



**2020**

# **ALBION, NEBRASKA**

Comprehensive Plan

Adopted: Date | Ordinance: #



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**ALBION is located in the center of Boone County, Nebraska. The U.S. Census estimates the city's population was 1,561 in 2017, representing a 5% decrease in population since 2010. The city is located 43 miles from Columbus and 52 miles from Norfolk.**

This document is intended to manage the pace, location, and impacts of growth and development while reflecting a basic philosophy of Albion: the cross-jurisdictional nature of population growth issues (e.g., land use, transportation, natural resource preservation, community services) can be guided and shaped to everyone's benefit through cooperative working relationships among the city's stakeholders and decision makers.

Under Nebraska law, state statutes enable counties to adopt zoning and subdivision ordinances to promote "the health, safety, morals, convenience, order, prosperity, and welfare of the present and future inhabitants of Nebraska." However, a city may not adopt land-use regulations without first adopting a comprehensive development plan. This requirement derives from the premise that land-use decisions should not be arbitrary but follow an accepted and reasonable concept of how the city should grow.

Under state statutes, a comprehensive development plan must address, at a minimum, the following issues:

- A land-use element must designate the proposed general distributions, general location, and extent of the uses of land.
- A consideration of future annexation to allow the community to grow.
- A transportation element must show the general location, character, and extent of existing and proposed major roads, streets, and highways, and air and other transportation routes and facilities.
- A community facilities element must show the general location, type, capacity, and area served by present and projected or needed community facilities.

## THE PURPOSE OF COMPREHENSIVE PLANNING

Comprehensive plans are created to promote orderly growth for jurisdictions. The Albion Comprehensive Plan focuses on the city's jurisdiction and its Extraterritorial Jurisdiction (ETJ), serving as a guideline for the city and decision makers. This public document's intention is to serve as a "road map" for future development locations and proper investments. It can be used for educational purposes as well as to inform future decision makers and interested stakeholders about the city's priorities.

This comprehensive plan creates a framework to support the city's endeavor to accomplish its goals, objectives, and policies formulated during this process. The ultimate goal of any comprehensive plan is to ensure the well-being of Albion residents. Promoting economic development has become a larger goal as the population continues to increase.

The comprehensive plan provides the legal basis for the establishment of zoning and subdivision regulations to implement the plan. This document covers the following topics: population, land use, transportation, housing, economic development, community facilities, and public utilities. The plan's information is important to consider and review because it represents the city's interlocking nature: If one characteristic of Albion shifts, the entire city can be affected.

## COMPREHENSIVE PLAN PROCESS

Comprehensive planning begins with data collection that establishes a “snapshot” of the past and present conditions. Further analysis provides the basis for developing forecasts for future land-use demands. This includes reviewing other city planning documents that had been completed within the past year.

The second step in the planning process is the development of general goals and policies, based upon the issues facing the city. Public input and focus groups are brought together to examine the community’s strengths and weaknesses. These sessions establish practical guidelines for improving existing conditions and managing future growth.

This document begins to take shape with the collected data and collaborative vision. Text, graphics, and tables explain and display the city’s desires. Draft goals are designed to identify, assess, and create actions and policies in the areas of population, land use, transportation, housing, economic development, community facilities, and utilities. The finalized vision and recommendations are created, reviewed, and revised through multiple meetings with the planning commission.

The final phase is creating step-by-step implementation guidelines. The guidelines establish a broad range of development policies and programs required in order to implement the plan. This process identifies the tools, methods, and programs necessary to carry out the recommendations. After adoption, continued effort is necessary to achieve these goals by current and future leadership, whether elected or appointed.

Overall, this comprehensive plan records where Albion has been, where it is now, and where it likely will be in the future. The Albion Comprehensive Plan is an information and management tool for city officials and community leaders to use in their decision-making process when considering future developments. The comprehensive plan is not a static document; it should evolve as changes in the land use, population, or local economy occur during the planning period. This information is the basis for Albion’s evolution as it achieves its physical, social, and economic goals.

This plan was prepared under the direction of the Albion City Council and the Albion Planning Commission with participation by the city’s citizens. The expected timeline for achieving goals, programs, and developments identified in this process is twenty years. However, the city should review the plan annually and update the document every ten years, or when a pressing need arises. Updating the comprehensive plan will allow the city to incorporate new ideas and unknown developments from the previous update.

