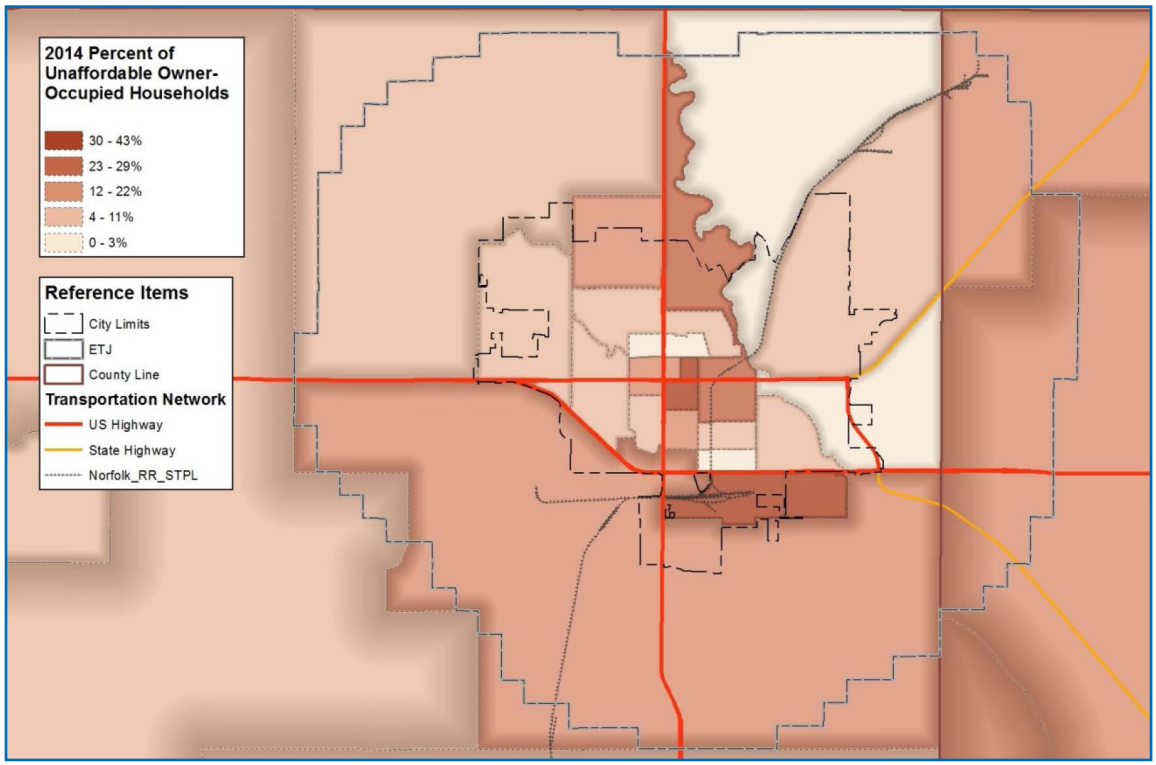
Figure 17: 2014 Per Capita Income (Norfolk and Selected Communities)



Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

Further review of per capita income by census block group within the planning area provides an additional level of data, generally indicating where persons of differing levels of income reside within the city. **Figure 18** illustrates that, in large part, those residents of Norfolk with the highest average per capita income are located within those areas northwest of the city. Conversely, those areas with lower per capita income are areas of the central city and additional areas immediately north and south of downtown.

Figure 18: Average Per Capita Income (by Block Group)

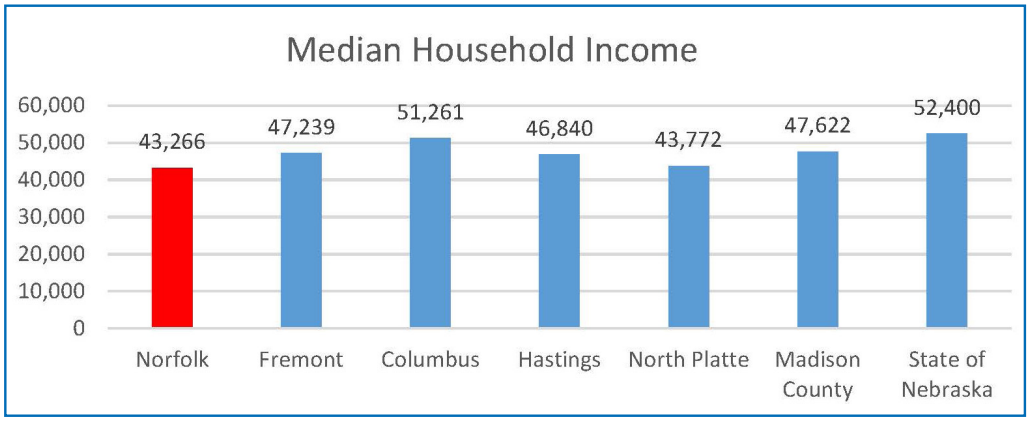


Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates.

Household income differs from per capita income in that the former is a measure of the income attributed to all members of a household rather than a single person. The average household income can be used as an indicator for the monetary well-being of a populous in part because this figure includes only disposable income and acknowledges people sharing accommodations, which has the effect of collectively pooling the cost of living. In 2014, the Median Household Income for Norfolk residents was $43,266.

Median household income for Norfolk residents is lower than surrounding communities, Madison County, and the State median household income. When compared to the selected communities, North Platte is the only community with similar, yet higher median household income ($43,772). **Figure 19** illustrates the comparative 2014 Median Household Income for Norfolk and selected communities.

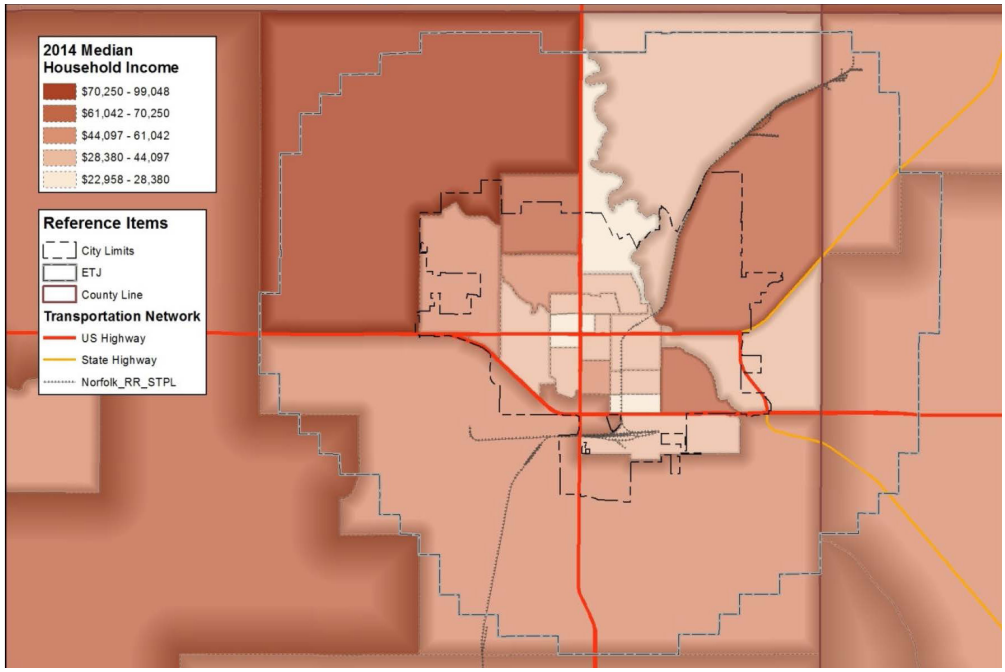
Figure 19: Median Household Income



Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

Further review of household income by census block group within the planning area provides an additional level of data, generally indicating where persons of differing levels of income reside within the city. **Figure 20** illustrates that, in large part, those residents of Norfolk with the highest average per capita income are located within those areas northwest of the city as well as areas eastern extents of the city. Conversely, those areas with lower per capita income are areas of the central city and additional areas immediately north and south of downtown. This data is similar to the per capita income by census block group. The main difference includes areas near the college as well as additional areas east of 1st Street and south of Norfolk Avenue. This distinction between per capita and household income may provide an indication of which areas of the community contain households with multiple individuals reporting income.

Figure 20: Median Household Income (by Block Group)



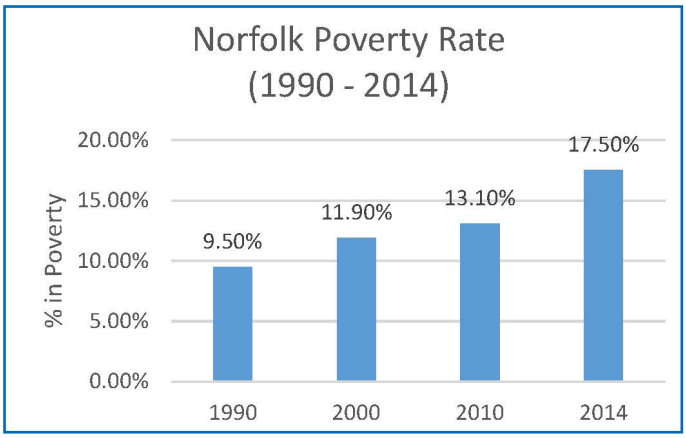
Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates

Poverty

The U.S. Census defines poverty by first identifying a threshold indicator wthat draws a line between those considered to be in poverty and those who are not. All households with income below the poverty threshold are defined as being in poverty. A definition of the poverty threshold, as defined by the Census for each household, can be viewed at the following website: *http://www.census.gov/data/tables/time-series/demo/income-poverty/historical-poverty-thresholds.html.*

Figure 21 illustrates the changing poverty rate for Norfolk from 1990 to 2014. The poverty rate in Norfolk has increased from 9.5 percent in 1990 to 17.5 percent in 2014. During the same period (1990 – 2014), the poverty rate of the State of Nebraska increased from 11.1 percent in 1990 to 12.9 percent in 2014.

Figure 21: Poverty Rate

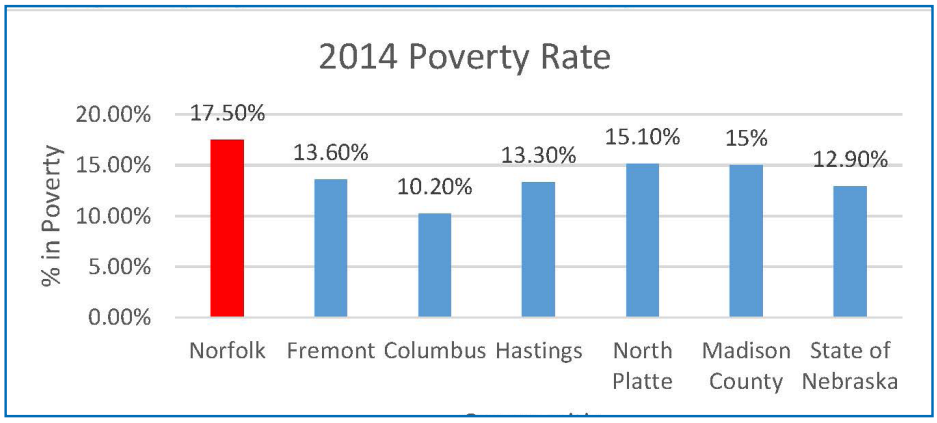


Source: U.S. Census Bureau, Census 1990 SF3, Census 2000 SF3, Census 2010 SF3, 2009 – 2013 5-Year American Community Survey

"Further review of household income by census block group within the planning area provide an additional level of data, generally indicating where persons of differing levels of income reside within the city."

The 2014 poverty rate in Norfolk is higher than the selected communities at 17.5 percent. Fremont (13.6%), Columbus (10.2%), Hastings (13.3%), and North Platte (15.1%) all have lower poverty rates than Norfolk. Madison County (15%) and the State of Nebraska (12.9%) are also lower than Norfolk. **Figure 22** illustrates the 2014 Poverty Rates of Norfolk and selected communities.

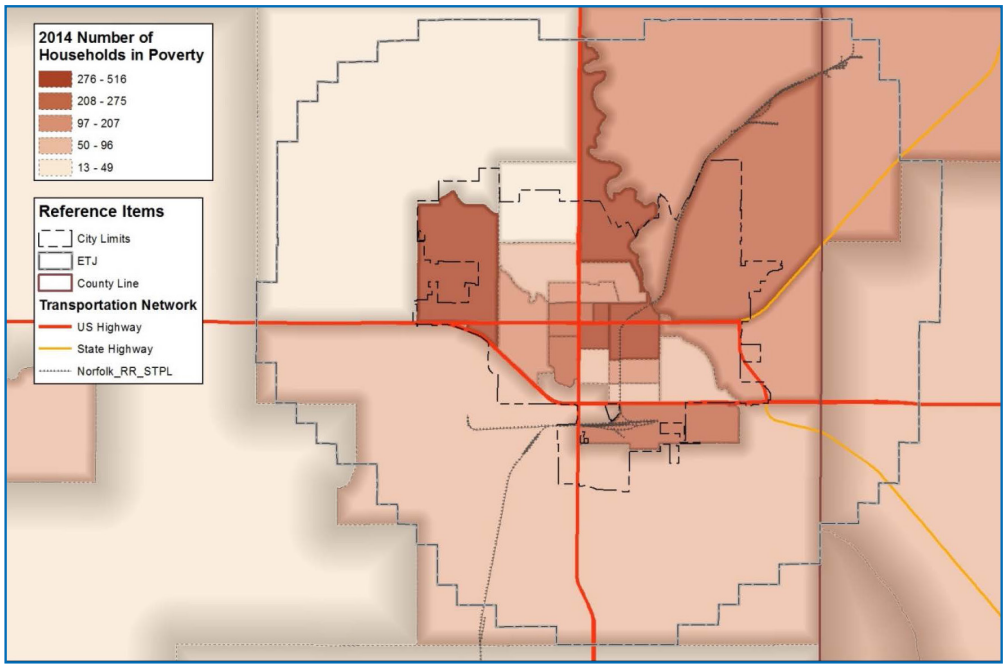
Figure 22: 2014 Poverty Rate (Norfolk and Selected Communities)



Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

A review of households in poverty by block group are illustrated in **Figure 23**. This data indicates that there are a number of areas wherein poverty is generally more or less concentrated. Areas with higher numbers of households in poverty are those near downtown, north of downtown and west of North Fork Elkhorn River, and the area in the western extents of the city and north of Highway 275. Conversely, the area within the plan with the lowest number of households in poverty is northwest of the city.

Figure 23: 2014 Poverty Rate (by Block Group)

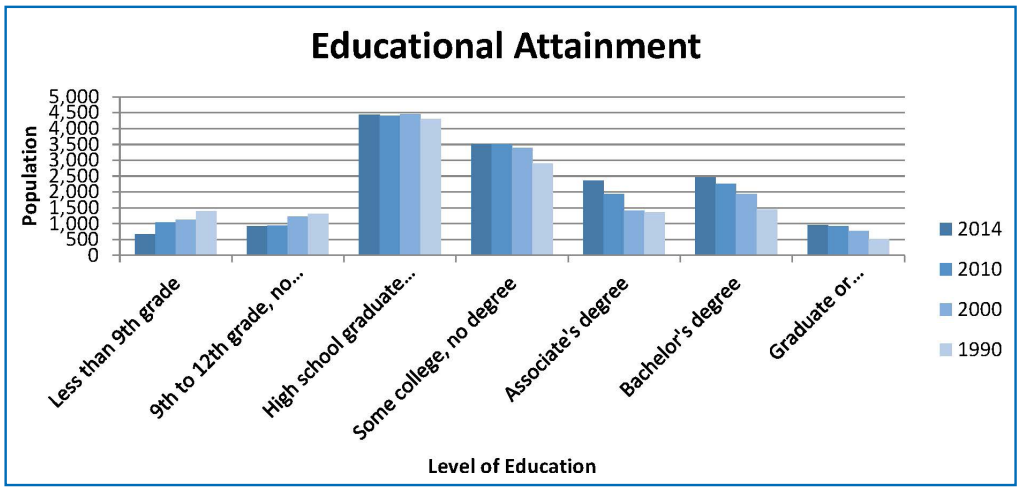


Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates

Educational Attainment

The amount of education achieved by a local population can have drastic impacts on the economy. While attaining a specific degree is no guarantee of an individual's ability to earn higher than average wages, the level of educational attainment provides a strong indication of the level of wealth. Therefore, if a community contains residents with high levels of educational attainment, the corresponding level of wealth these residents are able to put into the local economy is likely higher than in other communities where residents have less education and less corresponding wealth. A general indication of the level of education within a population can be better understood through a review of percentage of the local population who have not graduated from high school, graduated with a degree from a 2 or 4-year program as well as the percentage of residents that have achieved a postsecondary education such as a Master's Degree or PhD. The figures regarding the educational attainment in Norfolk are based upon a recording of those residents over the age of 25 Years and are shown in **Figure 24**.

Figure 24: Educational Attainment



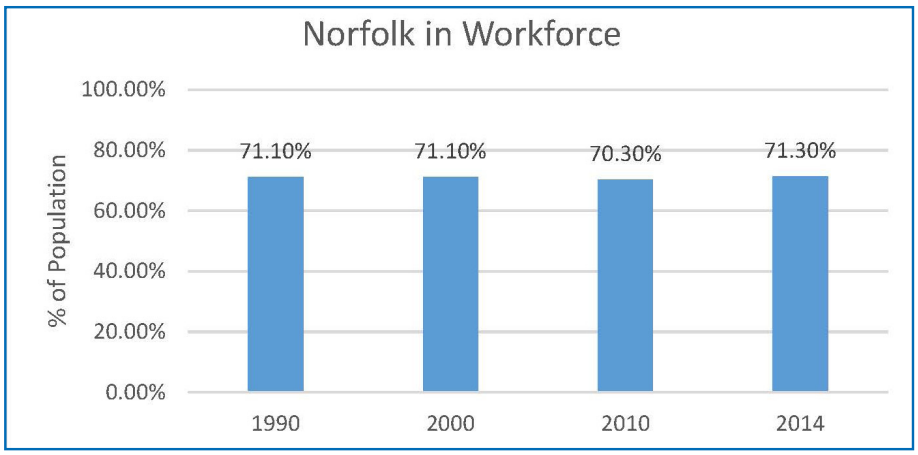
Source: U.S. Census Bureau, Census 1990 SF3, Census 2000 SF3, Census 2010 SF3, 2009 - 2013 5-Year American Community Survey

A review of educational attainment from the years 1990 to 2014 shows that the population, over the age of 25 years, is achieving higher levels of education. During this period the percentage of this age group without a high school degree has decreased from 20.3 percent, to 10.3 percent. Alternatively, the number of persons with a college degree or post-secondary degrees has increased. The percent of the population with a bachelor's degree or higher has increased from 14.8 percent in 1990 to 22.3 percent in 2014.

Workforce

Analyzing employment by industry assists in determining the key components of the local labor force. The labor force of a community is defined by the number of employed and unemployed persons. The U.S. Census defines employed persons as all civilians 16 years and older who have a job. Unemployed persons are defined as those without a job, actively looking for work, and who are available and able to work. **Figure 25** illustrates the change in Norfolk's workforce as a percentage of city population from 1990 to 2014.

Figure 25: Percent of Population in Workforce

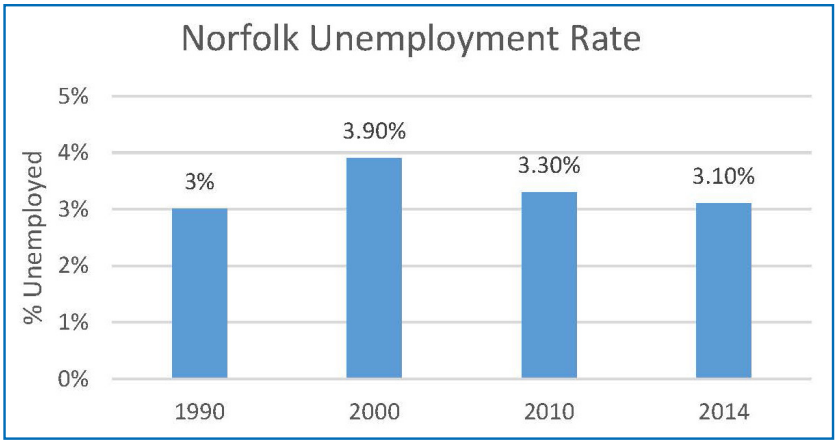


Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

Since 1990, the Norfolk workforce has stayed about the same but increased slightly over the past 20 years. From 1990 to 2014, the Norfolk workforce, as a percentage of the total population, has increased from 71.1 percent to 71.3 percent. During the same time period, Madison County experienced similar growth from 69.3 percent in 1990 to 70.5 percent in 2014. The State also grew from 1990 to 2014, with 69.3 percent in 1990 to 70.5 percent in 2014. Norfolk has a higher percentage of the population in the workforce than both Madison County and the State.

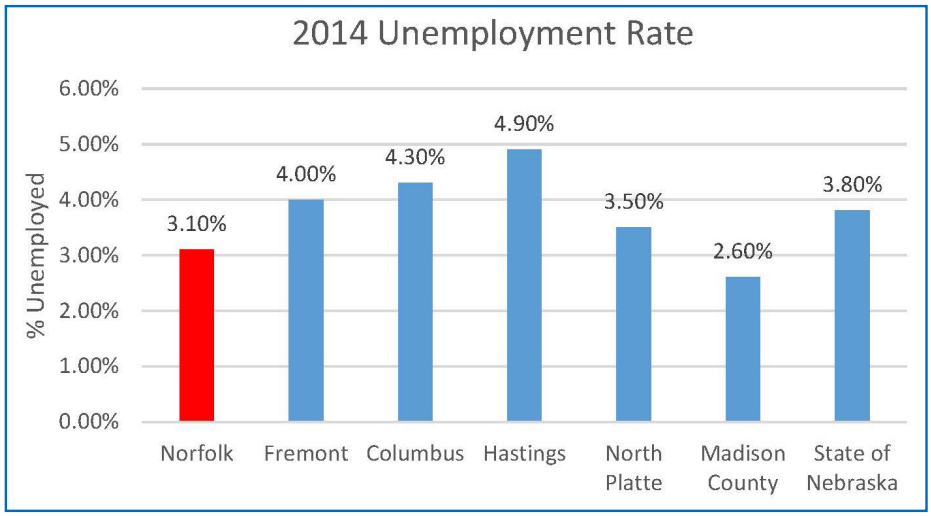
As the number of Norfolk residents joining the workforce and gaining employment have increased, the unemployment rate has decreased. **Figure 26 and 27** illustrate the changing unemployment rate in Norfolk and neighboring communities. In 1990, the unemployment rate in Norfolk was 3 percent and rose to 3.9 percent in 2000. Since 2000, the unemployment rate has steadily decreased to 3.3 percent in 2010 and 3.1 percent in 2014. The unemployment rate in Madison County in 1990 was 3.1 percent and dropped to 2.6 percent in 2014. The State's unemployment rate in 1990 was 3.7 percent and rose to 3.8 percent in 2014.

Figure 26: Unemployment Rate



Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

Figure 27: 2014 Unemployment Rate (Norfolk and Selected Communities)

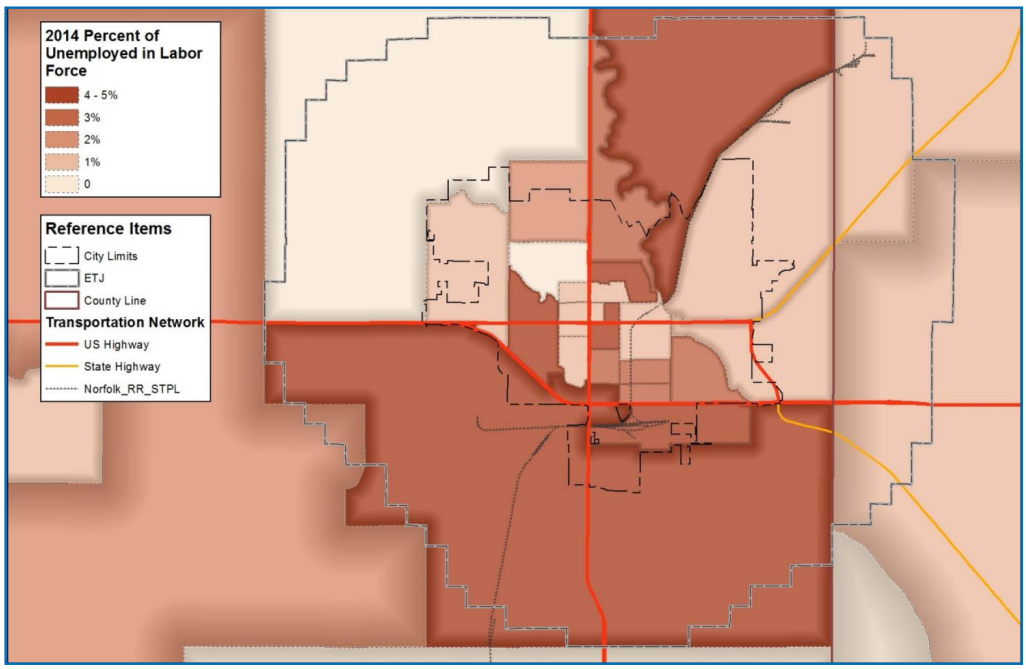


Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

Compared to the surrounding communities, in 2014, the size of the Norfolk workforce and labor force were generally equal to or lower than the selected communities.

A review of the percentage of unemployed persons by block group provides a general indication of which parts of the community are home to this segment of the city population. These figures are calculated by dividing the number of unemployed persons by the total population for same block group. **Figure 28** illustrates this data. This dataset indicates that the largest unemployment rates are located within areas within the planning area adjacent to and south of the Highway 275 corridor as well as the region of the community east of the North Fork Elkhorn River and north of college campus.

Figure 28: 2014 Unemployment Rate (by Block Group)

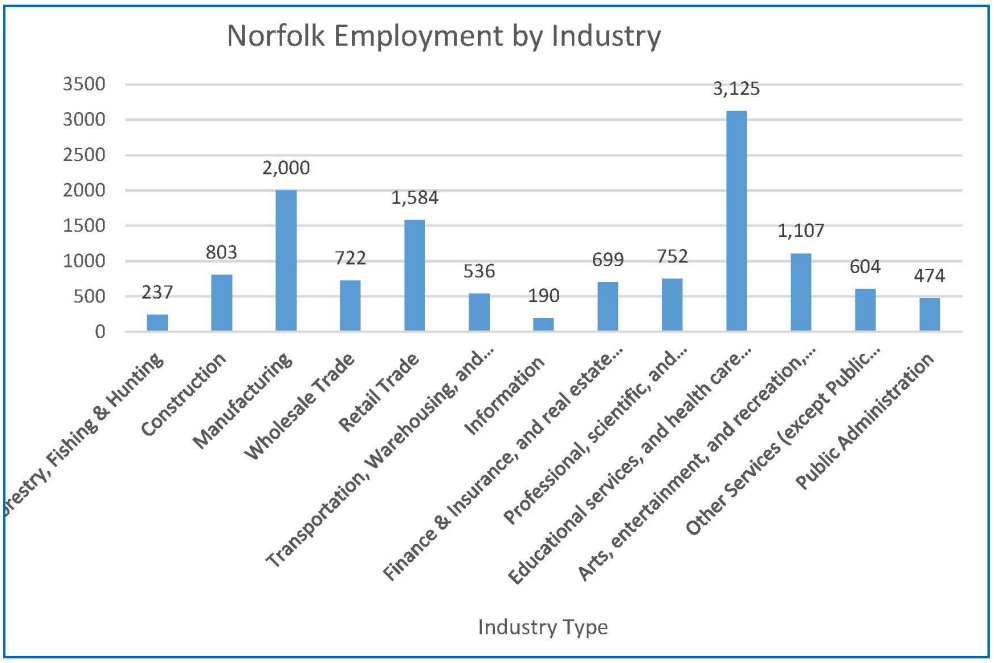


Source: U.S. Census Bureau, 2010-2014 American Community Survey (ACS) 5-Year Estimates

Local Employment

Analyzing employment by industry assists in determining the key components of the local labor force. A review of recent trends in Norfolk employment can indicate if an industry, or cluster of industries, is either increasing or decreasing. Additionally, a measure of local employment can show whether or not a community has a competitive advantage in any industry when compared to employment levels in the surrounding areas. This information can help guide policy decisions regarding the allocation of community resources toward the development of local employment opportunities. **Figure 29** illustrates the 2014 employment by industry type for Norfolk.

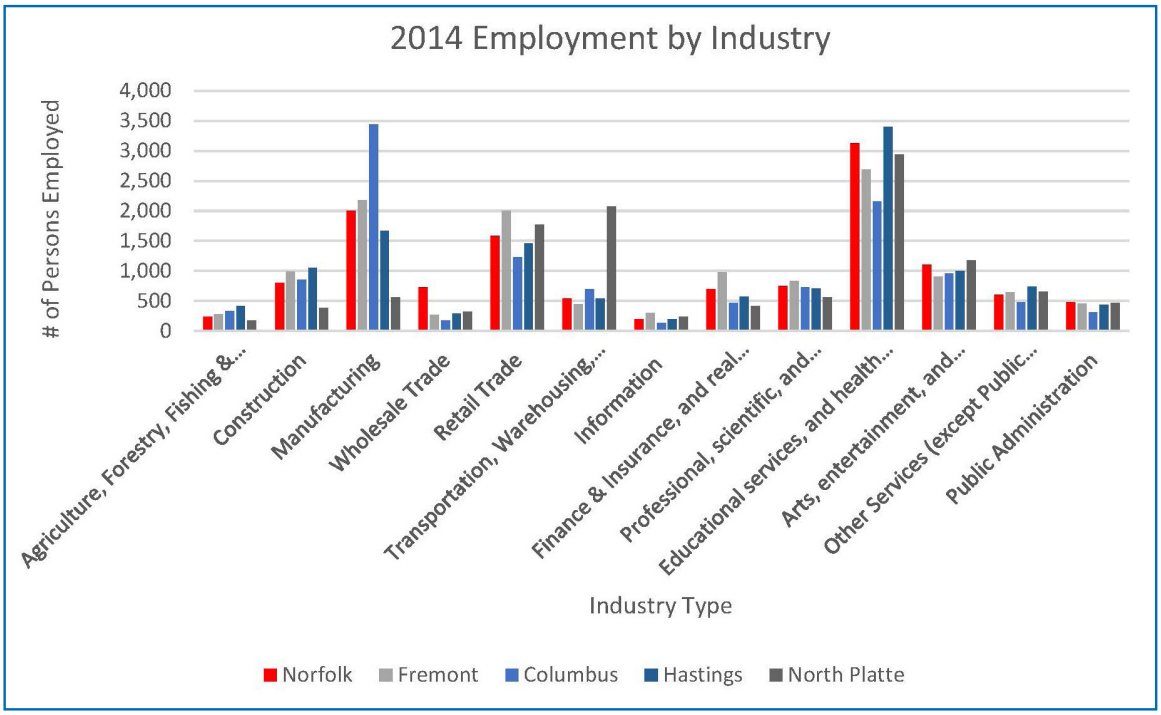
Figure 29: Employment by Industry



Source: U.S. Census Bureau, Census 2000 SF3, Census 2010 SF3, 2009 – 2013 5-Year American Community Survey

When reviewing the 2014 employment by industry for Norfolk, it becomes clear that certain industries are more or less concentrated in Norfolk relative to levels of employment in surrounding areas. In 2014, educational, healthcare, and social assistance services employment in Norfolk was 24.4 percent of the total employment in the city and represented the largest concentration of employment for any industry. The next largest concentration of local employment was in manufacturing (15.6%) and in retail trade (12.3%). All other industries in Norfolk represented less than 10 percent of local employment. **Figure 30** illustrates the number of people employed in the various industries in Norfolk compared to the surrounding areas.

Figure 30: 2014 Employment by Industry (Norfolk and Selected Communities)



Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

Retail Marketplace Analysis

The Retail Marketplace Analysis provides an overview of current market trends and key retail areas within Norfolk. **Table 2** contains detailed information for Norfolk using the ESRI's Business Analyst. This data provides a measure of market trends and retail activity through an evaluation of market demand and retail potential, which are calculated by estimates of consumer spending from the Bureau of Labor Statistic's annual Consumer Expenditure Surveys. This information provides consumer spending information for hundreds of goods and services by households.

Table 2: Norfolk Retail Spending and Gap Analysis

Summary Demographics

2016 Population	24,468	2016 Median Disposable Income	$35,841
2016 Households	10,100	2016 Per Capita Income	$25,779

Industry Summary	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/ Surplus Factor	Number of Businesses
Total Retail Trade and Food & Drink	44-45,722	$323,614,869	$552,136,873	($228,522,004)	-26.1	296
Total Retail Trade	44-45	$293,840,594	$512,874,947	($219,034,353)	-27.2	225
Total Food & Drink	722	$29,774,275	$39,261,926	($9,487,651)	-13.7	71
Motor Vehicle & Parts Dealers	441	$65,707,477	$105,068,221	($39,360,744)	-23	33

Industry Summary	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/ Surplus Factor	Number of Businesses
Automobile Dealers	4411	$54,950,886	$80,369,409	($25,418,523)	-18.8	20
Other Motor Vehicle Dealers	4412	$5,659,182	$17,080,919	($11,421,737)	-50.2	2
Auto Parts, Accessories & Tire Stores	4413	$5,097,409	$7,617,893	($2,520,484)	-19.8	11
Furniture & Home Furnishings Stores	442	$6,614,094	$15,876,211	($9,262,117)	-41.2	12
Furniture Stores	4421	$5,057,943	$12,257,427	($7,199,484)	-41.6	7
Home Furnishings Stores	4422	$1,556,151	$3,618,784	($2,062,633)	-39.9	5
Electronics & Appliance Stores	443	$18,071,292	$27,015,161	($8,943,869)	-19.8	15
Bldg Materials, Garden Equip. & Supply Stores	444	$13,493,930	$28,522,802	($15,028,872)	-35.8	17
Bldg Material & Supplies Dealers	4441	$10,721,765	$23,785,882	($13,064,117)	-37.9	13
Lawn & Garden Equip & Supply Stores	4442	$2,772,165	$4,736,920	($1,964,755)	-26.2	4
Food & Beverage Stores	445	$53,072,071	$85,270,221	($32,198,150)	-23.3	21
Grocery Stores	4451	$46,260,243	$72,489,003	($26,228,760)	-22.1	9
Specialty Food Stores	4452	$5,146,455	$2,556,331	$2,590,124	33.6	6
Beer, Wine & Liquor Stores	4453	$1,665,373	$10,224,887	($8,559,514)	-72	6
Health & Personal Care Stores	446, 4461	$19,700,100	$28,502,368	($8,802,268)	-18.3	25
Gasoline Stations	447, 4471	$22,164,709	$41,277,198	($19,112,489)	-30.1	11
Clothing & Clothing Accessories Stores	448	$9,713,504	$18,860,204	($9,146,700)	-32	32
Clothing Stores	4481	$6,084,498	$11,647,579	($5,563,081)	-31.4	22
Shoe Stores	4482	$1,383,759	$4,016,716	($2,632,957)	-48.8	6
Jewelry, Luggage & Leather Goods Stores	4483	$2,245,247	$3,195,909	($950,662)	-17.5	4
Sporting Goods, Hobby, Book & Music Stores	451	$9,151,861	$8,986,472	$165,389	0.9	16
Sporting Goods/Hobby/ Musical Instr Stores	4511	$6,777,749	$6,820,735	($42,986)	-0.3	15
Book, Periodical & Music Stores	4512	$2,374,112	$2,165,737	$208,375	4.6	1
General Merchandise Stores	452	$57,588,859	$141,394,053	($83,805,194)	-42.1	10

Industry Summary	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/ Surplus Factor	Number of Businesses
Department Stores Excluding Leased Depts.	4521	$48,033,949	$138,381,663	($90,347,714)	-48.5	5
Other General Merchandise Stores	4529	$9,554,910	$3,012,390	$6,542,520	52.1	5
Miscellaneous Store Retailers	453	$12,258,377	$10,869,839	$1,388,538	6	30
Florists	4531	$519,548	$1,033,344	($513,796)	-33.1	4
Office Supplies, Stationery & Gift Stores	4532	$2,321,802	$2,598,425	($276,623)	-5.6	5
Used Merchandise Stores	4533	$697,193	$1,097,511	($400,318)	-22.3	4
Other Miscellaneous Store Retailers	4539	$8,719,834	$6,140,559	$2,579,275	17.4	17
Nonstore Retailers	454	$6,304,320	$1,232,197	$5,072,123	67.3	3
Electronic Shopping & Mail-Order Houses	4541	$4,997,819	$1,075,230	$3,922,589	64.6	2
Vending Machine Operators	4542	$133,131	$156,967	($23,836)	-8.2	1
Direct Selling Establishments	4543	$1,173,370	$0	$1,173,370	100	0
Food Services & Drinking Places	722	$29,774,275	$39,261,926	($9,487,651)	-13.7	71
Full-Service Restaurants	7221	$15,596,133	$20,626,213	($5,030,080)	-13.9	36
Limited-Service Eating Places	7222	$12,357,114	$18,001,024	($5,643,910)	-18.6	30
Special Food Services	7223	$623,625	$0	$623,625	100	0
Drinking Places - Alcoholic Beverages	7224	$1,197,403	$634,689	$562,714	30.7	5

Source: Esri and Infogroup. Retail MarketPlace 2016 Release 1 (2015 data in 2016 geography)

The most important information within this dataset includes both the retail sales reported to the US Census and/or the Bureau of Labor Statistics as well as the expected retail sales. The expected retail sales are calculated within this dataset by ESRI and are based upon the typical consumer habits of the local population as well as the identified income available to the populous. The combination of these two aspects of the local economy allow for an estimate of how much might be spent by local residents on specific items in a given time period. The inherent assumption of this dataset is that the residents of any location would prefer to shop locally and would do so if all other aspects of a potential sale are equal. Therefore, any difference between the expected retail sales and the observed retail sales is assumed to be an indication of the relative strength or weakness of the local economy. A strong retail business or industry is considered to be any wherein the retail sales exceeded the expected sales. These retail business or industries are said to be importing sales from persons living outside of the city and represent a "surplus." Conversely, a weak retail business

"Norfolk is one of the few cities in northeast Nebraska that the surrounding communities also use as their retail marketplace."

or industry are considered to be exporting sales from residents of Norfolk to other municipalities or regions. This measure of local economic strength is calculated as both the "Retail Gap" and the "Leakage/Surplus Factor." The Retail Gap represents the difference between the observed and expected retail sales within each industry group. The Leakage/Surplus Factor represents the relative opportunity for the creation of a business. Leakage in an area represents a condition where demand exceeds supply. In other words, retailers outside the market area are fulfilling the demand for retail products; therefore, demand is "Leaking" out of the trade area. Such a condition highlights an opportunity for new retailers to enter the trade area or for existing retailers to extend their marketing outreach to accommodate the excess demand. Surplus in an area represents a condition where supply exceeds the area's demand. Retailers are attracting shoppers that reside outside the trade area. The "surplus" is in market supply. Brand positional and product mix are key differentiators in these types of markets. A positive Leakage/Surplus factor represents a market with some retail potential that is lost to other areas. A negative Leakage/Surplus factor is a market with a surplus of retail sales.

The industry types with the five largest imported sales (in dollars) are as follows:

- Department Stores Excluding Leased Depts – ($90.3 million)
- General Merchandise Stores – ($83.8 million)
- Motor Vehicle & Parts Dealers – ($39.4 million)
- Food and Beverage Stores – ($32.2 million)
- Grocery Stores – ($26.2 million)

Alternatively, the industry groups that occupy the largest Surplus Factors, representing the most significant import of retail sales into the local economy from persons living outside of Norfolk include:

- Other Motor Vehicle Dealers – (-50.2)
- Shoe Stores – (-48.8)
- Department Stores Excluding Leased Depts – (-48.5)
- General Merchandise Stores - (-42.1)
- Furniture Stores – (-41.6)

Conversely, the industry types with the five largest exported sales (in dollars) are as follows:

- Other General Merchandise Stores – ($6.5 million)

- Non-Store Retailers – ($5.1 million)
- Electronic Shopping & Mail Order Houses – ($3.9 million)
- Specialty Food Stores – ($2.6 million)
- Other Miscellaneous Store Retailers – ($2.6 million)

Lastly, the industry groups that occupy the largest Leakage Factors, representing the most significant exportation of retail sales outside of the local economy include:

- Direct Selling Establishments – (100)
- Special Food Services – (100)
- Non-Store Retailers – (67.3)
- Electronic Shopping & Mail Order Houses – (64.6)
- Other General Merchandise Stores – (52.1)

A summary of the Retail Marketplace Profile seems to indicate that Norfolk serves as a regional center for retail sales. Most of the industries for which retail sales are reported show that persons outside of the city are coming to Norfolk to shop. Norfolk is one of the few cities in northeast Nebraska that the surrounding communities also use as their retail marketplace. Due to the amount of retail shoppers outside the city who come to Norfolk to shop, there may be opportunities for Norfolk to capture additional retail activity if new stores are opened. The actual sales for total retail and food and drink exceed the demand by approximately $229 million, which means Norfolk could look to add additional stores to be able to bring in more revenue to the city.

Looking ahead, Norfolk should continue to be able to support a strong retail community as it and the surrounding communities continue to grow.

Economic Competitive Advantage

The growth of the economy of any geographic region is enhanced through a review of the current status and recent trends of economic activity. An often reviewed element of an economic evaluation is the identification of industries wherein the local or regional economy occupies a competitive advantage. The Nebraska Department of Economic Development received a report from 2010 (A Competitive Advantage Assessment and Strategy for Nebraska October, 2010) that outlines and identifies Nebraska's competitive advantages. These competitive advantages are designed to help the state assess its economic building blocks and address both gaps holding Nebraska back and specific opportunities for growth with pragmatic, fiscally prudent choices and strategies. The process utilized within this report provided an evaluation of the state economy based upon the following three points:

1. The performance of industry groups within the state
2. How Nebraska industries are positioned for future growth
3. The correlation between Nebraska workforce and the state's leading industries

The 2010 report was subsequently updated in August of 2015, providing and further updating/refinement of industry clusters. This further refined evaluation of the state's economy identifies the following industries as those wherein the state currently occupies a competitive advantage from other states and the nation as a whole:

- Agricultural Machinery
- Agriculture & Food Processing
- Biosciences

- Business Management & Administrative Services
- Financial Services
- Health Services
- Hospitality & Tourism
- Precision Metals Manufacturing
- Renewable Energy
- Research, Development, & Engineering Services
- Software & Computer Services
- Transportation, Warehousing, & Distribution Logistics

These assessments of the state's economic strengths are meant to provide a list of industries that should represent the focus of the state's economic development activities and/or approaches. In an effort to conduct a similar assessment of the economy of Norfolk, elements of the above study were re-created using information related to Norfolk. These elements repeated included a calculation and review of the Location Quotient (LQ) and Shift Share (SS) Analysis of Norfolk.

An industry LQ is a way of quantifying how 'concentrated' an industry is in a region compared to a larger geographic area, such as the state or nation. The basic uses of industry LQs include, but are not limited to, a determination of which industry(s) make a regional economy unique and identification of the 'export orientation' of an industry. Industries with a high LQ are typically (but not always) export-oriented industries, which are important because they bring money into the region. Industry LQs are calculated by comparing the industry's share of regional employment with its share of national employment; as a result, any LQ calculation greater than 1.00 represents an industry that is a potential exporting industry. Industries that have both high LQ and relatively high total jobs numbers typically form a region's `economic base. **Table 3** illustrates the results of an LQ assessment of Norfolk Employment from 2000 to 2014 compared to Madison County, Nebraska, and U.S. employment.