Through periodic monitoring, the city can adapt to change at the local level. Adaptability to socio-economic change allows the city to maintain an effective comprehensive plan to encourage efficient infrastructure development, respond to growth pressures and enhance the economic resilience for shared success amongst all residents of Albion.

## Public Participation

Albion stakeholder input was gathered through focus groups, one-on-one interviews with influential stakeholders, and a town hall meeting. The following is an overview of the primary points of contact with the public and the Planning Commission. The results of these discussions are detailed in the Envision section of each respective chapter of the document.

### *Planning Commission*

The Albion Planning Commission helped provide greater insight into the development of the citywide plan. Staff and subject matter experts (stakeholders) participated in four meetings throughout the process.

### *Public Workshop*

The consultant team conducted an open house on April 23, 2019, at the Albion Cardinal Inn Event Center. Attendees were asked to participate through interactive station exhibits positioned throughout the space to provide input and answer questions. Each station presented specific information on particular topics. Attendees were encouraged to discuss their thoughts and ask questions related to the topic areas.

### *Community Focus Groups*

The consultant team facilitated three focus group meetings on April 15, April 23, and May 6, 2019. Topics included housing, recreation, and downtown development. Those invited to participate in these groups were directly involved in each sector. During this process, the team also reached out to stakeholders, those that are highly involved in the community that may not have participated in a focus group.

## COMPREHENSIVE PLAN COMPONENTS

Nebraska state statutes require the inclusion of certain elements in a comprehensive plan. These required elements include population, facilities, land use, and transportation.

**INTRODUCTION** | The comprehensive plan's first stage gathers demographic data to identify and present trends, including demographic, housing, socio-economic trends, and future population projections. Projections and forecasts are useful tools in planning for the future; however, these tools are not always accurate and may change due to unforeseen factors.

**FACILITIES & SERVICES** | This chapter highlights the current facilities and services available to the residents of Albion as well as identifies future needs.

**UTILITIES & INFRASTRUCTURE** | This chapter focuses on strategies to ensure adequate public and private utilities and supporting infrastructure to serve a growing city. This section covers transportation, sanitary sewer, drinking water, solid waste, gas, and electric utilities and services that dictate the location of future growth.

**RECREATION** | This chapter reviews and analyzes Albion's community parks and recreation systems and facilities.

**HOUSING** | This chapter focuses on housing as a strategy to help grow the community.

**ECONOMIC DEVELOPMENT** | This chapter focuses on the strategies that ensure Albion develops in an economically sustainable manner. It also confirms that growth is matched with the city's ability to provide infrastructure and services.

**RESILIENCE** | This chapter outlines a series of goals and strategies to guide energy-related decisions.

**LAND USE** | This chapter helps to inform future residential development, commercial and industrial activity, and zoning within the Albion's regulatory boundaries.

**GOALS & IMPLEMENTATION** The Goals & Implementation section is the core of this planning tool. This chapter identifies the necessary action steps to achieve the community's envisioned goals.

## HISTORY

I am Albion, county seat of Boone County, nestled amid the fertile farms of Beaver Valley.

I was born on the flowering expanses of luxuriant grasses, heretofore known only to roving Indians, deer, beaver, and prairie chickens. Only when those 14 persistent prospective settlers from Columbus appeared for a third time, in April 1871, did I become reality. The following day, they started to erect my first house. (None had ever built a sod house, so its construction was not unlike that of the Tower of Babel, further complicated by a three-day blizzard.)

For two weeks, this soddy (14 feet by 18 feet) housed the stalwart group. A frame structure, also Boone County's first, was built of lumber donated by Columbus businessmen and hauled overland by wagon. Completed in May, it was in the center of section 22 so each of four settlers could "sleep on his homestead."

I was called "Hammond," in honor of one of the "14." Legend says a game of euchre permitted the winner the right to name me "Albion." (He graciously granted his opponent the honor of naming the precinct, "Manchester.")

Buildings for a harness shop, store, drug store, and hardware store followed, but I grew very slowly, undernourished because of blizzards, Indians, and prairie fires. I had only 300 residents in 1880.

The coming of the railroad in 1880-81 brought substantial nourishment -- many immigrants. By 1884 my 600 inhabitants had established 51 businesses. During the 1890s, a money panic, grasshopper plague, and drought restricted rations, but I maintained steady growth because my farmers were now stockmen. Since I was the end-of-the-line, I was the receiving and shipping point for a wide area.

The effects of depression, grasshoppers, drought, bitter winters, and hot summers of the '30s thinned me down. I fluctuated up and down over the years, attaining my zenith in 1940 with a population of 2,268. Today I number about 2,000 inhabitants who are engaged in over 200 businesses and professions.