Table 3: Norfolk Location Quotient; 2000 - 2014

Industry Category	Norfolk v County		Norfolk v USA		Norfolk v State	
	2014	% Change 2000 - 14	2014	% Change 2000 - 14	2014	% Change 2000 - 14
Agriculture, Forestry, Fishing & Hunting	0.48	0.10	0.40	0.10	0.94	0.02
Construction	0.87	(0.13)	0.97	0.05	1.01	0.14
Manufacturing	0.97	0.01	1.45	(0.15)	1.49	0.11
Wholesale Trade	1.05	0.03	2.05	0.57	2.05	0.59
Retail Trade	1.05	(0.05)	1.06	(0.17)	1.07	(0.21)
Transportation, Warehousing, and utilities	0.92	(0.02)	0.74	0.04	0.85	0.03
Information	0.85	(0.07)	0.75	0.39	0.69	0.40
Finance & Insurance, and real estate and rental and leasing	1.07	0.10	0.73	0.15	0.83	0.18
Professional, scientific, and management, and administrative and waste management services	1.10	(0.01)	0.71	(0.14)	0.54	(0.13)

Industry Category	Norfolk v County		Norfolk v USA		Norfolk v State	
	2014	% Change 2000 - 14	2014	% Change 2000 - 14	2014	% Change 2000 - 14
Educational services, and health care and social assistance	1.02	(0.03)	1.02	0.02	1.05	0.01
Arts, entertainment, and recreation, and accommodation and food services	1.26	0.12	1.10	(0.09)	0.91	(0.19)
Other Services (except Public Administration)	0.98	(0.05)	1.04	0.01	0.95	(0.03)
Public Administration	0.99	0.07	0.87	0.19	0.75	0.20

Source: Olsson Associates

A review of the LQ data for Norfolk indicates that a number of industries represent a competitive advantage compared to the county, state, and nation, though not all comparisons share equal results. The list of industries with a +1.00 LQ is slightly different when compared to the county, state, or when compared to the nation. However, across all three areas of comparison, a few industries maintain a constant positive LQ, including: 1) Wholesale Trade, 2) Retail Trade, and 3) Educational services, and health care and social assistance. Additionally, the Manufacturing industry represents a rather high 1.45 and 1.49 LQ when compared to the State and National employment, respectively.

While LQ is an important way to view the strengths of an economic region at any one time, an additional measure of industrial importance to a local or regional economy is a measure of Shift Share analysis (SS). Also known as the comparative static model, SS examines changes in the economic variable between two years. Changes are calculated for each industry in the analysis, both regionally and nationally. Each regional change is decomposed into three components.

1. Overall (State) growth effect is the portion of the change attributed to the total growth of the national economy. It equals the theoretical change in the regional variable had it increased by the same percentage as the national economy.
2. Industry mix effect is the portion of the change attributed to the performance of the specific economic industry. It equals the theoretical change in the regional variable had it increased by the same percentage as the industry nationwide, minus the national growth effect.
3. Competitive Growth effect is the portion of the change attributed to regional influences, and is the component of primary concern to regional analysts. It equals the actual change in the regional variable, minus the previous two effects.

The results from a SS analysis provide an indication of those industries within an economy that have shown a positive or negative change in employment which are otherwise unaccounted for by the overall change in employment as well as the change in employment in an individual industry. **Table 4** provides a review of the SS analysis results for Norfolk from 2000 – 2014 compared to the State.

Table 4: Norfolk – State; Shift Share Analysis, 2000 - 2014

Industry Category	Overall (State) Growth		Industrial Mix Growth		Competitive Growth	
	%	No.	%	No.	%	No.
Agriculture, Forestry, Fishing & Hunting	9.2	19	(19.9)	(42)	32.8	69
Construction	9.2	66	0.1	1	11.1	80
Manufacturing	9.2	219	(13.6)	(325)	(2.8)	(66)
Wholesale Trade	9.2	59	(24.9)	(159)	37.7	241
Retail Trade	9.2	167	(4.4)	(80)	(8.8)	(161)
Transportation, Warehousing, and utilities	9.2	48	(8.7)	(45)	11.7	61
Information	9.2	10	(21.9)	(24)	96.2	105
Finance & Insurance, and real estate and rental and leasing	9.2	50	(3.1)	(17)	32.4	175
Professional, scientific, and management, and administrative and waste management services	9.2	69	14.7	111	(15.3)	(115)
Educational services, and health care and social assistance	9.2	232	16.7	425	6.7	166
Arts, entertainment, and recreation, and accommodation and food services	9.2	96	8.7	91	(3.6)	(38)
Other Services (except Public Administration)	9.2	53	(2.0)	(11)	5.7	33
Public Administration	9.2	29	10.8	35	36.4	117

Source: Olsson Associates

A review of the SS analysis performed for this report indicate that a number of different Norfolk industries have experienced a positive employment change that is otherwise not accounted for by the change in overall growth and industrial mix growth. The four industries with the largest growth include: Information (0.96%), Wholesale Trade (37.7%), Agriculture, Forestry, Fishing & Hunting (32.8%), and Finance & Insurance, and real estate and rental and leasing (32.4%).

A combination of the aforementioned provides for a review of Norfolk industries that represent a local competitive advantage as well as which industries are gaining in employment within the local economy relative to the state. **Table 5** illustrates this data.

Table 5: Norfolk & State – Location Quotient / Shift Share Analysis Combination

Low LQ - Increasing SS			High LQ - Increasing SS		
Construction	0.97	11.1%	Wholesale Trade	2.05	37.7%
Public Administration	0.87	36.4%	Other Services (except Public Administration)	1.04	5.7%
Information	0.75	96.2%	Educational services, and health care and social assistance	1.02	6.7%
Transportation, Warehousing, and utilities	0.74	11.7%			
Finance & Insurance, and real estate and rental and leasing	0.73	32.4%			
Agriculture, Forestry, Fishing & Hunting	0.40	32.8%			
Low LQ - Decreasing SS			**High LQ - Decreasing SS**		
Professional, scientific, and management, and administrative and waste management services	0.71	(15.3%)	Manufacturing	1.45	(2.8%)
			Retail Trade	1.06	(8.8%)
			Arts, entertainment, and recreation, and accommodation and food services	1.10	(3.6%)

Source: Olsson Associates

A summary of Table 5 provides an organization of industry groups within the local economy. As stated earlier, industries with a value higher than 1.00 are those that occupy a competitive advantage, and those with a positive SS analysis are those which have experienced a change in employment not otherwise explained by any change in overall or industry employment. As a result, industries with a High LQ and Increasing SS can be described as an industry with a competitive advantage within an industry that is gaining employment. Conversely, an industry with a low LQ and decreasing SS are those that are not locally competitive and that occupy an industry group that is losing employment.

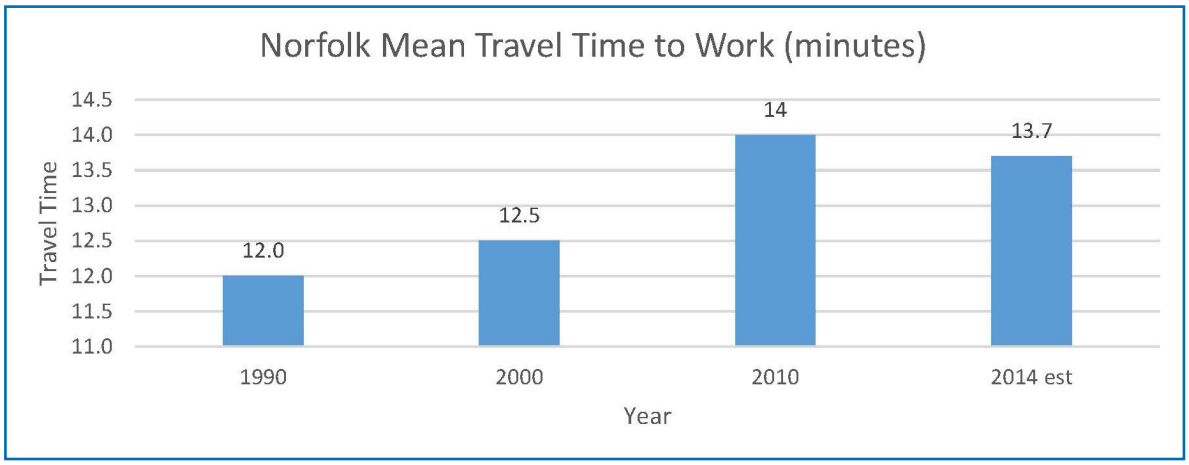
Commuting

A review of the local commuting patterns of Norfolk residents can help to guide decisions about how to allocate limited public resources devoted to transportation planning and devise strategies for dealing with the amount of pressure placed on transportation infrastructure.

From 1990 to 2014, the mean travel time of Norfolk residents has risen from 12 minutes to 13.7 minutes. Additionally, alternative commuting methods have remained fairly stable. In 1990, 8.9 percent of Norfolk trips were part of a carpool and 0.2 percent were conducted by public transportation. In 2014, carpooling represented 9.9 percent of Norfolk trips and 0.2 percent were conducted by public transportation. The mean travel time for Norfolk residents was lower than most of the areas selected for comparison. North Platte and Columbus are the only communities with

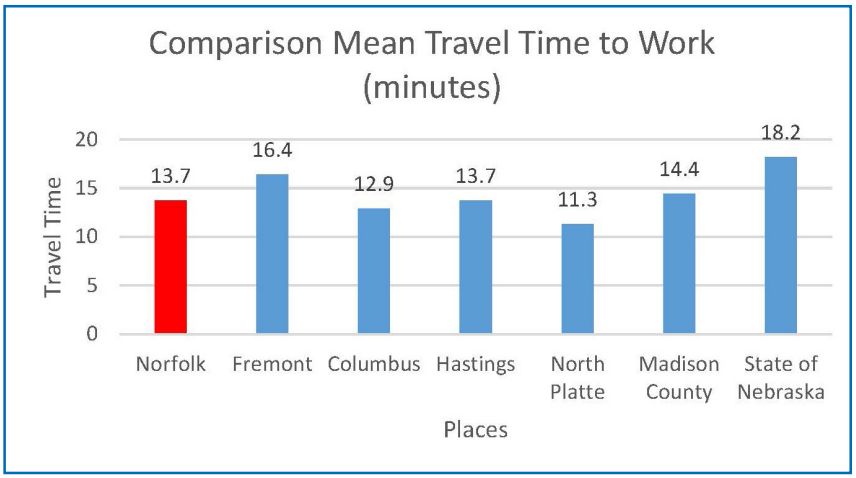
a lower mean travel time (11.3 and 12.9 minutes respectively). **Figure 31** illustrates the mean travel time over the past 20 years in Norfolk, and **Figure 32** illustrates the mean travel times for Norfolk and the surrounding areas.

Figure 31: Mean Travel Time to Work



Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

Figure 32: 2014 Mean Travel Time to Work (Norfolk and Selected Communities)



Source: U.S. Census Bureau, 2009 – 2013 5-Year American Community Survey

Physical Conditions

Location and Climate

The City of Norfolk is located within Madison County in northeastern Nebraska. The city sits near the northeastern corner of the county. The downtown of Norfolk is located along the North Fork of the Elkhorn River. The city contains the intersection of a number of U.S. and State Highways. The most prominent is the intersection of U.S. Highways 81 and 275. Additionally, State Highways 35 and 24 terminate within the eastern edges of the community. According to the U.S. Census, the city has a total area of 10.78 square miles, of which 10.69 consist of dry land and the remaining 0.09 square miles are water.

The Climate

The average high temperature in Norfolk is 60.5 degrees Fahrenheit and the average low temperature is 38 degrees. The warmest month of the year is July with an average high temperature of 86 degrees. The coldest month the year is January with an average low temperature of 12 degrees. The average annual precipitation is 27.42 inches of rainfall and 31 inches annually of snowfall. The month with the highest average precipitation is June with 4.25 inches of rainfall. The highest average snowfall is 6 inches of snowfall, which typically occurs in each of the months of December, January, and February.

Topography

The center of Norfolk is located to the north and west of where the North Fork Elkhorn River and the Elkhorn River meet. The community's downtown is situated along the west bank of the North Fork Elkhorn River and generally located along Norfolk Avenue from 1st Street to 7th Street. The

North Fork Elkhorn River runs, primarily north/south as it passes through the city limits. Conversely, the Elkhorn River passes within the southernmost extents of the city limits east/west. The majority of the urbanized areas of Norfolk occupy the river valleys of both the Elkhorn River and the North Fork Elkhorn River. An additional waterway within the city's ETJ is Spring Creek ,which feeds into the North Fork Elkhorn River to the northeast of the city. Outside of the river valleys, associated with these waterways, the land tends to rise into gently sloping hills located both west and east of downtown Norfolk. Both the hills to the west and east of the city contain land that, by and large, rise at a rate of less than one foot of rise per 20 feet of run or 20 percent. The elevation within the planning area ranges from a high of 1,492 feet above sea level and 1,780 feet above sea level. The relative elevation of downtown Norfolk is 1,520 feet.

The largest potential barrier to development within the City of Norfolk ETJ is the floodplain associated with the area's waterways. A floodplain as identified by the Federal Emergency Management Administration (FEMA) defines those areas where exists a significant risk of flooding. This area is further refined into areas associated with 100-year and 500-year events. Generally, areas within the FEMA Floodplain are those nearest to the perennial rivers/streams. The areas associated with the floodplain are further influenced by the amount of water which passes through each drainage feature. Correspondingly, the largest areas of the ETJ that fall within the floodplain are those nearest to the Elkhorn River. The floodplain associated that the Elkhorn River area is generally located south of U.S. Highway 275. Additional areas of significant floodplain are located to the north of the city along both the North Fork Elkhorn River and Spring Creek. Areas adjacent to North Fork Elkhorn River and within the city limits are less affected by the floodplain, likely due to the construction of flood control structures and the channelization of North Fork Elkhorn River in this region. **Figure 33** illustrates the location of floodplain elements and elevation contours located within the city's planning region.

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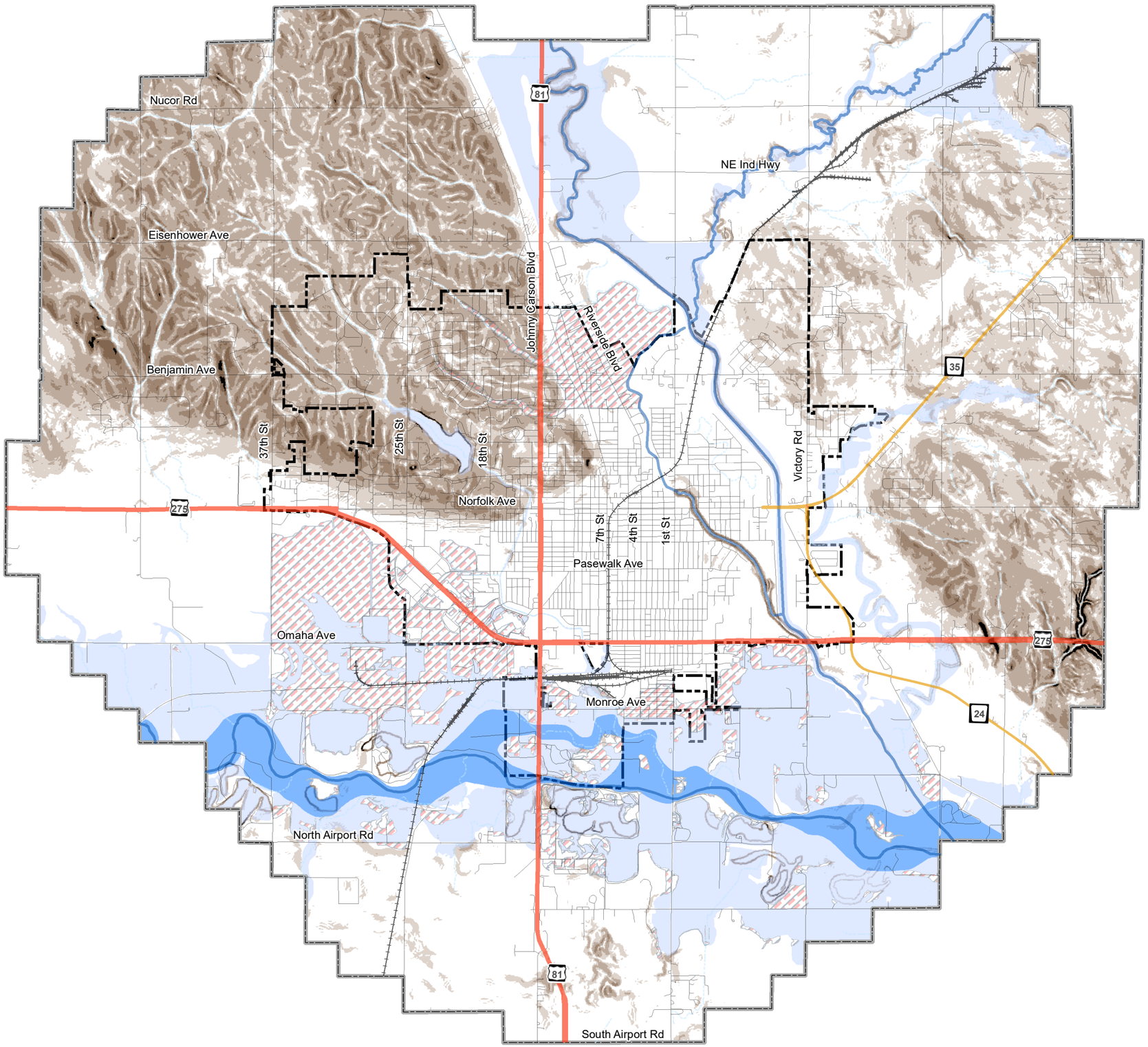

Norfolk
NEBRASKA

Figure 33: Floodmap

Comprehensive Plan
City of Norfolk

Legend

Administrative Bounds
- City Limits
- ETJ

Transportation Network
- US Highway
- State Highway
- Local Road

FEMA Floodmap
- Floodway
- 100 year floodplain
- 500 year floodplain

Area Slope
- 0 - 2.49 % slope
- 2.5 - 4.99 % slope
- 5 - 9.99 % slope
- 10 - 14.99 % slope
- 15 - 19.99 % slope
- 20 % slope or greater

1 inch = 4,000 feet

0 2,250 4,500 9,000 Feet

0 0.375 0.75 1.5 Miles

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Soils

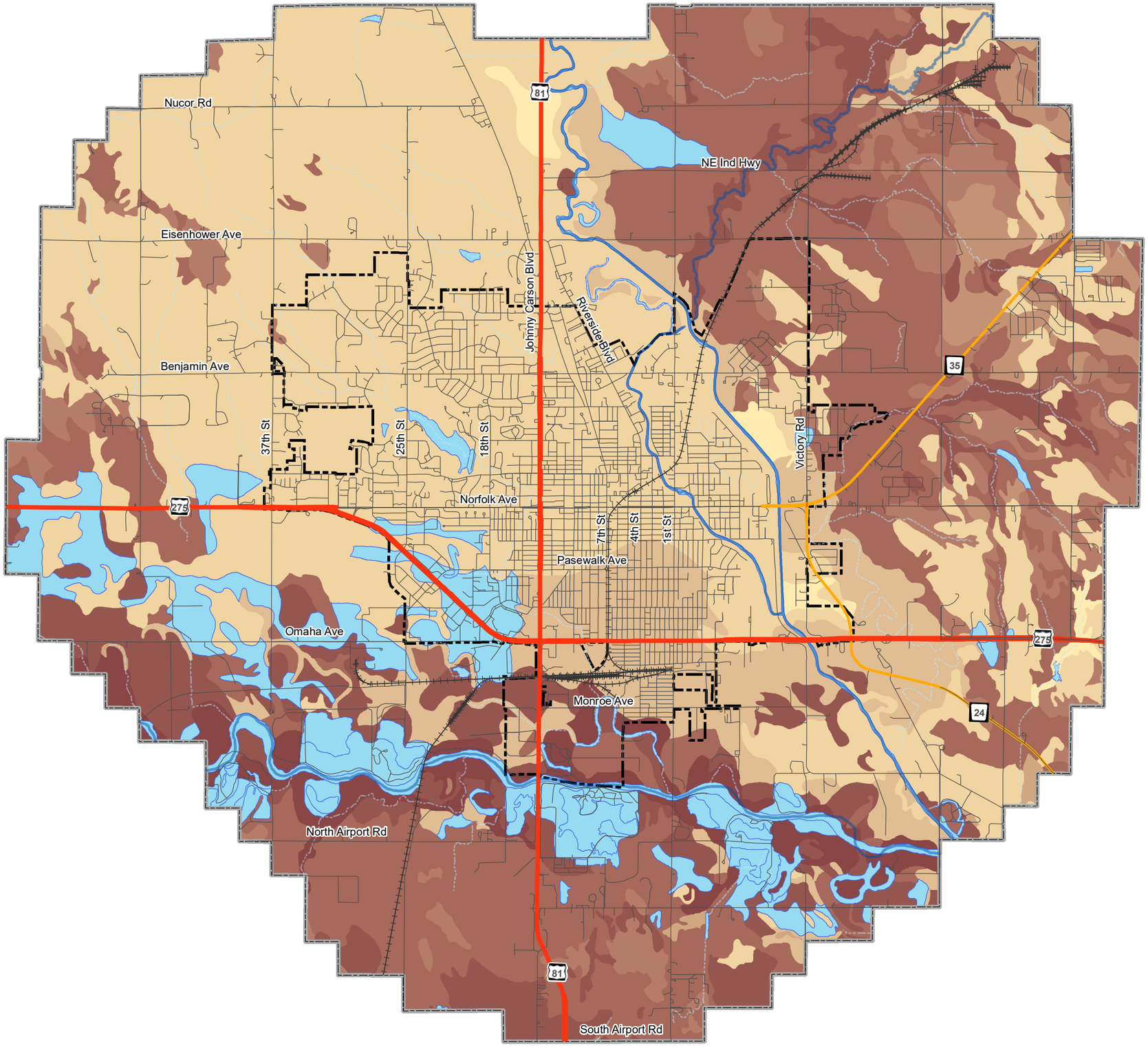
The soil types found within Norfolk are numerous and varied. The Natural Resources Conservation Service (NRCS) provides for soil surveys for areas throughout the nation. This resource helps to generalize and identify the soil types present and assigns attributes to these soil types. This data provides information about each soil type, which describes the general texture and grain size of the soil. Based upon the soils present in a defined area, the soils data includes a number of factors that are potentially limiting for construction activity associated with either general engineering activities and/or the construction of streets as well as areas best suited to agriculture, to name a few. Despite the large amount of information provided through this resource, the soils data are generalizations about the soils found within the study area and specific site tests should be conducted to determine the exact nature of soils from site to site. For the purposes of this report, a select number of soil characteristics have been mapped (**Figures 34, 35,** and **36** following this section) to illustrate those areas best suited for certain activities in regards to existing soil types within the area. These maps and their source data should be referenced by any and all parties involved in a potential development as a guide to help determine which area or areas are best suited for the development of buildings, streets, or by contrast those areas best suited to agriculture. The soils data related to the suitability of construction activity or the "Unified

Soil Classification System" (USCS) is a soil classification system used in engineering and geology to describe the texture and grain size of a soil. The major divisions of soils within this system area based upon either coarse or fine grained soils as well as the presence of gravel, sand, silt, or clay. Additional information can be found within the *Classification of Soils for Engineering* Purposes American Society for Testing Materials, 1985, p.395-408. The soils data for Norfolk indicate that soils best suited to the construction of building foundations are located within the northeast and south of the planning area. These are those soils that contain more coarse materials made up of primarily gravel and/or sand with limited amounts of organic materials. The areas north and west of the Elkhorn and North Fork Elkhorn

Rivers are conversely not as well suited to construction due to the presence of soils containing more fine-grained materials of clay and/or organic materials.

The soils data related to the suitability for the construction of streets or the "AASHTO Soil Classification System" is a soil classification system developed by the American Association of State Highway and Transportation Officials, and is used as a guide for the classifications of soils and soil-aggregate mixtures for highway construction purposes. Similar to the way that the USCS categorizes soils for construction activities, the major divisions of soils within this system area based upon either coarse or fine grained soils as well as the presence of gravel, sand, silt, or clay; however, additional significance is based upon the granular size of the materials, the amount of liquid that can be held by the material, and the plasticity of the soil type. Additional information can be found within the *Interrelationship of load, road and subgrade* Public Roads, p.37-64. The soils data for Norfolk indicate that soils best suited to the construction of roadways are located within the northeast and south of the planning area. These are those soils that are generally larger in size, are able to absorb a lesser amount of liquid, and/or have a lower level of plasticity. The areas north and west of the Elkhorn and North Fork Elkhorn Rivers are conversely not as well suited to roadway construction due to the presence of soils containing more fine-grained materials of clay and/or organic materials.

The soils data, in addition to providing a generalized framework to evaluate the ability to construct either foundations or streets, also provides an estimation of the value of the soils for agricultural or food production. The farmland classification designates map units as prime farmland, farmland of statewide importance, farmland of local importance, or farmland of unique importance. Soil map units with components of prime farmland are classified as: *prime* where 50 percent or more of the components in the map unit composition are prime; of *statewide importance* where less than 50 percent of the components in the map unit are prime, but a combination of lands of prime or statewide importance is 50 percent or more of the map unit composition; *of local importance* where less than 50 percent of the components in the map unit are of prime or statewide importance, but the total land of prime, statewide, and/or local importance is 50 percent or more of the map unit composition. All other soil map units are shown as not farmland unless they are designated as unique. This general categorization of soils based upon a "farmland classification" indicates that the areas within the Norfolk ETJ, which are best or better suited to agricultural activities, are generally located to the south of the Elkhorn River and along the river valley associated most with the North Fork Elkhorn River. Conversely, the hills to the west of the city, the hills to the east of the city, and the areas near the Elkhorn River are generally less well-suited to crop production activities.



Norfolk
NEBRASKA

Figure 34: Soils Suitability for Construction

Comprehensive Plan
City of Norfolk

Legend

Construction Activity Category

- Poorly Graded Sand
- Poorly Graded Sand/Silty Sand
- Silty Sand
- Silty Sand/Clayey Sand
- Clayey Sand
- Silt
- Silt/Clay of Low Plasiticity
- Clay of Low Plasiticity
- Elastic Silt
- N/A

Administrative Bounds

- City Limits
- NorfolkETJ

Transportation Network

- US Highway
- State Highway
- Local Road
- Railroad

Drainage System

- Rivers/Streams
- Creeks/Wash

1 inch = 4,000 feet

0 2,250 4,500 9,000 Feet

0 0.375 0.75 1.5 Miles

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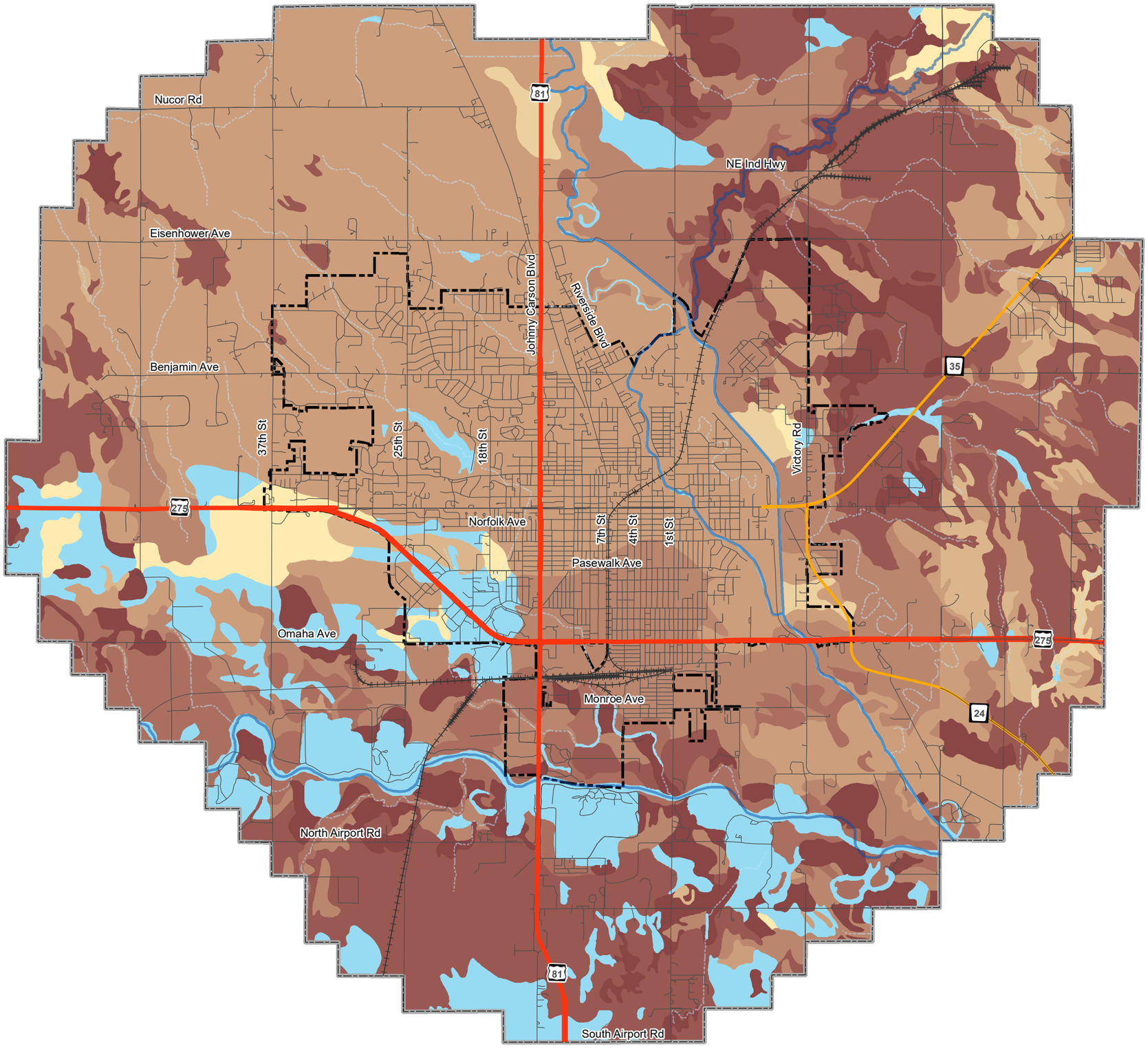

Norfolk
NEBRASKA

Figure 35: Soils Suitability for Streets Construction

Comprehensive Plan
City of Norfolk

Legend

AASHTO Soils Category

- A-2
- A-2-4
- A-3
- A-4
- A-6
- A-7
- A-7-5
- A-7-6
- N/A

Administrative Bounds

- City Limits
- NorfolkETJ

Transportation Network

- US Highway
- State Highway
- Local Road
- Railroad

Drainage System

- Rivers/Streams
- Creeks/Wash

1 inch = 4,000 feet

0 2,250 4,500 9,000 Feet

0 0.375 0.75 1.5 Miles

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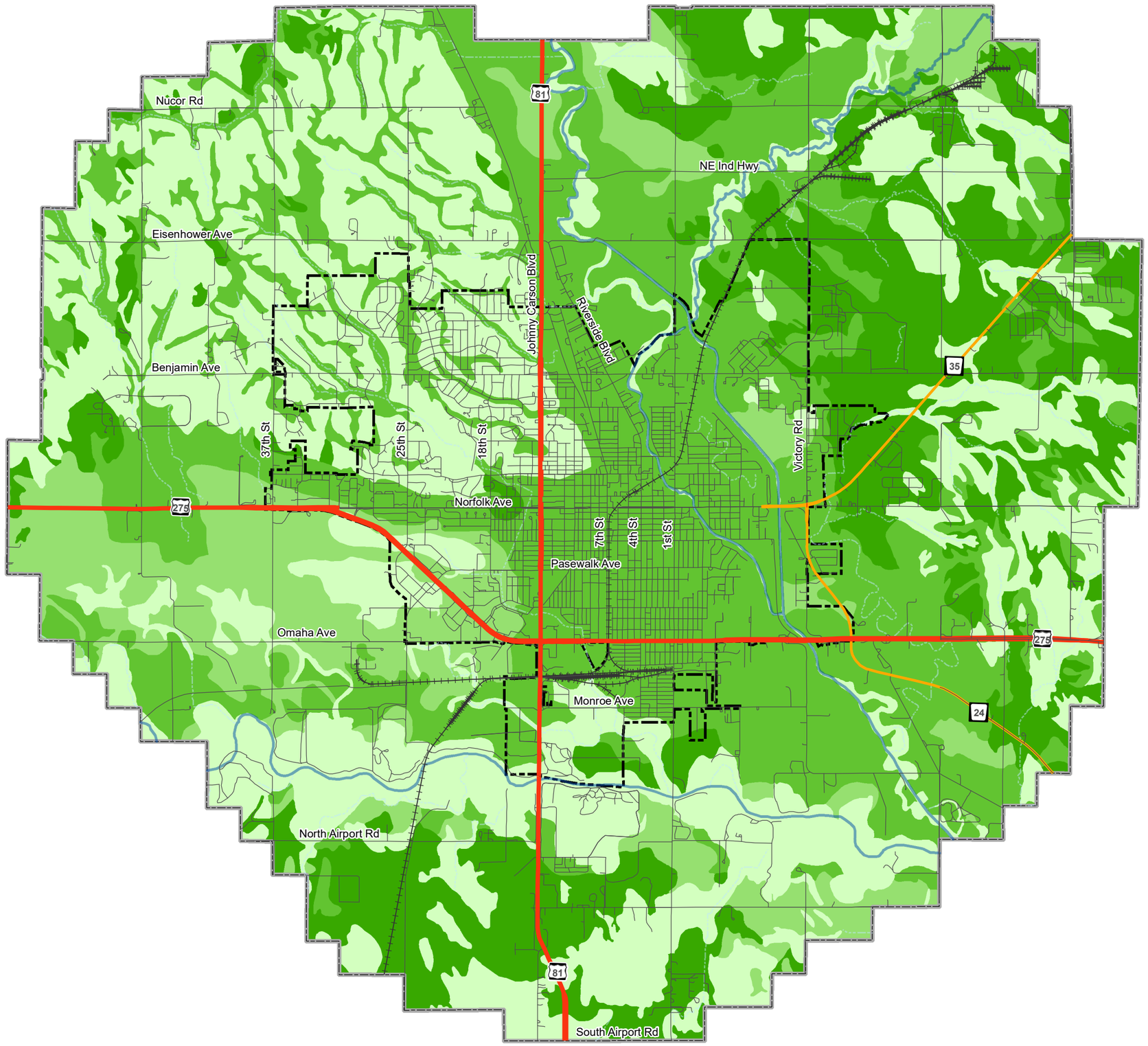

Norfolk
NEBRASKA

Figure 36: Soils Suitability for Farmland

Comprehensive Plan
City of Norfolk

Legend

Farmland Suitability

- Farmland of statewide importance
- All areas are prime farmland
- Prime farmland if drained
- Not prime farmland

Administrative Bounds

- City Limits
- NorfolkETJ

Transportation Network

- US Highway
- State Highway
- Local Road
- Railroad

Drainage System

- Rivers/Streams
- Creeks/Wash

1 inch = 4,000 feet

0 2,250 4,500 9,000 Feet

0 0.375 0.75 1.5 Miles

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Land Use Survey

In order to develop a quality plan for the future, an understanding of the existing land use pattern and density are necessary. A visual survey of the community was conducted during the planning process to develop the following land use figures (see **Table 6**). The land use categories reported below are based on the following types of land use observed during the year 2016 land use survey.

- Residential
  - Single-Family Residential
    - Description: includes any parcel or parcels occupied by a single, detached residential structure.
  - Medium Density Residential
    - Description: includes any parcel or parcels occupied by two (2) to four (4) separate homes all attached into a single structure. This land use category is typified by townhomes, or condos.
  - Multi-Family Residential
    - Description: includes any parcel or parcels occupied by more than four (4) separate homes all attached into a single structure. This land use category is typified by apartment buildings.
  - Mobile Home Residential
    - Description: includes any parcel or parcels occupied by any number of mobile or modular homes. This land use category is typified by mobile home parks.
- Commercial
  - General Commercial
    - Description: includes any parcel or parcels occupied by a retail business. This land use category is typified by department stores, restaurants, hotels/motels, entertainment centers, or golf courses to name of few.
  - Automotive Commercial
    - Description: includes any parcel or parcels occupied by any number of retail businesses that are involved in the sale, or maintenance of automobiles. This land use category is typified, but not limited to, gas stations, car sales, auto repair, or implement sales.
  - Mixed-Use/Downtown
    - Description: includes any parcel or parcels occupied by any number of structures whose land use is largely undifferentiated. This land use category is typified by the downtown areas of Norfolk and may include retail stores, banks, office buildings, or residential use. Some public land uses such as schools, firehouses, libraries, and/or courthouses are separated out into other categories if they are of a map-able size.
  - Offices/Services
    - Description: includes any parcel or parcels occupied by any land use that is either entirely or predominately comprised of commercial office buildings whose purpose is not in providing goods to a direct consumer use. Additionally, this includes any land use providing services to the public such as hospitals, health care, or veterinary.

- Industrial
    - Description: includes any parcel or parcels occupied by any land use that is either entirely or predominately comprised of buildings that are involved in any type or density of industrial activity. This land use category is typified but not limited to heavy or light industrial, resource extraction, warehousing, or salvage.
- Public/Civic Uses
    - Description: includes any parcel or parcels occupied by any land use that is either entirely or predominately involved in activity that accommodates public or civic services. This land use category is typified but not limited to government buildings, churches, cemetery, or libraries.
- School
    - Description: includes any parcel or parcels occupied by any land use that is either entirely or predominately involved in activity that accommodates educational services. This land use category is typified but not limited to public or private K-12 schools as well as Northeast Community College.
- Park & Recreation
    - Description: includes any parcel or parcels occupied by any land use that is either entirely or predominately devoted to active parks and/or linear parks adjacent to pedestrian and/or bicycle trails.
- Agricultural & Open Spaces
    - Description: includes any parcel or parcels occupied by any land use that is either entirely or predominately devoted to cropland, any farmstead or other structures evidently associated with agricultural crop production, or any other open spaces free of any built environment.

The land use survey figures reported in Table 6 on the following pages are useful to gain an understanding of how the community is divided among different land use types. These land uses are organized into those uses that have been urbanized into developed parts of the community and those that are still primarily in a natural setting or currently utilized for agricultural purposes.

Additional consideration within the existing land use survey was made to account for parcels currently vacant of significant structures and/or active use, areas within the planning area that are associated with waterbodies, as well as all area generally associated with either road or railroad rights of way (ROW).

Consideration was also given to the areas outside of the city limits but within the community's ETJ. These areas were surveyed using the same land use categories identified for all land within the city limits. The area within the ETJ contains multiple land use types; however, the majority of lands outside of the city, but within the ETJ, are currently utilized for agricultural purposes with limited other single family residential uses.

Table 6: Existing Land Use Survey

Existing Land Use Survey (in acres)

	City Limits		Ratio*	ETJ		Combined Area	
	No.	%		No.	%	No.	%
Total Area	**6,881.8**	**100.0%**	**282.46**	**26,448.8**	**100.0%**	**33,330.6**	**100.0%**
Rural Residential	136.6	2.0%	5.61	1,198.7	4.5%	1,335.3	4.0%
Single-Family Residential	1,664.3	24.2%	68.31	238.8	0.9%	1,903.0	5.7%
Townhomes (2/4 Plex)	96.8	1.4%	3.97	1.0	0.0%	97.8	0.3%
Multi-Family Residential	153.2	2.2%	6.29	-	0.0%	153.2	0.5%
Mobile Home Residential	25.8	0.4%	1.06	134.2	0.5%	160.0	0.5%
Automotive Commercial	90.0	1.3%	3.70	66.8	0.3%	156.8	0.5%
General Commercial	471.5	6.9%	19.35	414.7	1.6%	886.2	2.7%
Mixed-Use/Downtown	28.1	0.4%	1.15	-	0.0%	28.1	0.1%
Office/Services	223.4	3.2%	9.17	3.9	0.0%	227.3	0.7%
Industrial	338.7	4.9%	13.90	2,433.0	9.2%	2,771.7	8.3%
Public/Civic Use	175.2	2.5%	7.19	987.2	3.7%	1,162.4	3.5%
School	404.5	5.9%	16.60	117.0	0.4%	521.5	1.6%
Park & Recreation	487.9	7.1%	20.03	86.6	0.3%	574.6	1.7%
Agricultural	948.3	13.8%	38.92	19,617.2	74.2%	20,565.5	61.7%
Vacant	128.7	1.9%	5.28	59.0	0.2%	187.7	0.6%
Water	104.5	1.5%	4.29	510.9	1.9%	615.3	1.8%
ROW (assumed)	1,404.5	20.4%	57.65	579.8	2.2%	1,984.2	6.0%

* Average acreage per land use type per 1,000 residents

Source: 2016 Visual Survey of Norfolk

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Norfolk
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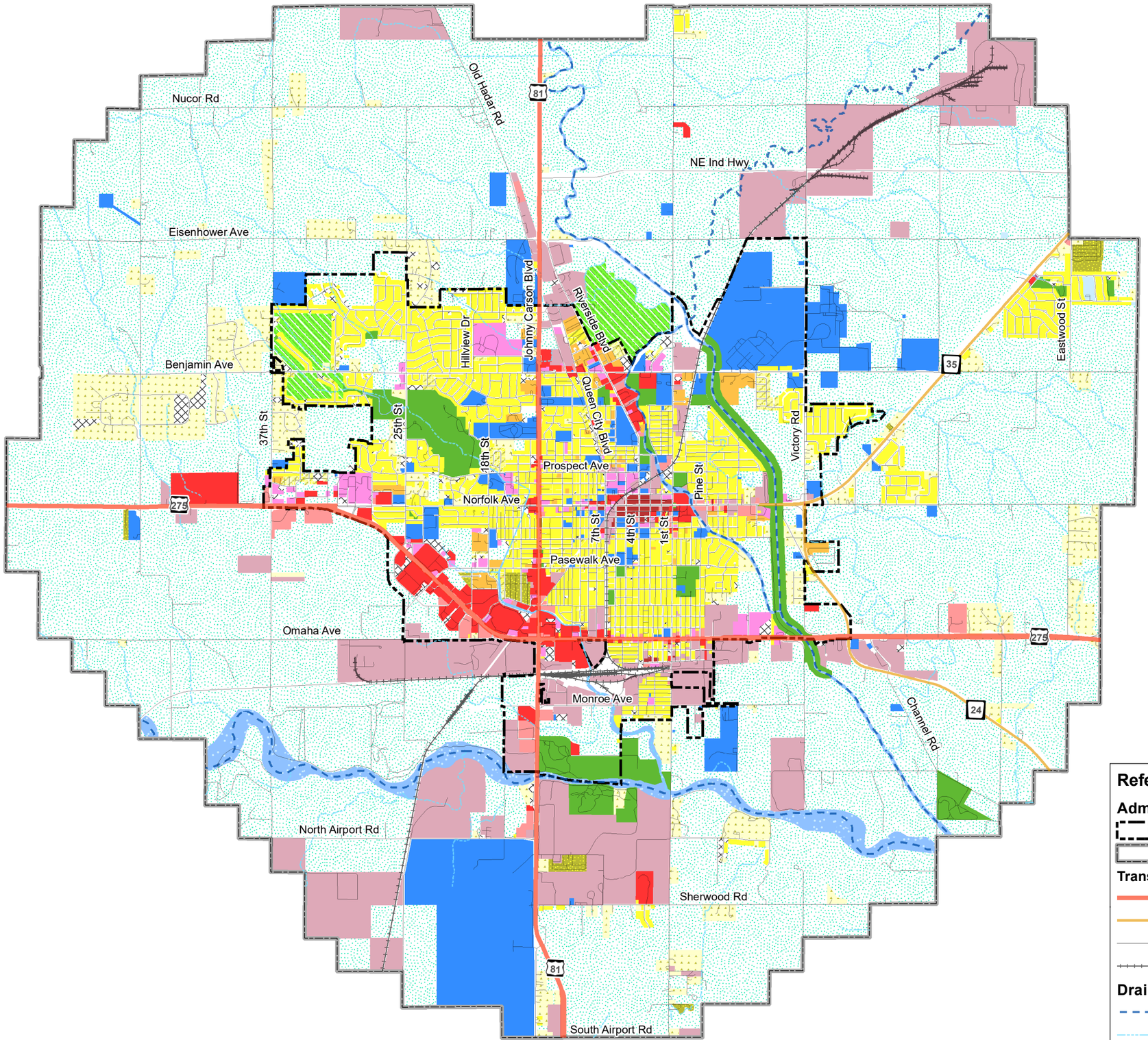
Figure 37: Existing Land Use

Comprehensive Plan
City of Norfolk



Legend

Existing Land Use Categories

- Rural Residential
- Single Family Residential
- Townhomes (2/4 Plex)
- Multi-Family Residential
- Mobile Home Residential
- Automotive Commercial
- General Commercial
- Mixed Use/Downtown
- Office/Services
- Industrial
- Public/Civic Use
- Parks & Recreation
- Golf Course
- Agricultural
- Vacant
- Surface Water

Reference Items

Administrative Bounds

- City Limits
- ETJ

Transportation Network

- US Highway
- State Highway
- Local Road
- Railroad

Drainage System

- Rivers/Streams
- Creeks/Wash

1 inch = 4,000 feet

0 2,250 4,500 9,000 Feet

0 0.375 0.75 1.5 Miles

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Community Facilities and Services

Recreational Facilities

Berry Hill Park (2711 Clearfield Drive)

This park is comprised of almost 4 acres and is located in the fast growing northwest part of the city. The amenities at this location include: playground, sand volleyball court, multi-purpose asphalted area with 2 basketball courts that is converted to an ice skating pond for a portion of the winter, and a baseball/softball area with a backstop.

Central Park (705 South 6th Street)

This park is located across the street from the Norfolk Public Junior High School south of Pasewalk Avenue and is comprised of 3 acres. This park has the following amenities: World War II Memorial, 2 lighted tennis courts, a lighted basketball court, large playground area, bathrooms, picnic tables, barbeque grills, and a raised bandstand that occasionally hosts some small musical events.

Johnson Park (101 East Nebraska Avenue)

This park is comprised of almost 6 acres and is located 2 blocks north of the intersection of 1st Street and Norfolk Avenue. Amenities include: different playground areas, 1 basketball court and a smaller 1 on 1 basketball court, picnic tables, barbeque grills, bathrooms, picnic shelter, large flower beds, and a small recreational soccer field.

Liberty Bell Park (700 Georgia Avenue)

This park is comprised of over 5 acres and is the home to Liberty Bell Pool. There is a lighted regulation youth softball field, a girl's fast-pitch indoor training facility, bathrooms, picnic tables, and a small playground area located here. In the summer, you will see many people using the swimming pool or attending one of the many youth softball games held here.

Liberty Bell Pool is open approximately mid-June through mid-August. The 2016 pool hours are daily from 1:00 pm to 6:00 pm. This pool has one diving board and a dual pool slide. There are bathrooms, showers, and locker rooms available.

Nord Park (1007 Nord Street)

This small park is comprised of approximately 1/5 of an acre and is located east of Victory Road. Amenities include: small playground, basketball court, picnic table, and a barbeque grill. The playground renovation was completed on October 11, 2010.

North 4th Street Park (600 North 4th Street)

This park is comprised of almost 4.3 acres and is located along North 4th Street and is north of Elm Street and east of the Norfolk Public High School along the North Fork of the Elkhorn River. Amenities include: 3 lighted tennis courts, a small playground, and 2 lighted basketball courts that can be flooded for ice skating in the winter.

Skyview Park (1900 West Maple Avenue)

Skyview Park was created out of a flood control project on the Corporation Gulch and is comprised of 175 acres. The project began in 1971 with the construction of a 1,200-foot-long dam, which resulted in the creation of a new lake. Skyview Lake has approximately 50 surface area acres located among the rolling hills of northwest Norfolk and is the focal point of the park. Fishing and non-motorized boating are allowed on the lake. Ice fishing is allowed during the winter months. There are two boat ramps, two 150-foot-long rocked jetties, and a handicapped accessible 100-foot T-head fishing pier available for use at this location. In 2005, a $204,000 lake renovation project was completed. The project included the removal of over 42,000 cubic. yards of sediment, the construction of two 20' x 150' rocked jetties, and a restocking of the lake.

Many park amenities surround the lake and include the following: bathrooms on the north and south sides of the lake, 4 large and 2 small picnic shelters, a large band stand, picnic tables, barbeque grills, large playground area, cross country course, a state accredited arboretum, a concrete hiking/biking concrete trail over 2 1/2 miles long that surrounds the lake (the main loop that circles the lake is 1.82 miles long), a Disc Golf Course, and a fitness station along the hiking/biking trail. This park is the site of local high school cross country meets, the Christian Cross Festival held in June, and home to the annual 4th of July fireworks show that is attended by many thousands of people each year.

Skyview Park is the home to the state accredited Skyview Arboretum, a project first started in the fall of 1993. It has grown from a few trees to a collection of over 166 plantings, representing over 127 different cultivars of trees and shrubs.

Ta-Ha-Zouka Park (2201 South 13th Street)

This park consists of 180.3 acres along the Elkhorn River. There is a successful incorporation of the old and the new at this location. Included in the original park boundaries are facilities built back in the WPA days from 1936 to 1943. The old park area is heavily shaded by many stately old trees and the focal point is the large lagoon, left over from the days when the Elkhorn River flowed through the area where the park is now located. Also in the original park area, there are 4 rental cabins, 2 large

picnic shelters, 2 small picnic shelters, 1 sand volleyball court, multiple playground areas, 1 lighted official softball field (field #5), bathrooms at two locations, picnic tables, barbeque grills, canoe access to the Elkhorn River, fishing opportunities at the river and the lagoon (there is a handicapped fishing platform along the lagoon), and a public campground located between the river and the lagoon. A new off-leash dog recreation area and the trail head to the Cowboy Trail are available for the public to use. In 2005, the city completed a $191,000 lagoon renovation. The project consisted of over 19,000 cu. yards of sediment removed to deepen the lagoon, the construction of two 20' x 32' jetties, the addition of one underwater aerator and four fountain aerators, and concluded with the restocking of fish.

Additional athletic and recreational facilities at Ta-Ha-Zouka include:

- Horseshoe Court Complex
- Four-Court Sand Volleyball Area
- Adult Softball Complex
- Youth Ballfield Complex
- River Run Disc Golf Course

Veterans Memorial Park (712 South 1st Street)

The Veterans Memorial Park is comprised of 21 acres and is home to the Memorial AquaVenture Water Park, the Memorial Baseball Field, the Memorial Football Field, and the Miracle Skatepark. During the summer months the water park is open every day from 11:30 am to 7:30 pm. The park features:

- A 54-inch and 32-inch water slides
- A play station featuring over 20 water features, including two slides, water cannons, water curtain, dumping buckets, and more
- A wave pool
- Recreation pool with diving boards

Veterans Memorial Baseball Field is home to the American Legion baseball program. Amenities include official sized lighted field, bleachers, bathrooms, locker rooms, press box, ticket booth, sound system, scoreboard, concession stand, batting cages, and bull pen.

Veterans Memorial Football Field is home to the Norfolk Public, Norfolk Catholic, and Lutheran High

Northeast High School football and soccer teams. Amenities include, official lighted high school football/soccer field, bleachers w/ADA elevator, locker rooms, bathrooms, press box, ticket booth, sound system, scoreboard, and concession stand.

The new skatepark is now open for use from 7:30 a.m. to 11:00 p.m. daily. It is located at 901 Blaine Street, in the southeast part of Veterans Memorial Park, and is seeing a good bit of action. It is open for skateboards, in-line skates, and BMX bikes. This is a "use at your own risk" facility and it is unsupervised but all patrons are asked to follow the posted rules. There is no fee to use the skatepark. A restroom facility, bleachers, parking, lights, and a lockable skateboard rack are available at this location.

Warren Cook Park (300 Elm Avenue)

This park is comprised of approximately 3.2 acres and is located just north of the City Library. This park was dedicated to previous City of Norfolk mayor Warren Cook in 2001 and consists of 1 youth softball field with the rest of the green space being used for youth soccer.

Westside Park (2406 Westside Avenue)

This park is comprised of almost 1 acre and is situated mostly between the backyards of neighboring residents between Madison and Westside Avenues. Small areas of access to this park can be located from both streets. Amenities include: playground area with a new play structure installed in 2008, 1-on-1 basketball court, and 1 picnic table.

Winter Park (601 North 3rd Street)

This park is comprised of almost 6 acres and is located along the North Fork of the Elkhorn River across from the North 4th Park. This park is named after long-time City of Norfolk Park Superintendent, Dick Winter. Amenities include: newly renovated and improved playground area, picnic tables, barbeque grills, 1 small recreational soccer field, and a baseball/softball backstop.

College View Park (2003 Sheridan Drive)

This area is currently un-maintained and undeveloped. This area is awaiting development sometime in the future. It comprises over 6 acres.

Planning Implications

Norfolk is located in the Nebraska Recreation Planning Region Three. Recreation Planning Region Three consists of 16 counties in the northeast of the state. These counties include Knox, Cedar, Dixon, Dakota, Antelope, Pierce, Wayne, Thurston, Boone, Madison, Stanton, Cuming, Burt, Nance, Platter, and Colfax. Basic park and recreation space and location planning offer the following recommendations for parks and recreation areas. High density recreation areas should be located near urban areas and user-orientated in design and a range of recreational facilities should be available that are appropriate to the park setting and mass use. General outdoor recreation areas should utilize natural resources, and be equipped with man-made facilities.

The Nebraska Game and Parks Commission recommend urban areas in Nebraska provide a minimum of 40 acres of park/recreation space per 1,000 persons. This recommendation would indicate that Norfolk should have a minimum of 974.56 acres of park or recreation space be made available for city residents. Norfolk has an estimated 409 acres of active parks and 145 acres of open space within the city limits. This amount of park land represents a provision of approximately 22.7 acres per 1,000 residents. **Table 7** indicates the park land and total acreage.

Table 7: Parks and Total Acres

Park Facility	Acres
Berry Hill Park	4.0
Central Park	3.0
Johnson Park	6.0
Liberty Bell Park	5.0
Nord Park	0.5
North 4th Street Park	4.3
Skyview Park	175.0
Ta-Ha-Zouka Park	180.0
Veterans Memorial Park	21.0
Warren Cook Park	3.2
Westside Park	1.0
Winter Park	6.0
Total Active Parks	409.3
Linear Park/Open Spaces	144.7
Total Recreation Area	**554.0**
Park Standards per 1,000 persons	40 acres
Norfolk Population (2014)	24,364
Existing Park Land per 1,000 persons	22.7 acres
Difference per 1,000 persons	17.26 acres
Difference in total acres	420.6 acres

Source: 2016 Norfolk Comprehensive Plan

Educational Facilities

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

- Class 1: Any school district that maintains only elementary grades
- Class 2: Any school district with territory having a population of 1,000 residents or less that maintains both elementary and high school grades
- Class 3: Any school district with territory having a population of more than 1,000 and less than 100,000 residents that maintains both elementary and high school grades
- Class 4: Any school district with territory having a population of 100,000 or more and less than 200,000 residents that maintains both elementary and high school grades
- Class 5: Any school district that maintains only a high school. Since 1990, Class 1 districts have had the ability to 'affiliate' with Class 2, 3, 4, and 5 districts to provide a high school education to the district's students.

Public Schools

Norfolk Public Schools provides a distinctive educational curriculum to meet the needs of all learners in its quest to be a top-performing school that is a source of pride to students, parents, and community members. They serve students in pre-kindergarten through twelfth grade.

All-day kindergarten is available in all seven elementary schools, and Lincoln Elementary offers a K-4 Montessori Program. Middle School serves grades 5-6, Junior High serves grades 7-8, and the Senior High serves grades 9-12. In addition, Alternatives for Success is a specialized program that provides an alternative, flexible learning environment for ninth through twelfth grade students. The High Ability Learner, or "Challenge" program, serves intellectually gifted students in all the schools, as does their comprehensive special education program. The district covers 68.8 square miles in Madison, Pierce, Stanton, and Wayne Counties. Norfolk Public Schools exceeds accreditation requirements of the Nebraska Department of Education. Norfolk High School also outperforms accreditation standards set forth by the AdvancED Commission. The Norfolk Public Schools includes one High School, one Junior High School, one Middle School, and seven Elementary Schools.

The Norfolk Public school system also provides for an early childhood services. Little Panthers Preschool offers learning and play opportunities for all 3 to 4-year-old preschool children regardless of ability or income. The Alternative for Success (AFS) program provides alternative education access and is a part of the Norfolk Senior High School. Established in 1997 this program works to assist numerous at-risk students successfully pursue and obtain their goal of a high school education.

Table 8: Norfolk Public School Enrollment 2014-2015

School	Enrollment	Pupil/Teacher Ratio
High School		
Norfolk High School (grades 9- 12)	1275	16:1
Junior High		
Norfolk Jr. High School (grades 7 – 8)	601	14:1
Middle School		
Norfolk Middle School (grades 5 – 6)	609	15:1
Elementary School		
Bel Air Elementary (grades PK – 4)	273	16:1
Grant Elementary (PK – 4)	235	15:1
Jefferson Elementary (PK – 4)	267	17:1
Lincoln Elementary (PK – 4)	229	19:1
Washington Elementary (PK – 4)	254	17:1
Westside Elementary (PK – 4)	239	15:1
Woodland Park Elementary (PK – 4)	218	15:1

Source: 2014 – 2015 State of the Schools Report; Norfolk Public Schools

Private Schools

In addition to the system of public schools in Norfolk, the community is served by several private schools. Each of the private schools is tuition based and affiliated with a religious organization and/or church.

Table 9: Norfolk Private School Enrollment 2014-2015

School	Enrollment	Pupil/Teacher Ratio
Lutheran High Northeast (grades 9 - 12)	120	13:1
Norfolk Catholic High School (grades PK - 12)	613	16:1
Park Avenue Christian School (grades K - 12)	29	6:1
Keystone Christian Academy (grades PK – 12)	51	9:1
St Paul's Lutheran School (grades PK - 8)	103	13:1
Christ Lutheran School (grades PK - 8)	323	14:1

Source: 2014 – 2015 State of the Schools Report; Norfolk Private Schools

The student population of Norfolk has remained relatively stable over the past 5 years both in terms of the total PK – 12 populations as well as each individual grade. The number of community youths enrolled in school in the year 2010 – 2011 was 5,340. Of this figure, 75 percent or 4,011 students were enrolled in one of the community public school. In the 2014 – 2015 school year 5,438 students were enrolled. Of this more recent school year, 78 percent or 4,199 students were enrolled in public schools.

Table 10: Norfolk School Enrollment 2010-2015

City of Norfolk School Enrollment 2010 – 2015

Grade	2014 - 2015		2010 - 2011		Average Public School Enrollment	Average Non-Public School Enrollment	Average Total School Enrollment
	Public Schools	Non-Public Schools	Public Schools	Non-Public Schools			
PK	133	108	122	123	128	116	243
K	332	97	322	95	327	96	423
1	315	111	311	106	313	109	422
2	323	101	301	111	312	106	418
3	311	89	292	97	302	93	395
4	301	93	291	64	296	79	375
5	296	89	282	116	289	103	392
6	313	91	271	80	292	86	378
7	304	80	287	91	296	86	381
8	297	57	307	89	302	73	375
9	303	100	302	91	303	96	398
10	289	70	309	89	299	80	379
11	322	79	283	92	303	86	388
12	360	74	331	85	346	80	425
Total	**4,199**	**1,239**	**4,011**	**1,329**	**4,105**	**1,284**	**5,389**

Source: Nebraska Department of Education "Statistics and Facts about Nebraska Schools"

Consideration of school enrollment is important to better understand how this portion of the community's population is or is not changing. Additional consideration should be paid to the amount of community resources which are being committed to the maintenance of this community service. To that end, the Nebraska Department of Education provides an annual report detailing the budget for each school and/or school system as a function of that schools' enrollment. In this way, an average or estimate of per pupil cost can be obtained to provide a measure of the school system's efficiency. To that end, **Table 11** provides reference to the enrollment of Norfolk, the average cost per pupil, as well as the total value of the school system and its assets. These figures are provided in comparison to other communities of a similar size to allow for a simplified contrast.

Table 11: 2014-2015 School District Valuations

2014-2015 Cost per Pupil by Average Daily Membership

	Norfolk	Columbus	Fremont	Hastings	North Platte
Total (Public) Enrollment	**4,199**	**3,740**	**4,754**	**3,683**	**4,280**
Per Ave Daily Membership (K - 12)	$4,033.75	$3,566.38	$4,443.12	$3,436.74	$4,082.05
Total Value Buildings and Contents (Public)	194.8 million	124.9 million	117.7 million	132.2 million	174.5 million

Source: Nebraska Department of Education "School Finance and Organizational Services"

Post-Secondary Schools

Norfolk is home to the Northeast Community Colleges' Main Campus. The Norfolk campus encompasses 771 acres with twenty-seven buildings situated at the northeast edge of Norfolk, Nebraska, which includes a 556-acre farm. The campus provides a diverse student life with campus housing, meal plans, athletics, leadership opportunities, and much more. The college provides a number of associates degrees and certificates of higher education. Enrollment with NECC has continued to increase in recent years. In the 2012 – 2013 year, the college reported that 7,147 credited students were enrolled and 16,371 non-credit students were enrolled. The college also reports that in 2013, approximately 36 percent of enrolled students were over the age of 25 and that approximately 40 percent of students intend to transfer to a traditional four-year school while the other 60 percent earn a career/technical degree or diploma. Additional college campus locations within Nebraska are available in O'Neill, South Sioux City, and West Point.

Other colleges, universities, and community colleges frequently attended by Norfolk High School graduates include the following:

- Wayne State College (Wayne, NE)
- Central Community College (Columbus, NE)
- Mount Marty College (Yankton, SD)
- Midland College (Fremont, NE)
- University of South Dakota (Vermillion, SD)
- Briar Cliff College (Sioux City, IA)
- Morningside College (Sioux City, IA)
- Western Iowa Community College (Sioux City, IA)
- University of Nebraska @ Omaha (Omaha, NE)
- Creighton University (Omaha, NE)
- Doane College (Crete, NE)
- University of Nebraska @ Lincoln (Lincoln, NE)
- University of Nebraska @ Kearney (Kearney, NE)
- Nebraska Wesleyan University (Lincoln, NE)

This is just a short-list of post-secondary institutions that are available to residents of Norfolk. There are various other schools that offer higher level educational classes, such as vocational and business schools. Within the State of Nebraska, most of these types of school are located either in Omaha or Lincoln. The presence of NECC within Norfolk as well as the city's location relative to both Omaha and Lincoln provides great access to education experience.

Fire and Police Protection

Fire and Rescue Department

The Norfolk Fire Division consists of 61 firefighters, of which, 31 are full-time and 30 part-time firefighters are in reserve. The city fire department currently provides service to the city and surrounding rural areas. The fire department service area encompasses 111 square miles, which include the city and the rural fire district. The most recent estimation identifies a total population of 29,170 currently served by this department. According to the city's records, the average response time for all calls during 2016 was 4 minutes and 30 seconds. The fire department operates out of two stations both located within the city. The station #1 is located at 701 Koenigstein Avenue and station #2 is located at 2920 Benjamin Avenue.

There are 30 Licensed Paramedics who operate the fire department's four ambulances that provide advance life support ambulance service to the community with an active paramedic intercept

program for the region. The fire medics operate from a state of the art set of medical protocols to provide the best possible care. This department operates and maintains the following vehicles:

Vehicle	Type	
Engine 1	2014 Smeal Pumper	1500 gpm
Engine 2	2013 Danko Grass Rig	300 gpm
Engine 7	2003 Smeal Pumper	1250 gpm
Engine 3	1989 Central States/mini pumper	350 gpm
Engine 4	2013 Smeal pumper	1250 gpm
Engine 6	2003 Smeal Pumper	750 gpm
Snorkel	1974 85’ Snorkel	1250 gpm
Tanker 11	2007 Fouts Bros. 3000-gallon Tanker	500 gpm
Tanker 8	2016 Danko 2000-gallon Tanker	500 gpm
Truck 1	2003 Ford F-350 grass rig w/skid	200 gpm
Truck 5	2003 Smeal 75’ Aerial	2000 gpm
Truck 9	Equipment Truck	
Rescue Units	**Type**	
Rescue 1	1999 Road Rescue	
Rescue 2	2009 Medtech	
Rescue 3	2016 Osage	
Rescue 4	2005 Marque	
Miscellaneous		
Mass casualty supply Trailer		
2007 Zodiac Boat		
28’ Hazmat Trailer		
Decontamination Trailer		
2004 Ford Excursion		
Foam Trailer		

Northeast Nebraska Public Safety Training Facility

This building is used by the Norfolk Fire and Rescue Division, Norfolk Police Department, Madison County Sheriff's Department, Nebraska State Patrol, and area Fire Departments for training and classroom space. There are 18 acres of grounds for additional training space.

Police Division

City of Norfolk

The Norfolk Police Division is staffed by 40 sworn police officers and 17.5 support personnel. The Police Division provides a variety of programs in the areas of uniform patrol, criminal investigation, and crime prevention. The Police Division's vehicle fleet includes 10 marked patrol units with onboard cameras, 2 marked four-wheel drive vehicles, 8 unmarked vehicles, 1 tactical vehicle, and a community service vehicle.

Madison County Sheriff

The Madison County Sheriff's Department is located in Madison. Equipment in the department includes patrol cars with radar, in car video, and laptop computers, as well as Automated Fingerprint Identification System, data master, teletype recording equipment, and E911 system. The Madison County jail has a detention facility for 112 inmates. Regular patrol is maintained throughout the county.

State Patrol

Troop B of the Nebraska State Patrol is headquartered in Norfolk and serves 23 counties. Thirteen troopers are stationed in Norfolk. A variety of services are provided by the State Patrol, including traffic enforcement; motor vehicle accident; safety education programs; liquor, criminal, and drug investigations with the assistance of two canines; and Gang Reduction Education and Training (GREAT) instruction.

Community Facilities

Library

The Norfolk Public Library has a collection of nearly 150,000 items, including books, ebooks, audiobooks, magazines, music CDs, videogames, and DVDs. Each year, the library circulates 285,000 items and welcomes 145,000 visitors. The library provides innovative services for all citizens of northeast Nebraska, including access to the Internet, technology classes, personal instruction and reference service, interlibrary loans, delivery of materials to homebound individuals, early literacy programs for children and families, a summer reading program, arts and culture events, a variety of online and mobile services, and community meeting space. Library cards are available to all northeast Nebraska residents at no charge, and 25 percent of library patrons come from outside the city limits.

In November 2014, voters approved a 36-month, 1/2 cent sales tax increase that will fund the expansion and renovation of the Norfolk Public Library. This investment will provide for the current needs of the library and will provide the space needed for the next 20 years. The 16,000 square foot addition will bring the total size of the library to 38,000 square feet, which includes roughly 2,500 square feet for the City's Information Services Division and 35,500 square feet for Library space.

City of Norfolk City Hall

In 2013 the city hall and council chamber were relocated to its current location. Located at 309 N 5th Street, this building houses offices for:

- City Administration
- City Clerk
- Engineering
- Finance
- Human Resources
- Mayor's Office
- Planning and Zoning
- Purchasing
- City Council Chambers

Street Shop and Maintenance Facility

The Street Department main office is located at 1010 S 8th Street. Street maintenance includes street sweeping and snow removal on all streets and street flushing in commercial areas. Street maintenance equipment includes two street sweepers, one street flusher, one lane striper, eight truck snowplows, three pick up plows, one sewer vacuum, two motor graders, four front end loaders, and other standard equipment. Other work includes sign maintenance, joint sealing, sign repair, paint stripping, pothole patching, debris clean up, traffic signals, all concrete and asphalt repairs, storm sewer maintenance, alley maintenance, utility breaks, equipment service repairs, and repairs on all city vehicles.

Utilities

Water Distribution

The Norfolk water system consists of two water treatment plants, supplied by two well fields. The two fields have a total of 13 wells averaging 81 feet in depth. The storage capacity is 5,000,000 gallons, with an historic peak for daily demand at 10,280,000 gallons. The city has two distribution systems – a high elevation system and low elevation system. For water pumping, there are four booster stations. There is adequate transmission volumes and flows throughout the city. No pressure problems. The low elevation system is fed off four pumps at the West Water Treatment Plant and four pumps at the East Water Treatment Plant. Both water treatment plants use aeration and filtration to remove iron and manganese. Polymer is also part of the treatment used at the east water treatment plant. Both treatment plants provide disinfections prior to distribution to the community. The 13 wells have the capability of pumping 17.6 million gallons per day. The static pressure of the water at the treatment plants varies from 60 to 80 psi and residual pressure varies from 35 to 110 psi. Currently, there are three pressure zones in the city's distribution system. Zone 1 generally serves all land below the elevation of 1,600 feet, with Zone 2 serving all land above the elevation of 1,600 feet. Zone 3 generally serves the corridor along north Victory Road north of Benjamin Avenue up to Magnet Drive and is served by a booster station installed in 2011 to serve the future NE industrial area. The color of the water is clear and the average tap water temperature is 51 degrees in the winter and 52 degrees in the summer. The city has two water treatment plants (East and West). The East plant is older and used during peak periods. The two plants combined have an operational capacity of 12.8 million gallons per day.

Sanitary Sewer System

Norfolk has a municipal sanitary sewerage system and a storm sewer system. In 1996, a sequential batch reactor (SBR) was added to the system, providing capacity through the year 2015. The SBR removes 95–99

percent of the pollutants, including ammonia. The plant's hydraulic daily capacity increased to 7.1 million gallons per day and the peak capacity to 15.0 million gallons per day with this project. An ultraviolet disinfection process on the effluent was added in 2003 and an influent debris screen was added on the influent in 2007. The plant has an average daily flow of 3.0 million gallons per day and a historic peak daily discharge of 8.9 million gallons per day (see **Table 12** for the City of Norfolk's wastewater plant treatment capacities). The city operates and maintains 13 sanitary sewer pumping stations. Overall, the stations are in good operating condition with routine maintenance. The city also operates a network of storm sewers, constructed mostly of concrete, conveys storm water into three locations before flowing into the Elkhorn River. Storm water from developed eastern section of the city are conveyed into either the North Fork or North Fork Flood Channel. The central section of the city drains into Corporation Gulch and the western sections into the 25th Street drainage ditch.

Table 12: City of Norfolk Wastewater Plant Capabilities

	Design Parameters	Current Stats
Flow MGD (Million Gallons/Day)	7.1 MGD	3-3.5 MGD
BOD (Biological Oxygen Demand) lbs/day	39,820 lbs/day	12,535 lbs/day
TSS (Total Suspended Solids) lbs/day	24,084 lbs/day	10,452 lbs/day
TKN (Total Kjeldahl Nitrogen) lbs/day	2,284 lbs/day	1,108 lbs/day

Source: City of Norfolk, April 2016

"The Norfolk water system consists of two water treatment plants, supplied by two well fields. The two fields have a total of 13 wells averaging 81 feet in depth"

Solid Waste Collection

Solid waste collection is handled by private haulers for both residential and commercial establishments. Waste is delivered to the city owned transfer station where it is inspected and reloaded into semi transports. It is then hauled 32 miles to the landfill in Stanton County, which is owned by the Northeast Nebraska Solid Waste Coalition (NNSWC), a coalition of governments in northeast Nebraska.

The city's transfer station is adequate for the community, but as the community grows, it'll need to be expanded. Current estimates of the 2015-2016 demand for municipal solid waste were 30,700 tons. The existing transfer station can accommodate up to 120 tons of waste per day.

Electric Power Utility

Nebraska Public Power District (NPPD) provides the citizens of Norfolk retail electric service from four major transmission lines of 115,000 volts, one 230,000-volt line, and two 345,000 volt lines. The 115,000 volt lines are also internal loop ties. These lines serve three transmission substations in Norfolk, totaling 168,000 kVA capacity. Thirteen distribution substations, strategically located in the city, have primary feeders of 12,470 volts' wye connected with a total capacity of 164,500 kVA. The Norfolk system is tied into the statewide grid system of 115,000, 230,000, and 345,000-volt transmission lines and can be fed from five directions.

Natural Gas Utility

Black Hills Energy is the retail supplier of natural gas in Norfolk. Black Hills Energy is a full-service natural gas distribution company with Nebraska headquarters in Lincoln. Norfolk is served by a six-inch steel line with 70 pounds of pressure.

Current development pressures within the community have identified a need for additional natural gas capacity. At present, the city and Black Hills Energy are in the process of constructing a new high-pressure transmission main to the city, which will increase the amount availability of this utility to all business and private end users. This additional supply will support economic growth and satisfy customer needs far into the future.

Black Hills Energy has served the people of Norfolk for more than 75 years. They have access to two interstate pipelines, Northern Natural Gas and Tallgrass Energy, to serve Norfolk. Black Hills Energy provides a robust natural gas distribution system to serve its customers, from residential to large-industrial.

Health Care Facilities

There are 74 active physicians in Norfolk and approximately an additional 57 physicians within a 50 mile radius. Outpatient clinics include Pediatric Endocrinology, Infectious Disease, Neurosurgery, Pain Management, Perinatology, Plastic Surgery, Pulmonology, Retinal, and Rheumatology.

Hospitals

Faith Regional Health Services

Faith Regional Health Services in Norfolk is a 166 bed acute care facility built in 1923. Accredited by the Joint Commission on Accreditation of Healthcare Organizations, the hospital offers Centers of Excellence in cardiovascular care, cancer care, emergency care, physical rehabilitation, and women's and children's care. More than 75,000 patients are served on an inpatient or outpatient basis and approximately 1,000 babies are delivered each year. Medical services are provided at five locations.

Faith Regional West Campus services include emergency, acute care, women's and children's,

imaging, surgery, cardiovascular, cardiopulmonary, and nutrition and diabetic education.

Faith Regional East Campus provides services in acute rehabilitation, transitional care, physical therapy, occupational therapy, speech/language pathology, sports medicine, Child Advocacy Center, behavioral health, and psychiatry.

Medical Offices West houses Faith Regional Carson Cancer Center, Faith Regional Cardio Vascular Institute, Faith Regional Cardiac and Pulmonary Rehabilitation, Faith Regional Internal Medicine, Faith Regional Nephrology Services, Faith Regional Pulmonology Services, LifeNet Medical Transportation Service, and Faith Regional Health Resource Center.

Medical Offices North houses Faith Regional Surgery Center, Faith Regional Orthopedic Center, Faith Regional Physical Medicine and Rehabilitation, and Faith Regional Outpatient Clinics. Office space is also leased by Norfolk Medical Group.

LifeNet, an air transportation service, uses state of-the-art helicopters to transfer critical patients to specialized medical centers as well as transports area patients to Faith Regional Health Services.

Norfolk Regional Center (NRC)

The NRC is a 120 bed Sex Offender Treatment Center, providing Phase I services of the Nebraska Sex Offender Treatment Program. The Nebraska Sex Offender Treatment Program is a three phase treatment program meant to reduce dangerousness and risk of re-offense for patients involved in treatment. Phase I treatment orients patients to the treatment process; begins working with patients to accept full responsibility for their sex offending and sexually deviant behaviors; teaches patients to give and receive feedback and utilize coping skills; and builds motivation for the intensive treatment in Phases II and III, which are provided at the Lincoln Regional Center.

Behavioral Health Specialists

Behavioral Health Specialists, Inc. (BHS), provides outpatient mental health and substance abuse services to individuals in northeast Nebraska. The agency also provides specialized services to those who suffer severe and persistent mental illness. It is staffed by psychologists, counselors, clinical social workers, and certified alcohol counselors. Psychological testing, consultation, education, and referral services are also available. Home-based services include intensive family preservation, respite care, emergency shelter care, in-home therapy, and family support services. Residential programs include Seekers of Serenity Place (for adults who are chemically dependent), Sunrise Place (for adolescent males who are chemically dependent), and a range of foster care services and home studies. Additionally, BHS operates a 24-hour Crisis Response Line and provides Community Support Services for adults and adolescents. Drug testing services are also available.

Elkhorn Logan Valley Public Health Department
Elkhorn Logan Valley Public Health Department, formed in 2002, promotes and assures maximized health for all the residents and communities of Burt, Cuming, Madison, and Stanton Counties through assessment, collaboration, policy, and program development such as communicable disease surveillance, emergency preparedness, Every Woman Matters, health and wellness, medical reserve corps, minority health, Operation Great Start, school nursing, and substance abuse.

Clinics

Faith Regional Cardio Vascular Institute
Faith Regional Cardio Vascular Institute provides services in the prevention, diagnosis, intervention, and rehabilitation of heart disease.

Faith Regional Internal Medicine Services
Faith Regional Internal Medicine Services provides prevention, diagnosis, and treatment of adult diseases, especially the areas of hypertension, diabetes, geriatrics, chronic illness, and obesity.

Faith Regional Orthopedic Center
Faith Regional Orthopedic Center provides general orthopedic surgery and sports medicine, including repair and reconstruction of complex injuries.

Faith Regional Nephrology Services
Faith Regional Nephrology Services provides diagnosis and treatment of kidney disorders.

Faith Regional Physical Medicine and Rehabilitation Services
Faith Regional Physical Medicine and Rehabilitation Services provides rehabilitative care of orthopedic, musculoskeletal disorders or injuries, and neurological disorders or injuries in adults and children.

Faith Regional Psychiatric Services
Faith Regional Psychiatric Services provides treatment of behavioral illnesses in adults and adolescents, such as depression, bipolar disorders, anxiety, obsessive-compulsive disorders, and addictions.

Faith Regional Sleep Disorder Services
Faith Regional Sleep Disorder Services provides diagnosis and treatment of pulmonary disease, critical care, and sleep disorders.

Nursing Homes

Golden Living Center Norfolk
Golden Living Center Norfolk, built in 1966, is a 75 bed skilled nursing facility and Alzheimer's care unit that is certified by Medicare and Medicaid and licensed by the state of Nebraska. Licensed professionals provide 24-hour nursing services with nursing consultants available. Physical, speech, and occupational therapies are offered in-house with the use of Freedom through Functionality Equipment. Also provided are outpatient services once the resident returns home. Staff includes a medical director, pharmacy consultant, registered dietician, social services, restorative nursing services, and hospice and respite services. A wide variety of activities are provided, including church services, educational and music programs, and outings in the community.

Golden Living Center Norfolk also has a 28 bed assisted living unit called Golden Living Community Norfolk Chateau. The Norfolk Chateau is also licensed by the state of Nebraska by Medicaid. Assistance with medication, three meals a day, housekeeping and laundry services, and transportation to local appointments are available.

Heritage of Bel Air Nursing Home

Heritage of Bel Air Nursing Home is licensed by the state of Nebraska as a skilled nursing facility and certified by Medicare and Medicaid. The home was constructed in 1973 with an addition in 2005 of two 18 bed Memory Support Households for Alzheimer's and dementia care. A professional nursing staff provides 24-hour care and the professional therapy department provides speech, physical, and occupational therapy to improve residents' quality of life or enable them to return home. Spiritual support is provided in the all-faith chapel as well as Bible studies. Life Enrichment Coordinators provide resident centered activities, and select menu dining is one of many quality of life choices provided. Heritage of Bel Air is a proud member of the Vetter Health Services family located in Omaha, Nebraska.

Saint Joseph's Rehabilitation and Care Center

Saint Joseph's Rehabilitation and Care Center licensed by the state of Nebraska and certified by Medicare and Medicaid, was established in 1968 and has 83 beds in private and semiprivate accommodations. Professionally trained nurses provide 24-hour care. Physical therapy, occupational therapy, and speech and language pathology are offered. The facility provides buffet style dining to ensure that residents maintain proper nutritional balance. The on-site chapel holds daily mass and weekly nondenominational services. Saint Joseph's Rehabilitation and Care Center is an affiliate of Faith Regional Health Services.

The Norfolk Veterans Home

The Norfolk Veterans Home, established in 1963, has a capacity of 143 beds. This facility is licensed and accredited by the Nebraska Department of Health. The home has registered and licensed practical nurses with continuous nursing supervision, medical director, pharmacy, dietician consultant, and recreational and occupational therapy programs. A social service department is available to preserve and improve self-image and dignity, and a work therapy program provides rehabilitation. Entertainment programs and church services are available. A 32 passenger bus and a 9 passenger van, equipped with wheelchair lifts, provide transportation for residents.

Beverly Healthcare Norfolk Center

The 85 bed Beverly Healthcare Norfolk Center, built in 1966, is licensed by the state of Nebraska as a skilled nursing facility and certified by Medicare, Medicaid, and the Veterans Administration. Licensed professionals provide 24-hour nursing services. Physical, speech, and occupational therapies; social services; restorative nursing services; and dietary services are available. A wide variety of activities are provided, including church services, educational and music programs, and outings in the community.

Historic Sites

The Grand Theater (listed on historic registry 09/04/2013)

The Grand Theater is located in the downtown commercial area of Norfolk, Nebraska. It was designed in a commercial style of architecture featuring a primary façade composed of brick with terra cotta trim. The theater conveys its period of significance from 1920, the year of its construction, to 1965 when the theater was extensively remodeled. These alterations have been successfully reversed revealing a remarkably intact exterior and most of its interior details. It retains the composition, ornamental details, and materials of its original primary exterior elevation and an intact auditorium space. As such, the building retains excellent integrity.

Hotel Norfolk (listed on historic registry 12/01/1988)

Constructed in 1926 in Norfolk, the hotel exhibits the Georgian Revival-style. It is an important representative of the modern commercial hotel movement occurring in the smaller communities of Nebraska during this time. The Hotel Norfolk is also significant as the home of one of the oldest radio stations in the Midwest, WJAG, from 1926 to 1944.

Karl Stefan Memorial Airport Building (listed on historic registry 07/11/2002)

Constructed in 1946 the administration building is located at the Norfolk Airport. The building is significant as an excellent and rare example in the state of the Streamline Modern style applied to airport architecture. The structure is also significant for its regional importance as a transportation center associated with the development of aviation in northeastern Nebraska.

Mathewson-Gerecke House (listed on historic registry 03/12/2012)

Situated on a commanding lot in Norfolk, the two-story Mathewson-Gerecke house is associated with two of Norfolk's most prominent citizens: Charles P. Mathewson and Herman Gerecke. Both men were among the earliest residents of the town and became well-known businessmen in the community. The home, one of Norfolk's finest Queen Anne styles, was built by Mathewson in 1884, and then purchased by Gerecke in 1887.

Norfolk Carnegie Library (listed on historic registry 12/31/1998)

The Norfolk Public Library first opened its doors on July 7, 1906. The Norfolk Women's Club had been working for a public library almost from the beginning of the club's founding ten years earlier. In 1908, the operation was transferred from the Women's Club to the City of Norfolk and became a free public library. In 1908, a movement was begun to secure building funds from Andrew Carnegie. Construction of the building began in 1909 and completed in September of the following year. The building stands today as a major landmark in Norfolk and is a testament to the Classical Revival style of architecture of the early 20th Century.

Stubbs-Ballah House (listed on historic registry 12/31/2013)

The Stubbs-Ballah House is located at the northwest corner of 10th Street and Prospect Avenue. The two-story brick house was designed in 1917 applying the Federal mode of the Colonial Revival style, which fall in the general category of late-19th and early-20th century revivals.

U.S. Post Office and Courthouse (listed on historic registry 10/09/1974)

In 1902 Congress appropriated $100,000 for the construction of a U.S. Post Office and Courthouse in Norfolk. Completed in 1904, the three-story stone and brick building is a fine example of the Second Renaissance Revival style, designed under plans attributed to James Knox Taylor, supervising architect of the U.S. Treasury. A 1930s addition greatly expanded the size of the building and was designed to replicate the original structure.

Our Vision & Goals

Vision

What does Norfolk aspire to be in the future?

The intent of a vision statement is to concisely articulate the aspirations of the community. Such a statement tends to be broad and general, yet timeless, readily remembered and embraced by

the community. While the Comprehensive Plan is focused upon a future vision for the physical development of Norfolk, the vision statement can convey a community attitude or approach toward future development, as well as other community efforts beyond the Comprehensive Plan.

Establishing a community vision or aspiration statement that people can readily identify with and understand is important. From the conversations with citizen stakeholders and focus groups, a general theme arose related to recent community efforts and successes, and that theme is reflected by the following statement:

O
Norfolk Moving Forward
E

Working together as one community, Norfolk moves forward with intentional and strategic purpose. Norfolk is a place people want to visit, experience, and stay. Norfolk is a place where you can own a home, walk to school, retain a quality job, be within a short drive of work, and enjoy an evening with your friends at the park, a local restaurant, or community event.

As residents of Norfolk, we care about each other and our community. We are connected to one another, feel safe, and cherish living in a friendly neighborhood. We enjoy a high quality of life defined by exceptional livability, a strong identity, and civic pride. Community life includes quality educational, cultural, and outdoor opportunities that are valued locally, known regionally, and recognized nationally.

Our vision is straightforward: one community moving forward. Through the creation of vibrant places, meaningful community activities and abundant economic opportunities, Norfolk will leverage established assets so that future residents can discover and enjoy Norfolk living!

As one community moving forward…

- Norfolk is a community of strength that takes pride in being a clean, safe, friendly, prosperous, united city with modern municipal facilities.
- Norfolk is a healthy community with state-of-the-art medical facilities, abundant water resources, and environmentally friendly practices.
- Norfolk is a vibrant growing community offering shovel ready industrial sites, a network of transportation corridors, abundant low cost utilities, diverse education opportunities, and quality workforce.
- Norfolk is an active community known as a place with abundant recreational, entertainment, and cultural opportunities.

Goals & Objectives

Goal Framework

Now is the time to pursue our vision, by creating vibrant destinations and neighborhoods, attracting new investment, business and industry, and managing positive change that will help us achieve the Norfolk we desire!

Several key goal areas have been identified through the planning process. The key goal areas create a framework from which goal / objective or action statements can be developed.

- ***Abundant Economic Opportunity:*** focused upon the creation / retention of jobs and businesses, as well as workforce development and support
  - Seek to diversify economic opportunities through strategic employment creation and retention efforts focusing on the following core sectors:
    - Agriculture
    - Commercial Trades and Services
    - Education
    - Manufacturing
    - Medical
    - Outdoor Recreation / Tourism
  - Be known as an entrepreneurial community that encourages small business development through programs targeting:
    - Youth
    - Ownership Skills
    - Idea / Concept mentoring
    - Local venture capital
  - Purposefully address continuing workforce education and the provision of services to develop and support the Norfolk workforce in the following areas:
    - Trade skills
    - Management Preparation
    - Career Specific
    - Day Care
    - Medical Advancement / Training
  - Create a Community Continuing Education Forum made up of local employers and education providers to do the following:
    - Identify workforce needs and develop educational partnerships with local businesses for additional vocational development and technical training.
    - Work with area community colleges and universities to establish enhanced on-line and in town extension and expanded educational services.
    - Develop local library programs and services to enhance this facility as a community education center working jointly with other libraries in the area.

- ***Outstanding Quality of Life:*** focused upon enhancing daily living through diverse offerings, activities, and events
  - o Promote Healthy Living through the creation of communitywide health and wellness programs and activities.
    - Create a Healthy Lifestyle Alliance to leverage resources and conduct activities and programs through partnerships among education, recreation, and medical providers, as well as corporate sponsors.
  - o Enhance accessibility to Recreation Opportunities.
    - Promote the development of neighborhood scale institutions (i.e. schools, places of worship), facilities (i.e. parks, community gardens) and amenities whenever possible to support informal and formal recreation activity.
    - Continue implementation efforts related to the Riverfront Trail, and develop a viable network to connect parks, community facilities, and destinations with neighborhoods via designated pedestrian and bicycle trails.
    - Become known as a welcoming and accommodating community in the region offering unique daily recreational experiences for citizens and annual recreational events for visitors with special needs.