My second frame building was the home of Elizabeth Rice, whose daughter Sarah taught my first school for \$20 a month. A schoolhouse, built in 1872 at Second and State Streets, was small. District 1, in which I was legally located, built a schoolhouse in 1873. Crowded conditions soon created private schools. In 1883 the present school site was chosen within my bounds. Through the years buildings have come and gone, premiered always by student needs. From their portals came many to bring honor to my name, among them being Nancy Foreman, Miss Nebraska of 1961.



Patriotic I have always been, for among my first settlers were more than 50 Civil War veterans from New York, Massachusetts, Illinois, Iowa, Indiana, Wisconsin, Missouri, Pennsylvania, and Ohio. Five of my citizens served in the Spanish-American War, about 150 in each of the World Wars, seven in Korea, and nine in Vietnam. The names of those who gave their lives are engraved on a bronze plaque displayed in the courthouse. On Memorial Day I view through tears the fluttering border around the court yard, comprised of the casket flags of those who have kept me free. And I give thanks to God!

Religion, significant throughout my life, arrived in 1871. W.J.Nelson (a "fourteener") reminisces: "On Sunday morning we hitched S.P.Bollman's young horse team to our wagon and put my big oxen team in the lead. Dressed in broadcloth suits and silk plug hats, riding high on the spring seat with fishing gear attached, we drove to Maricles to church." I'm grateful that Bollman was such a broad-minded Christian, laying a foundation that enabled 14 denominations to function harmoniously during my zenith years. Today nine congregations meet.

In 1972 I celebrated my centennial: pageant, ball, book, and parade! Already in my second century, highrise apartments, a senior citizens' center, garbage compactor, new fire hall, fluoridation, sports complex, community center, and a new high school have appeared.

Yes, I am Albion, alive and well. This is my story -- from the billowing waves of endless prairies to the crystal fronds of spiraling pivots.

By June R. Bentley

*Source:*

<http://www.casde.unl.edu/history/counties/boone/Albion/>

## **COMMUNITY GROUPS**

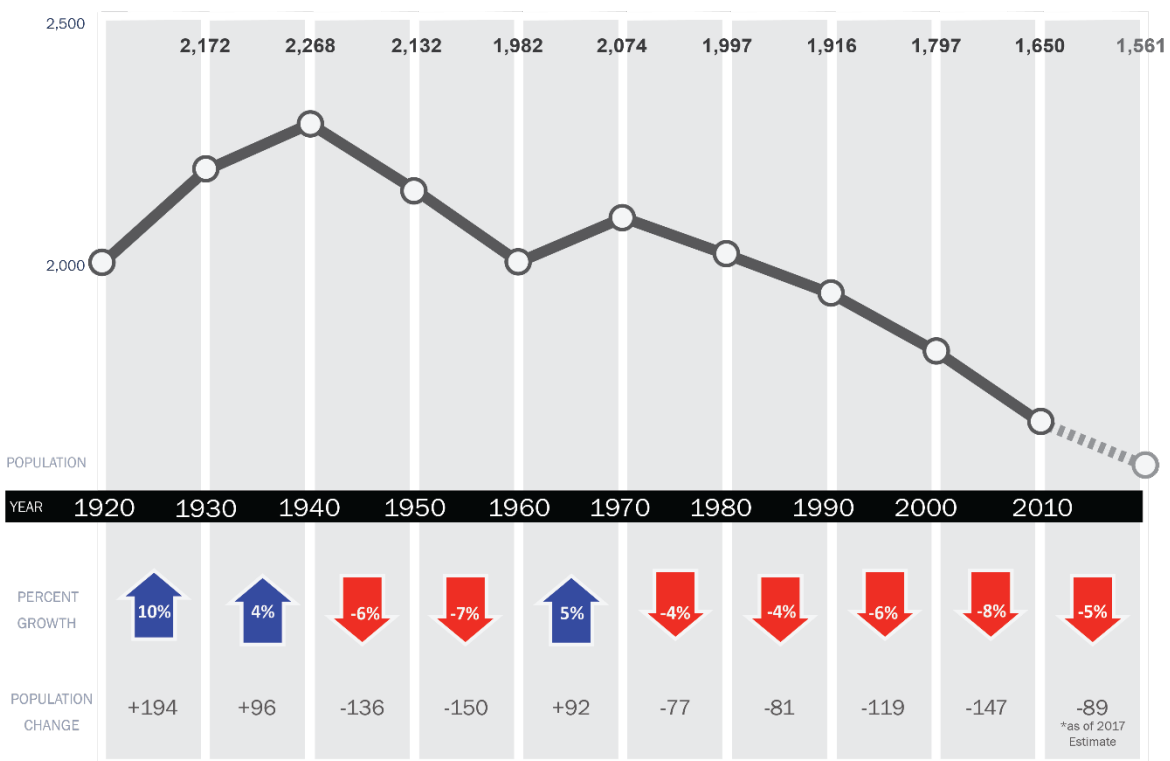
The city is fortunate to have strong community groups such as the Chamber of Commerce, Economic Development Groups (city and county), and a County-wide Area Foundation Fund (affiliated with the Nebraska Charitable Foundation). These groups play a big role in the continued growth and success of Albion and Boone County.