"Now is the time to pursue our vision, by creating vibrant destinations and neighborhoods, attracting new investment, business and industry, and managing positive change that will help us achieve the Norfolk we desire!"

- o Diversify the number and type of Cultural Activities and Entertainment Events.
  - Continue efforts to develop historic, recreational / tourism elements of the community, including the development of museums, public art, and interpretative education elements.
- Become known as a community that gathers frequently to celebrate and promote social interaction as part of the fabric of Norfolk.
- Establish a local arts academy that invites children and youth to create, explore and discover a variety of traditional and

non-traditional art and entertainment forms (e.g. comedic, culinary, visual / graphic, theatre, music, etc.)
    - Embrace and celebrate the notable people and their crafts associated with Norfolk through community festivals and activities (e.g. Johnny Carson, Orville Carlisle, Joyce Hall, Philip N. Karsne, Thurl Ravenscroft, etc.).

- ***Extraordinary Service Provision:*** focused on the delivery of efficient and reliable basic / essential services
  - Provide and sustain the highest level of Water, Sanitary Sewer, and Storm water service delivery, minimizing interruptions to daily life.
    - Continually assess the quality of existing infrastructure system components identifying, prioritizing, and programing necessary maintenance and improvement.
    - Study and encourage the application of Best Management Practices on private property and public property to minimize the impacts of storm water drainage.
    - Coordinate system extension / expansion policies with long-range community development plans and identified growth areas to match service levels and provision policies with the density / intensity of development.
    - Monitor and proactively pursue public and private funding opportunities that can support future infrastructure system development.
    - Investigate the use of a formal asset management system for all utilities and infrastructure systems, including locally maintained roadways.
  - Develop a comprehensive multi-modal Transportation network – pedestrian, vehicular, rail, and air.
    - Develop and maintain a pedestrian and bicycle network that is integrated with local transportation and recreation master planning efforts, thus creating opportunities for communitywide use connecting neighborhoods to essential daily needs and destinations.
    - Investigate the application of complete streets and road diets to enhance downtown, and other select pedestrian and residential oriented areas.
    - Develop context sensitive design criteria for roadways based upon topographic features and development type and character.
    - Retain the resiliency of the predominant street grid through the hierarchy of local, collector and arterial roadway placement based on priority functional needs.
    - Develop an airport master plan and strategic marketing effort that seeks to maintain and expand the airport in a manner supportive of economic development efforts related to general aviation, fly-in events, recreational services/events, and commerce.
    - Develop and diversify community transportation opportunities, including community ride assistance that connects people to jobs and daily needs, and alternative rural transportation services connecting Norfolk to other nearby communities.
    - Establish/Expand fiber network provision in Norfolk in support of economic and community development efforts.
  - Provide outstanding professional Public Safety services (e.g. Police, Fire, EMS)
    - Develop a cross-agency coordination and planning group to leverage opportunities for training/education of personnel, coordinated cooperative policies, shared assets and programs, enhanced communications and community outreach efforts, etc.

- Monitor the need for improvements to such services and facilities through proactive capital planning to meet and maintain the highest levels of service delivery.
- Continue to strengthen relationships through community programs that reach out to and educate the community regarding public safety and health initiatives.
- Partner with local health care facilities and services to create unique and enhanced methods of community service delivery.

o Maintain a cooperative and positive Governance atmosphere

- Develop and implement joint (City and County) policies addressing future growth and development through the provision of infrastructure and the delivery of services in a manner that is efficient and cost effective.
- Create a Governance Institute to educate and inspire citizens, public servants, and leaders via greater understanding of the duties and responsibilities of local government agencies (e.g. county, city, school district) and public service entities.
- Broaden local leadership mentoring programs to prepare people to serve on various boards and committees, and pursue political office in the future.

- ***Strategic Physical Growth and Development:*** focused upon creating vibrant and sustainable places

o Create a vibrant riverfront that serves as a spine for new residential, commercial, and recreational activities while providing opportunities to enjoy the river daily.

- Create a "riverfront development district" and develop a master plan for redevelopment and reinvestment along the river as well as immediately adjacent neighborhoods.
- Promote high quality residential and commercial development along the riverfront that leverages the presence of the river and complements the desired scale and intensity of downtown Norfolk.
- Continue efforts to develop a community trail along the riverfront that connects with other community facilities and destinations.
- Create a Riverfront Zoning District to establish and guide the implementation of desired design and development qualities.

o Continue to develop downtown as a regional destination with unique experiences and qualities.

- Continue to nurture the development of a vibrant and visually appealing downtown / "main street" that serves as a hub for commerce and community activity.
- Support the activities of Downtown Business and Property Owners Association as an effective peer group for addressing organization, economic structure, physical design/conditions, and promotion of Downtown Norfolk.
- Encourage and support "downtown / main street" scaled commercial development (e.g. 1 to 3 stories; zero setback; on-street parking; etc.) that serves the daily needs of adjacent neighborhoods, provides community retail and entertainment venues, and draws people from around the area to unique shops and experiences.
- Continue to expand the attractive qualities of "downtown/main street"

with programed aesthetic and functional improvements (e.g. signage, lighting, pedestrian enhancements, multi-functional streetscape, roadway, etc.) beyond Main Street into the Downtown District.
    - Develop a downtown master plan for long-term design and development guidance, and establish a Downtown Zoning District to guide the implementation of desired design and development qualities.

- Maintain a proactive, strategic, and problem solving development policy framework.
    - Revisit the comprehensive plan annually to assess potential changes to the goals and objectives based on planning and development decisions and various changes in community dynamics.
    - Update the comprehensive plan every five to ten years to incorporate changes in demographic and market conditions.
    - Conduct a comprehensive assessment and update of zoning and other design / development oriented regulations to align with the vision and goals of the comprehensive plan.
    - Pursue voluntary and involuntary annexation of land located outside of the current city limits in a strategic fashion.
    - Coordinate annexation activities and growth opportunities into areas of logical infrastructure expansion.
    - Ensure that appropriate policies are in place to tie extension of utility services with agreements to annexation and payment of additional system fees when not in the city or an immediate growth area.
    - Develop infrastructure policies that match required improvement levels and provision policies with the density / intensity of development.
    - Work with the County to minimize the creation of land into lots/properties smaller than 40 acres without requiring urban level infrastructure improvements and annexation agreements within ½ mile of the city limits of Norfolk, thus preserving future municipal level growth potential.
    - Minimize the development of residential properties into lots larger than 1 acre within the city limits that can be served by municipal infrastructure.
    - Assess the potential for adopting minimal architectural and site design guidelines focused on desired aesthetic and functional qualities in various high visibility districts / corridors.
    - Utilize agricultural zoning as a holding zone to protect and preserve land within the city limits until acceptable development proposals, in concert with the vision, goals, and land use recommendations of the plan, are brought forward.
    - Regularly review and update local development regulations to promote desired or discourage unwanted future development forms.
    - Develop a strategy for attracting developer/development interest in the various opportunities presented through the vision, goals, and objectives of this plan.

Energy Element

The energy element for the Norfolk Comprehensive Plan provides a profile of existing energy use by sector (Residential, Commercial, Industrial, and Transportation), the utilization of renewable energy sources, strategies and actions for the community, and a summary of the Nebraska Energy Code. This chapter has been prepared in accordance with Nebraska State Statute 19-903(4). The purpose

of this legislation is to ensure that communities within the state have introduced a plan that will help promote energy efficiency and the use of renewable energy sources through the use of emerging technologies. The energy utilization data displayed below is drawn from the Nebraska Energy Office and depicts energy consumption patterns on a state-wide level. The state-wide Nebraska data patterns are used to evaluate and analyze energy consumption for Norfolk due to a lack of local energy consumption data. Please note that the figure for energy use by sector in the State of Nebraska may not equal the sum of the components due to independent rounding of these figures during the data collection process.

State of Nebraska Energy Use

Total energy consumption for Nebraska ranks 33rd of the 50 states. This low energy use, compared to all other U.S. states is likely due to the state's small population. Conversely, the state ranks 7th in total energy consumption per person or per capita. According to the U.S. Energy Information Administration USEIA, the state used 872 trillion Btu in 2013, which ranks 33rd among 50 states. The industrial sector is the largest energy consumer in the state, consuming 372 trillion Btu. The transportation sector is the second largest energy-consuming sector, consuming 195 trillion Btu. The residential sector accounted for 164 trillion Btu and the commercial sector used 140 trillion Btu.

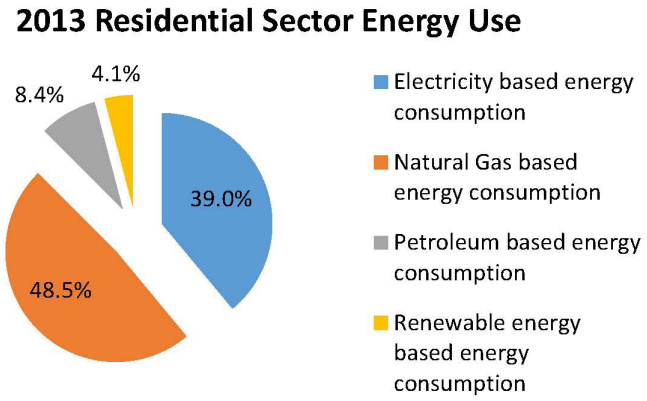
Infrastructure and Energy Use by Sector

The energy utilization data displayed in the section is drawn from the USEIA, which depicts energy consumption patterns on a state-wide level. This data obtained from federal and state agencies are used to evaluate state energy consumption and production. This data is reported by sector (Residential, Commercial, Industrial, and Transportation) and by fuel type (Renewable and Non-Renewable) pursuant to the state statute governing energy element reporting. Please note that the figure for energy use by sector in the State of Nebraska may not equal the sum of the components due to independent rounding of these figures during the data collection process.

Residential Sector

The residential sector consists of private households residing in single family, duplex, and multifamily units. Energy is chiefly spent on space heating, water heating, air conditioning, refrigeration, cooking, clothes drying, and lighting. In 2013, a total of 164 Trillion British Thermal Units (Btu) were used by residential sector energy users. Of this amount, 48.5 percent of the residential sector's energy consumption was from natural gas, 39.0 percent from electricity, 8.4 percent from petroleum products, and 4.1 percent from renewable energy (**Figure 38** on the following page). Between 2011 and 2013, residential sector net energy use in Nebraska increased from 160.8 to 163.8 Trillion Btu or by 1.9 percent. As of 2013, the State of Nebraska ranked 4th of the 50 states in per capita energy consumption by Residential Sector. In 2015, the reported average cost per KWH for residential customers in Nebraska and the U.S. was $0.106 and $0.126, respectively. (Source: U.S. Energy Information Administration, State of Nebraska Energy Data Report)

Figure 38: Residential Sector Energy Use

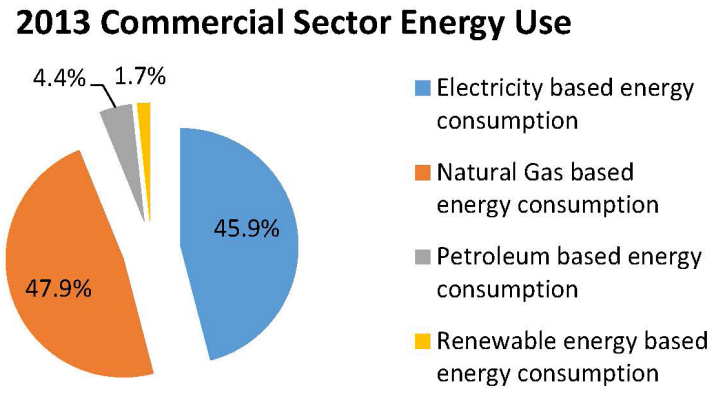


Source: U.S. Energy Information Administration

Commercial Sector

The commercial sector consists of nonmanufacturing business establishments, including hotels, motels, restaurants, wholesale businesses, retail stores, laundries, and other enterprises; health, social, and educational institutions; and federal, state, and local governments. In 2013, a total of 140.4 Trillion Btu was used by commercial sector energy users. Of this amount, 47.9 percent of the commercial sector's energy consumption was from natural gas, 45.9 percent from electricity, 4.4 percent from petroleum products, and 1.7 percent from renewable energy (**Figure 39** below). Between 2011 and 2013, commercial sector net energy use increased from 135.8 to 140.4 Trillion Btu or by 3.4 percent. In 2015, the reported average cost per KWH for commercial customers in Nebraska and the U.S. was $0.086 and $0.103; respectively. (Source: U.S. Energy Information Administration, State of Nebraska Energy Data Report).

Figure 39: Commercial Sector Energy Use

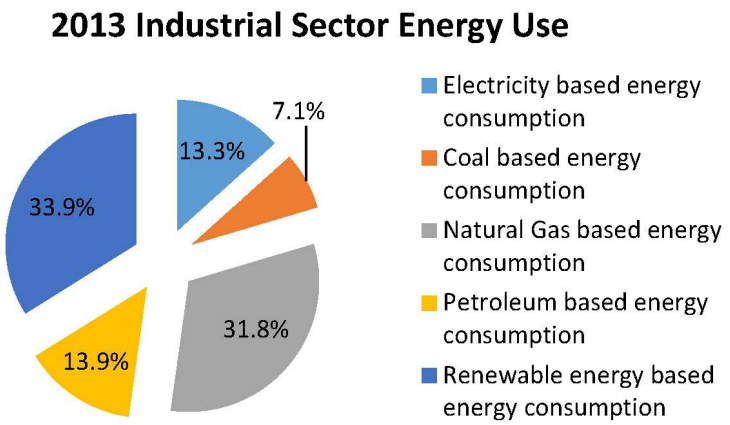


Source: U.S. Energy Information Administration

Industrial Sector

The industrial sector consists of manufacturing, construction, mining, agriculture, and forestry organizations. In 2013, a total of 372.5 Trillion Btu was used by industrial sector energy users. Of this amount, 31.8 percent of the commercial sector's energy consumption was from natural gas, 13.3 percent from electricity, 13.9 percent from petroleum products, 33.90 percent from renewable energy, and 7.1 percent from coal (**Figure 40** below). Between 2011 and 2013, industrial sector net energy use increased from 371.9 to 372.5 Trillion Btu or by 0.2 percent. In 2015, the reported average cost per KWH for Industrial customers in Nebraska and the U.S. was $0.074 and $0.066; respectively. (Source: U.S. Energy Information Administration, State of Nebraska Energy Data Report)

Figure 40: Industrial Sector Energy Use

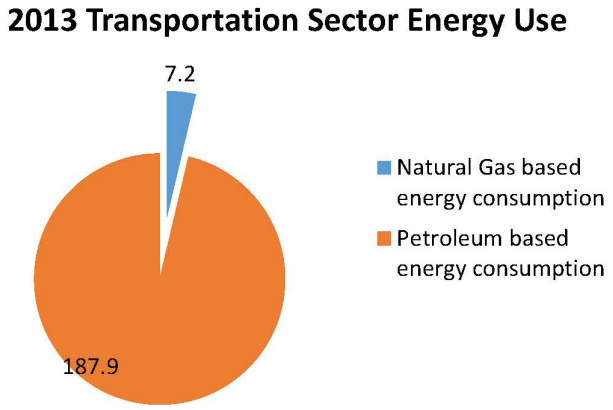


Source: U.S. Energy Information Administration

Transportation Sector

The transportation sector consists of private and public vehicles that move people and commodities. In 2010, a total of 182.60 Trillion BTUs were used by transportation sector energy users. Of this amount, 96.3 percent or 187.9 Btu of the transportation sector's energy consumption was from petroleum products (53.2 percent from motor gasoline, 42.4 percent from distillation fuel, 3.2 percent from jet fuel, 0.1 percent from Aviation Gasoline, 0.3 percent from Propane, and 0.9 percent from lubricants) (**Figure 42** on the following page). Of energy consumed in the State of Nebraska Transportation Sector in 2013, natural gas comprised 7.2 percent (Figure 41 on the following page). Between 2011 and 2013, transportation sector net energy use decreased from 207.4 to 195.1 Trillion Btu or by 6.1 percent. (Source: U.S. Energy Information Administration, State of Nebraska Energy Data Report)

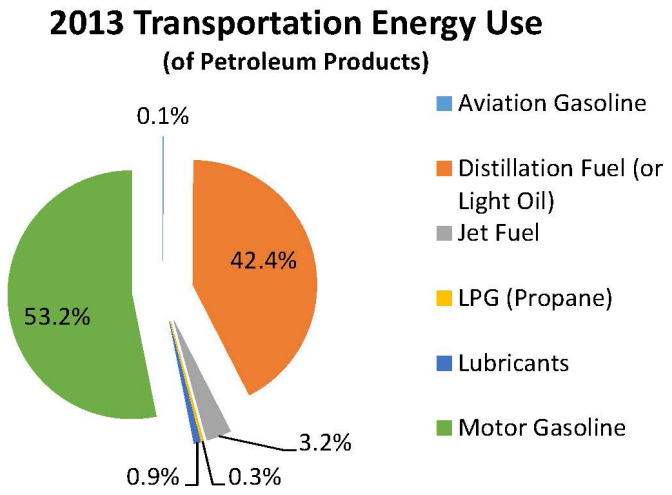
Figure 41: Transportation Sector Energy Use



Source: U.S. Energy Information Administration

DOWNTOWN
COFFEE
COMPANY
Regency Portraits
HR
PARKING
S SIDE
STREET
AM
7 AM

Figure 42: Transportation Energy Use (of Petroleum Products)

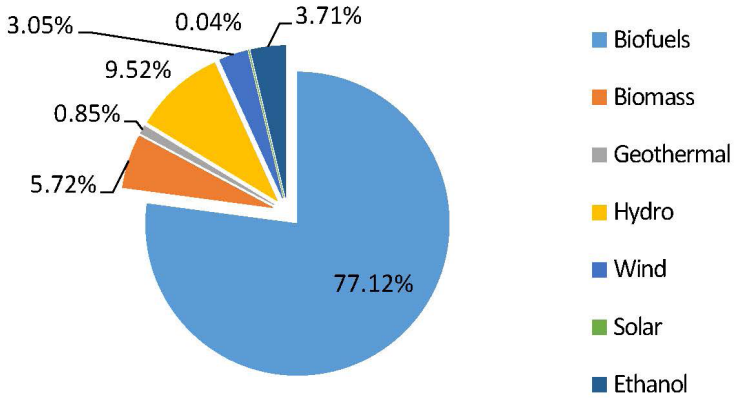


Source: U.S. Energy Information Administration

Utilization of renewable energy sources

In 2010, a total of 129.72 Trillion BTUs of renewable energy was used in the State of Nebraska. Of this amount, biofuels accounted for 80.1 percent; biomass 7.70 percent; geothermal 0.9 percent; hydro power 12.82 percent; wind 4.11 percent; and solar 0.04 percent (**Figure 43** below). Total 2010 renewable energy use in the State of Nebraska accounts for approximately 15.37 percent of overall energy use. The United States, by comparison, used a lower percentage of its overall energy from renewable sources for the year 2010, t8.28 percent. Between 2009 and 2010, renewable energy use increased by 48.17 percent. (Source: U.S. Energy Information Administration, State of Nebraska Energy Data Report)

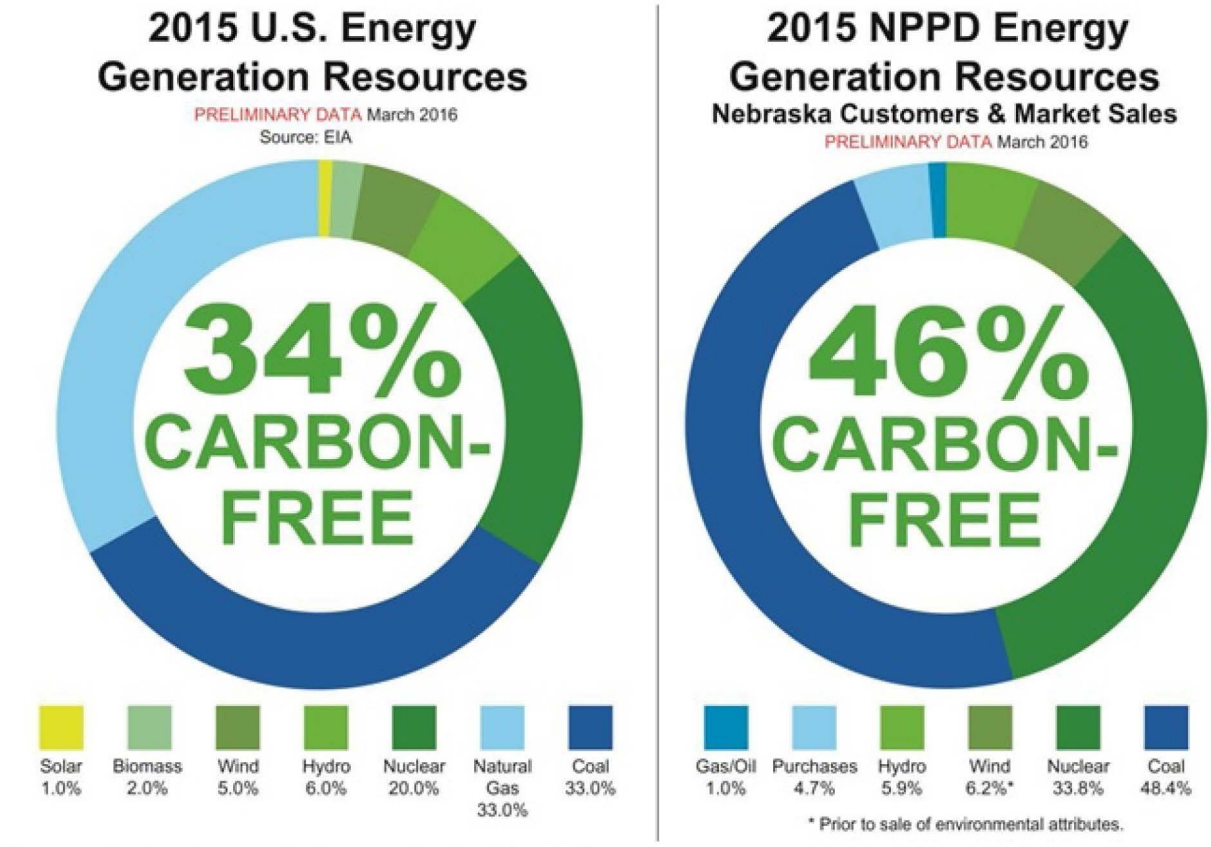
Figure 43: Nebraska Renewable Energy Use



[t]Source: Trends in Renewable Energy Consumption and Electricity 2010, released 12/11/2012

As of the year 2015, use of renewable energy sources by the Norfolk community has been higher than the U.S. Per the Nebraska Public Power Districts (NPPD) in 2015, 34 percent of the electric energy provided to U.S. customers was generated through carbon-free energy sources, while NPPD generated 46 percent of the power supplied to its customers. The majority of the difference

between the U.S. and NPPD electrical power generated from Carbon-Free sources stem from the increase utilization of nuclear power within the NPPD power generation systems.



[t] *Source: Nebraska Public Power District, March 2016*

Nebraska Energy Code

Nebraska has adopted the 2009 International Energy Conservation Code (IEEC), effective August 2011. Cities and counties may adopt codes that differ from the Nebraska Energy Code, but state law requires the adopted code to be equivalent to the Nebraska Energy Code. For existing buildings, only those renovations that will cost more than 50 percent of the replacement cost of the building must comply with the code. Additional information regarding the Nebraska Energy Code can be found at the Nebraska Energy Office website (http://www.neo.ne.gov/home_const/iecc/counties/gage.htm).

Because consumers have an expectation that newly constructed houses and buildings meet uniform energy standards, the Legislature adopted the IEEC in order to accomplish the following:

(1) Ensure that a minimum energy efficiency standard is maintained throughout the state

(2) Harmonize and clarify energy building code statutory references

(3) Ensure compliance with the National Energy Policy Act of 1992

(4) Increase energy savings for all Nebraska consumers, especially low-income Nebraskans

(5) Reduce the cost of state programs that provide assistance to low-income Nebraskans

(6) Reduce the amount of money expended to import energy

(7) Reduce the growth of energy consumption

(8) Lessen the need for new power plants

(9) Provide training for local code officials and residential and commercial builders who implement the 2009 IEEC

Renewable Energy Types

Solar and Wind Easements, Local Options, and Severability

Nebraska's solar and wind agreement provisions allow property owners to create binding solar and wind easements, among other types of agreements, for the purpose of protecting and maintaining proper access to sunlight and wind. The initial term of a wind agreement may not exceed 40 years. Additionally, a wind agreement will terminate if development has not commenced within 10 years of the effective date of the wind agreement. If all parties involved agree to extend this period, however, the agreement may be extended. Wind developers are required to ensure decommissioning funds are available for inactive systems.

Local governments are given broad discretion to ensure access to solar and wind energy resources. For example, counties and municipalities are permitted to develop zoning regulations, ordinances, or development plans that protect access to solar and wind energy resources. Local governing bodies also may grant zoning variances to solar and wind energy systems that would be restricted under existing regulations, so long as the variance is not substantially detrimental to the public good.

"No interest in any wind or solar resource located on a tract of land and associated with the production or potential production of wind or solar energy on the tract of land may be severed from the surface estate." (N.R.S. 66-912.02)

Additional information can be obtained from http://www.revenue.ne.gov or http://programs.dsireusa.org/system/program/detail/223

Building Energy Code

In September 2011, the Nebraska Building Energy Code was updated to the 2009 International Energy Conservation Code (IECC) standards. As with the previous 2003 IECC standards, which had been in place since 2005, the Code applies to all new buildings, renovations, or additions to existing buildings. However, only those renovations that will cost more than 50% of the replacement cost of the building must comply with the Code. The Nebraska Energy Code also includes new and renovated state buildings within the 2009 IECC standard.

The State Building Administrator of the Department of Administrative Services, in consultation with the State Energy Office, may specify a more recent edition of the IECC, additional energy efficiency or renewable energy requirements for buildings, and waivers of specific requirements, which are demonstrated through life-cycle cost analysis to not be in the state's best interest.

Any county, city, or village may adopt a code that differ, from the Nebraska Energy Code if the adopted code is "deemed equivalent" to the Nebraska Energy Code. Any county, city, or village also may waive a specific requirement from the Code if the standard is "not economically justified" according to an analysis it submits to the State Energy Office. If no code is adopted by a town or county, the Nebraska Energy Office enforces the Code in the jurisdiction.

Additional information can be obtained from http://www.neo.ne.gov/home_const/iecc/iecc_codes.htm or http://programs.dsireusa.org/system/program/detail/1921.

Renewable Energy Resources

Increasingly, providing renewable energy resources is seen as a desirable alternative to generating power from fossil fuels. Many renewable projects promise the possibility of bringing new jobs, increasing local economic investment, and avoiding or offsetting pollution from non-renewable sources. However, the provision of renewable energy can be negatively affected by the economics of its implementation. The organization of electric power generation and distribution in the State of Nebraska provides a unique scenario for providing renewable energy resources. Nebraska is the only state in the union that is entirely provided with electric power by public utilities. These entities are structured in such a way as to reduce or remove all profits. This business model has helped to provide the state with some of the lowest prices for electric power in the nation. This scenario of non-renewable energy sources provided at relatively low costs to the end user has also made renewable energy projects more difficult to implement since the potential cost savings from utilizing renewable energy are mitigated in part or whole by the low cost of non-renewable energy distributed by the public utilities. Due to this reality, it is very important that any organization or municipality looking to develop renewable energy resources understands the economic impact of its installation. Below is a list and brief description of renewable energy resources for Norfolk.

Wind Power

According to the American Wind Energy Association (AWEA), the major types of wind power are utility-scale wind, distributed or "small" wind, and offshore wind. Of the first two options, utility-scale wind generation is defined as being larger than 100 kilowatts, typically developed and maintained by electric utilities. The second option is defined as being smaller than 100 kilowatts. These small wind options typically power a home, farm, or small business as its primary use.

The United States has approximately 60,000 megawatts of wind capacity installed. According to the AWEA, this capacity is facilitated by the nearly 45,100 large scale wind turbines, with the power equivalent of over 15 million American homes. Nevertheless, this capacity represents less than 1 percent of the estimated total wind energy resources, from land-based wind energy in the United States of over 10 million megawatts. As of the third quarter of 2014, AWEA reports that within the state of Nebraska, 811 megawatts of wind energy have been installed, making Nebraska the 18th largest producer of wind energy in all of the 50 states. According to the National Renewable Energy Laboratory (NREL), Nebraska is capable of producing 917,999 megawatts of wind energy.

NREL has collected wind speed data for Nebraska. The result provides an estimate of the suitability of wind energy generation through the state. This data was prepared for three specific scenarios: utility-scale wind turbines, community-scale wind turbines, and residential-scale wind turbines. The three separate scenarios are distinguished by the typical height of the installed wind turbine. Utility-scale projects are between 80 to 100 meters in height. The NREL estimates that wind speeds within the Norfolk planning area range from 6.5 to 8.0 m/s. NREL also estimates that any location with sustained wind speeds at or greater than 6.5 m/s are generally considered to have a wind resource suitable for utility-scale wind development. This locational estimate of 80m wind turbine wind speeds indicate that the areas of Norfolk best suited are those areas to the extreme northwest and south of the Norfolk ETJ.

Community-scale projects are greater than 50 meter in height. The NREL estimates that wind speeds within the Norfolk planning area range from 5.7 to 7.8 m/s. NREL also estimates that any location with sustained wind speeds at or greater than 7.2 m/s are generally considered to have a wind resource suitable for community-scale wind development. This estimate of the potential for

community-scale wind projects indicates that only a small portion of the Norfolk ETJ would be suitable for 50m wind turbine implementation. Specifically, this generalized area is limited to the area between 37th and 25th Streets and north of Nucor Rd.

Residential-scale projects are typically less than 30 meters. The NREL estimates that wind speeds within the Norfolk planning area range from 5.0 to 7.0 m/s. NREL also estimates that any location with sustained wind speeds at or greater than 4.0 m/s are generally considered to have a wind resource suitable for residential-scale wind development. The estimate of 4.0 m/s is based upon changing technology making it feasible to implement residential-scale wind development at locations with lower wind speeds. Based upon this estimate any location throughout the Norfolk ETJ might be capable for generating wind energy at a cost-effective rate.

All of the above estimates by the NREL are based upon wind speed models that may not represent the true wind resource at any given location. Small terrain features, buildings, and atmospheric effects may cause the wind speed to depart from NREL estimates. Consumers should seek expert advice for siting wind turbines and estimating their energy production.

Solar Power

Solar power generation is generally separated into two types - passive and active solar. This distinction is based upon the way that the energy from the sun is captured, converted, and distributed as usable energy. Passive solar techniques include orienting a building to utilize the sun for lighting/heating purposes and using building materials that also promote the creation of lighting/heating of an interior space. Active solar technologies include installations that employ solar collectors for the conversion of sunlight into electricity. The conversion of sunlight into electricity is done either by using photovoltaics (PV) or concentrated solar power (CSP). PV solar systems utilize technology that can directly convert sunlight into electricity using semiconductors. CSP solar systems employ a series of mirrors to concentrate sunlight to drive a heat engine that in-turn generates electricity.

NREL has conducted a spatial analysis of each of the 50 states, identifying the amount of sunlight available and those sites best suited to capture this potential energy. By this measure, the NREL has identified the State of Nebraska as having the 13th largest potential for Rural Utility-scale Photovoltaic power generation. The NREL estimates that Nebraska could potentially generate approximately 9,266,757 GWh per year.

The price of solar, particularly the price of Utility-scale PV projects, has decreased. Under the SunShot Initiative, the NREL has a set goal of providing solar power at six cents per kWh. The

NREL reports that from 2010 to 2013, the price of solar has decreased every year from a high of 21.4 centers per kWh in 2010 to a price of 11.2 cents per kWh. During the same time period, the costs associated with the hardware have decreased by approximately 48 percent, while the costs associated with permitting, inspection, and installation have decreased by only 30 percent. While federal and state incentives are already in place, additional financial assistance may be required to encourage solar power in Norfolk. In the end, the economics of solar power and zoning regulations will help to determine the amount of solar that may be implemented in Norfolk.

Biomass Power

Biomass is defined as biological materials that either are or were recently living organisms. As an energy source, Biomass can be converted directly into energy by burning the materials to produce heat or indirectly by converting biomass materials into some kind of fuel. Examples of direct-source biomass include agricultural residues, wood residues, or municipal discards. Indirect biomass sources include switchgrass, hemp, corn, soy, sorghum, sugarcane, bamboo, and a variety of other plant species. Indirect energy generation from biomass can result in a number of fuel types. Some of the most well-known include ethanol, biodiesel, and methane gas. Both ethanol and biodiesel can be produced by a process of fermentation of various types of land-based agricultural products such as corn and soy. Additionally, methane gas can be collected from rotting garbage, agricultural waste, and human waste.

NREL reports that Nebraska could potentially generate approximately 14,792,723 tons of biomass annually. The calculated potential energy generation is assumed at 1.1 MWh/ton of Biomass. By this measurement, the State of Nebraska would be the 4th largest generator of biomass energy.

Geothermal

Geothermal energy is energy that is stored in the earth. Geo-power can be cost effective and environmentally friendly. However, this type of renewable energy has been traditionally limited to areas near tectonic plate boundaries. Recent technological advances have dramatically expanded the range and size of viable resources, especially for applications such as home heating. The earth's geothermal resources are theoretically more than adequate to supply humanity's energy needs, but only a very small fraction may be profitably exploited. Drilling and exploration for deep resources is very expensive. Small-scale geothermal application would be the most appropriate and practical. One example of small-scale geothermal power is a residential heat pump. This type of energy generation moves fluids through continuous pipeline loops that are buried underground at depths where the temperature does not fluctuate much. Heat picked up by the circulating fluid can be delivered to a building by a traditional central heating system. Heat pumps discharge waste heat into the ground in the summer months and extract heat from the ground in the winter months.

Energy-Related Funding Sources

Renewable Energy Tax Credit (Corporate)

This tax credit provides for corporate entities to reduce the Nebraska income tax liability or to obtain a refund of state sales and use taxes paid by the corporate entity that implements an eligible renewable technology. Said eligible technologies include solar, landfill gas, wind, hydroelectric, geothermal electric, fuel cells, anaerobic digestion, and fuel cells using renewable fuels. This corporate tax credit can be applied to commercial, industrial, residential, or agricultural land or establishments.

Additional information can be obtained from http://www.revenue.ne.gov/

Renewable Energy Tax Credit (Personal)

Much like the above-referenced Corporate Energy Tax Credit, this tax credit allows for private citizens of Nebraska to reduce Nebraska income tax liability or to obtain a refund of state sales and use taxes paid by the private citizen who implements an eligible renewable technology. Eligible technologies are the same for this personal energy tax credit as those referenced in the corporate tax credit.

Additional information can be obtained from http://www.revenue.ne.gov/

Property Tax Exemption for Renewable Energy Generation Facilities

In 2010, Nebraska created a nameplate capacity tax that replaced the Nebraska Department of Revenue's central assessment and taxation of depreciable tangible personal property associated with wind energy generation facilities (see L.B. 1048). In 2015, eligibility was extended to solar, biomass, and landfill gas (see L.B. 424).

The nameplate capacity tax is $3,518 per installed megawatt (MW). On March 1 of each year, the owner of a renewable generation facility must file with the Department of Revenue a report on the nameplate capacity of the facility for the previous calendar year. Nameplate capacity taxes for any calendar year are due on April 1 of the following year. The Department of Revenue pays all proceeds related to the tax to the county treasurer of the county where the wind energy generation facility is located.

Additional information can be obtained from http://www.revenue.state.ne.us/ or http://programs.dsireusa.org/system/program/detail/4946

Sales and Use Tax Exemption for Community Renewable Energy Projects

In May 2007, Nebraska established an exemption from the sales and use tax imposed on the gross receipts from the sale, lease, or rental of personal property for use in a community-based energy development (C-BED) project. Nebraska also enacted the Rural Community-Based Energy Development Act (L.B. 629) to authorize and encourage electric utilities to enter into power purchase agreements with C-BED project developers.

Enacted March 2015, L.B. 412 created the following requirement: "To the extent feasible, a C-BED project developer shall provide, in writing, notice of incentives pursuant to the Rural Community-Based Energy Development Act for local ownership and local participation in a C-BED project to each property owner on whose property a turbine will be located and to the elected governing body of each municipality or political subdivision in which a turbine will be located."

Additional information can be obtained from http://www.revenue.ne.gov/ or http://programs.dsireusa.org/system/program/detail/2576

Sales and Use Tax Exemption for Renewable Energy Property

Nebraska allows for a refund of the sales and use taxes paid for a renewable energy system used to produce electricity for sale. To qualify, the investment must be at least $20,000,000. The law describes eligible sources of renewable energy as including, but not limited to, wind, solar, geothermal, hydroelectric, biomass, and transmutation of elements. This refund does not apply to the first 1.5% of sales tax charged by a municipality.

Note that partial recapture of benefits is possible if the taxpayer or tax-paying entity does not maintain the number of equivalent employees as they had in the base year.

Additional information can be obtained from http://programs.dsireusa.org/system/program/detail/5427

Dollar and Energy Savings Loans

The Nebraska Dollar and Energy Savings Loan program was created in 1990 using oil overcharge funds. The program, administered by the Nebraska Energy Office, makes available low-interest loans for residential and commercial energy efficiency improvements and renewable energy projects.

Renewable energy projects may be eligible for a loan under one of two circumstances. First, a project may be eligible if it is included in a list of prequalified improvements. This list includes a variety of renewable energy projects, including wind, photovoltaics, solar hot water heating, and fuel cells. Second, projects not listed as prequalified improvements may be eligible with the submission of an energy audit that verifies that the project will have a reasonable payback period (varies by improvement type).

Additional information can be obtained from http://www.neo.ne.gov/loan/ or http://programs.dsireusa.org/system/program/detail/214

Local Option – Property-Assessed Clean Energy Financing

The Property Assessed Clean Energy Act was signed on April 13, 2016. This law allows municipalities to create clean energy assessment districts. Municipalities that create such districts may enter into contracts with qualifying property owners and (if participating) third-party financiers to provide financing for energy efficiency and renewable energy projects on the qualifying property. The projects are paid back through assessments on the owner's property taxes.

Additional information can be obtained from http://programs.dsireusa.org/system/program/detail/5869

Goals and Strategies

Goal: Decrease energy use and increase the percentage of renewable energy used by Norfolk Residents

Strategies and Actions:

- Conduct a review of the existing zoning code pertaining to the implementation of small-scale wind and solar generation. Where existing code requires a special use permit, construction parameters will be created for implementing small-scale wind and solar, which can be generally permitted and do not require a special use permit.
- Develop zoning regulations, ordinances, or development plans that protect access to solar and wind energy resources. Nebraska's solar and wind easement provisions allow property owners to create binding solar and wind easements for the purpose of protecting and maintaining proper access to sunlight and wind.
- Identify specific neighborhoods or subareas of Norfolk that are best suited for either wind or solar power generation and develop local incentives for residents of these areas to implement these renewable energy sources.
- Conduct future studies to identify sites within the Norfolk extraterritorial jurisdiction that would be appropriate for the provision of large-scale wind or solar power generation.
- Cooperate with local energy providers on an education program to communicate with Norfolk residents and businesses regarding energy saving opportunities and sustainability goals. For instance, NPPD and other partnering power districts offer "EnergyWise Incentives". This set of incentives includes several energy efficiency programs to assist customers in becoming more energy efficient. These programs are tailored to assist residential, commercial, industrial, and agricultural customers and uses.
- Work with NPPD and other electrical providers within the region to further publicize the existing program that provides residents with low-cost or free energy audits for residential buildings.

- Initiate discussions with the non-profit organization Re-Tree Nebraska whose mission is to foster the planting of one (1) million trees throughout Nebraska communities by 2017.
- Explore the opportunities of federally funded energy efficiency program grants. For example, as part of an Energy Efficiency and Conservation Block Grant, Tecumseh, Nebraska, won partial funding for an $187,000 project to, in part, install 95 new LED light fixtures across that community. Through this one measure, Tecumseh city officials expect to save more than $6,000 annually.

Goal: Increase energy efficiency in Norfolk by implementing conservation methods.

Strategies and Actions:

- It is recommended that the city focus primarily on the implementation of energy efficient building construction and efficient energy use practices within city owned/operated properties, buildings owned and operated by the city's schools, and any other publicly operated buildings.
- Norfolk should create water usage policy and practices for the purpose of advancing conservation and efficiency. These practices should identify potential uses for non potable water on both public and private properties.
- The city should continue a policy of installing LED light fixtures throughout the city.
- Norfolk should implement energy efficiency consultation services for all public services buildings for increasing the efficiency of heating/cooling systems, as well as improving the behavior of those using these facilities.

Goal: Ensure that Norfolk has and can maintain energy security by providing redundant energy systems

Strategies and Actions:

- Provide an annual review of Norfolk energy systems to evaluate if these systems provide access from no less than two distinct and separate source points. The identified energy systems included in this review should include, at a minimum, the electrical and natural gas energy sources.
- Identify Norfolk public services that are essential to the daily health, safety, and public welfare of its residents and provide where necessary emergency energy generators to be employed in case of a loss of power. This designation should provide enhanced consideration for those properties within the planning area which are either within or near the areas' flood prone regions.

Transportation

Existing Transportation System

To accurately reflect the existing roadway network characteristics, a review of the existing roadway network was conducted. Comments received during public meetings also allowed for a better understanding of perceived transportation network deficiencies. The City of Norfolk is served by the following highways: U.S. Highway 81 (13th Street) and U.S. Highway 275 (Norfolk and Omaha Avenue) which both travel through Norfolk. U.S. Highway 81 travels north/south and U.S. Highway 275 travels east/west through the city.

In addition, the City of Norfolk and surrounding area is served by the following major east/west roadways:

- Eisenhower Avenue
- Benjamin Avenue
- Norfolk Avenue
- Omaha Avenue

Additional north/south major roadways in the study area include:

- Victory Road (or 557th Avenue)
- 1st Street
- 13th Street (or Johnny Carson Boulevard)
- 25th Street
- 37th Street

The original development of the Norfolk roadway system followed the surveyor's grid of section lines. The roads were built on those section lines and became the city's arterial street system. The grid of Norfolk's original plat developed within this overall structure of north/south and east/west roads based upon the inclusion of pre-existing section lines. From its founding, the city's roads were generally facilitated with north/south travel routes along 1st street to the east and 13th street to the west. Similarly, the major east/west route was Norfolk Avenue passing through the center of town, Pasewalk Avenue along the southern edge of town, and Prospect Avenue to the north. Since its founding, the city and its system of roads have continued to grow in all directions. By and large, the city's grid system of roads has been expanded and maintained only to those areas south of downtown. Other areas of the community have developed roads that are best described as a mixture of both grid system roads as well as curvilinear roads. Nevertheless, the community has maintained those section line roads for both north/south and east/west travel. The roads network is bisected north to south by the NCRC Railroad, but, for the most part it, does not interfere with east-west crossing even though most of the streets cross the tracks at grade.

Currently, the west boundary of the original grid, 13th Street, is the city's primary north/south arterial and a significant regional arterial. It is also one of the major commercial corridors in the city. To the north of the original grid along the eastern boundary, 1st Street provides one of the few crosses over the North Fork Elkhorn River.

Continuous north-south connections to the traditional grid north of the city are impeded by the North Fork Elkhorn River. 1st Street provides the only north-south crossing and Elm Avenue is the only east-west crossing between Norfolk Avenue and Benjamin Avenue, creating conflicts between traffic and local residents. As the North Fork curves to the east, it continues to impede the development of the street grid.

Later additions to the grid have been less continuous. Recent development, especially in the Northwest quadrant of the city, tends to break the local street grid and channel traffic onto the few remaining cross-town streets. This pattern directs traffic onto arterial streets such as Benjamin Avenue and other perimeter arterials.

This street pattern channels traffic along a relatively small number of major arterials. These dominant streets, most of which are experiencing traffic stress, include 13th Street, Omaha Avenue, 25th Street, and Benjamin and Norfolk Avenues. The mixture of through traffic, regional intercity movement, and local trips creates significant congestion and conflicts along the city's arterial streets.

Functional Classification

The system of roadways within the community connects places and people. Planners and engineers have developed elements of this network with particular travel objectives in mind, ranging from the needs of long-range travelers to the needs of persons moving within a given community or neighborhood. The functional classifications of roadways deficiencies define the role each element of the roadway will play in serving these travel needs.

Interstates represent the highest functional classification, capable of moving large volumes of traffic at high speeds with limited access from cross streets at grade separated interchanges. Principal arterials are also intended to move relatively large volumes of traffic at high speeds (typically 40-45 mph) with limited conflicts from side streets and adjacent properties. Minor arterials, while similar to major arterials, typically have lower speeds (less than 40 mph), less capacity, and more direct access to adjacent properties. In developed urban areas, major arterials are typically spaced at one-mile intervals. Minor arterials, in some instances, may be spaced at ½-mile intervals from other arterials. Collector and local streets round out the functional classification system. Even on collector streets, it is desirable to limit direct driveway access to the extent possible. **Figure 44** on the following page illustrates the system of Norfolk road associated with the above roadway categories.

Expressways

- U.S. Highway 275/Omaha Avenue (east of U.S. Highway 81)

Major Arterials

- U.S. Highway 81 (13th Street)
- U.S. Highway 275 (west of U.S. Highway 81)

Other Arterials

- Benjamin Avenue (Victory Road to 25th Street)
- Prospect Avenue (Riverside Boulevard to 13th Street)
- Pasewalk Avenue (1st to 13th Street)
- Omaha Avenue (U.S Highway 275 Bypass to 25th Street)
- Monroe Avenue (1st to 13th Street)
- Victory Road (Norfolk to Benjamin Avenue)
- 1st Street (Southern city limits to Benjamin Avenue)
- Riverside Boulevard/4th Street (Norfolk to Eisenhower Avenue)
- 7th Street (Omaha to Prospect Avenue)
- 25th Street (Norfolk to Benjamin Avenue)

Collectors

- Pine Street (Norfolk to Klug Avenue)
- 1st Street (Benjamin to the city limits)
- 4th Street (Park to Norfolk Avenue)
- 18th Street (Pasewalk to Benjamin Avenue)
- 25th Street (Benjamin to Eisenhower Avenue and Norfolk to Taylor Avenue)
- Queen City Boulevard (Prospect to Benjamin Avenue)

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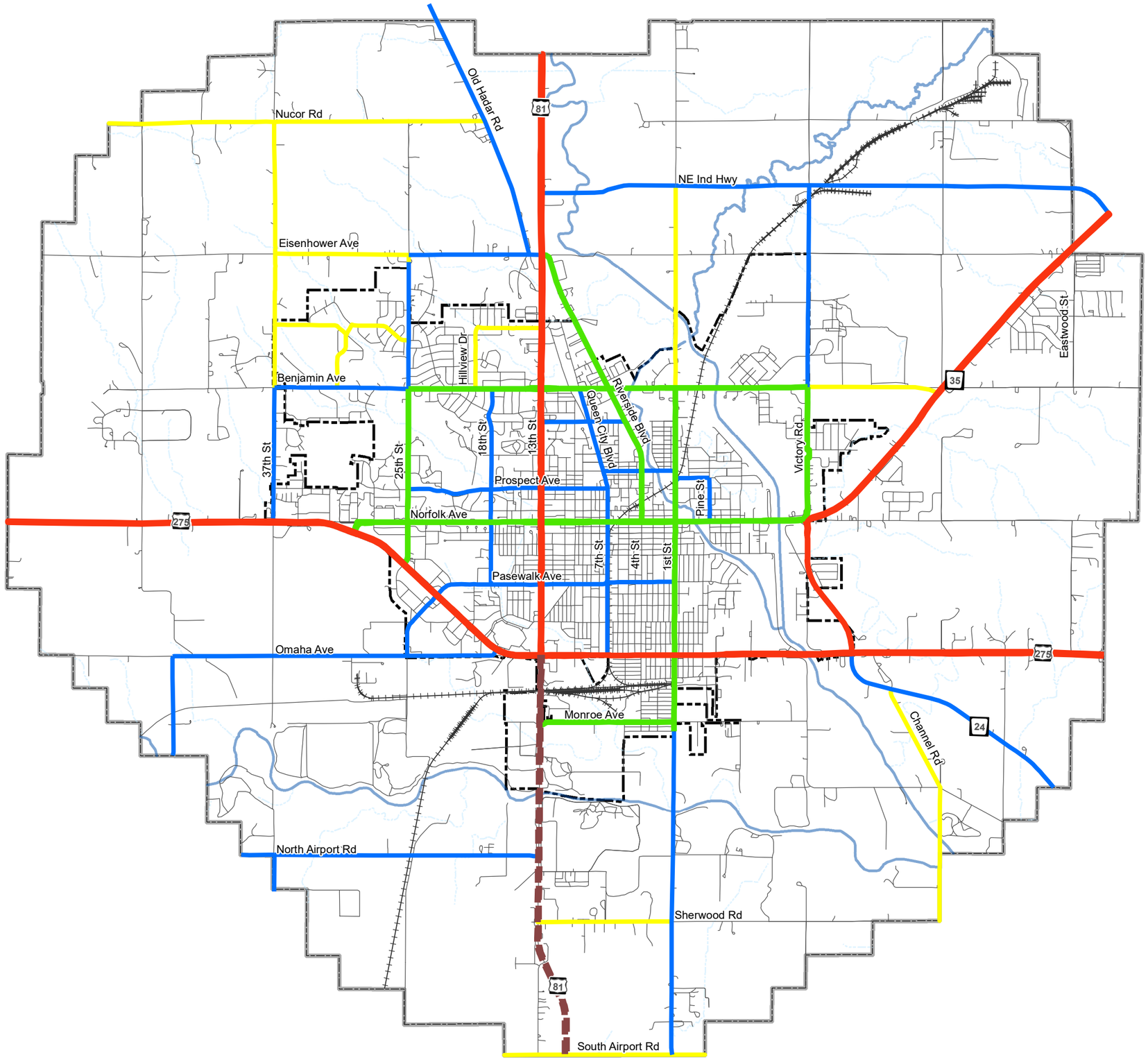

Norfolk NEBRASKA

Figure 44: Roadway Functional Classification

Comprehensive Plan
City of Norfolk

Roadway Classification

- Freeways & Expressways
- Principle Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Road

Reference Items

- Railroad

Administrative Bounds

- City Limits
- ETJ

Drainage System

- Rivers/Streams
- Creeks/Wash

1 inch = 4,000 feet

0 2,250 4,500 9,000 Feet

0 0.375 0.75 1.5 Miles

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- Benjamin Avenue (Victory Road to Highway 35)
- Georgia Avenue (Riverside Boulevard to 13th Street)
- Maple Avenue (13th to 18th Street)
- Elm Avenue (1st Street to Queen City Boulevard)
- Klug Avenue (East Prospect Avenue to 1st Street)
- Park Avenue (1st to 13th Street)
- Pasewalk Avenue (13th Street to Taylor Avenue)
- Taylor Avenue (Pasewalk Avenue to 25th Street)

Local Streets

Local streets serve individual properties within residential or commercial areas. They provide direct, low-speed access for relatively short trips. Local streets may include cul-de-sacs, which should not exceed 300 feet in length (only in exceptional circumstances).

For more detailed information on street transportation analysis, the Transportation Plan 2030 as prepared by Schemmer and HNTB Corporation in 2006 is hereby incorporated by reference into this Comprehensive Plan Update. If there are any discrepancies between the 2006 plan and this 2017 plan, the 2017 plan prevails.

Traffic Volume

The Nebraska Department of Roads (NDOR) maintains traffic count data to show the density of vehicle traffic at different points within the community's system of roads. In 2013, NDOR recorded traffic at numerous locations throughout the community. The collection of this data allows for an estimation of an Average Daily Traffic at each of these locations. The largest estimated traffic count was 18,190 vehicles and was located on 13th Street or Johnny Carson Boulevard just south of Pasewalk Avenue. A general review of the traffic count map for Norfolk (**Figure 45**) shows that the largest daily traffic counts are located on the city's major traffic routes, including; 13th Street throughout the city, Highway 275 throughout the city, Norfolk Avenue from the North Fork Elkhorn River and 13th Street, and Benjamin Avenue near the intersection of Benjamin Avenue and 1st Street.

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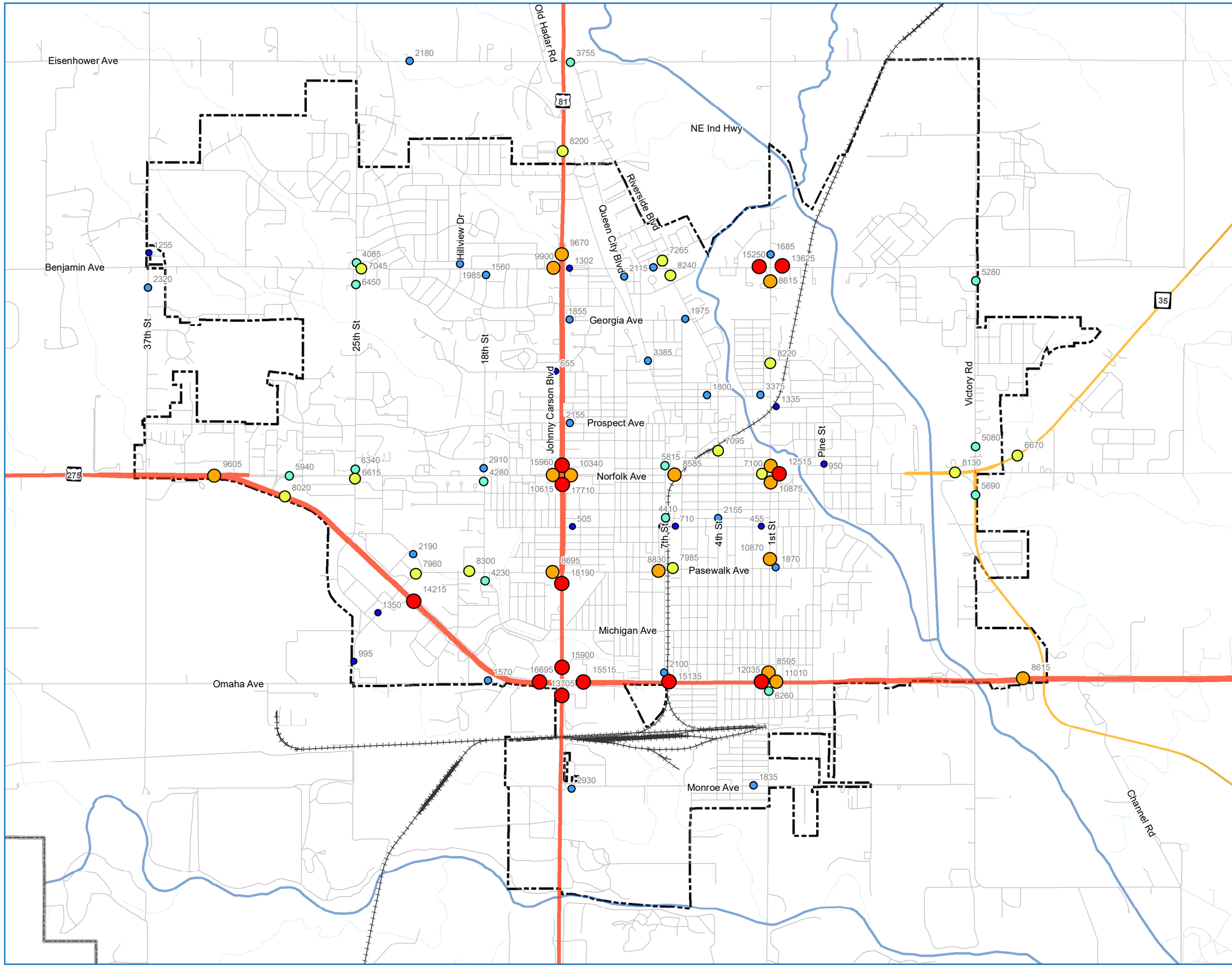

Norfolk NEBRASKA

Figure 45: 2014 Traffic Volume

Comprehensive Plan
City of Norfolk

Legend

2014 NDOR Traffic Volume

- 12001 - 18190
- 8501 - 12000
- 6501 - 8500
- 3501 - 6500
- 1501 - 3500
- 250 - 1500

Transportation Network

- US Highway
- State Highway
- Local Road

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Transportation Network

- US Highway
- State Highway
- Local Road
- Railroad

Drainage System

- Rivers/Streams
- Creeks/Wash

1 inch = 2,250 feet

0 1,250 2,500 5,000 Feet

0 0.25 0.5 1 Miles

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Other Transportation Modes

Sidewalks

Norfolk maintains a relatively complete sidewalk system within its traditional grid. However, this system breaks down in outlying development areas. Gradual adaptation of major pedestrian corridors to full accessibility will be an important priority for Norfolk's pedestrian system.

Trails

The most notable trail in the City of Norfolk is the Cowboy Trail. The eastern trail head to the Cowboy Trail is located in Ta-Ha-Zouka Park. The trail is a well-known trail in the State of Nebraska as it stretches 321 miles to the west crossing 221 bridges and travels through 29 communities. The North Fork Riverfront Trail begins on Elm Avenue at 3rd Street and follows along the east bank of the North Fork of the Elkhorn River. The Flood Control Trail is a paved trail that runs from Omaha Avenue to Benjamin Avenue. Norfolk also has a trail around Skyview Lake and extending a short distance to the west.

Transit

Norfolk currently has one transit service within the city. Norfolk Public Transportation offers demand-responsive services to Norfolk residents and those within the immediate surrounding area. This service, named "Handi-Bus", has a fleet of vans to serve Norfolk's residents. The Handi Bus is limited by the amount of funding it receives to conduct its services.

Norfolk has two intercity bus lines that service different route choices--Black Hills Stage Lines, Inc. operates a Norfolk-to-Omaha route, and the K & S Express, which operates from Norfolk to Chadron. The Black Hills Stage Lines has a route to Omaha, which includes stops in Columbus, Schulyer, and Fremont, to name a few. This service is available Monday through Friday.

The K & S Express operates a route that includes 10 cities in a two-day course that commences and ends in Norfolk. This two-day operation starts each Tuesday and ends on Wednesday morning. The easterly route runs by appointment, and neither direction is in operation on holidays. The western route is traveled on Tuesdays and stops in Neligh, O'Neill, Atkinson, Bassett, Ainsworth, Valentine, Gordon, and Rushville. The eastern route is traveled on Wednesdays and stops in the same towns on the route back to Norfolk.

One of the newest transit services for Norfolk residents is the Ponca Express. The Ponca Express currently operates two transportation services. One serves only those who reside in rural communities and the other offers services to the metro communities. The program operates on a first come/first serve basis, and provides on-demand transports. The hours of operation are from 8:00 to 4:30 pm, Monday through Friday, with the exception of the Norfolk office, which operates from 8:00am-7:00pm Monday through Friday. Ponca Express currently has drivers at all 5 PTN office locations. The program provides transportation within a three-hour radius of each facility in Norfolk, Niobrara, Sioux City, Lincoln, and Omaha.

Airport

The Norfolk Regional/Karl Stefan Memorial Airport is located three miles south of Norfolk along U.S. Highway 81. The airport was constructed in 1942 and includes a 982-acre facility that contains two runways, a terminal building, two storage buildings, thirty-nine hangars, and seven privately owned buildings. The airport is also equipped with VHF Omnidirectional Range navigation system (VOR) and instrument landing systems. The services available include: aviation gas, jet aviation fuel, major and minor airplane repair, air taxi, airplane rental, flight instructions, aerial photography, and aerial spraying.

Railroads

There are two short line railroads that serve the region surrounding Norfolk. The Nebraska Central (NCRC) serving Norfolk and communities to the south and west connecting with the Union Pacific in Columbus, Nebraska. The other short line is Nebraska Northeastern, which serves communities along U.S. Highway 20 west from Sioux City connecting to the Burlington Northern-Santa Fe at South Sioux City, Nebraska.

Complete Streets

Over the last 30 to 50 years, transportation plans and projects have primarily focused on how to move automobiles and trucks with little attention given to how people could move by walking or biking. The result is that in some cases, people can only travel by car, even for short distances because there is not a way to cross over bridges, or walking or biking would not be safe. In response, transportation planners and engineers have developed an approach called completed streets. Complete Streets is an approach to design roads to enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. Complete Streets makes it easy to cross the street, walk to shops, and bicycle to work. A review of the Norfolk streets shows that some of the community's transportation corridors have consideration for traffic other than automotive, including pedestrian and bicycle travelers. A number of the community streets provide sidewalk access for pedestrian travelers and along other streets consideration is made for bicycle traffic. However, neither pedestrian nor bicycle traffic is provided in such a way as to accommodate travel for these two alternative modes throughout the community.

Best practices for sidewalks are for a 5-foot width that allows sufficient space for users to pass one another safely. Where feasible, space may be added between sidewalks and the roadway as a buffer for increased safety and user comfort. Additionally, sidewalks are recommended for both sides of the street where practical. All facilities should be accessible for all users, including those in wheelchairs.

The provision of bicycle facilities may come in many forms, including shared roadways, conventional bike lanes, and buffered bike lanes. Shared lanes provide guidance for users but little improvement in comfort or safety. Bike lanes provide dedicated space for users, which provide guidance, increased comfort, and a safe environment. Buffered bike lanes add an additional separation from vehicles, which can increase rider comfort. The recommended widths of bike lanes are 5 feet, with the minimum being 4 feet. Recommended striping is 4 to 8 inches, depending on the American Association of State Highway and Transportation Officials (AASHTO) or National Association of City Transportation Officials (NACTO) standard used. Pavement symbols with directional arrow are also suggested to claim the space and as additional guidance for users. Additionally, signage is an important component to indicate the beginning and end of bike lanes, where vehicles should yield to cyclists, and for wayfinding. There is continued local support from citizens and elected leaders for expansion of the existing trail system. Several comments regarding the trail system were received from Norfolk residents and the steering committee members during public participation. Creating a multi-use trail network can tie together neighborhoods, connect key employment or commercial destinations, lead to parks, schools, or other local points of interest, provide the opportunity for physical health and wellness activity, and increase social interaction throughout the community. It is recommended that whenever possible, off-road trails be considered in place of on-road trails with any new road construction or reconstruction. These future roadside trails shall be constructed with at least five feet of setback from public streets. This offset design allows for the following:

- A safety margin for children
- Reduced vehicle/pedestrian conflicts
- Reduced splashing of pedestrians from passing vehicles
- Space for snowplows to push and store snow
- Space for utilities and traffic control devices

In locations where this offset cannot be provided, it is recommended that the trail be constructed with a minimum width of ten feet.

Our Future Growth & Development

Future Land Use / Development

The future growth and development of Norfolk is intended to occur incrementally over two decades. The following principles will set a strong foundation for quality physical growth and development that can be sustained for a prolonged period of time.

- Infill development/redevelopment and public improvements within the current city limits should be a priority for the future growth and development of Norfolk.
- Annexation, utility extension, or physical growth and expansion activity will be strategic in nature, supporting new development that benefits the city through diverse housing, commerce, or employment opportunities. Any potential extension of city services within the planning areas should be undertaken only when the development pattern is in compliance with the future land use plan.
- Downtown development will incorporate a mix of uses (vertical and horizontal) that create unique live, work, and play opportunities and environments in the future.

Considering these principles, the following section of the comprehensive plan is focused on future land use for both public and private parties that will frame the community development pattern of the future. This information should be used in a flexible manner.

Development proposals that do not exactly match these goals and guidelines, but reflect market plan demands, should be given reasonable consideration if they do not place extraordinary new public service burdens on the community or present a conflict with the community vision, goals, and objective stated previously.

While the comprehensive plan vision, goals, and objectives articulate the desires and the steps that a community is willing to take regarding future growth and development, the future land use and development pattern reflect the physical outcomes that may be logically expected if the plan is implemented effectively. The following narrative in this section of the plan is intended to guide land use and development decisions for the next 20 years and beyond. The Future Land Use Map along with the following narrative is an important guidance tool to use as land use and development issues arise during this time.

The Future Land Use Map for Norfolk is depicted in **Figure 46** on the following page. This map encompasses the existing city limits and the extraterritorial jurisdiction associated with Norfolk. Additionally, the map provides guidance regarding the anticipated extent of growth for the next 10 years, 20 years, and beyond, as well as the type and location of various broad category land uses. The amount and timing of the growth and development pattern shown is based on the population projections previously described and the community needs and desires that were extracted during the planning process.

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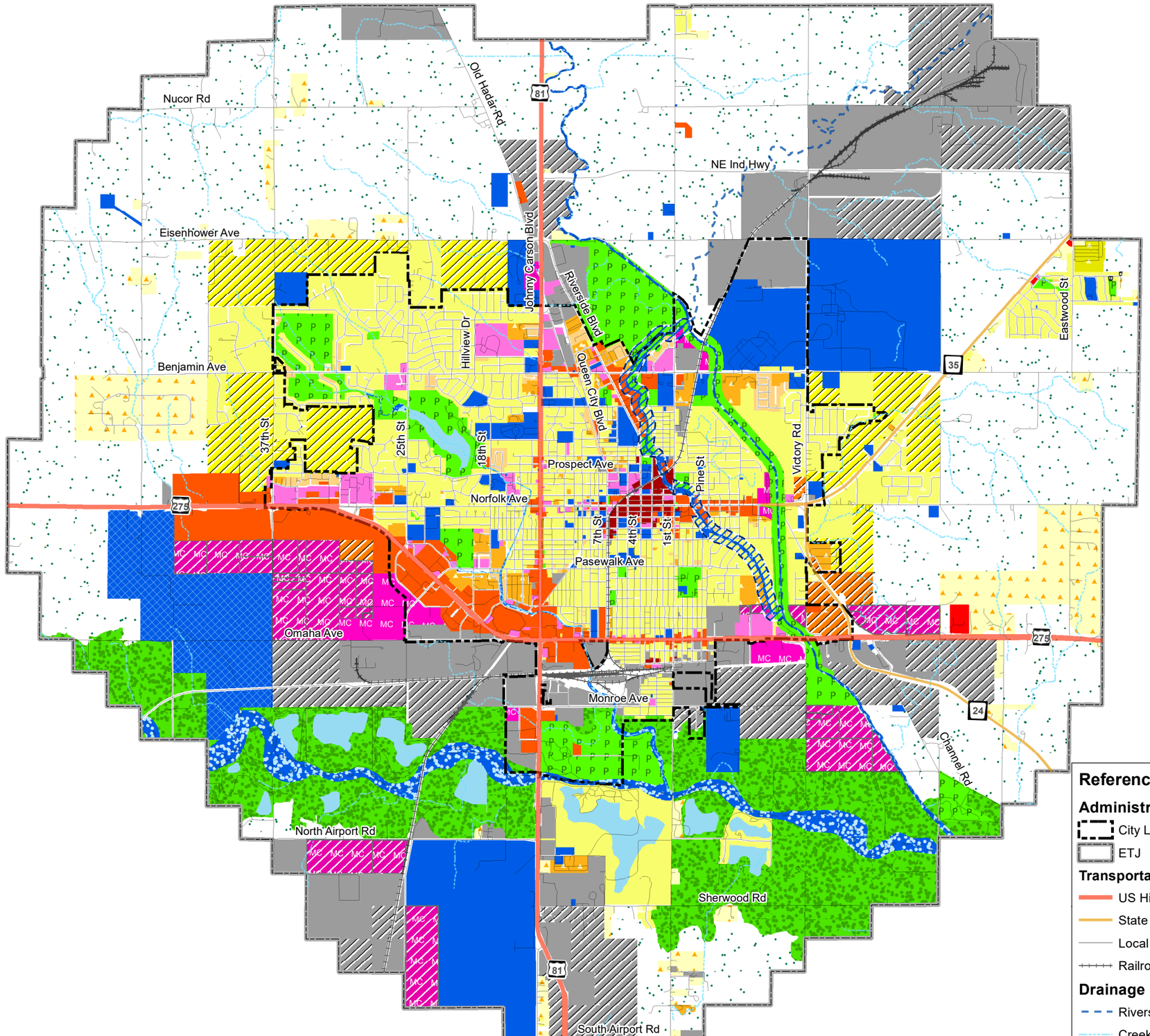

Reference Items

Administrative Bounds

- City Limits
- ETJ

Transportation Network

- US Highway
- State Highway
- Local Road
- Railroad

Drainage System

- Rivers/Streams
- Creeks/Wash

Norfolk NEBRASKA

Figure 46: Future Land Use

Comprehensive Plan
City of Norfolk

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water
- North Fork Elkhorn River Corridor

1 inch = 4,000 feet

0 2,250 4,500 9,000 Feet

0 0.375 0.75 1.5 Miles

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Future Land Use Scenario Assumptions

The allocation of land for this scenario includes a number of assumptions based upon the existing local population, the existing land use pattern, and the projected future population. The Census Bureau estimated that the 2014 population for the city was 24,364. The existing land use survey identified an additional 1,415 residential properties within the county. The estimated population associated with these residential properties in the county is 3,420. This estimate is based upon the combination of the number of residential units within the county, as well as the Vacancy Rate and Average Household Size. Both the Vacancy Rate and Average Household Size were provided by the Census Bureau. The estimated population of both the city and the surrounding areas within the county is 27,784. This figure, combined with the land use inventory, returned the following land use ratios per 1,000 residents:

- Rural Residential = 48.10 acres
- Low-Density Residential = 68.51 acres
- High-Density Residential = 12.32 acres
- Commercial = 21.40 acres
- Mixed Use = 1.01 acres
- Office/Services = 8.18 acres
- Industrial = 95.86 acres
- Public Use/Civic Use = 60.60 acres
- Park & Recreation/Golf Course = 36.26 acres

The City of Norfolk population is projected to increase to 28,193 by the year 2040, representing an estimated increase of 3,829 new residents. This projected population growth will require additional land to facilitate a lifestyle and provision of services currently enjoyed by existing residents of the city and region. In an effort to identify an appropriate amount of land needed to accommodate the projected population increase, the land use ratio for each land use type was combined with the projected population growth. The projected land use need for each land use type is as follows:

- Rural Residential = 184.18 acres
- Low-Density Residential = 393.51 acres
- High-Density Residential = 35.20 acres
- Commercial = 81.92 acres
- Mixed Use = 3.88 acres
- Office/Services = 31.32 acres
- Industrial = 367.05 acres
- Public Use/Civic Use = 174.94 acres
- Park & Recreation/Golf Course = 138.80 acres

Lastly, the projected land use figures were further increased by 150 percent. This increase is due to consideration for necessary Rights of Way (ROW), as well as additional land allocated to provide the city additional flexibility as unforeseen development pressures are presented. These figures were employed to assist in the assignment of future growth areas, providing a sense of scale to the assignment of land. This methodology helped to ensure that the planning process did not result in the assignment of some future land use within the city's Extra Territorial Jurisdiction, which

are located in areas relatively distant from existing urban areas, municipal services, and existing roads, thus helping to guide future development in a compact and contiguous manner. Therefore, it should be assumed that any future land use not termed "Reserve" are those that are reasonably expected to receive development activity within the first 20 years after this plan is adopted by the city. Alternatively, those areas that are termed "Reserve" should be understood to carry the same land use description as the associated land use type; however, these areas are expected to develop some time after the first 20 years of this plan. These areas were identified, thusly, to help guide the city to reserve areas appropriate for future development to the periphery of what is expected to develop. Also, these "Reserve" areas are intended to provide the city with greater flexibility in the years after the production of the report to plan for and accommodate development options as yet, unforeseen.

General Description of Future Land Use Types

Agricultural

Primary Uses: Any land designated as agriculture within the future land use map should be devoted to and reserved for the production of crops and/or the rearing of livestock. In this use, the term agriculture is generally synonymous with farmland or cropland.

Secondary Uses: Supporting and complementary uses, including homes, buildings, or structures directly associated with farm or agricultural activities. Additionally, agricultural land may be appropriate for the implementation of utility installation(s), places of worship, and other public uses. The use of land set aside for agricultural use for the construction of homes that are not directly associated with an agricultural purpose should be restricted. It is recommended that any Rural Residential or Large-lot Residential home built within these maintain a minimum density of 1 home/residence per 40 acres.

Characteristics and Location: Agricultural lands are intended to maintain area(s) within the Norfolk planning area for the production of crops and/or livestock. These areas will have a rural character and be developed at a rate of one (1) dwelling unit per forty (40) acres. These areas are best located in places that are generally undeveloped and towards the periphery of the community jurisdiction. These areas are typically not served by city utilities, services, and/or roads. Care should be given to locate Rural Residential development in a location or locations that will not inhibit any other types of future development.

Rural Residential

Primary Uses: Single-Family residences.

Secondary Uses: Supporting and complementary uses, including open space and recreation, equestrian uses, places of worship, and other public uses.

Characteristics and Location: A Rural Residential development is intended to develop at densities lower than typically found in suburban residential areas. Such development will have a more rural character and be developed at a rate of one (1) dwelling unit or less per acre. Land owners may develop large lot single-family rural residential, or cluster development on smaller lots to conserve open space, views, and other natural features. These areas are best located in places that are

generally undeveloped and towards the periphery of the community jurisdiction. These areas are typically not served by city utilities, services, and/or roads. Care should be given to locate Rural Residential development in a location or locations that will not inhibit any other types of future development.

Single-Family Residential

Primary Uses: Single-Family residences or duplex development no more than units (2) per structure.

Secondary Uses: Supporting and complementary uses, including open space and recreation, places of worship, and other public uses.

Characteristics and Location: A Low-Density Residential development is intended to typically be a single-family detached home on a property or properties that are smaller than 1 acre. This development type is typified by traditional suburban development. This development is intended to be located either within or immediately adjacent to existing urban development. These areas are best served by municipal utilities and a system of local paved roads and should be discouraged near roadways or intersections with high traffic volume.

High-Density Residential

Primary Uses: A High-Density Residential development is intended to represent any residential development, which is not a single-family detached residential development, including Single-Family Attached home(s) such as townhomes or condos, Multi-Family Apartment Complex, or Mobile Home residential uses.

Secondary Uses: Supporting and complementary uses, including open space and recreation, places of worship, and other public uses. Senior housing facilities are also appropriate within this designation.

Characteristics and Location: High-Density Residential development is intended to be located near activity centers. These developments should be provided with municipal services and are best located near community roadways with sufficient capacity to facilitate higher traffic volume and/or transit services associated with supporting residents in High-Density Residential Development.

Commercial

Primary Uses: General retail to serve neighborhoods and the community is appropriate in this category. Intensive industrial or low-density residential uses should not be allowed.

Secondary Uses: Supporting uses, open space and recreation, office buildings, and other public facilities and uses may be appropriate depending on the site context.

Characteristics and Location: An area identified as a Commercial Growth area is intended to provide an appropriate location for any potential business or businesses that engage in the selling or buying of products. Large lot commercial or "Big-Box" commercial development should be located near the major community roadway corridors. Other small-scale commercial development should locate near the intersections of arterial streets, providing convenient proximity to residences near these small-scale commercial developments.

Mixed Use

Primary Uses: The Mixed Use designation is intended to provide a development pattern that promotes a self-supporting neighborhood containing housing, retail, offices, and light commercial trade. A range of residential housing types, such as single-family residences,

duplexes, townhomes, apartments, condominium, or live-work units are appropriate. However, higher-density residential development within mixed use areas is encouraged.

Secondary Uses: Developments within the Mixed Use areas should also include supporting uses, open space, parks, plazas, and other public or quasi-public uses as appropriate, such as places of worship, libraries, and community centers.

Characteristics and Location: A Mixed Use development is intended to provide an increased intensity of development, which may include multi-story buildings, reduced building setbacks, shared parking facilities, traffic calming devices, or increased pedestrian and bicycle access. The intent is to allow for vertical and horizontal mix of uses on sites. These areas are best located in locations that have or are expected to receive significant community activity and are near major arterial or collector streets. The best example of this type of development within Norfolk is the city's downtown area.

Offices/Services

Primary Uses: Office buildings or businesses that provide services to the community and region.

Secondary Uses: Supporting retail uses, open space and recreation, and other public facilities and uses are appropriate.

Characteristics and Location: Offices or Services development is intended to be in an appropriate location that can support professional or financial offices, as well as offices for individuals and non-profit organizations. This category encourages development of office use and service-oriented businesses that will minimally affect surrounding properties of lower intensity uses. Outdoor storage should be minimal. The Office and Services growth areas are located near activity centers and along arterial and collector streets and roadways.

Mixed Commerce

Primary Uses: Mixed Commerce areas accommodate corporate offices, research or health facilities, and structures that can combine office, distribution, limited industrial uses, and auto-based commercial uses.

Characteristics and Location: The Mixed Commerce designation is intended to provide a development pattern that will allow greater flexibility to the city in an effort to develop differing types of industrial, commercial, and office/services land uses. This land use designation will work best when located in close proximity to other areas utilized for industrial or commercial development types. Additionally, these areas are best located near major transportation routes. The Mixed Commerce land use is intended to provide a buffer between potentially conflicting land use types; specifically, heavy industrial and commercial, or heavy industrial and residential.

Industrial

Primary Uses: Light and/or Heavy Industrial use.

Secondary Use: Office or Retail uses that provide direct support to an industrial use are appropriate in the Industrial category. Open space and recreation, and other public uses are appropriate in certain site contexts.

Character and Location: This category encourages development of industrial uses that will minimally affect surrounding properties of lower intensity uses. This development type should include provisions for outdoor storage. Industrial Use is best located within those regions of the city where existing or planned city services are able to accommodate these users. Given that the needs of most Industrial uses for roadway or railroad access, utility capacity, and large land areas are greater than most other types of development, it is important to identify and protect these areas to minimize

potential land use conflicts and maximize the community's potential for future job creation. As such Industrial development is best located near major arterial roadways, near the railroad corridors, near areas with access to significant utility capacity, and in areas that are generally flat and free of environmental concerns. Special attention should be paid to the maintenance of existing industrial and future industrial development. The implementation of mitigating landscape, fencing or other built structures to screen these developments from other adjacent land use types, which may present a land use conflict. Those land use types that may create a land use conflict include any residential land use, Commercial/Retail land use, Office/Services land use, Parks & Recreation land use or any educational facility. The mitigation of industrial land use types should be relaxed where developments deemed to be industrial in nature exist adjacent to any other land use type. If/when the creation of a new development adjacent to an existing industrial development presents a potential land use conflict, the new development should take on the role of mitigating or screening the industrial site.

Public

Primary Use: The Public category includes uses related to community services, such as fire stations, schools, libraries, community centers, hospitals, city buildings, utilities, cemeteries, and places of worship. The provision of new areas for the city's public or civic uses are to be located within areas otherwise identified for Single-Family Residential land use types.

Characteristics and Location: These facilities should be located within the community and near existing urban and residential development where possible for the purpose of easy vehicular and/or pedestrian access or effective service provision.

City Wellhead

Primary Uses: This area pertains to land currently owned by the city. The existing use of this land is limited only to agricultural uses; specifically, those that involve no application of chemicals. This area is intended to be reserved in perpetuity for this same purpose so that the city may help to ensure that municipal water remains of a high quality.

Characteristics and Location: The identified City Wellhead 'land' includes tracts of ground to the southwest of the city that are currently owned by the city. These areas correspond to a number of the city's municipal wells. The identification of this area is intended to indicate a region within the planning area which limits the potential groundwater pollution. No future development should be allowed to occur within the City Wellhead area.

Park & Recreation

Primary Uses: Public or private open space, public or private parks, and golf courses.

Secondary Uses: Any supporting uses or some public utilities or facilities may be appropriate.

Characteristics and Location: Parks and open space areas should be located to best serve the existing community and the projected growth areas. The location of these facilities should allow for easy access to all community residents, especially via bicycling and/or pedestrian travel. Larger parks are more appropriately located near arterial or collector roadways. Smaller parks and associated open space areas should be incorporated within existing or planned residential development.

Elkhorn River Corridor

Primary Uses: These areas should be reserved for open space and/or parks development.

Secondary Uses: Large Lot Residential may be appropriate within these areas; however, special attention should be paid to the potential for loss of life or property as well as the potential for

pollution within the site due to flooding within the area. Such development will have a more rural character and be developed at a rate of one (1) dwelling unit per forty (40) acres. Land owners may develop rural residential, or cluster development on lots smaller than 40 acres if these development plans work to conserve open space, views, and other natural features. Ultimate approval of any residential development with the Elkhorn River Corridor on lots smaller than 40 acres is dependent upon coordination with and approval from the City Council.

Characteristics and Location: This land use category is identified by the areas on either side of the Elkhorn River which are otherwise affected by the FEMA floodway and the 100-year floodplain. The Elkhorn River is the most significant waterway within the planning area and carries with it a significant chance for flooding. Many of the areas identified within this category are undeveloped and currently used for agricultural purposes.

North Fork Elkhorn River District

Goal: The North Fork Elkhorn River District is established to leverage a unique asset within the city in which new development integrates with water, downtown and surrounding neighborhoods. Development within this area should foster a sense of community and encourage pride of ownership through integration of the river into the daily life of the city.

Qualities:

- Consider river context, visibility, and access in building and site design
- Employ high quality, attractive and distinguishable architecture adjacent to the river corridor.
- Maximize access to and awareness of the river and its relationship to the community
- Minimize the quantity and appearance of parking lots and loading areas within the river district.

Development Guidelines

- *Site Planning*
  - Incorporate passageways into mid-block developments adjacent to the river, to facilitate pedestrian/bicycle access to the river.
  - Implement the passageways so that they are safe and visually interesting spaces, using pedestrian-level lighting, artwork, benches, landscape and/or special paving.
  - Orient buildings or development to be parallel to the river corridor to physically define the edge of the public areas.
  - In mixed-use residential, commercial, or office developments, as well as public facilities ensure that ground floor uses, facing the river maintain a high degree of transparency and maximize visual transparency to the river.
  - Provide bicycle lockers and/or racks at multiple locations throughout the river district.
- *Architectural Considerations*
  - Ensure that the design of any building façade facing the river receives the same quality of design as street-facing facades.
  - Within the river district where a river pathway does not exist, the city should work with private land owners to establish a publicly accessible pedestrian/bicycle recreational trail adjacent to the river. The path design should include trees, lighting, and site amenities such as trash receptacles, benches, drinking fountains, and bike racks.
  - Preserve visual access to existing landmarks and overlooks within the river district.
  - Where feasible, provide and improve a public easement adjacent to the river path as a pocket park, community garden ,or other small scale public space.

- *Parking*
  - Create options for on-site parking that do not dominate the river frontage. Preferably all parking should be screened from the river.
  - Locate loading facilities so that they do not dominate the river frontage.
  - Encourage shared parking facilities to minimize the amount of area dedicated to parking.

Development Area Guidelines

Downtown

Goal:

The Downtown district provides a walkable, mixed use environment that serves as the city's primary civic, cultural, and entertainment destination, as well as an important center for commerce activities making it the heart of the community.

Qualities / Mixture of Uses:

- Downtown district should serve as a central, commerce, governance, and gathering place; allowing for people to network and exchange ideas, goods, and services.
- Zoning regulations should reinforce an urban character, including uses and development standards that observe the existing building frontages, strong pedestrian streetscape, and on-street versus off-street parking.
- The city should adopt a proactive stance in regenerating downtown buildings/blocks by establishing necessary financial and organizational structures. This may include the city partnering in key redevelopment sites or catalyst projects.
- Zoning regulations should encourage and allow vertical mixed-use (residential and office uses on upper floors above ground-level retail, or services) and live-work units in downtown.
- Encourage the development of a new central plaza/gathering space within the downtown and adjacent to the North Fork Elkhorn River Corridor for supporting community events and activities.
- Encourage the reuse and, when possible, the re-habitation of existing downtown buildings with special attention paid to encourage the maintenance of the building setbacks, on-street parking, and sidewalk access similar in appearance to the Norfolk Avenue Corridor. Re-use of existing buildings that fit the "main street" character should be a priority.
- Property owners should continue to be encouraged toward design principles desired by the city through a combination of incentives and public recognition.

Development Guidelines

- *Residential Development*
  - Downtown and its immediate fringe areas should offer a wide variety of medium to high-density housing options to support retail, restaurants, professional services, and entertainment venues.

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EAT
Play
Live
DOWNTOWN
NORFOLK
WELCOME
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- Parking requirements enacted downtown should not serve as a deterrent to residential development.

- *Commercial Development*
  - Retail and/or entertainment based development types should be encouraged to locate within downtown. These development types should be programmed to provide increased night-time activity to the downtown area attracting college students, young adults, and families who desire such amenities and cultural attractions in their community.
- *Industrial Development*
  - Industrial development should be discouraged within downtown.
  - All existing industrial land uses already in the downtown should be maintained in a manner that minimizes their visual and operational impact upon surrounding areas of downtown though the provision of enhanced landscapes on the periphery of these sites.
  - High priority should be given to the screening of industrial sites to neighboring properties within the Downtown District.
  - Industrial uses downtown should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on downtown streets.
- *Public Facilities*
  - Future public investments in major civic and cultural institutions should be located within the downtown area.
  - Design street rehabilitation, sidewalk/crosswalk installation, park/plaza, and streetscape projects to complement a more urban, mixed-use, and walkable environment in locations planned and zoned to promote the "downtown" character.
  - Streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified downtown identity.

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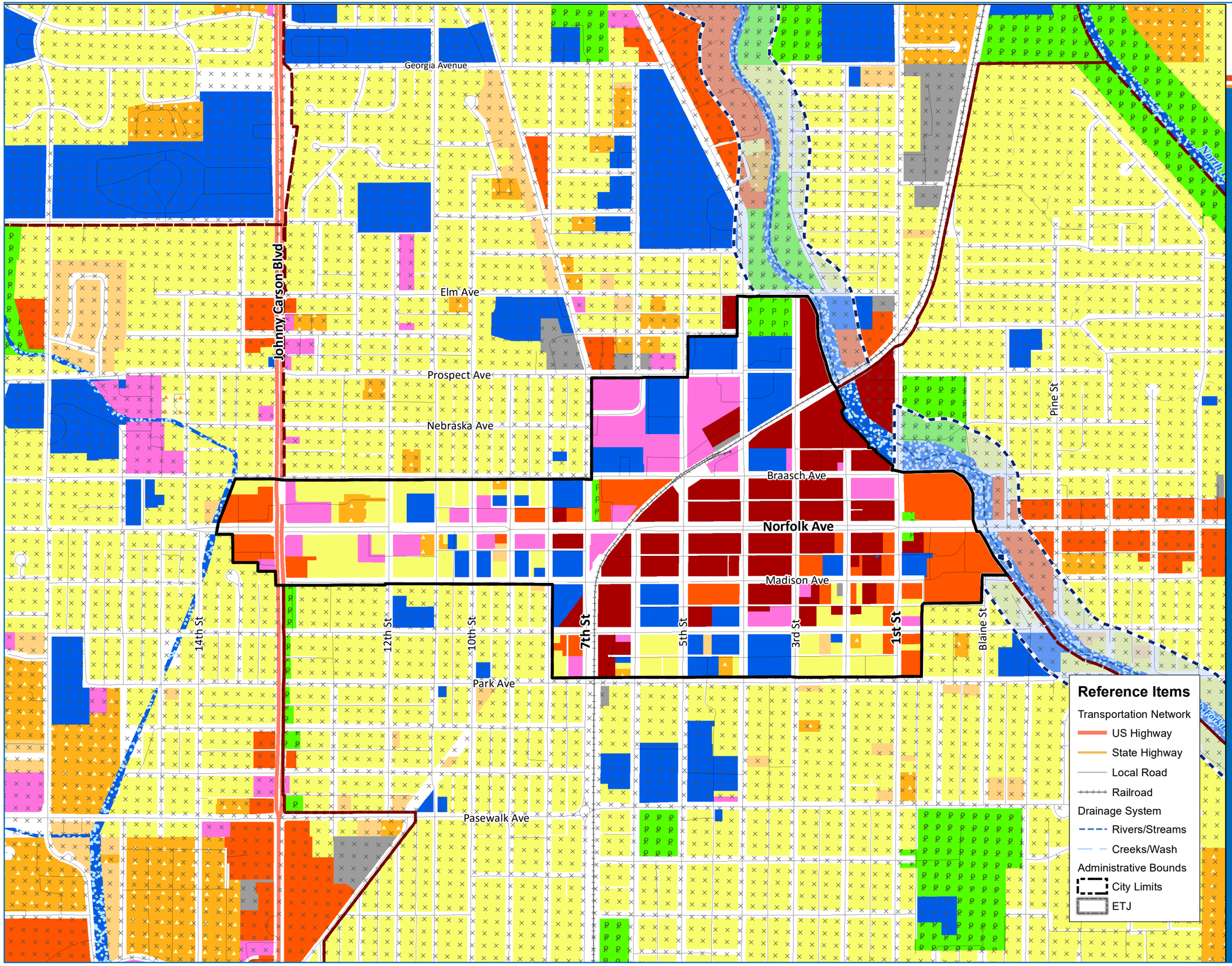

Norfolk NEBRASKA

Figure 47: Downtown District Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- Downtown District Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 750 feet

0 375 750 1,500 Feet

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East Central Norfolk

Goal:

The East Central Norfolk district is a transitional neighborhood adjacent to the downtown characterized by more intensive residential development as well as commercial and office oriented land use types along the Norfolk Avenue Corridor.

Qualities / Mixture of Uses:

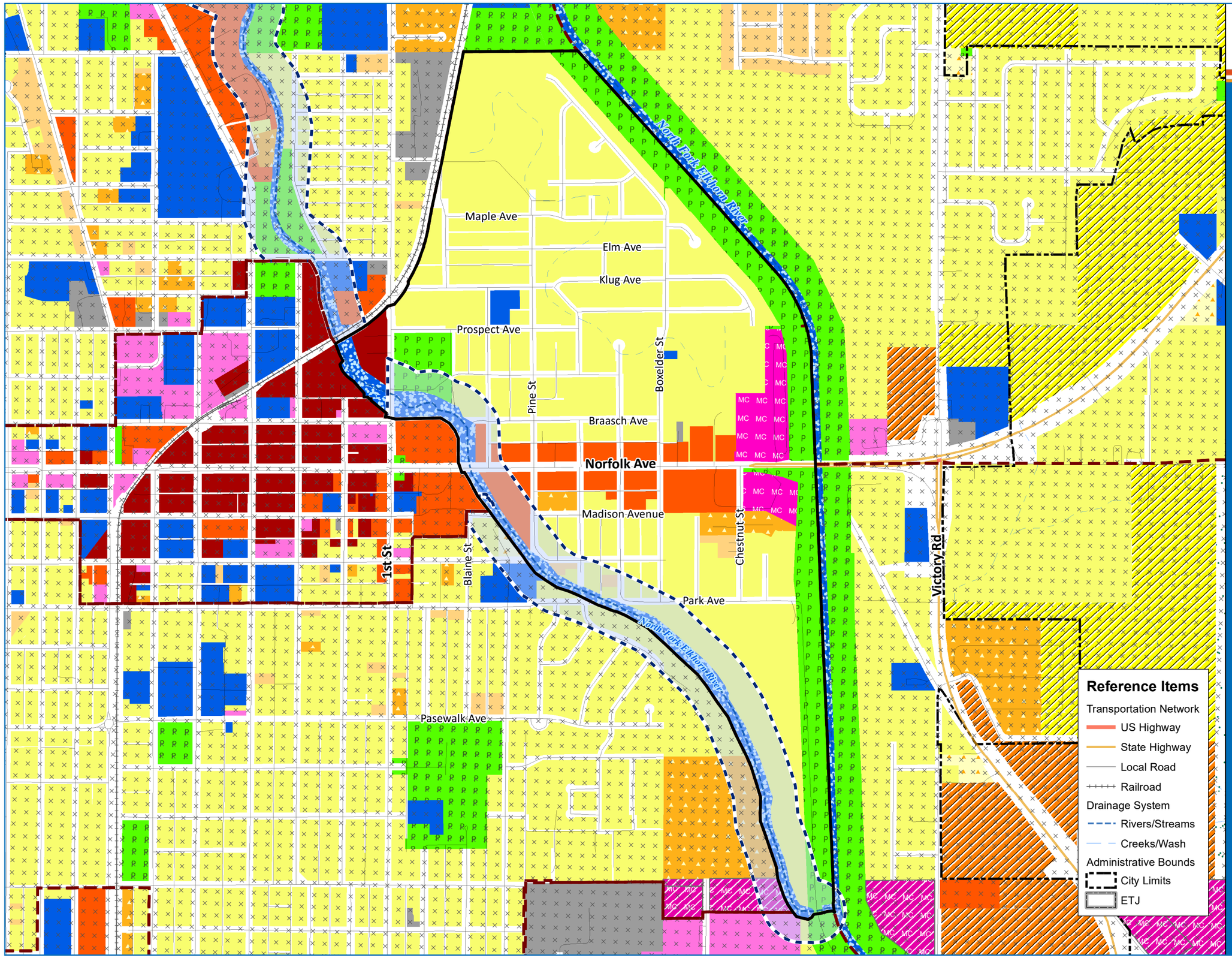
- East Central Norfolk has a predominantly urban character (building forms, pedestrian emphasis, on-street parking, etc.) that is less intensive than downtown.
- Zoning regulations should reinforce an urban character within residential areas of the district, promoting strong pedestrian streetscape and on-street versus off-street parking. Zoning along the Norfolk Avenue Corridor should encourage auto-oriented commercial development, which currently dominates both sides of this roadway.
- Encourage streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the Norfolk Avenue Corridor.

- The district's auto-urban commercial areas should be improved through better standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.
- The district's main transportation corridors should accommodate the travel of all modes of transportation, including pedestrians, bicyclists, and motorized vehicles.
- Driveway access and median openings along Norfolk Avenue should be limited to consolidate driveways and major signalized intersections.
- Consider the provision of incentives to redevelop infill areas for accommodating a variety of compatible forms of development.

Development Guidelines

- *Residential Development*
  - East Central Norfolk currently provides housing options that are predominately single-family, detached housing. New residential developments within this district should encourage or require the incorporation of more dense development practices achieved through either small lot sizes and/or medium to high density residential uses.
- *Commercial Development*
  - Retail and/or entertainment based development types should be encouraged to locate along either side of the Norfolk Avenue Corridor. These development types should be auto-oriented.

- *Industrial Development*
  - Industrial development should be discouraged within East Central Norfolk.
  - All existing industrial land uses already in the East Central Norfolk district should be maintained in a manner that minimizes their visual and operational impact upon adjacent property though the provision of enhanced landscapes on the periphery of these sites.
  - High priority should be given to the screening of industrial sites to neighboring properties within the East Central District.
  - Industrial uses in East Central Norfolk should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
- *Public Facilities*
  - Streets within East Central Norfolk should be designed to allow the free and safe movement of pedestrian and bicycle traffic.
  - Special attention should be paid to the connection of pedestrian and bicycle traffic from the downtown, through East Central Norfolk along the district's major thoroughfares as well as the North Fork Elkhorn River alignment. Connection of pedestrian and bicycle traffic to schools, parks, and other public land uses should be prioritized within this district.
  - Streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.
  - Systematic development and upgrades to the parks and recreation system in coordination with new development patterns and the future land use map to encourage community livability and neighborhood attractiveness. Prioritize the development of parkland within areas that are environmentally sensitive.



Norfolk
NEBRASKA

Figure 48: East Central District Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- East Central District Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 833 feet

0 375 750 1,500 Feet

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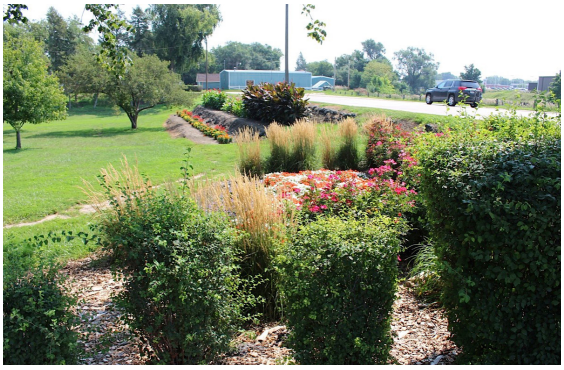
South Central Norfolk

Goal:

The South Central Norfolk district is a transitional neighborhood adjacent to downtown and is characterized by more intensive residential development as well as developed commercial and office-oriented land use types along the district's major thoroughfares: Highway 81, 1st Street, 7th Street, and Pasewalk Avenue.

Qualities / Mixture of Uses:

- South Central Norfolk should provide a predominant urban character (building forms, pedestrian emphasis, on-street parking, etc.), but at a level that is less intensive than downtown.
- Zoning regulations should reinforce an urban character within residential areas of the district promoting strong pedestrian streetscape and on-street versus off-street parking.
- Encourage streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares.
- The district's major thoroughfare areas should be improved through better standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.
- The district's main transportation corridors should accommodate the travel of all modes of transportation, including pedestrians, bicyclists, and motorized vehicles.



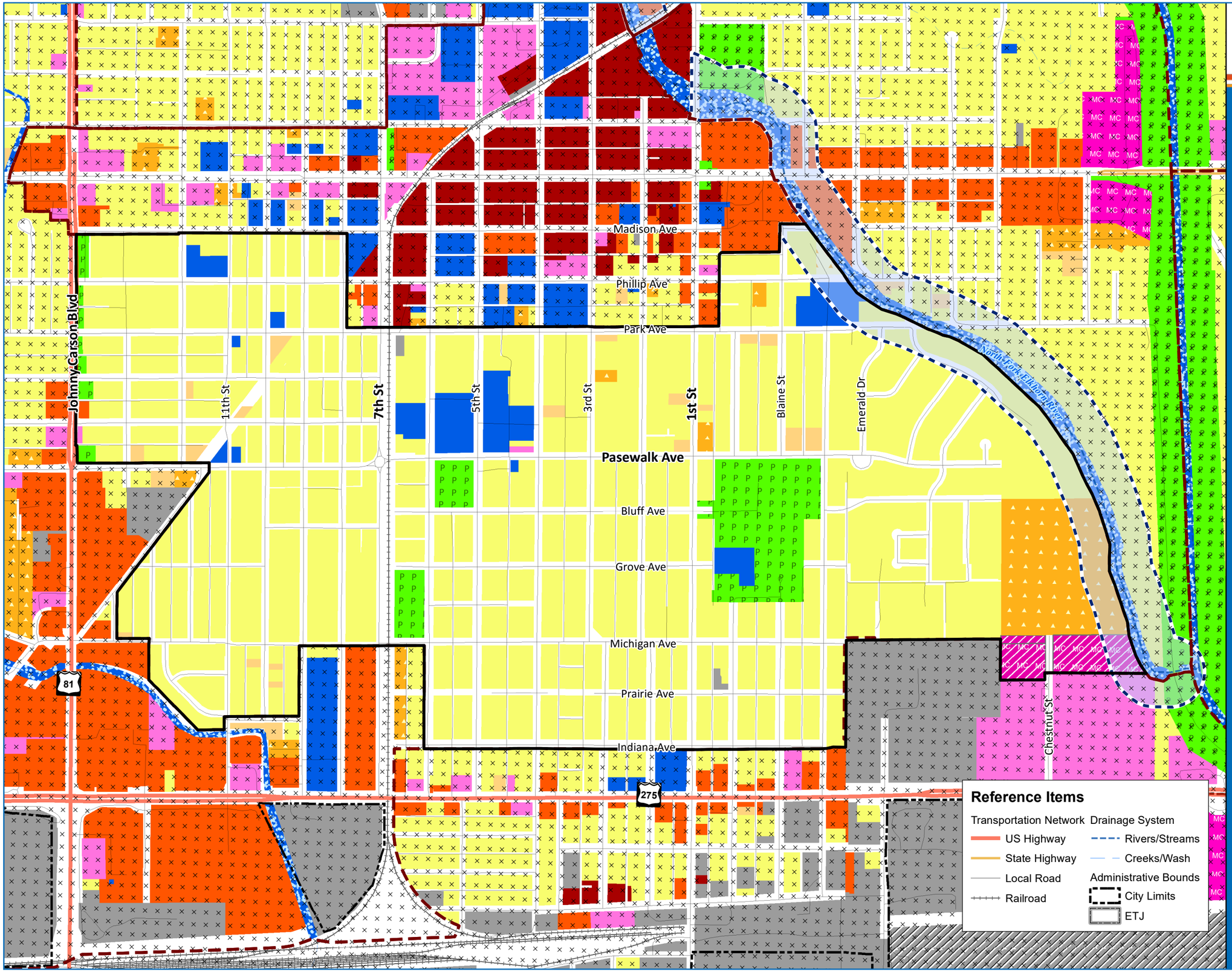
- Driveway access and median openings along Highway 81 should be limited to consolidate driveways and major signalized intersections.
- Consider the provision of incentives to redevelop infill areas for accommodating a variety of compatible forms of development.

Development Guidelines

- *Residential Development*
  - The South Central Norfolk district currently provides housing options that are predominately single-family, detached housing. New residential developments within this district should encourage or require the incorporation of more dense development practices achieved through either small lot sizes and/or medium to high density residential uses.
- *Commercial Development*
  - Retail and/or entertainment based development types should be encouraged to locate along the Highway 81 Corridor as well as portions of this district that border the Downtown. Commercial development along Highway 81 should accommodate typical

auto-oriented development types. Other commercial development within this district adjacent to the Downtown district should be developed with an urban character like other downtown developments.

- *Industrial Development*
  - Industrial development should be discouraged within South Central Norfolk.
  - All existing industrial land uses already in the South Central Norfolk district should be maintained in a manner that minimizes their visual and operational impact upon adjacent property though the provision of enhanced landscapes on the periphery of these sites.
  - High priority should be given to the screening of industrial sites to neighboring properties within the South Central District.
  - Industrial uses in South Central Norfolk should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
- *Public Facilities*
  - Streets within South Central Norfolk should be designed to allow the free and safe movement of pedestrian and bicycle traffic.
  - Special attention should be paid to the connection of pedestrian and bicycle traffic from the downtown, through South Central Norfolk along the district's major thoroughfares as well as the North Fork Elkhorn River alignment. Connection of pedestrian and bicycle traffic to schools, parks, and other public land uses should be prioritized within this district.
  - Streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.
  - Systematic development and upgrades to the parks and recreation system should be in coordination with new development patterns and the future land use map to encourage community livability and neighborhood attractiveness. Prioritize the development of parkland within areas that are environmentally sensitive.



Norfolk
NEBRASKA

Figure 49: South Central District Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- South Central Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 750 feet

0 375 750 1,500 Feet

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North Central Norfolk

Goal:

The North Central Norfolk district is a transitional neighborhood from downtown and is characterized by more intensive residential development as well as developed commercial, office, and industrial oriented land use types along the district's major thoroughfares: Highway 81, Riverside Boulevard, and Benjamin Avenue.

Qualities / Mixture of Uses:

- North Central Norfolk should provide a predominantly urban character (building forms, pedestrian emphasis, on-street parking, etc.), but less intensive than downtown.
- Zoning regulations should reinforce an urban character within residential areas of the district promoting strong pedestrian streetscape and on-street versus off-street parking.
- Encourage streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares.
- The district's major thoroughfare areas should be improved through better standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.
- The district's main transportation corridors should accommodate the travel of all modes of transportation, including pedestrians, bicyclists, and motorized vehicles.
- Driveway access and median openings along Highway 81 and Benjamin Avenue should be limited to consolidate driveways and major, signalized intersections.

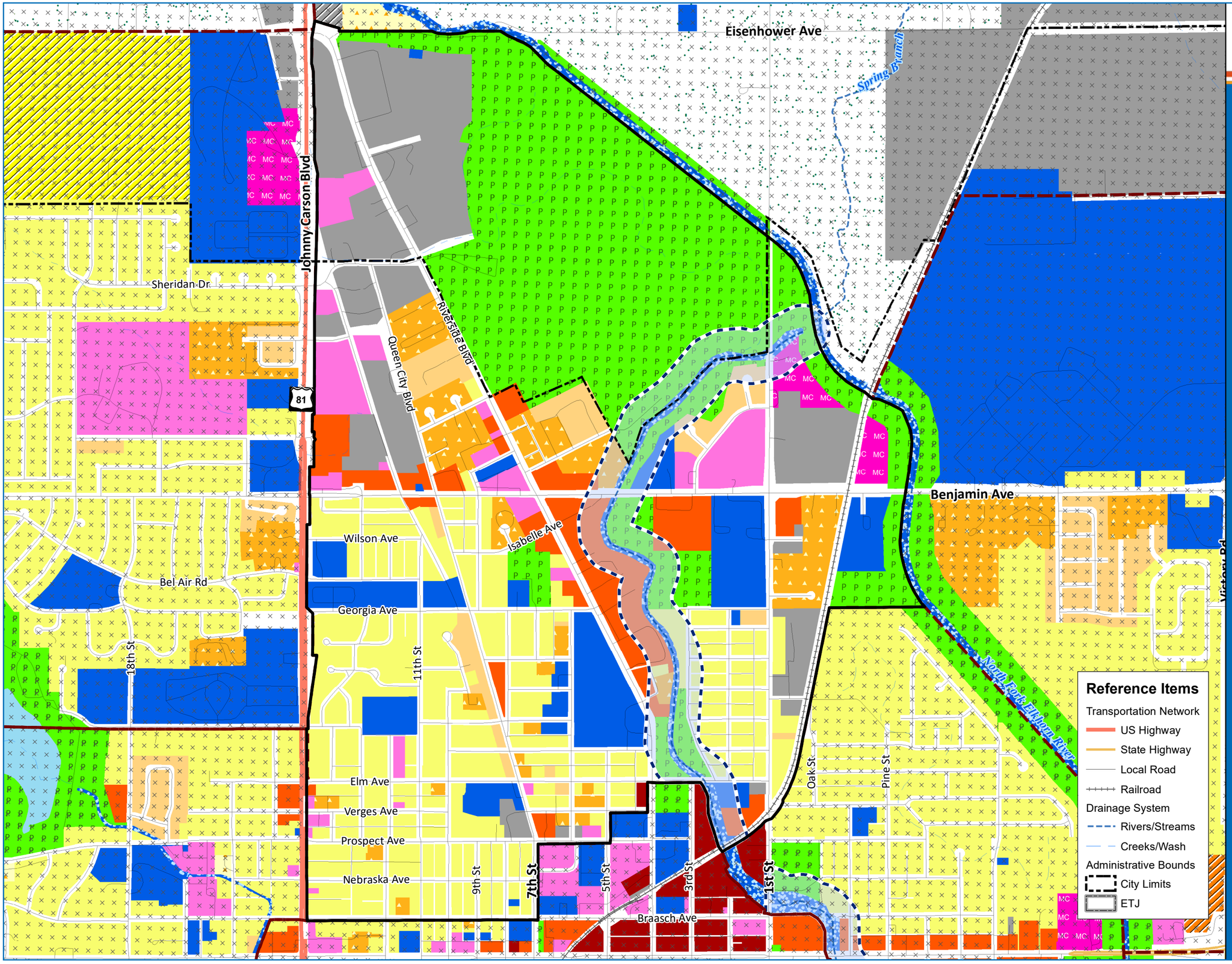
- Consider the provision of incentives to redevelop infill areas for accommodating a variety of compatible forms of development.

Development Guidelines

- *Residential Development*
  - The North Central Norfolk district currently provides housing options that are predominately single-family, detached housing. New residential developments within this district should encourage or require the incorporation of more dense development practices achieved through either small lot sizes and/or medium to high density residential uses.
- *Commercial Development*
  - Retail and/or entertainment based development types should be encouraged to locate along the Riverside Boulevard Corridor as well as portions of this district that border downtown. Commercial development along Highway 81 should accommodate typical

auto-oriented development types. Other commercial development within this district and adjacent to downtown should be developed with an urban character like other downtown developments.

- *Industrial Development*
  - Industrial development should be encouraged within areas of North Central Norfolk; specifically, adjacent to either Highway 81 or Riverside Boulevard north of Benjamin Avenue.
  - All existing industrial land uses already in the North Central Norfolk district and south of Benjamin Avenue should be maintained in a manner that minimizes their visual and operational impact upon surrounding areas of the district though the provision of enhanced landscapes on the periphery of these sites. Industrial areas identified within the district and north of Benjamin Avenue should receive a lowered priority for landscape or fencing to mitigate or screen these developments for adjacent land uses. The specific nature of any screening should be determined on a case by case basis.
  - Industrial uses in North Central Norfolk should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
- *Public Facilities*
  - Streets within North Central Norfolk should be designed to allow the free and safe movement of pedestrian and bicycle traffic.
  - Special attention should be paid to the connection of pedestrian and bicycle traffic from the downtown, through North Central Norfolk along the district's major thoroughfares as well as the North Fork Elkhorn River alignment. Connection of pedestrian and bicycle traffic to schools, parks, and other public land uses should be prioritized within this district.
  - Streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.
  - Systematic development and upgrades to the parks and recreation system should be in coordination with new development patterns and the future land use map to encourage community livability and neighborhood attractiveness. Prioritize the development of parkland within areas that are environmentally sensitive.



Norfolk NEBRASKA

Figure 50: North Central District Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- North Central Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 1,000 feet

0 500 1,000 2,000 Feet

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Northwest Central Norfolk

Goal:

The Northwest Central Norfolk district provides a traditional suburban neighborhood environment dominated by less intensive development patterns, allowing the city to grow contiguously and efficiently manage public services. This development pattern should transition from urban to rural as the distance from downtown increases. More intensive development patterns tend to locate along the district's major thoroughfares: Highway 81, 25th Street, 37th Street, Benjamin Avenue, and Eisenhower Avenue.

Qualities / Mixture of Uses:

- Northwest Central Norfolk should provide a predominantly suburban character.
- Zoning regulations should reinforce a suburban character within residential areas of the district.
- The street, sidewalk, and trail network should be continuous and connect neighborhoods and citywide amenities throughout Norfolk.
- Encourage streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares, especially Highway 81 and Benjamin Avenue.
- New development along the district's major thoroughfare areas should be improved through better standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.

- The district's main transportation corridors should accommodate the travel of all modes of transportation, including pedestrians, bicyclists, and motorized vehicles.
- Driveway access and median openings along Highway 81 and Benjamin Avenue should be limited to consolidate driveways and major, signalized intersections.
- Consider the provision of incentives to redevelop infill areas that exist within the city's current water and sanitary sewer service areas for accommodating a variety of new and compatible forms of development.

Development Guidelines

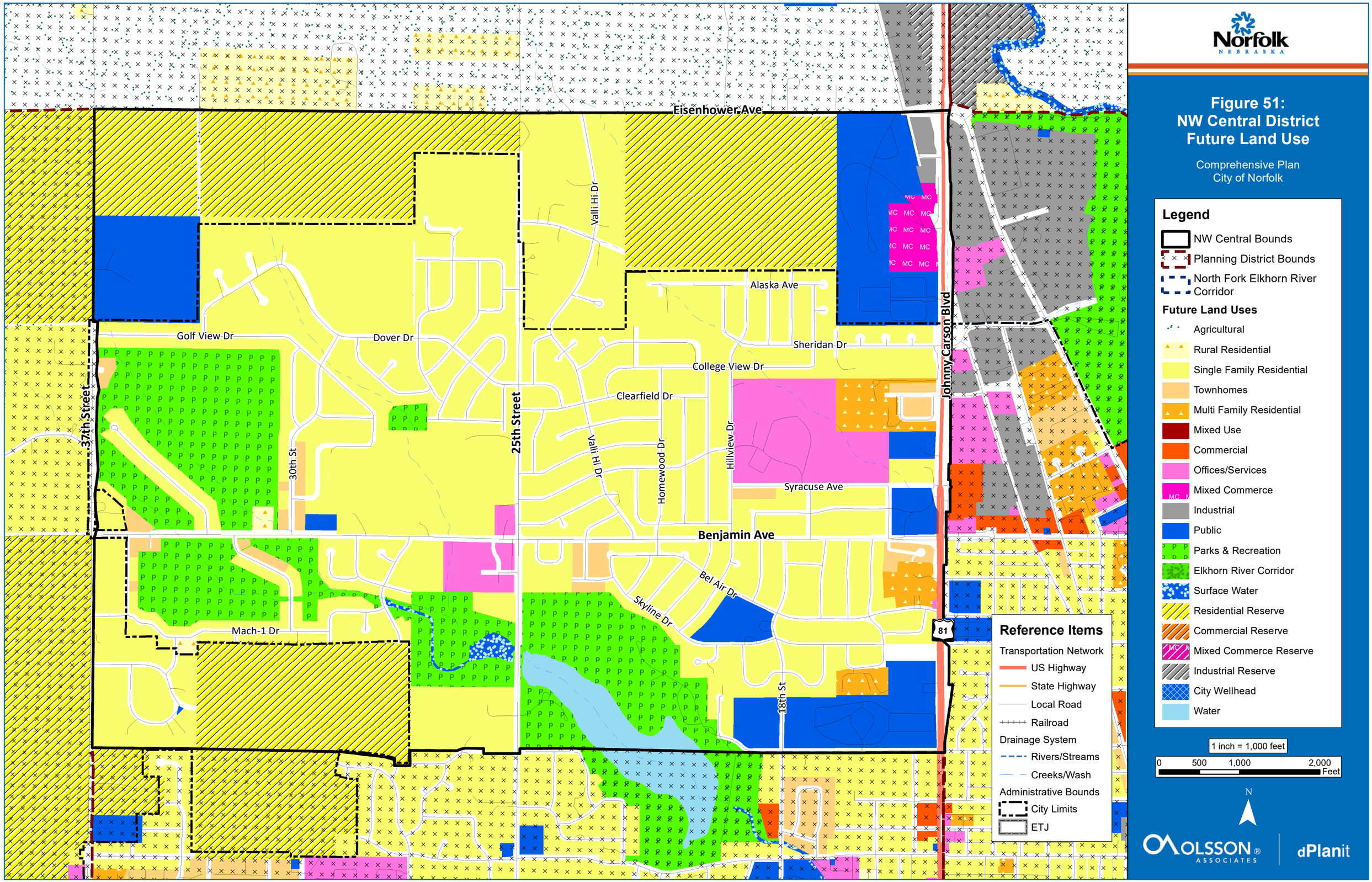
- *Residential Development*
  - The Northwest Central Norfolk district currently provides housing options that are predominately single-family, detached housing. This district also contains a significant amount of undeveloped rural land and is targeted for expansion of traditional single-family residential development.
  - Medium and/or high density residential is targeted along the Highway 81 Corridor within the district.

- Large-lot residential development should be discouraged so that the extension of city services can proceed and facilitate future development within the district.

- *Commercial Development*
  - Retail and/or entertainment based development types should be encouraged to locate along the Highway 81 Corridor and near the intersection of 25th Street and Benjamin Avenue. Commercial and office development within the district should be built to accommodate typical auto-oriented development types.

- *Industrial Development*
  - Industrial development should be discouraged within areas of Northwest Central Norfolk.
  - All existing industrial land uses already in the Northwest Central Norfolk district should be maintained in a manner that minimizes their visual and operational impact upon surrounding areas of the district though the provision of enhanced landscapes on the periphery of these sites.
  - Industrial uses in Northwest Central Norfolk should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.

- *Public Facilities*
  - New public facilities and services intended to support and enhance daily life for Norfolk residents should locate within or near areas identified for residential growth.
  - Streets within Northwest Central Norfolk should be designed to allow the free and safe movement of pedestrian and bicycle traffic.
  - Recreational trails, built to accommodate pedestrian and bicycle traffic should be built within the district to facilitate non-vehicular traffic through the area. Connection of pedestrian and bicycle traffic to schools, parks, and other public land uses should be prioritized within this district.
  - Streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers, especially Highway 81 and Benjamin Avenue.
  - Systematic development and upgrades to the parks and recreation system should be in coordination with new development patterns and the future land use map to encourage community livability and neighborhood attractiveness. Prioritize the development of parkland within areas that are environmentally sensitive.


Norfolk
NEBRASKA
Figure 51:
NW Central District
Future Land Use
Comprehensive Plan
City of Norfolk
Legend
NW Central Bounds
Planning District Bounds
North Fork Elkhorn River Corridor
Future Land Uses
Agricultural
Rural Residential
Single Family Residential
Townhomes
Multi Family Residential
Mixed Use
Commercial
Offices/Services
Mixed Commerce
Industrial
Public
Parks & Recreation
Elkhorn River Corridor
Surface Water
Residential Reserve
Commercial Reserve
Mixed Commerce Reserve
Industrial Reserve
City Wellhead
Water
Reference Items
Transportation Network
US Highway
State Highway
Local Road
Railroad
Drainage System
Rivers/Streams
Creeks/Wash
Administrative Bounds
City Limits
ETJ
1 inch = 1,000 feet
0
500
1,000
2,000
Feet
N
OLSSON ASSOCIATES
dPlanit
Eisenhower Ave
Valli Hi Dr
Alaska Ave
Golf View Dr
Dover Dr
Sheridan Dr
College View Dr
Clearfield Dr
37th Street
25th Street
30th St
Valli Hi Dr
Homewood Dr
Hillview Dr
Johnny Carson Blvd
Syracuse Ave
Benjamin Ave
Bel Air Dr
Skyline Dr
Mach-1 Dr
18th St
81

Highway 275 Corridor

Goal:

The Highway 275 Corridor is intended to provide a mix of development patterns. Traditional neighborhood design should be encouraged within the northern areas of this district. This development pattern should transition from urban to suburban as the distance from downtown increases. More intensive development patterns should be encouraged along the district's major thoroughfares: Highway 275, Highway 81, 25th Street, 37th Street, Norfolk Avenue, Pasewalk Avenue, and Omaha Avenue.

Qualities / Mixture of Uses:

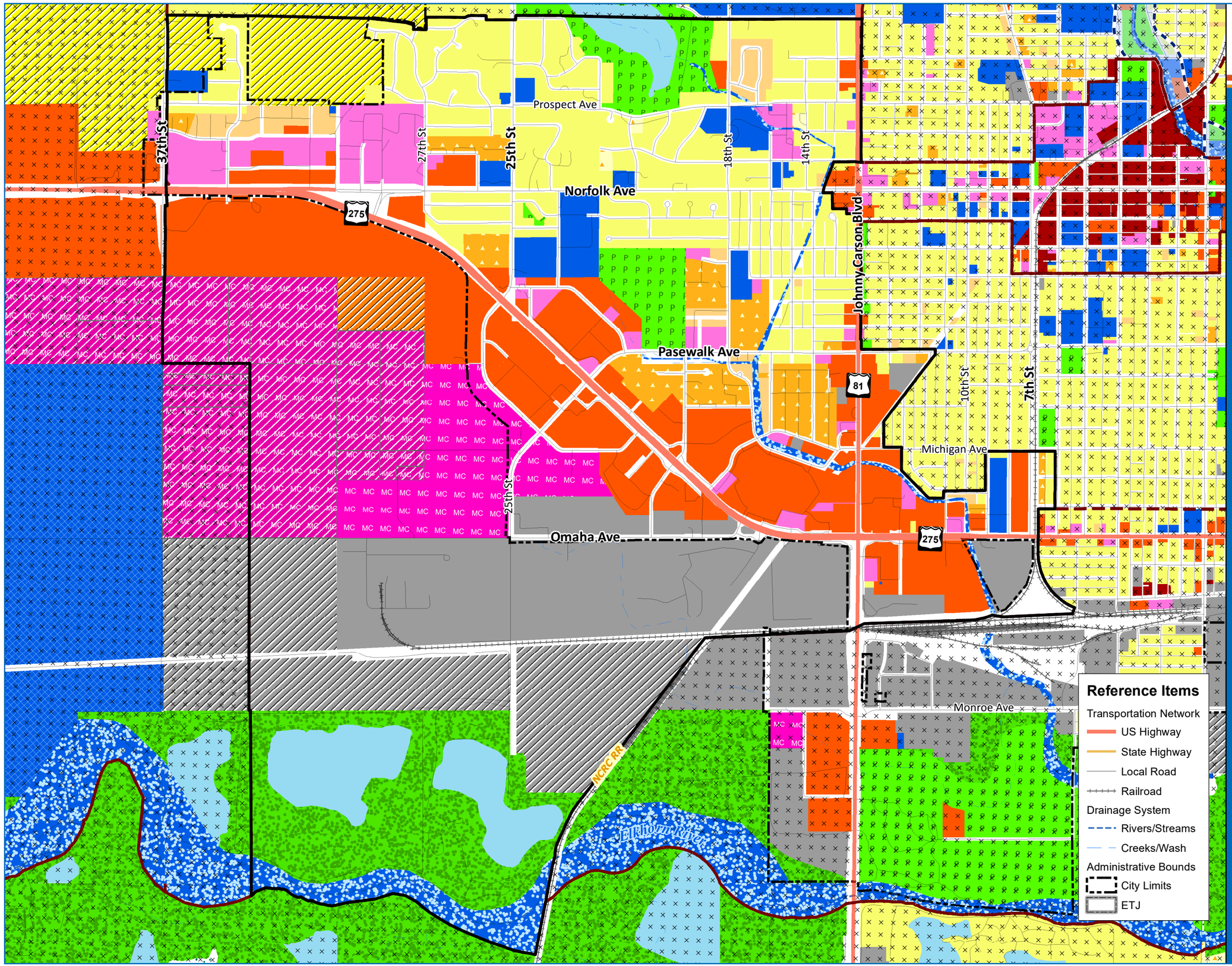
- Zoning regulations should reinforce a traditional character within residential areas of the district with the use of medium and higher density residential to transition from commercial areas to single family neighborhoods.
- Encourage streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares.
- Development along the district's major thoroughfare areas should be improved through better standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.

- Driveway access and median openings along Highway 275 and Highway 81 should be limited to consolidate driveways and major signalized intersections.
- Consider the provision of incentives to redevelop infill areas that exist for accommodating a variety of new and compatible forms of development.

Development Guidelines

- *Residential Development*
  - The Highway 275 Corridor currently provides housing options that are predominately single-family, detached housing. New residential developments within this district should encourage or require the incorporation of more dense development practices achieved through either small lot sizes and/or medium to high density residential uses.
  - Medium and/or high density residential is targeted along the Highway 275 and Highway 81 Corridors within the district.
  - Large-lot residential development should be discouraged so that the extension of city services can proceed and facilitate future development within the district.

- *Commercial Development*
  - Retail and/or entertainment based development types should be encouraged to locate along the Highway 275 and Highway 81 Corridors. Commercial and office developments within the district should be built to accommodate typical auto-oriented development types.
- *Industrial Development*
  - The Omaha Avenue Corridor should be targeted for the development of industrial land use types to leverage existing land use patterns and rail provision, the existing availability of city services, and the presence of large parcels with flat topography.
  - Industrial development within this district should avoid conflicts with any potentially incompatible land uses by locating transitional land use development between various development types (e.g. residential and industrial). Given the extent of existing industrial land use, it is appropriate that the city minimize the need to mitigate between incompatible uses through the clustering of industrial uses.
  - Industrial uses in the district should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
- *Public Facilities*
  - New public facilities and services intended to support and enhance daily life for Norfolk residents should locate within or near areas identified for residential growth.
  - The provision of sidewalks and bicycle trails should be implemented in a strategic fashion; specifically, as these elements cross the district's major thoroughfares promoting the safety of its users.
  - Recreational trails to accommodate pedestrian and bicycle traffic should be built within the district to facilitate non-vehicular traffic through the area. Connection of pedestrian and bicycle traffic to schools, parks, and other public land uses should be prioritized within this district.
  - Streetscape improvements along thoroughfares, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.
  - Systematic development and upgrades to the parks and recreation system should be in coordination with new development patterns and the future land use map to encourage community livability and neighborhood attractiveness. Prioritize the development of parkland within areas that are environmentally sensitive.



Norfolk
NEBRASKA

Figure 52: Hwy 275 Corridor Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- Hwy 275 Corridor Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 1,333 feet

0 650 1,300 2,600 Feet

N

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Northeast Community College (NECC)

Goal:

The NECC district provides for the continued expansion of the college as well as the provision of multiple housing options. Traditional suburban neighborhood design should be encouraged within the districts' areas south of Benjamin Avenue, dominated by less intensive development patterns allowing the city to grow contiguously and efficiently manage public services. This development pattern should transition from urban to rural as the distance from downtown increases. More intensive development patterns should be encouraged to locate along the district's major thoroughfares: Benjamin Avenue, Norfolk Avenue, Victory Road, and Highway 35.

Qualities / Mixture of Uses:

- The NECC district should have a predominantly suburban character with increased development density located along either side of the Benjamin Avenue Corridor from just east of the Riverside Boulevard to Victory Road as well as the intersection of Norfolk Avenue and Victory Road.
- Zoning regulations should reinforce a suburban character within residential areas of the district.
- The street, sidewalk, and trail network should be continuous and citywide, connecting neighborhoods and amenities throughout Norfolk.

- Encourage streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares.
- The district's major thoroughfare areas should be improved through standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.
- The district's main transportation corridors should accommodate the travel of all modes of transportation, including pedestrians, bicyclists, and motorized vehicles.
- Driveway access and median openings along Benjamin Avenue, Victory Road, and Highway 35 should be limited to consolidate driveways and major signalized intersections.

Development Guidelines

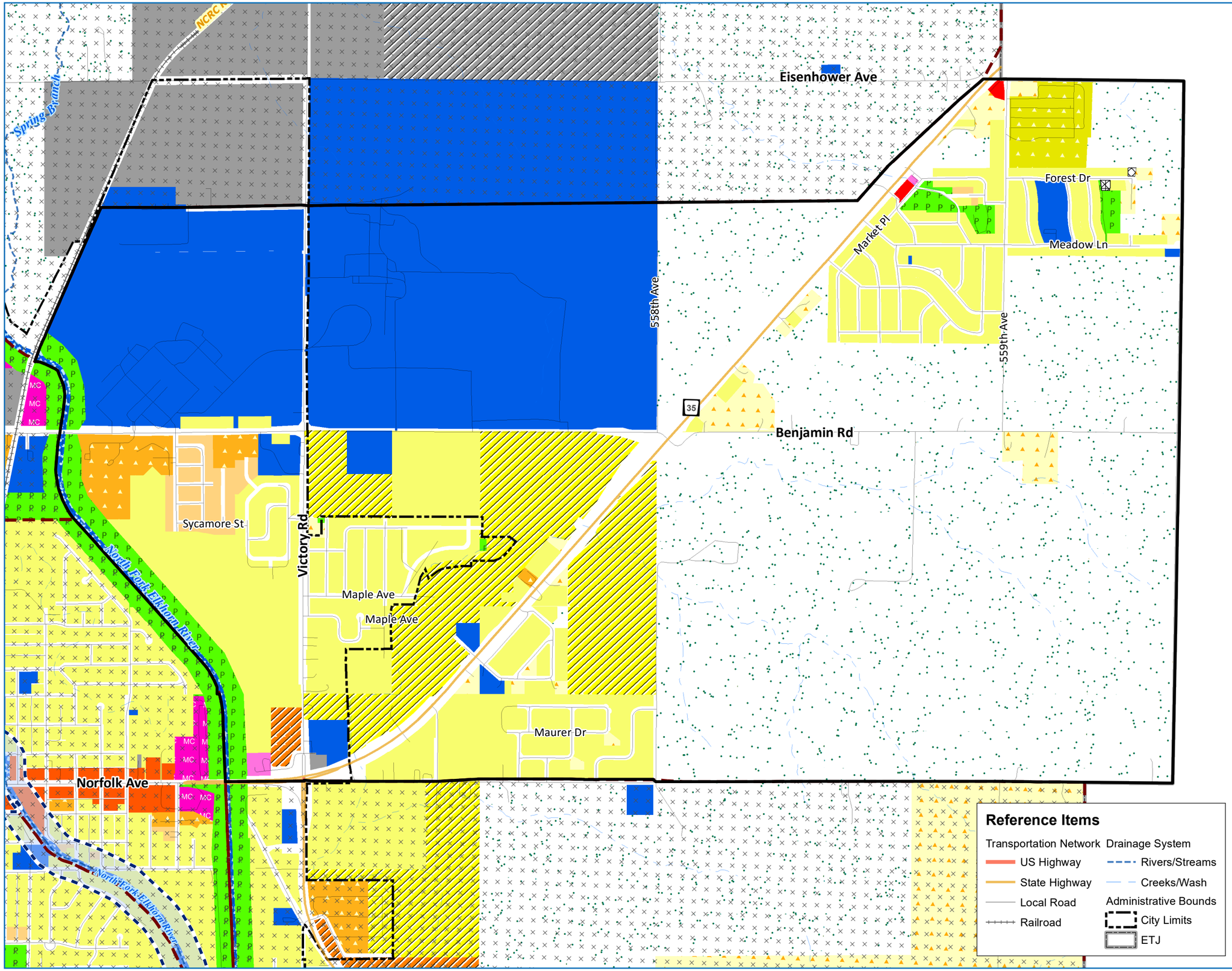
- *Residential Development*
  - The NECC district currently provides housing options that are predominately single-family, detached housing. This district also contains a significant amount of undeveloped rural land and is targeted for significant expansion of traditional single-family residential development.
  - Medium and/or high density residential is targeted along the Benjamin Avenue Corridor within the district.

- Large-lot residential development should be discouraged so that the extension of city services can proceed and facilitate future development within the district.

- *Commercial Development*
  - Limited commercial development is expected in this district. Retail and/or entertainment based development types should be encouraged to locate along the Benjamin Avenue Corridor from east of Riverside Boulevard to the North Fork Elkhorn River and near the intersection of Norfolk Avenue and Victory Road.
  - The Benjamin Avenue Corridor from the western edge of the district to Victory Road should be restructured to reflect a suburban village center. This area would include development standards to highlight and complement the adjacent college campus.

- *Industrial Development*
  - Industrial development should be discouraged within areas of the NECC district.
  - All existing industrial land uses already in the NECC district should be maintained in a manner that minimizes their visual and operational impact upon surrounding areas of the district though the provision of enhanced landscapes on the periphery of these sites.
  - Industrial uses in the NECC district should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.

- *Public Facilities*
  - New public facilities and services intended to support and enhance daily life for Norfolk residents should locate within or near areas identified for residential growth.
  - Streets within the NECC district should be designed to allow the free and safe movement of pedestrian and bicycle traffic.
  - Special attention should be paid to the connection of pedestrian and bicycle traffic from the downtown, through the NECC district along the district's major thoroughfares as well as the North Fork Elkhorn River alignment. Connection of pedestrian and bicycle traffic to schools, parks, and other public land uses should be prioritized within this district.
  - Streetscape improvements along major thoroughfares, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.
  - Systematic development and upgrades to the parks and recreation system should be in coordination with new development patterns and the future land use map to encourage community livability and neighborhood attractiveness. Prioritize the development of parkland within areas that are environmentally sensitive.



Norfolk
NEBRASKA

Figure 53: NECC District Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- NECC District Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 1,333 feet

0 650 1,300 2,600 Feet

N

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Ta-Ha-Zouka

Goal:

The Ta-Ha-Zouka district provides a mixture of land uses characterized by commercial, office, and industrial oriented land use types along the district's major thoroughfares: Highway 275 and Highway 81. Residential land use within the district is predominately suburban, single-family, generally limited in scale, and surrounded by other potentially, conflicting land uses. With a significant amount of environmentally sensitive land within this district, it is important to target development practices that limit property damage as well as damage to the area around the river.

Qualities / Mixture of Uses:

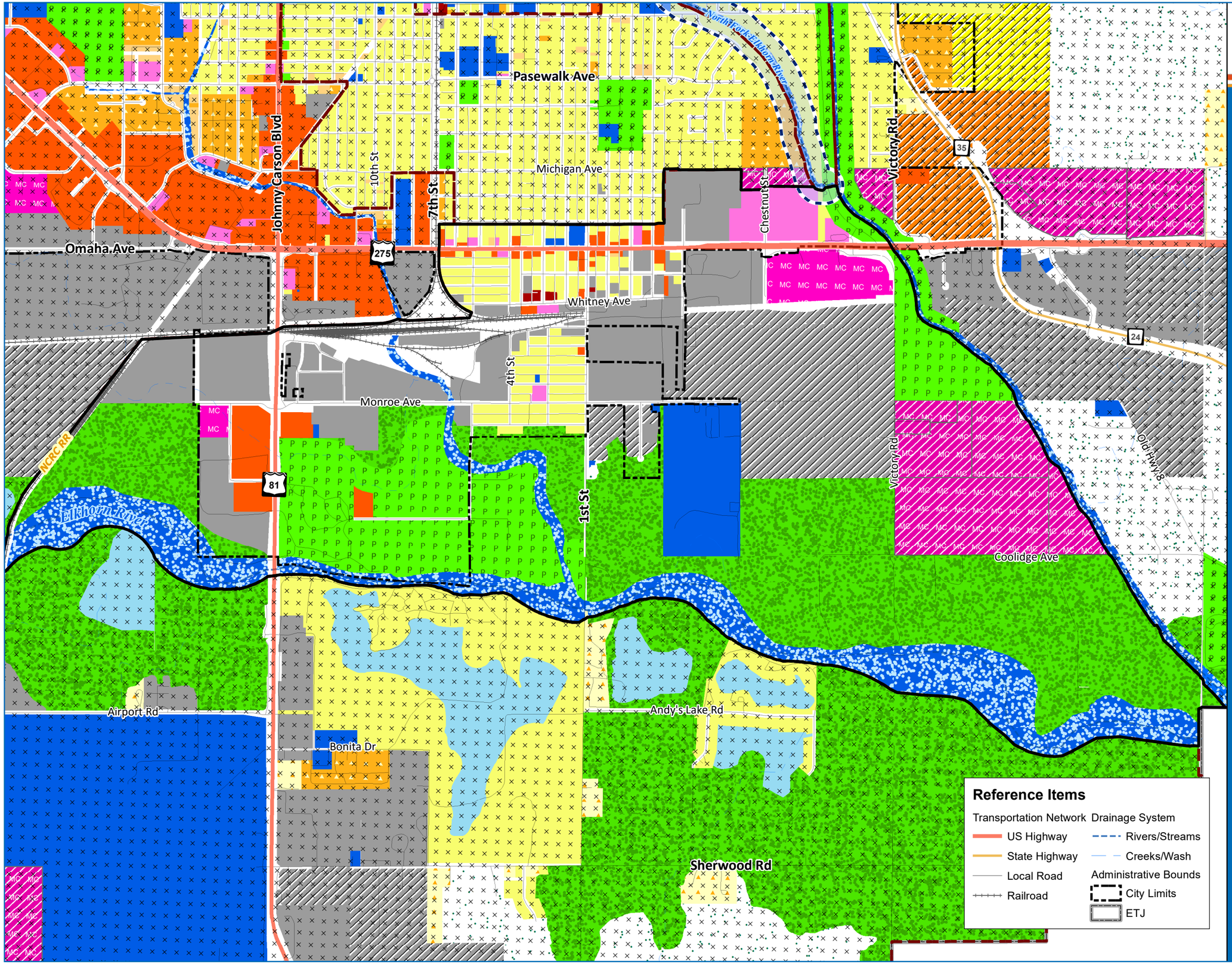
- The railroad corridor that passes through the Ta-Ha-Zouka district should be targeted for the development of industrial land use types to leverage the existing land use patterns, the existing availability of city services, and rural parcels with flat topography.
- Zoning regulations should reinforce a suburban character within residential areas of the district.
- Driveway access and median openings along Highway 275 and Highway 81 should be limited to consolidate driveways and major signalized intersections.
- Encourage streetscape improvements along major thoroughfares, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares.

- The district's major thoroughfare areas should be improved through better standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.
- Leverage the limiting factors associated with the Elkhorn River to locate and expand new parkland along the river within this district. Priority for the location of new parkland within the district should be given to areas adjacent to Ta-Ha-Zouka Park and areas adjacent to the North Fork Elkhorn River.

Development Guidelines

- *Residential Development*
  - The Ta-Ha-Zouka district currently provides housing options that are predominately single-family, detached housing. New residential developments within this district should encourage the maintenance and improvement of existing residential homes and residential neighborhoods within the same areas already developed for this purpose.
  - Large-lot residential development should be discouraged so that the extension of city services can proceed and facilitate future development within the district.

- *Commercial Development*
  - Retail and/or entertainment based development types should be encouraged to locate along the Highway 275 and Highway 81 Corridors. Commercial development within the district should be created to accommodate typical auto-oriented uses.
  - Development of Mixed Commerce near the intersection of Highway 275 and the North Fork Elkhorn River Canal is meant to accommodate certain aspects of light industrial use and auto-oriented commercial use acting as a buffer between the two areas.
- *Industrial Development*
  - Industrial development should be encouraged within areas of the Ta-Ha-Zouka district; specifically, within or adjacent to either Highway 81 or Highway 275 as well as the railroad corridor.
  - All existing industrial land uses already in the Ta-Ha-Zouka district should be maintained in a manner that minimizes their visual and operational impact upon surrounding residential areas of the district though the provision of enhanced landscapes on the periphery of these sites. Additional consideration should be given for the implementation of landscaping or screening of industrial sites where adjacent to Highway 275 and 1st Street.
  - Industrial uses in Ta-Ha-Zouka district should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
- *Public Facilities*
  - Special attention should be paid to the connection of pedestrian and bicycle traffic through the district along major thoroughfares as well as the North Fork Elkhorn River alignment. Connection of pedestrian and bicycle traffic to schools, parks, and other public land uses should be prioritized within this district.
  - Streetscape improvements along major thoroughfares, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.
  - Systematic development and upgrades to the parks and recreation system should be in coordination with new development patterns and the future land use map to encourage community livability and neighborhood attractiveness. Prioritize the development of parkland within areas that are environmentally sensitive.



Norfolk
NEBRASKA

Figure 54: Ta Ha Zouka District Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- Ta Ha Zouka Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 1,500 feet

0 750 1,500 3,000 Feet

N

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South Entrance

Goal:

Industrial use and auto-oriented commercial uses dominate the South Entrance district. The South Entrance district serves as a primary gateway to the community and provides an opportunity for the community to promote a sense or arrival and present a cohesive community identity through the implementation of streetscape improvements along the Highway 81 Corridor. With a significant amount of environmentally sensitive land within this district, it is important to target development practices that limit property damage as well as damage to the area around the river.

Qualities / Mixture of Uses:

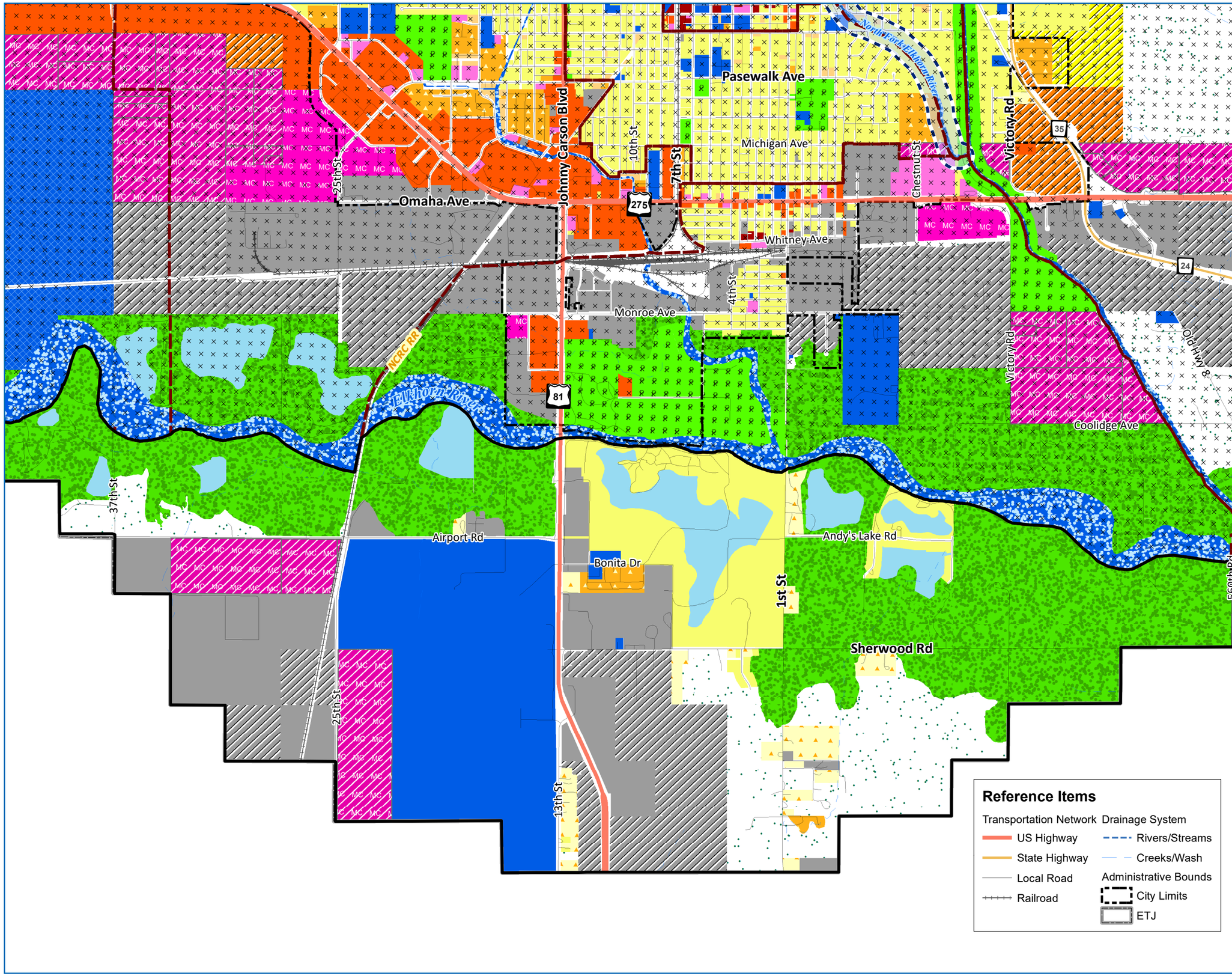
- Site improvement standards should be developed and applied to unsightly corridors to facilitate reinvestment and regulatory compliance.
- Driveway access and median openings along Highway 81 should be limited to consolidate driveways and major signalized intersections.
- Encourage streetscape improvements along major thoroughfares, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares.
- The district's major thoroughfare areas should be improved through better standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.

- Higher priority should be given to new development within the district that is adjacent to or near existing city services (e.g. water access, sewer access, etc.).

Development Guidelines

- *Residential Development*
  - The South Entrance district currently provides limited residential options. New residential development within the district should be targeted to those areas near existing city infrastructure.
  - Housing development within areas affected by the Elkhorn River floodplain should be constructed to protect these structures and minimize the potential for damage from flooding.
  - Residential development should include the implementation of mitigating factors to buffer from existing or proposed industrial land uses that may create a land use conflict.

- *Commercial Development*
  - Retail and/or entertainment based development types should be encouraged to locate along the Highway 81 Corridor. Commercial development within the district should be created to accommodate typical auto-oriented development types.
- *Industrial Development*
  - Industrial development should be encouraged within areas of the South Entrance district; specifically, within or adjacent to Highway 81 as well as the railroad corridor and the city's municipal airport.
  - All existing industrial land uses already in the South Entrance district should be maintained in a manner that minimizes their visual and operational impact upon surrounding residential areas of the district though the provision of enhanced landscapes on the periphery of these sites. Additional consideration should be given for the implementation of landscaping or screening of industrial sites where adjacent to Highway 81, 1st Street, and Sherwood Road.
  - Industrial uses in the South Entrance district should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
  - Additional development standards should be created for existing and proposed industrial uses adjacent to the Highway 81 Corridor.
- *Public Facilities*
  - Streets within the South Entrance district should be designed to extend the city's grid street system pattern for the continuation of significant east/west and north/south roadways. connecting the district via major thoroughfares to other areas of Norfolk.
  - Streetscape improvements along major thoroughfares, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.
  - Systematic development and upgrades to the parks and recreation system should be in coordination with new development patterns and the future land use map to encourage community livability and attractiveness. Prioritize the development of parkland within areas that are environmentally sensitive.



Norfolk
NEBRASKA

Figure 55: South Entrance District Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- South Entrance Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 2,083 feet

0 1,050 2,100 4,200 Feet

N

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Nucor

Goal:

The primary function of the Nucor district is the provision of development space appropriate for industrial use. This area, home to a large proportion of the city's industrial land uses should be protected for continued use and expansion of industrial uses. The orientation of these uses benefits from proximity to city services as well as other similar land uses allowing for the efficient clustering of industries. The progression of development within the area should be prioritized for parcels adjacent to the area's railroad corridor as well as the district's major thoroughfares: NE Industrial Highway and Victory Road.

Qualities / Mixture of Uses:

- The Nucor district should be targeted for the development of industrial land use types to leverage the existing land use patterns and rail service, the existing availability of city services, and the presence of large parcels with flat topography.
- Site improvement standards should be developed and applied to unsightly corridors to facilitate reinvestment and regulatory compliance.
- Zoning regulation should enforce the creation of Industrial and Mixed Commerce development to promote adequate vehicular access, building setbacks, and screening from public ways or residential areas.
- Driveway access and median openings along Highway 81 and Highway 35 should be limited to consolidate driveways and major signalized intersections.
- Encourage streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares.

- Higher priority should be given to new development within the district that is adjacent to or near existing city services (e.g. water access, sewer access, etc.).

Development Guidelines

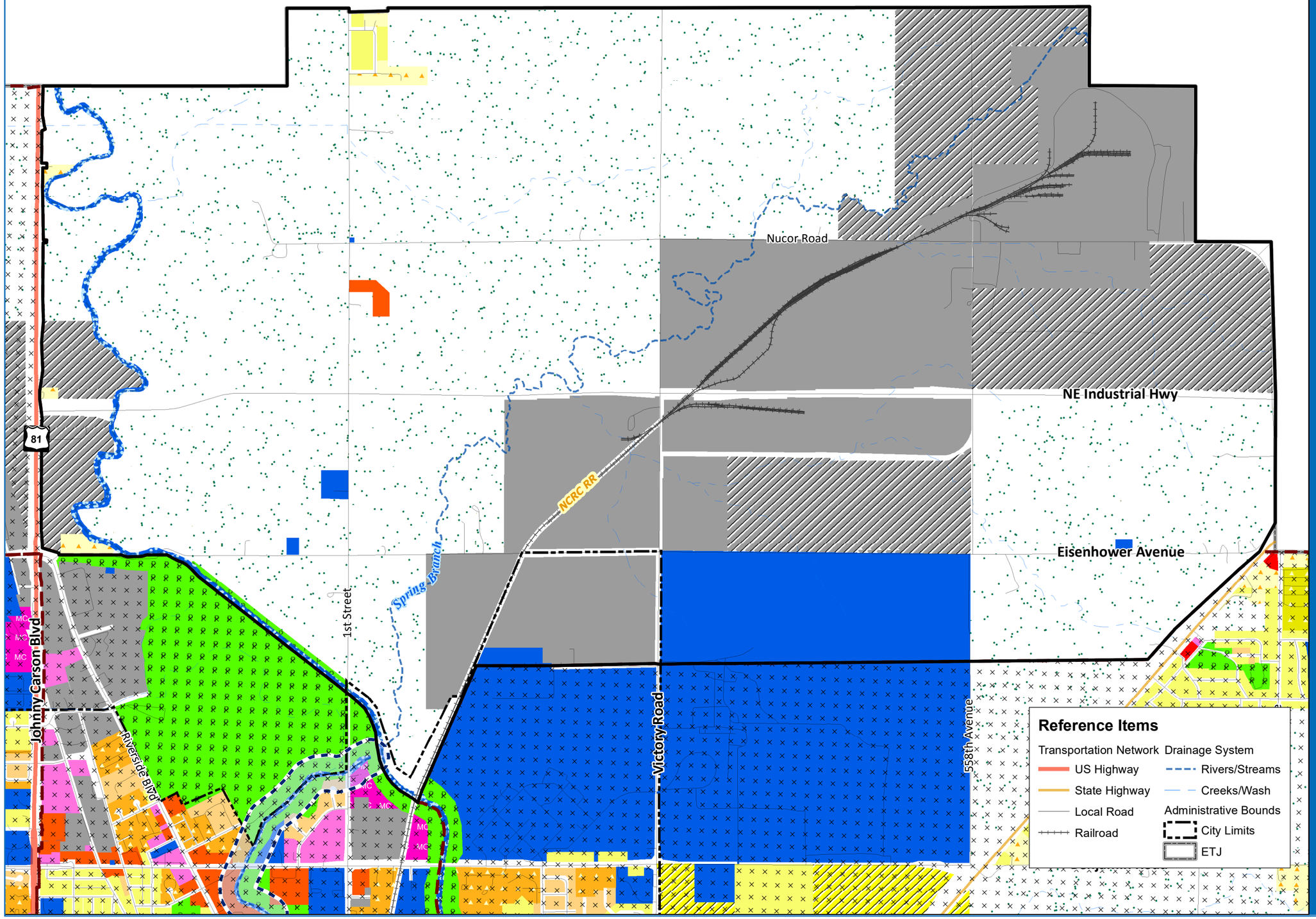
- *Residential Development*
  - The Nucor district currently provides no residential options. New residential development within the district should be discouraged.
- *Commercial Development*
  - Retail and/or entertainment based development types should be discouraged within the district.

- *Industrial Development*
  - Industrial development should be encouraged within areas of the Nucor district; specifically, within or adjacent to NE Industrial Highway, Victory Road as well as the railroad corridor.
  - All existing industrial land uses already in the Nucor district should be maintained in a manner that minimizes their visual and operational impact upon surrounding residential areas of the district though the provision of enhanced landscapes on the periphery of these sites. Additional consideration should be given for the implementation of landscaping or screening of industrial sites where adjacent to NE Industrial Highway and Victory Road.
  - Industrial uses in Nucor district should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
- *Public Facilities*
  - Streets within the Nucor district should be designed to extend the city's grid street system pattern for the continuation of significant east/west and north/south roadways connecting the district to other areas of Norfolk.
  - Streetscape improvements along major thoroughfares, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.

Norfolk
NEBRASKA

Figure 56: Nucor District Future Land Use

Comprehensive Plan
City of Norfolk



Legend

- Nucor District Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 1,583 feet

0 800 1,600 3,200 Feet

N

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East Entrance

Goal:

The predominate development pattern within the East Entrance district is rural with industrial uses located near the intersection of Highway 275 and Victory Road/Highway 24. Additionally, the Victory Road Corridor provides both low density and high density residential options. The East Entrance district serves as a primary gateway to the community and provides an opportunity for the community to promote a sense or arrival and present a cohesive community identify through the implementation of streetscape improvements along the Highway 275 and Victory Road Corridors. Portions of the East Entrance district, which are undeveloped and near city services, provide an opportunity for the creation of new development, which would maximize the city's current investments in infrastructure.

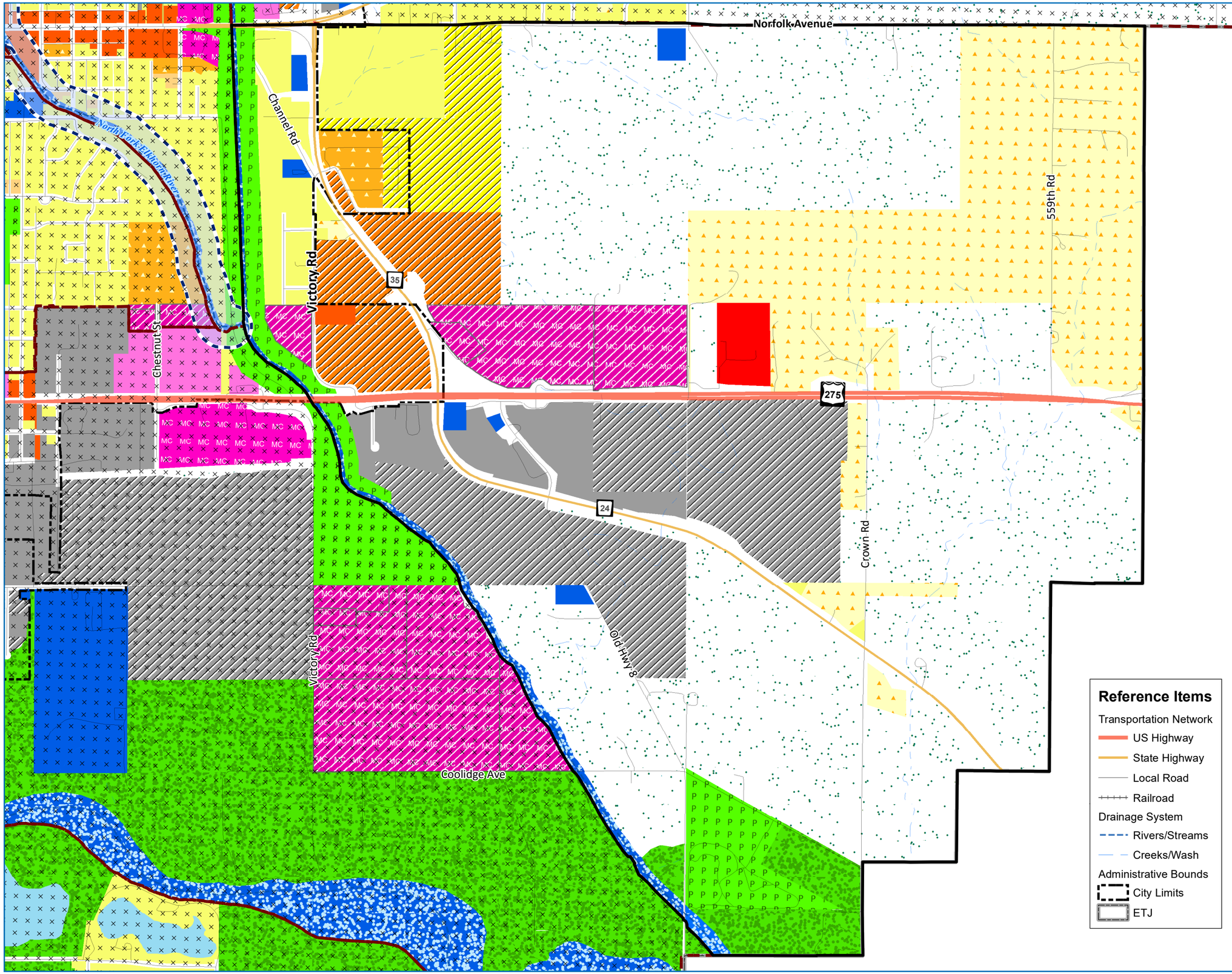
Qualities / Mixture of Uses:

- The East Entrance district should provide a mixture of suburban character within residential areas and an auto-oriented character along both Highway 275 and Victory Road Corridors.
- The street, sidewalk, and trail network should be continuous and citywide, connecting neighborhoods and amenities throughout Norfolk.
- Site improvement standards should be developed and applied to unsightly corridors to facilitate reinvestment and regulatory compliance.
- Encourage streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares.
- The district's major thoroughfare areas should be improved through better standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.
- The district's main transportation corridors should accommodate the travel of all modes of transportation, including pedestrians, bicyclists, and motorized vehicles.
- Driveway access and median openings along Highway 275 and Victory Road should be limited to consolidate driveways and major signalized intersections.
- Property owners should continue to be encouraged toward design principles desired by the city through a combination of incentives and public recognition.
- Higher priority should be given to new development within the district that is adjacent to or near existing city services (e.g. water access, sewer access, etc.).

Development Guidelines

- *Residential Development*
  - Encourage and direct the development of new residential areas near the intersection of Victory Road and Norfolk Avenue/Highway 35 as well as along areas adjacent to the North Fork River Canal.
  - Medium and/or high density residential is targeted along the Victory Road Corridor and utilized to help buffer low density residential from other incompatible uses near the intersection of Highway 275 and Victory Road/Highway 24.
  - Large-lot residential development should be encouraged to locate north of Highway 275 and east of the 558th Avenue alignment.

- *Commercial Development*
  - Retail and/or commercial based development types should be encouraged to locate along or near the intersection of Highway 275 and Victory Road. Commercial and office developments within the district should be built to accommodate typical auto-oriented development types.
  - Development of Mixed Commerce in areas near the intersection of Highway 275 and Victory Road is meant to accommodate certain aspects of light Industrial use and auto-oriented commercial use acting as a buffer so that land use conflicts are minimized.
- *Industrial Development*
  - Industrial Development within the East Entrance district is located near the intersection of Highway 275 and Victory Road as well as along the Highway 24 Corridor.
  - All existing industrial land uses already in the Nucor district should be maintained in a manner that minimizes their visual and operational impact upon surrounding residential areas of the district though the provision of enhanced landscapes on the periphery of these sites. Additional consideration should be given for the implementation of landscaping or screening of industrial sites where adjacent to Highway 275, Highway 24, and Highway 35.
  - Industrial uses in the district should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
- *Public Facilities*
  - New public facilities and services intended to support and enhance daily life for Norfolk residents should locate within or near areas identified for residential growth.
  - Streets within the East Entrance district should be designed to extend the city's grid street system pattern for the continuation of significant east/west and north/south roadways. connecting the district to other areas of Norfolk.
  - Recreational trails, built to accommodate pedestrian and bicycle traffic, should be built within the district to facilitate non-vehicular traffic through the area. Connection of pedestrian and bicycle traffic to schools, parks, and other public land uses should be prioritized within this district.
  - Streetscape improvements along the major thoroughfares, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.
  - Systematic development and upgrades to the parks and recreation system should be in coordination with new development patterns and the future land use map to encourage community livability and neighborhood attractiveness. Prioritize the development of parkland within areas that are environmentally sensitive.



Norfolk NEBRASKA

Figure 57: East Entrance District Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- East Entrance Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 1,250 feet

0 625 1,250 2,500 Feet

N

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West Entrance

Goal:

The West Entrance district serves as a city gateway and is dominated by rural development with limited large-lot residential to the north of Highway 275 and limited commercial uses along Highway 275. This area also includes a significant amount of the city's well-head protection area. Development of any land use within the city's well-head protection area should be limited to those uses that are connected to city services (i.e. city water, and sewer) so that the city's water quality is not jeopardized. Future development within the West Entrance district should be implemented in a contiguous manner, facilitating commercial development along the Highway 275 corridor, industrial use along the Omaha Avenue Corridor, and residential use adjacent to developed areas of Norfolk, north of Highway 275.

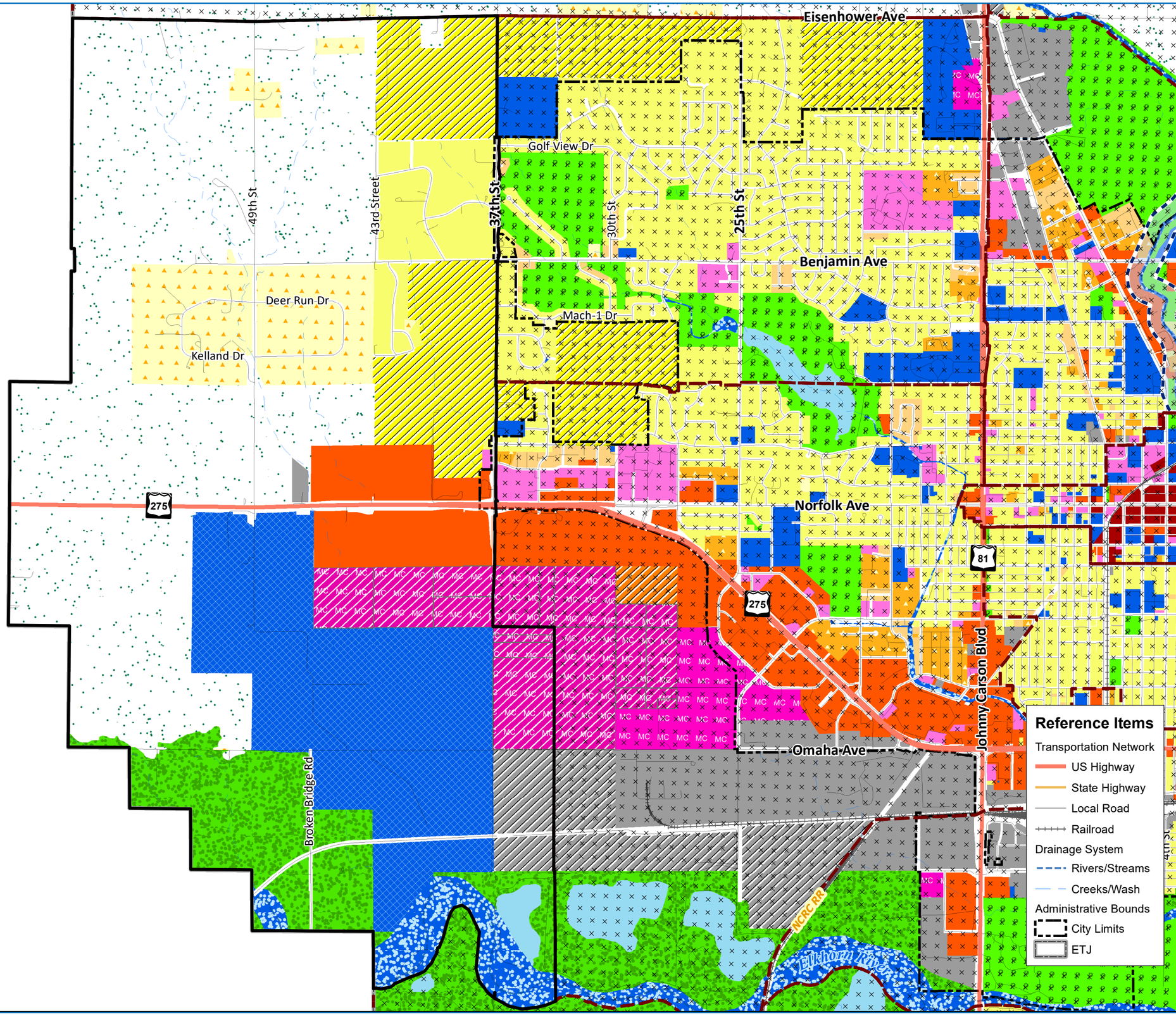
Qualities / Mixture of Uses:

- The West Entrance district should provide a mixture of suburban character within residential areas and an auto-oriented character along the Highway 275 Corridor.
- The street, sidewalk, and trail network should be continuous and citywide, connecting neighborhoods and amenities throughout Norfolk.
- Site improvement standards should be developed and applied to unsightly corridors to facilitate reinvestment and regulatory compliance.
- Encourage streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping along the district's major thoroughfares.
- The Highway 275 Corridor should be maintained with adequate standards for the arrangement of buildings and parking, site landscaping and screening, and sign control.
- Driveway access and median openings along Highway 275 should be limited to consolidate driveways and major signalized intersections.
- Higher priority should be given to new development within the district that is adjacent to or near existing city services (e.g. water access, sewer access, etc.).

Development Guidelines

- *Residential Development*
  - Encourage residential development north of Highway 275, prioritizing developments that are adjacent to existing city infrastructure.
  - Large-lot residential development should be discouraged so that the extension of city services can proceed and facilitate future development within the district.
- *Commercial Development*
  - Retail and/or commercial based development types should be encouraged to locate along the Highway 275 Corridor. Commercial and office developments within the district should be built to accommodate typical auto-oriented development types.
  - Commercial development within the West Entrance district should be limited by the provision of city services, prohibiting any development that is not adjacent to or contiguous to other existing development.
  - Development of Mixed Commerce in areas between Highway 275 and Omaha Avenue is meant to accommodate certain aspects of light industrial use and auto-oriented commercial use acting as a buffer so that land use conflicts are minimized.

- *Industrial Development*
  - Industrial development within the West Entrance district should be limited by the provision of city services, prohibiting any development that is not adjacent to or contiguous to other existing industrial development.
  - All existing industrial land uses already in the West Entrance district should be maintained in a manner that minimizes their visual and operational impact upon surrounding areas of the district though the provision of enhanced landscapes on the periphery of these sites, especially along major thoroughfares.
  - Industrial uses in the district should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
- *Public Facilities*
  - New public facilities and services intended to support and enhance daily life for Norfolk residents should locate within or near areas identified for residential growth.
  - Streets within the West Entrance district should be designed to extend the city's grid street system pattern for the continuation of significant east/west and north/south roadways. connecting the district to other areas of Norfolk.
  - Recreational trails built to accommodate pedestrian and bicycle traffic should be built within the district to facilitate non-vehicular traffic through the area. Connection of pedestrian and bicycle traffic to schools, parks, and other public land uses should be prioritized within this district.
  - Streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified identity and help to orient travelers.
  - Maintain the city-owned land within the well-head protection area in its current state with no future development allowed, protecting the future of the city's municipal water supply.



Norfolk NEBRASKA

Figure 58: West Entrance District Future Land Use

Comprehensive Plan
City of Norfolk

Legend

- West Entrance Bounds
- Planning District Bounds
- North Fork Elkhorn River Corridor

Future Land Uses

- Agricultural
- Rural Residential
- Single Family Residential
- Townhomes
- Multi Family Residential
- Mixed Use
- Commercial
- Offices/Services
- Mixed Commerce
- Industrial
- Public
- Parks & Recreation
- Elkhorn River Corridor
- Surface Water
- Residential Reserve
- Commercial Reserve
- Mixed Commerce Reserve
- Industrial Reserve
- City Wellhead
- Water

1 inch = 2,000 feet

0 1,000 2,000 4,000 Feet

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Northwest Norfolk

Goal:

The Northwest Norfolk district is dominated by rural development with limited large-lot residential. The Future Land Use Plan does not call for any new development to occur within this district during the planning period (i.e. 2017 to 2037). Instead, this area should be reserved in its current rural state with minimal development.

Qualities / Mixture of Uses:

- The Northwest Norfolk district should maintain a rural character.
- The existing street network within the district should be maintained.
- Higher priority should be given to new development within the district that is adjacent to or near existing city services (e.g. water access, sewer access, etc.).

Development Guidelines

- *Residential Development*
  - Discourage low, medium, and high density residential developments within the district.
  - Rural residential or large-lot residential should be discouraged within the district. Any development of this type should be created in such a way as to allow for the orderly extension of existing city services and roads in the future.
- *Commercial Development*
  - Retail and/or commercial based development types should be discouraged within this district.
  - Commercial development within the Northwest Norfolk district should be limited to areas adjacent to the Highway 81 roadway.
- *Industrial Development*
  - Industrial development types should be discouraged within this district.
  - Industrial development within the Northwest Norfolk district should be limited to areas adjacent to the Highway 81 roadway and be implemented as auto-oriented commercial use.
  - Industrial development within the district should be limited by the provision of city services, prohibiting any development that is not adjacent to or contiguous to other existing development.
  - All existing industrial land uses already in the Northwest district should be maintained in a manner that minimizes their visual and operational impact upon surrounding residential areas of the district though the provision of enhanced landscapes on the periphery of these sites. Additional consideration should be given for the implementation of landscaping or screening of industrial sites where adjacent to Highway 81.
  - Industrial uses in the district should provide sufficient off-street parking so that all heavy truck traffic associated with these uses do not park on district streets.
- *Public Facilities*
  - New public facilities and services intended to support and enhance daily life for Norfolk residents should locate within or near areas identified for residential growth.
  - Streets within the Northwest Norfolk district should be designed to extend the city's grid street system pattern for the continuation of significant east/west and north/south travel.

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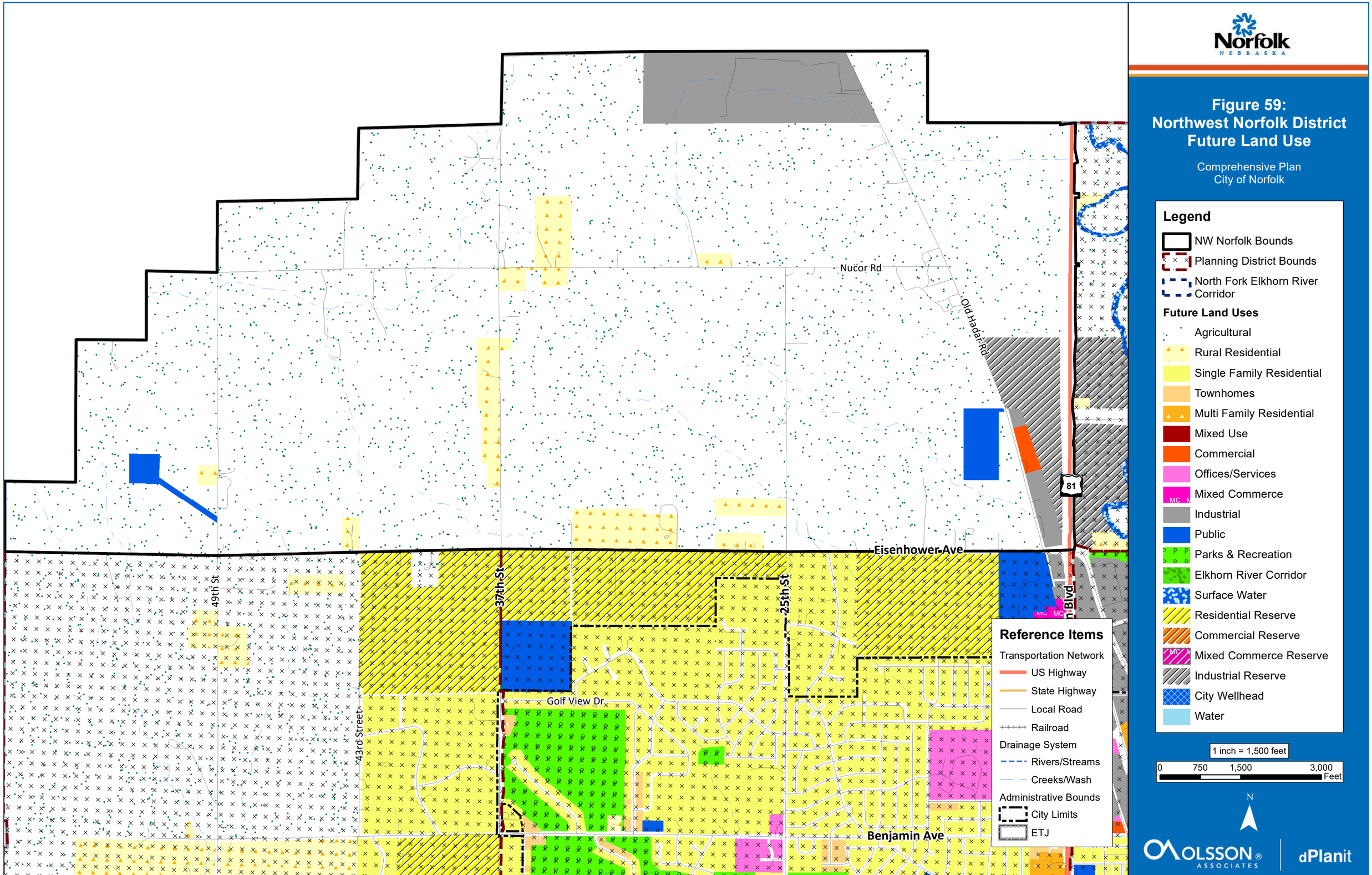

Norfolk NEBRASKA

Figure 59: Northwest Norfolk District Future Land Use

Comprehensive Plan
City of Norfolk

Plan Implementation

Norfolk's commitment is entrenched in a willingness to develop a strong foundational policy and dynamic organizational structure that leverages limited resources and creates focused cooperation and accomplishment.

Two policy areas provide the decision-making framework for making Norfolk's vision a reality: regulatory policy and financial / economic development policy. Working hand-in-hand with the plan, these policies have a direct and meaningful impact on the execution and quality of future projects shaping Norfolk.

The investment of time and effort into the proactive and strategic pursuit of projects and partnerships ensures long-term success. An engaged and empowered community-based organizational structure makes projects happen. Engaging daily in activities that stem from initial identification of a project, to working closely with property/business owners, to identifying and attracting the correct development interest, to maintaining effective partnerships is necessary for this plan to be successful.

Achievement of Norfolk's vision and goals requires a communitywide commitment to…

O

Norfolk Moving Forward

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This vision is supported by the following four themes that serve as the framework for the goals and objectives articulated throughout this plan.

Abundant Economic Opportunity

Outstanding Quality of Life

Extraordinary Service Provision

Strategic Physical Growth and Development

Implementation Best Practices

There are several key best practices that will lead a community toward successful plan implementation.

1. Identify and address organizational structure issues.
2. Align regulatory and financial policies to support implementation activities.
3. Set and manage realistic expectations for plan implementation activities.
4. Monitor and evaluate the progress of implementation activities as they occur.
5. Remain flexible to changing conditions; do not be afraid to adjust the vision or the implementation efforts accordingly.
6. Continuously and proactively communicate the vision, the implementation activities, and progress.
7. Intentionally develop leadership that provides continuity throughout the long-term implementation process.

Implementation Foundational Steps

For Norfolk, the best practices lead to some initial steps that the community should take in order to establish the foundation for successful plan implementation activities.

- **Conduct policy alignment activities**
  - Update regulatory development codes and policies
  - Assess budgetary and capital improvement policies and processes for consistency with plan vision and goals-(set parameters).
  - Identify, evaluate, develop, coordinate, and adopt policy regarding the use of economic development tools and resources to support the plan vision and goals.
- **Assess organizational capacity and participatory effectiveness**
  - Evaluate current participation in various community and economic development groups (re-energize and equip representatives – renewed commitment or new appointment).
  - Identify gaps/areas of weakness in expertise and clearly define roles and expectations for individuals and groups.
  - Increase visibility and engagement with area community and economic development oriented groups (traditional and non-traditional).
- **Intentionally seek to broaden plan ownership and engagement**
  - Set parameters and make appointments for a plan implementation committee.
  - Develop a Norfolk Citizens Leadership Academy (next round of leaders).
  - Develop a Norfolk Roadshow to increase awareness regarding the vision (internal and external).
  - Establish a periodic implementation monitoring system to evaluate the effectiveness and commitment to implementation activities and determine recommendations for plan adjustments/changes.

Implementation Attitude

When taking the foundational steps above, and throughout the entire plan implementation process, it is vitally important that the proper demeanor and attitude is conveyed and displayed by all parties involved with policy and organizational development being ever mindful that the vision is One Norfolk Moving Forward.

A Problem-Solving Environment (Regulatory Policy)

Balanced regulations promote desirable development and livability qualities.

This plan identifies the qualities that Norfolk envisions as desired outcomes. Regulatory policies are critical for ensuring that future development meets or exceeds such desires. And, these policies must be embedded in a problem-solving environment.

Place-Based Vision

Norfolk desires to create vibrant places within the community such as Downtown and the Riverfront District. To develop vibrant places, progressive place-specific zoning regulations based on the goals of various planning areas set the tone for land use and development policy.

For Norfolk, this means in some areas, zoning continues to be used as the driver where the focus is on reinforcing the established uses. In other areas, zoning is character driven, where character and feel of the place is the priority. Within these planning areas, the vision is to stimulate and support the creation of vibrant places with unique character, regardless of the specific land uses.

Flexible, Yet Predictable

Norfolk developed this plan to provide a clear vision for desired future growth and development. As such, regulatory policy and processes must provide for creativity and technological advancement in support of the development envisioned and the marketplace context in which development occurs.

For Norfolk, this means a regulatory framework that clearly states the city's expectations for development and redevelopment, but also provides for flexibility in how to achieve those expectations. Providing more flexibility by encouraging an applicant to propose alternatives that meet or exceed the city's expectations, opens up the potential for the exploration and discovery of better development solutions. By working with developers in this manner, the city can provide greater predictability through streamlining regulatory processes and review procedures.

"Norfolk desires to create vibrant places within the community such as Downtown and the Riverfront District."

Supportive of Sustainable Solutions

As Norfolk pursues its desired vision, it is important that future development practices and solutions are sustainable. For Norfolk, this means that future development does not place a burden on the local economy or the provision of utilities and services, nor does it damage the economic, environmental, or social qualities that the community values and enjoys. A regulatory framework that supports the use of economically and environmentally sustainable practices and solutions is key to supporting long-term growth and development in Norfolk.

Additionally, Norfolk seeks to avoid a flawed process that is dominated by an "us versus them" mentality. All parties engaged

in the regulatory process, must be in problem-solving mode when it comes to accomplishing the vision of the plan and must also be willing to say no to development that does not meet the vision for Norfolk.

A Partnership Mentality (Financial / Economic Development Policy)

Leveraging tools and resources stimulates public and private investment.

Physical development and growth depends upon both public and private investment. Thus, budgeting and financing tools for public improvements and investments that support the vision of the plan are just as critical as the financial tools and incentives offered to encourage private investment. In Norfolk, financial resources and economic development tools should be used in a manner that reflects the priorities and phasing of the plan. Meaningful investment partnerships are the basis for creating successful projects.

Strategic Public Investment

The Norfolk capital improvement plan (CIP) and budget is a key economic and community development tool. This 5 to 10-year planning and execution document places public funding priorities on public projects of a mid- to long-term nature. Everything from routine street repair and reconstruction, to new park facilities are viewed as catalysts, stimulating private investment or reinvestment in projects and areas identified in this plan.

Each year's budget process, leads to determinations regarding the allocation of public funds for priorities or projects identified in this plan. The higher the priority and value of a goal or project, the more likely it is to be funded in a given year. The city strives each year to include specific projects aimed at implementing the plan vision.

Supporting the ability to fund public projects requires a diversified and stable set of revenue streams. The city actively evaluates the sustainability of capital projects funding and identifies potential alternatives for supplemental funding sources that can address specific needs as they arise. These projects and funds are public investments in the community that support and benefit the community as a whole.

Selective Use of Tools

In Norfolk, we know that the right tool or set of tools is important for each project. The willingness to use tools is not based on being competitive with other communities, but is based on encouraging and supporting projects that work toward meeting or exceeding our goals and vision.

Not every economic development tool / program is right for every job. The selective use of a tool or set of tools is purposeful and meaningful. The extent to which we use certain tools is based on the projected ability of the proposed project to meet or exceed our clearly stated goals, values, and desires. When a tool is utilized appropriately, it benefits both the public and private investment partner. Our goal is to leverage all available tools in a manner that maximizes the effectiveness of each tool through selective and targeted application.

Dependable Private Investment

In Norfolk, we desire to work cooperatively with the best development teams that are capable of meeting our vision and expectations for quality. From that dialogue, discussions regarding the use of specific tools to accomplish specific goals occurs.

Norfolk values upfront and candid discussion regarding potential projects. To facilitate such discussions, we encourage development interests to participate by providing transparent assessments regarding the pro forma of a project and the need to use supplemental financing and

economic development tools. The city will not subsidize sunk costs or 'pad the bottom line' of projects that do not achieve public benefits or that could be built without public subsidy. Any use of incentives is calibrated to an appropriate rate of return given the risk of the project, community benefits, and risks to the city and developer.

Knowing that a development team has the track record and financial capacity to complete a project at a high quality level and is willing to partner with the community in achieving not just short-term profit, but long lasting community enhancement, is a driving force behind the definition of success.

A Proactive / Strategic Approach (Organizational Structure)

Plan implementation is a daily work in progress.

Ultimately the "best" representatives of Norfolk must be engaged and empowered in a manner that allows proactive implementation to occur. For Norfolk to move forward, the community must build an organizational structure based upon our strengths, starting from the identification of assets and resources that are available to creating a Norfolk centric approach for attracting, capturing, and completing future development projects that are aligned with our vision and goals.

Engaging, Educating, and Empowering

With this plan, Norfolk recognizes that successful implementation depends upon broadening the ownership of and the responsibilities for implementation of the plan. Proactively engaging individual citizens, community organizations and associations, property and business owners, and development interests is an on-going and valued activity.

For Norfolk, this means continual identification, recruitment, education, involvement, and empowerment of individuals to take leadership roles within the community. The foundation for this activity is a plan implementation committee incorporating citizens beyond city hall that are committed to and care for the community. Such individuals are engaged in community promotion and service activities and organizations. They are energetic advocates for Norfolk, excited about the potential of Norfolk and willing to invest time and effort serving the community.

Participating Proactively and Strategically

Norfolk participates in local and regional organizations engaged in activities associated with plan implementation and community development. With the vision of this plan in hand, participation in discussions regarding future development is strategic / proactive.

Always opportunistic, Norfolk is focused on investing resources into projects that clearly fit our vision. We are committed to the pursuit of specific goals and projects, yet always ready for a new or different opportunity that supports our vision. This approach benefits Norfolk by increasing awareness of what Norfolk is doing and leveraging the resources that others, outside of the community, may bring to Norfolk.

Norfolk is constantly at the forefront for consideration of any development project that meets its vision. Community and economic development groups in the county, and region know the vision for Norfolk and have us in mind whenever a project is on the radar.

Continually Evolving

Norfolk's organizational capacity and structure is constantly growing and evolving. The assignment of responsibility, the expectations of coordination and cooperation, and the

acceptance of accountability guide our organizational structure. Whether multiple groups or individuals are engaged in a project or a single entity has been assigned a project, it is clear who has what responsibility(ies) and how they are to carry out those responsibilities.

Through constant assessment and accountability measures, we will evaluate our organizational structure to determine what changes may be necessary and when those changes need to occur. Key triggers for evolving our organizational structure include our capacity to handle multiple projects; our recognition that supplemental expertise is needed; our drive to execute projects in an efficient manner; and our desire to leverage development-oriented tools and resources. This assessment and accountability process guides a dynamic organizational structure that is adaptive and constantly changing context.

Implementation Guide

The implementation guide is made up of three sections intended to provide guidance in regard to annexation policy; prioritization of goals and objectives; and potential funding resources. Pursuing the vision of the community in a methodical manner allows the community to leverage physical, human, and financial resources that may be found in both the public and private sectors. The guide is designed to be adaptable to changing conditions, unanticipated opportunities, and ongoing evaluation and periodic adjustment.

Implementing Through Annexation

Annexation, utility extension, or physical growth and expansion activity will be strategic in nature supporting new development that benefits the city through diverse housing, commerce or employment opportunities.

In every community, there exists a delicate balance in regard to supporting development either within the existing city limits or by expanding into a new growth area. In Norfolk, this balance is critical as the community seeks to develop Downtown Norfolk, the Riverfront District, and existing vacant land within the city limits, as well as protect/preserve area for future municipal growth and new development opportunities.

When considering whether to annex an area or not, there are several values that should guide the city:

1. The value of providing/extending municipal services and facilities.
2. The value of protecting physical features, resources, or unique qualities.
3. The value of incorporating existing development or proposed new development.
4. The value of preserving future growth and utility service area.

Generally, these values are framed by an analysis and determination of the real and perceived costs and benefits associated with annexation.

Due to the differences in regulatory control over land use development and design outside the Norfolk city limits, it is recommended that the City of Norfolk develop a strategic annexation policy. Such a policy should not only be reactive to requests, but also proactive. City officials should investigate annexation opportunities based on the prioritization of surrounding unincorporated land and strategic policies associated with municipal service extension and identified development desires that align with the vision and goals of the comprehensive plan. The annexation plan map

(**Figure 60**) identifies a framework for such a strategic annexation policy based upon the anticipated growth of Norfolk.

Because of the relatively steady growth of the community historically and projected continuation of that steady growth, the phasing framework identified on the map is similar to that of the 2001 comprehensive plan for Norfolk. In that plan, the phasing was described as follows:

PHASE ONE. Location and associated issues warrant the immediate consideration of annexation.

PHASE TWO. Opportunities exist to warrant future consideration of annexation within the twenty-year life of the Norfolk Plan.

PHASE THREE. These areas are situated beyond the expected growth areas of the city. Conditions exist that may bring about the need for annexation of these areas. However, annexation will not be necessary until well beyond the life of the plan.

PHASE FOUR. These areas are situated beyond the expected growth areas of the city. Annexation will not be necessary until well beyond the life of the Norfolk Plan. Rural development will likely be an end use in many of these locations, as urban development will likely occur nearer the current urbanized area.

Subareas associated with each phase are identified on the map, which refines the phasing in a geographic manner that considers future land use /development activity and the extension / expansion of municipal service and facilities to support such growth. Furthermore, it should be noted several annexation-related objectives are identified in the Strategic Physical Growth and Development Vision Theme.

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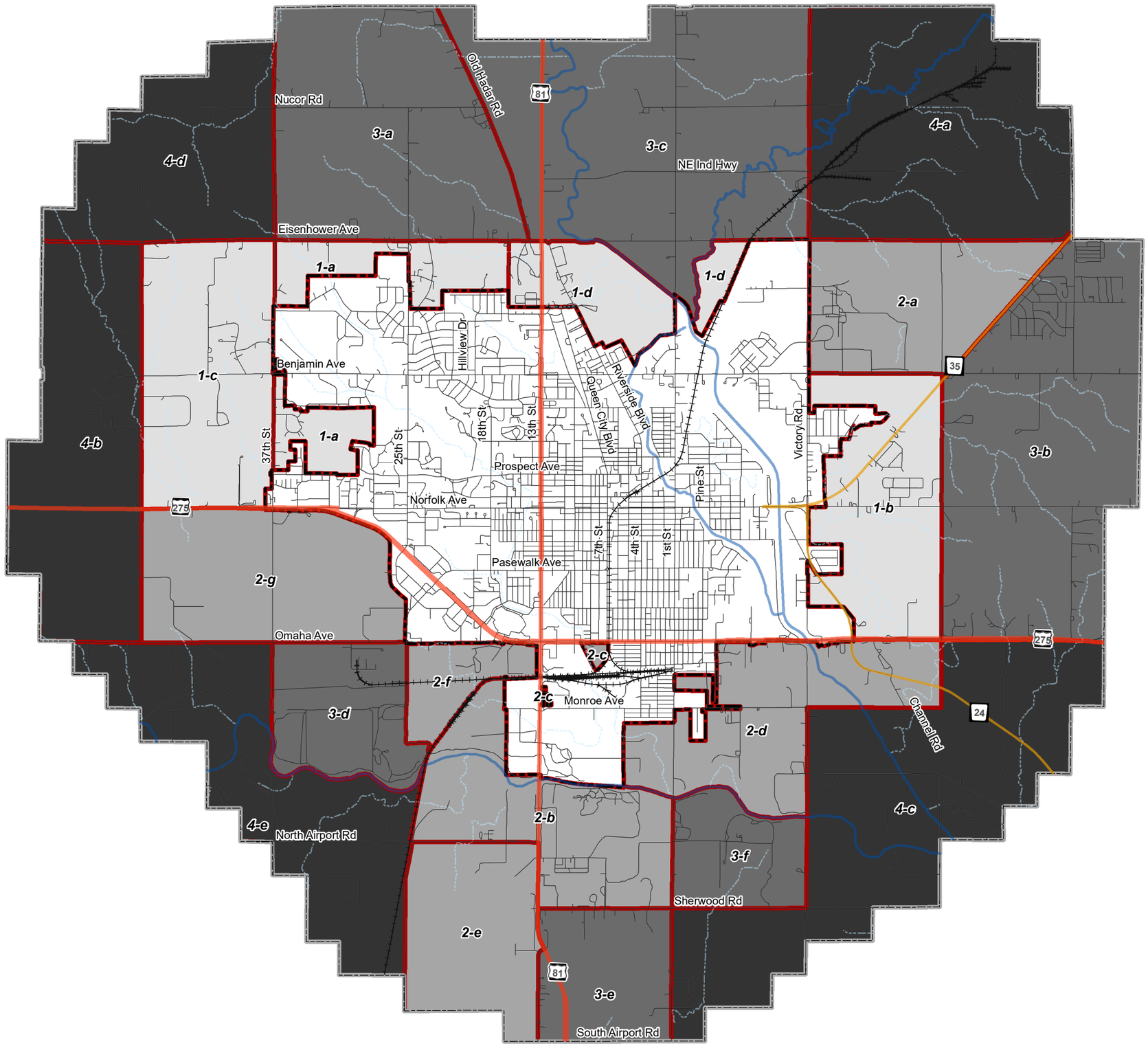

Norfolk
NEBRASKA

Figure 60: Annexation Plan

Comprehensive Plan
City of Norfolk

Annexation Phase

- Phase 1
- Phase 2
- Phase 3
- Phase 4

Reference Items

Administrative Bounds

- City Limits
- ETJ

Transportation Network

- US Highway
- State Highway
- Local Road
- Railroad

Drainage System

- Rivers/Streams
- Creeks/Wash

1 inch = 4,000 feet

0 2,250 4,500 9,000 Feet

0 0.375 0.75 1.5 Miles

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Implementing the Vision Themes

As mentioned at the start of this section, four themes have been identified in support of the vision.

THEME 1: Abundant Economic Opportunity: focused upon the creation /retention of jobs and businesses, as well as workforce development and support

THEME 2: Outstanding Quality of Life: focused upon enhancing daily living through diverse offerings, activities and events

THEME 3: Extraordinary Service Provision: focused on the delivery of efficient and reliable basic/essential services

THEME 4: Strategic Physical Growth and Development: focused upon creating vibrant and sustainable places

The following matrix provides a framework for establishing priorities, and potential responsibilities and funding for the objectives that support each of the respective themes. In order to realize the vision set forth for the future of Norfolk, these goals and objectives must be pursued strategically. Within the implementation matrix, each objective is given a priority. The priorities are:

- On-going: An objective that should be immediately addressed and integrated into existing decision making processes.
- Short-Term Priority: An objective that may be utilized to accomplish a specific goal within 1-5 years (short term planning).
- Long-Term Priority: An objective that may be utilized to accomplish a specific goal within 5-10 years (long-term planning).

There are numerous people, community organizations, and potential funding sources that may support the accomplishment of a set goal for the future; therefore, notes are provided regarding the potential responsible party or funding opportunity that may exist for particular objectives.

This identification process is flexible and on-going in that multiple people or organizations may be responsible for carrying out an objective at any one-time and that funding sources may change over time. But, the following matrix is intended as a start point for implementation priorities and assignments, so that the community can work toward a common set of goals.

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Theme 1: *Abundant Economic Opportunity*: focused upon the creation / retention of jobs and businesses, as well as workforce development and support				
Seek to diversify economic opportunities through strategic employment creation and retention efforts focusing on core sectors ▪ *Agriculture* ▪ *Commercial Trades and Services* ▪ *Education* ▪ *Manufacturing* ▪ *Medical* ▪ *Outdoor Recreation / Tourism*	X			
Be known as an entrepreneurial community that encourages small business development through targeted programs ▪ *Youth* ▪ *Ownership Skills* ▪ *Idea / Concept mentoring* ▪ *Local venture capital*		X		
Purposefully address continuing workforce education and the provision of services to develop and support the Norfolk workforce ▪ *Basics – GED, English* ▪ *Trade skills* ▪ *Management Preparation* ▪ *Career Specific* ▪ *Day Care* ▪ *Medical Advancement / Training*	X			

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Create a Community Continuing Education Forum made up of local employers and education providers				
Identify workforce needs and develop educational partnerships with local businesses for additional vocational development and technical training.		X		
Work with area community colleges and universities to establish enhanced on-line and in town extension and expanded educational services.		X		
Develop local library programs and services to enhance this facility as a community education center working jointly with other libraries in the area.	X			
Theme 2: Outstanding Quality of Life: focused upon enhancing daily living through diverse offerings, activities and events				
Promote Healthy Living through the creation of communitywide health and wellness programs and activities				
Create a Healthy Lifestyle Alliance to leverage resources and conduct activities and programs through partnerships among education, recreation and medical providers, as well as corporate sponsors.	X			
Enhance accessibility to Recreation Opportunities				
Promote the development of neighborhood scale institutions (i.e. schools, religious assembly), facilities (i.e. parks, community gardens) and amenities whenever possible to support informal and formal recreation activity.		X		

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Continue implementation efforts related to the Riverfront Trail, and develop a viable network to connect parks, community facilities and destinations with neighborhoods via designated pedestrian and bicycle trails.	X			
Become known as a welcoming and accommodating community in the region offering unique daily recreational experiences for citizens and annual recreational events for visitors with special needs.		X		
Diversify the number and type of Cultural Activities and Entertainment Events.				
Continue efforts to develop historic / recreational / tourism elements of the community including the development of museums, public art, and interpretative education elements.	X			
Become known as a community that gathers frequently to celebrate and promote social interaction as part of the fabric of Norfolk.			X	
Establish a local arts academy that invites children and youth to create, explore and discover a variety of traditional and non-traditional art and entertainment forms (e.g. comedic, culinary, visual / graphic, theatre, music, etc.)		X		
Embrace and celebrate the notable people and their crafts associated with Norfolk through community festivals and activities (e.g. Johnny Carson, Orville Carlisle, Joyce Hall, Philip N. Karsne, Thurl Ravenscroft, etc.).	X			

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Theme 3: Extraordinary Service Provision: focused on the delivery of efficient and reliable basic / *essential* services				
Provide and sustain the highest level of Water, Sanitary Sewer and Storm water service delivery minimizing interruptions to daily life.				
Continually assess the quality of existing infrastructure system components identifying, prioritizing, and programing necessary maintenance and improvement.	X			
Study and encourage the application of Best Management Practices on private property and public property to minimize the impacts of storm water drainage.		X		
Coordinate system extension / expansion policies with long-range community development plans and identified growth areas to match service levels and provision policies with the density / intensity of development.		X		
Monitor and proactively pursue public and private funding opportunities that can support future infrastructure system development.	X			
Investigate the use of a formal asset management system for all utilities and infrastructure systems including locally maintained roadways.			X	

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Develop a comprehensive multi-modal Transportation network – pedestrian, vehicular, rail, and air.				
Develop and maintain a pedestrian and bicycle network that is integrated with local transportation and recreation master planning efforts, thus creating opportunities for communitywide use connecting neighborhoods to essential daily needs and destinations.		X		
Investigate the application of complete streets and road diets to enhance downtown, and other select pedestrian and residential oriented areas.			X	
Develop context sensitive design criteria for roadways based upon topographic features and development type and character.			X	
Retain the resiliency of the predominant street grid through the hierarchy of local, collector, and arterial roadway placement based on priority functional needs.	X			
Develop an airport master plan and strategic marketing effort that seeks to maintain and expand the airport in a manner supportive of economic development efforts related to general aviation, fly-in events, recreational services / events, and commerce.			X	
Develop and diversify community transportation opportunities including community ride assistance that connects people to jobs and daily needs, and alternative rural transportation services connecting Norfolk to other nearby communities.	X			
Establish / Expand fiber network provision in Norfolk in support of economic and community development efforts.	X			

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Provide outstanding professional Public Safety services (e.g. Police, Fire, EMS)				
Develop a cross-agency coordination and planning group to leverage opportunities for training / education of personnel, coordinated cooperative policies, shared assets and programs, enhanced communications and community outreach efforts, etc.		X		
Monitor the need for improvements to such services and facilities through proactive capital planning to meet and maintain the highest levels of service delivery	X			
Continue to strengthen relationships through community programs that reach out to and educate the community regarding public safety and health initiatives.	X			
Partner with local health care facilities and services to create unique and enhanced methods of community service delivery.		X		
Maintain a cooperative and positive Governance atmosphere				
Develop and implement joint (City and County) policies addressing future growth and development through the provision of infrastructure and the delivery of services in a manner that is efficient and cost effective.		X		

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Create a Governance Institute to educate and inspire citizens, public servants, and leaders via greater understanding of the duties and responsibilities of local government agencies (e.g. county, city, school district) and public service entities.			X	
Broaden local leadership mentoring programs to prepare people to serve on various boards and committees, and pursue political office in the future.		X		
Theme 4: *Strategic Physical Growth and Development*: focused upon creating vibrant and sustainable places				
Create a vibrant riverfront that serves as a spine for new residential, commercial and recreational providing opportunities to enjoy the river daily.				
Create a "riverfront development district" and develop a master plan for redevelopment and reinvestment along the river as well as immediately adjacent neighborhoods.		X		
Promote high quality residential and commercial development along the riverfront that leverages the presence of the river and complements the desired scale and intensity of downtown Norfolk.	X			
Continue efforts to develop a community trail along the riverfront that connects with other community facilities and destinations.	X			
Create a Riverfront Zoning District to establish and guide the implementation of desired design and development qualities.		X		

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Continue to develop downtown as a regional destination with unique experiences and qualities.				
Continue to nurture the development of a vibrant and visually appealing downtown / "main street" that serves as a hub for commerce and community activity.	X			
Support the activities of Downtown Business and Property Owners Association as an effective peer group for addressing organization, economic structure, physical design / conditions and promotion of Downtown Norfolk.	X			
Encourage and support "downtown / main street" scaled commercial development (e.g. 1 to 3 stories; zero setback; on-street parking; etc.) that serves the daily needs of adjacent neighborhoods, provides community retail and entertainment venues, and draws people from around the area to unique shops and experiences.	X			
Continue to expand the attractive qualities of "downtown / main street" with programed aesthetic and functional improvements (e.g. signage, lighting, pedestrian enhancements, multi-functional streetscape, roadway, etc.) beyond Main Street into the Downtown District.	X			
Develop a downtown master plan for long term design and development guidance, and establish a Downtown Zoning District to guide the implementation of desired design and development qualities.		X		

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Maintain a proactive, strategic and problem solving development policy framework.				
Revisit the comprehensive plan annually to assess potential changes to the goals and objectives based on planning and development decisions and various changes in community dynamics.	X			
Update the comprehensive plan every five to ten years to incorporate changes in demographic and market conditions.	X			
Conduct a comprehensive assessment and update of zoning and other design / development oriented regulations to align with the vision and goals of the comprehensive plan.		X		
Pursue voluntary and involuntary annexation of land located outside of the current city limits in a strategic fashion.	X			
Coordinate annexation activities and growth opportunities into areas of logical infrastructure expansion.	X			
Ensure that appropriate policies are in place to tie extension of utility services with agreements to annexation and payment of additional system fees when not in the city or an immediate growth area.		X		
Develop infrastructure policies that match required improvement levels and provision policies with the density / intensity of development.		X		

THEME / OBJECTIVE	On-going	Short Term	Long Term	Notes: Primary Leadership and/or Funding Source
Work with the County to minimize the creation of land into lots / properties smaller than 40 acres without requiring urban level infrastructure improvements and annexation agreements within ½ mile of the city limits of Norfolk thus preserving future municipal level growth potential.		X		
Minimize the development of residential properties into lots larger than 1 acre within the city limits that can be served by municipal infrastructure.	X			
Assess the potential for adopting minimal architectural and site design guidelines focused on desired aesthetic and functional qualities in various high visibility districts / corridors.	X			
Utilize agricultural zoning as a holding zone to protect and preserve land within the city limits until acceptable development proposals in concert with the vision, goals and land use recommendations of the plan are brought forward.	X			
Regularly review and update local development regulations to promote desired or discourage unwanted future development forms.	X			
Develop a strategy for attracting developer / development interest in the various opportunities presented through the vision, goals and objectives of this plan.		X		

Implementing Through Funding Sources

The following narrative is intended to serve as a resource list of various funding mechanisms that are available to the City of Norfolk as it pursues the vision, goals, and objectives associated with this comprehensive plan.

City/County Revenue Funding

General revenues could be made available to appropriate to the funding of public capital improvements. As a rule-of-thumb, it is wise to enhance infrastructure in areas where those improvements are likely to lead to increased tax revenues.

Community Development Block Grant

These funds, appropriated through the U.S. Department of Housing and Urban Development (HUD), are awarded competitively by the Nebraska Department of Economic Development to cities and villages across Nebraska of less than 50,000. At least one of the HUD national objectives, employing/assisting low- to moderate-income populations, addressing physical slum and blight and/or urgent need must be met through the awarded funding. CDBG funding for economic development has often been applied to the locating or expanding primary company as a working capital incentive, but should also be investigated as a means for extending necessary infrastructure to serve the recipient business or to fund necessary studies to expedite permitting processes.

- **Planning Category.** Application Deadline: April and October. Maximum Assistance: $30,000 for individual projects; $50,000 for joint / regional projects. Local match required: 25 percent. Eligible activities: Comprehensive Plans, public infrastructure studies, engineering studies, redevelopment plans, feasibility studies, community needs assessment, environmental studies, historic preservation, heritage tourism, housing studies, etc.
- **Public Works Category.** Application Deadline: April and January. Maximum assistance: $250,000. Local match required: 25 percent, but 50 percent is strongly suggested. Eligible activities: Storm drainage, flood control, downtown improvements, streets and incidental sidewalks, community center, fire equipment, fire halls, senior centers, removal of architectural barriers in public buildings, water lines, sewer collection, mental health clinics, health clinics, tornado shelters for mobile home parks, homeless shelters, etc.
- **Water/Waste Water Category.** Application Deadline: By invitation only after submittal of a presentation, due June 30th. Maximum assistance: $250,000. Local match: 25 percent. Eligible activities: Major water and sewer system improvements.
- **Tourism Development Initiative Category.** Application Deadline: May. Maximum assistance: $200,000; minimum assistance: $25,000. Match requirement: 50 percent. Eligible activities: Tourism facilities that will draw at least 2,500 visitors from more than 100 miles away, including: Historic restorations; scientific and educational, interpretive sites and facilities such as museums; participatory sport facilities; convention centers; cultural and heritage recreational sites and facilities; and supporting activities that include removal of material and architectural barriers that restrict the mobility and accessibility to sites / facilities.

Community Development Assistance Act (CDAA)

The CDAA Program provides a 40 percent state income tax credit to any business or individual that donates something of value to an approved project. Donations can be in form of cash, materials (including land), labor, or equipment. Communities and 501(c)(3) non-profit organizations are eligible

to apply for up to $25,000 in CDAA tax credits per year, per project — which would generate $62,500 in private donations. Multiple year applications are accepted, up to three years. The Department of Economic Development will accept applications beginning July 1st and will continue to accept applications until that fiscal year's allocation ($350,000) have been obligated. All projects must be submitted to the governing board prior to submitting an application. Eligible activities include: Employment training, human and medical services; physical facility and neighborhood development services; recreational and educational activities; and crime prevention.

LB 840 Funding

The State of Nebraska offers enabling legislation for communities to pass a local tax set-aside for the purposes of funding economic development-related improvements. The citizenry can vote to reserve funds from either property or sales tax; however, the sales tax set-aside has been more widely used. To enact LB 840 in Norfolk, a plan of how to use the funds collected must be passed by vote of the citizens separately from an additional vote on the allowable percentage of locally collected property or sales tax to allocate. LB 840 proceeds may be used for a variety of purposes that promote economic development, including infrastructure improvements and direct assistance through grants and loans. Infrastructure funding to develop the community is an allowable use of funds per the LB 840 statute; however, the use of funds must also reflect the intended usage found within the local LB 840 plan.

LB 1018 Funding

The Nebraska Advantage Transformational Tourism and Redevelopment Act, LB 1018, allows cities to option a portion of their local sales receipts generated from development to be redirected to the developer to pay for specified development costs. This form of funding would be applicable to improvements made along the periphery of the city (the highway commercial corridor) to assist businesses/retail accommodating travelers with the purpose of collecting revenues from outside of the local community.

LB 562 Funding

This bill allows for the issuance, on the part of a community, at the recommendation of its designated redevelopment authority, of limited obligation revenue bonds, to support redevelopment projects. Minimum job creation and capital investment thresholds apply and are defined by the size of the county. To qualify, an "Enhanced Employment Area" must be defined, with expectations largely reflecting those set forth in the Nebraska Community Development Law for "Blight and Substandard" designation. A redevelopment plan must then be devised. Upon adoption, the authority is then capable of issuing limited obligation revenue bonds for completion of the redevelopment plan tasks. The designation of the "Enhanced Employment Area" allows the authority to levy a tax, renewable annually by September 20th, not to exceed $2.60 on each $100 of taxable value of property on the business and users of space within an enhanced employment area for the purposes of repaying the debt undertaken in completing redevelopment tasks.

Revolving Loan Program

A revolving loan fund could play a vital role in the accessibility of low- to no-interest loan funds for redevelopment projects pursued by non- or for-profit entities. This form of funding

is typically governed either jurisdictionally or via a foundation. Availability of funding would largely depend upon repayment of funds from previous users and contributions made to the fund through gifting. Depending upon the size of the fund, communities may also be able to invest portions of the funds, allowing for growth through interest earnings.

Tax Increment Financing

Tax Increment Financing (TIF) allows for the use of a portion of local property and sales taxes to assist funding the redevelopment of certain designated areas within a community. This statutorily governed process requires that areas wishing to utilize this form of funding to designate the areas to be assessed and improved as "blight and substandard" in accordance with Nebraska Community Development Law, contained within the Nebraska State Statutes. Additionally, once the area has been assessed and determined to be "blight and substandard," the community must then adopt this area designation via resolution. After designation, projects that are seeking to take advantage of TIF must pay their entire established tax obligation. However, the taxes that are generated by the added value of the property caused by redevelopment or improvements may be used to finance project-related improvements or other public improvements in the district. TIF funds may be used for public-oriented portions of the project development.

Business Improvement District Act (BID)

Cities of the metropolitan, primary, first, and second class in the state at present, have business areas in need of improvement and development, but lack the funds with which to provide and maintain such improvements. The purpose of the BID is to provide a means by which such cities may raise the necessary funds to be used for the purpose of providing and maintaining the improvements authorized by sections. Eligible communities may impose (1) a special assessment upon the property within a BID in the city or (2) a general business license and occupation tax on businesses and users of space within a business improvement district. The proceeds or other available funds may be used for the purposes of:

- The acquisition, construction, maintenance, and operation of public off-street parking facilities for the benefit of the district area;
- Improvement of any public place or facility in the district area, including landscaping, physical improvements for decoration or security purposes, and plantings;
- Construction or installation of pedestrian shopping malls or plazas, sidewalks or moving sidewalks, parks, meeting and display facilities, bus stop shelters, lighting, benches or other seating furniture, sculptures, trash receptacles, shelters, fountains, skywalks, and pedestrian and vehicular overpasses and underpasses, and any useful or necessary public improvements;
- Leasing, acquiring, constructing, reconstructing, extending, maintaining, or repairing parking lots or parking garages, both above and below ground, or other facilities for the parking of vehicles, including the power to install such facilities in public areas, whether such areas are owned in fee or by easement, in the district area;
- Creation and implementation of a plan for improving the general architectural design of public areas in the district;
- The development of any public activities and promotion of public events, including the management and promotion and advocacy of retail trade activities or other promotional activities, in the district area;
- Maintenance, repair, and reconstruction of any improvements or facilities authorized by the BID;
- Any other project of undertaking for the betterment of the public facilities in the district area, whether the project is capital or noncapital in nature;

- Enforcement of parking regulations and the provision of security within the district area; and
- Employing or contracting for personnel, including administrators for any improvement program under the act, and providing for any service as may be necessary or proper to carry out the purposes of the act.

Transportation Enhancement Funding

The TE program, administered by the Nebraska Department of Roads, provides 80 percent federal financing for projects that provide enhancements to major transportation corridors, trails, and other non-motorized transportation projects.

SBA 7a, Express and Community Advantage Guarantees

This program is strictly applicable to for-profit businesses and provides loan guarantees as collateral support for small businesses, whether they are start-up or existing. The guarantees are underwritten through a private financing institution (bank) and approved by the SBA. The guarantees typically allow the borrower to achieve a lower interest rate than market with a longer loan amortization period. They also make a loan palatable to the private financing institution through enhanced securitization. It is strongly encouraged that the local bankers serving the community familiarize themselves with all SBA programs as they are a terrific tool for aiding industrial startups and primary companies looking to develop within the community.

SBA 504 Loan Program

This program provides significant advantage to private business owners in financing hard assets, whether land, buildings, or equipment, through a 50-40-10 arrangement. The private financial institution (bank) will require a 10 percent down payment by the owner. The bank will then lend at 50 percent of loan-to-value for the assets identified and the SBA will issue debentures on the remaining 40 percent of the loan. The SBA debentures provide fixed-rate financing at what is typically below-market-rate for a 20-year amortization. The bank maintains a primary lien position on the assets for collateral at a 50 percent loan-to-value margin, providing comfort to the bank in financing sometimes harder-to-finance businesses. This program is another useful tool for local bankers to understand to support the community. The SBA 504 program is well-suited to projects where collateral is deemed to have limited value or considered to be single-user/specialized in nature. This program alleviates private financing risk by offering the primary bank a 50 percent loan-to-value, first lien position.

63-20 Corporations

These entities provide an option to bring both private development funding and public financing together to allow automatic access to municipal bond financing, without volume cap allocation restrictions, for project finance via the public/private partnership. Since 1963, 63-20 corporations have been authorized by the IRS and general state non-profit law as entities that can issue municipal bonds, which are treated as debt obligations funded on behalf of a political subdivision for public purposes. This allows municipalities to create an alter-ego, the 63-20 corporation, which can act in concert with the local government, but holds separate ownership of the project. This also allows the municipality to own assets in an entity that is not direct obligations of the municipality. Examples of such developments would be multi-family housing, assisted living facilities, hotels and motels, industrial parks, public parking lots, and community centers. The benefit to this form of financing is the ability for the city to achieve the development of a particular development or development area without holding the assets on the balance sheet of the city. The long-term lease arrangement with the city makes the bonds attractive to investors and, hence, financially palatable.

USDA Guaranteed Loan and Grants Programs

USDA offers multiple grants and guaranteed loan programs.

- Business and Industry Loan Guarantees – guarantees made available to for-profit businesses located within designated rural areas to assist in providing collateral support for business ventures that will add capital investment and local jobs. These guarantees are negotiated through a private financial lending institution to the USDA and would be a highly applicable means of loan support for a variety of economic development opportunities that may be undertaken privately in Norfolk. The loan guarantees can go as high as 60 percent/$25 million.
- REDLoan Program – under this program, the USDA provides zero percent interest loans to local utilities, which they, in turn, pass through to the local business (ultimate recipients) for projects that will create and retain employment in rural areas. The ultimate recipients repay the lending utility directly. The utility is responsible for repayment to the USDA. For the community to make the investment appealing to the local utility provider(s), it is typically necessary for businesses to prove that they project no cash flow issues that would prohibit repayment of the loan to the utility and that they intend to better the community in at least one, if not more, of the following ways:
    - Increase in local jobs
    - Increased taxable capital investment
    - Services provided by ultimate recipient (business) are necessary or provide significant impact to the economic base of the community
- REDGrant Program – under this program, the USDA provides grant funds to local utility organizations, which then use the funding to establish revolving loan funds. Loans are made from the revolving loan fund for projects that will create or retain rural jobs. When the revolving loan fund is terminated, the grant is repaid to the USDA. The benefit of this program is the ability for businesses to obtain zero percent financing for a longer duration than bank-rate funds. The funds aren't truly a grant, per se, but rather a lower–cost financing option to assist business owners in making needed improvements without significant stress to their operating cash flow.

NIFA – Nebraska Investment Finance Authority

The Nebraska Investment Finance Authority (NIFA) provides Nebraska citizens and business a broad range of financial resources for homeownership, rental housing, agriculture, manufacturing, medical, and community development endeavors.

- Private Activity Bonds are subject to U.S. Treasury regulations and are offered at below market interest rates. They must be issued in the name of a city, county, or state authority (NIFA). Interest on the bonds is exempt from federal and Nebraska state income tax with the extent of the deduction, determined on a need basis. The proceeds of the Private Activity Bond (PAB) generally benefit the end-user.
- A volume cap exists for Nebraska and through executive order, no more than 20 percent of that cap can be allocated to industrial development projects. However, 30 percent of the cap is up to the discretion of the Governor of Nebraska. Funding for industrial development would fall under the allocations of Small Issue Industrial Development Bonds (IDB) or Exempt Facility Bonds.
- The bond program requires the creation of new or additional employment-expansion of the tax base by the funding recipient, and maintenance of a stable, balanced, and diversified economy through the activities pursued.
- Eligible projects include the following:

- Manufacturing enterprises
- Airports
- Facilities for furnishing water
- Sewage and solid waste disposal facilities
- Hazardous waste facilities

- The following project costs are eligible expenses:
  - Building and equipment
  - Land(25 percent of total bond issuance total)
  - Costs of architects, engineers, attorneys and permits
  - Cost of bond issuance (2 percent limit)
- Small Issue IDB bonds come with a $10 million limit and this includes outstanding bonds for facilities in the same incorporated municipality. No more than $20 million aggregate in capital expenditures for facilities paid or incurred during a six-year-period (3 years prior to issuance and 3 years following) can be issued.
- No company can use or benefit from a Small Issue IDB if the company's total outstanding IDB exposure exceeds $40 million.
- Federal restrictions apply, particularly as it pertains to bond proceed percentages, whether the development involves facility rehabilitation and the life of the bond issue.
- IDB bonds can provide a fantastic financing vehicle for industrial infrastructure development-however, they require a significant amount of underwriting expense, time, and, in the end, the bonds must be either privately placed or publicly sold, which inevitably requires some form of solidly projected repayment stream. Completed Nebraska projects have largely been for manufacturing facilities or equipment expansion or infrastructure improvements such as wastewater facilities, etc. to benefit primary companies.
- It is recommended that Norfolk look to IDBs for site improvements to benefit already identified industries with proven performance and cash flow to promote marketability of the bonds.

Nebraska Progress Loan Fund

The Nebraska Progress Loan Fund (NPLF) makes loans to qualifying small business, generally representing existing and start-up business experiencing financing challenges. The minimum loan to any business is $50,000 with a maximum of $2 million. The NPLF can also apply for interim loans to qualifying small business for a term not to exceed three years. An interim loan maximum amount is $5 million with longer terms negotiated on a case-by-case basis. Funding must be matched 1:1 by private sources. Eligible small businesses include targeted rail campus users such as manufacturing, distribution, storage/warehousing, transportation, administrative headquarters and targeted export services. There are several key advantages to this form of funding, including the following: low interest rates ranging, payment deferrals, and an ability to achieve business funding even in instances where collateral is deemed insufficient to support the loan.

Site and Building Development Fund (SBDF)

The objective of the Site and Building Development Fund (SBDF) is to enhance the economic development of the State of Nebraska by creating favorable conditions for industrial readiness statewide. Eligible applicants include communities and economic development (non-profit) corporations seeking to prepare industrial properties for development. Eligible activities for SBDF project funding, include: land and building acquisition, building construction, site preparation, infrastructure development and improvements, engineering and design costs, technical assistance, and planning for the development of industrial-ready sites and buildings.

Land and Water Conservation Program

The Land and Water Conservation Act of 1965 seeks to provide outdoor recreation opportunities for all Americans. Funding is made available through royalty revenues from offshore leasing contracts with mineral extracting companies. Nebraska appropriates 60 percent of the fund for local subdivision recreation projects and retains 40 percent of the fund for statewide projects within the State Park System. As required by Congress, proposed recreation projects must be in accordance with the State Comprehensive Outdoor Recreation Plan (SCORP). The reimbursable program provides grants for up to 50 percent of project costs. Local governments/political subdivisions must assure the Nebraska Game and Parks Commission that they have the financial resources to complete and maintain projects in desired operations and settings. Examples of eligible projects include playgrounds, ball fields, soccer fields, picnicking facilities, camping facilities, golf courses, tennis courts, shelter, acquisition and development, and related support facilities. Eligible applicants: any local political subdivision, including city, village or county governments, and natural resource districts are eligible as well as public school districts as long as they have a co-sponsor of another political subdivision such as a city or county.

Nebraska Recreation and Park Association-Development Grant Program (NeRPA)

The NeRPA has established a development program designed to provide financial assistance to establish, develop, and improve recreation and park areas in the State of Nebraska. Eligible applicants: any political subdivision in Nebraska as well as non-profit organizations that have the proper statutory authority and capability to develop and manage public recreation areas.

Recreation Trails Program (RTP)

The Nebraska Game and Parks Commission administers the RTP on behalf of the Federal Highway Administration. This fund uses refunds of fuel taxes paid by off-road recreational vehicles. 30 percent of the funding is dedicated to motorized trails, 30 percent of the funding is dedicated to non-motorized trails and the remaining 40 percent of the funding is dedicated to diversified use trails. Each grant is up to an 80/20 match, where the political subdivision must come up with 20 percent of the costs of the project. A minimum grant request for all trail projects is $20,000 and maximum grant request for non-motorized trails is $150,000. There is no maximum request on motorized project, but sponsors are encouraged to be reasonable in requests as there is the total available funding for all state projects is approximately $1 million each year. Eligible projects include construction of recreational trails, acquisition of land for trails, bridges for trails, support facilities such as trailheads, parking, and restrooms.

Trails Development Assistance Fund (TDA)

The TDA Fund is a state fund provided by legislative apportionment authorized under the TDA Act of 1991 (LB 714). The purpose of the fund is to develop a statewide system of recreational trails for citizens of Nebraska. The fund is administered by the Nebraska Game and Parks Commission and is disbursed in a lump-sum grant, no more than 50 percent of the total anticipated cost. The Commission is not required to commit all funds available during a funding cycle and may reserve unexpended funds for the next funding cycle or for anticipated future project needs and contingencies. Examples of eligible projects include; construction of recreational trails, acquisitions of lands for trails, bridgework for trails, and support facilities such as trailheads, parking, and restrooms.

Community Enhancement Program (CEP)

The Nebraska Community Enhancement Program (CEP) enables tree planting and landscape enhancements along transportation corridors including roadways, streets, parking lots, community entry-ways, and non-loop trails. Projects must be located on public property and directly impact

transportation corridors/facilities. A minimum 20 percent cash match is required. CEP is funded by the Nebraska Department of Roads with federal transportation funds.

Trees for Nebraska Towns (TNT)

TNT makes funding and technical assistance available to improve species diversity and to foster better planting and maintenance practices for trees and associated landscapes. Projects should emphasize the planting of large-maturing trees (those exceeding 40 feet in height or spread). Other landscape planting that benefit trees can be included in the project. Projects can be on public or private property, but all projects must provide clear public benefit. Over $280,000 in grant funds is available. The maximum funding amount is $20,000. A 50 percent funding match is required. Donated and in-kind goods and services are allowed toward the required match. TNT is funded by the Nebraska Environmental Trust, a beneficiary of the Nebraska Lottery.

Shade our Streets (SOS)

SOS enables the planting of large-maturing trees along streets and other public right-of-ways. Projects must be located on public property and directly impact adjacent streets or roadsides. A 50 percent funding match is required. In-kind goods and services are allowed toward the match. SOS is funded by the Nebraska Department of Roads with federal transportation funds.

Implementation Commitment Statement

Through our day-to-day roles and responsibilities as citizens, neighbors, business owners, property owners, participants in organizations, and community leaders and staff members…

Norfolk is committed to constant engagement, education, and empowerment activities that lead to greater citizen involvement;

Norfolk is committed to continuously evaluate and improve our regulatory, financial and economic development practices and policies;

Norfolk is committed to promote the pursuit and use of sustainable solutions as part of our development processes and practices;

Norfolk is committed to a problem-solving culture from project identification through project completion and long-term viability;

Norfolk is committed to developing and leveraging tools and resources in a proactive and strategic manner; and,

Norfolk is committed to the on-going evolution of an engaged and empowered organizational structure that supports plan implementation efforts as we pursue our community vision.

THIS IS OUR COMMITMENT!

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Norfolk Moving Forward
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