# PROFILE

## Demographics

The demographic section examines previous trends that have affected Albion's development. The city's population is influenced by multiple factors. These factors include its historical growth trend, age structure, migration patterns, and race characteristics. The current demographic makeup of a community also affects future growth potential. Population is heavily influenced by housing and economic opportunities. Population growth is necessitated by a growing local economy and matching housing opportunities.

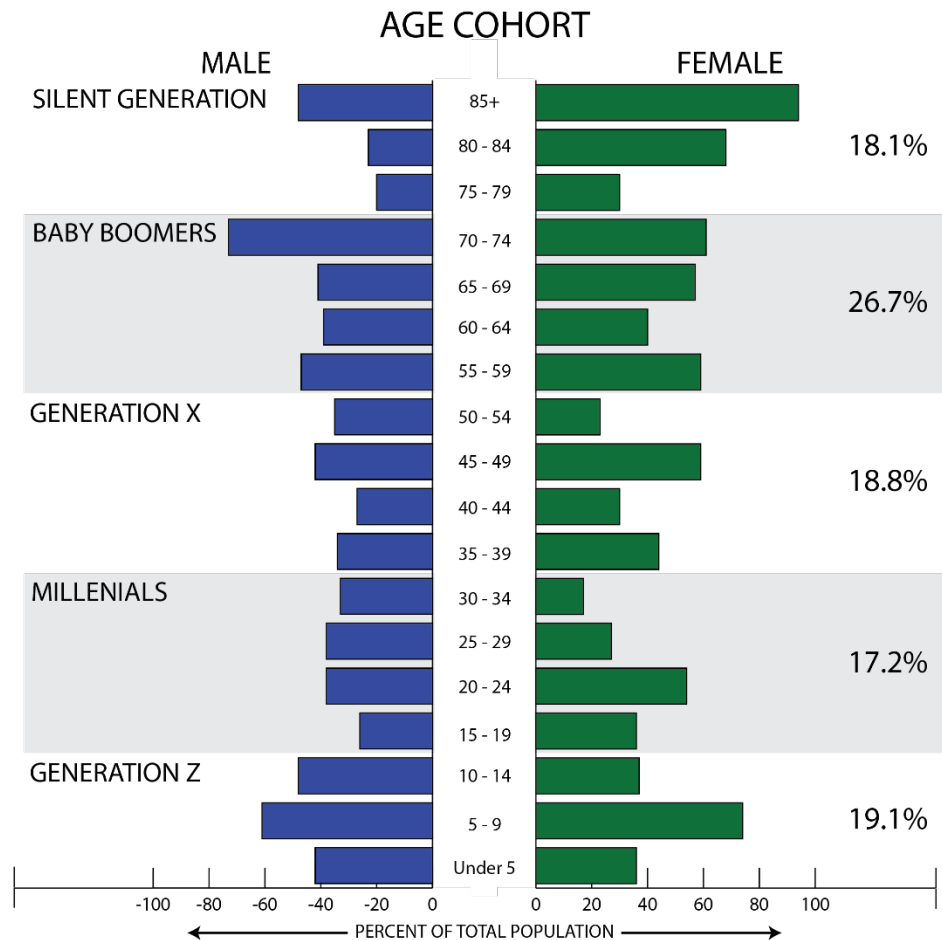
*Figure 1: Historic Population*



### Historic Population

- Population trends are a glimpse into the historic growth and development of a community and can provide insight into future needs.
- The largest percentage of growth happened between 1920 and 1930 with a 10% increase in population.
- 2017 estimates note a population decrease of 5% from the 2010 Census totals.

**Figure 2: Population Pyramid**

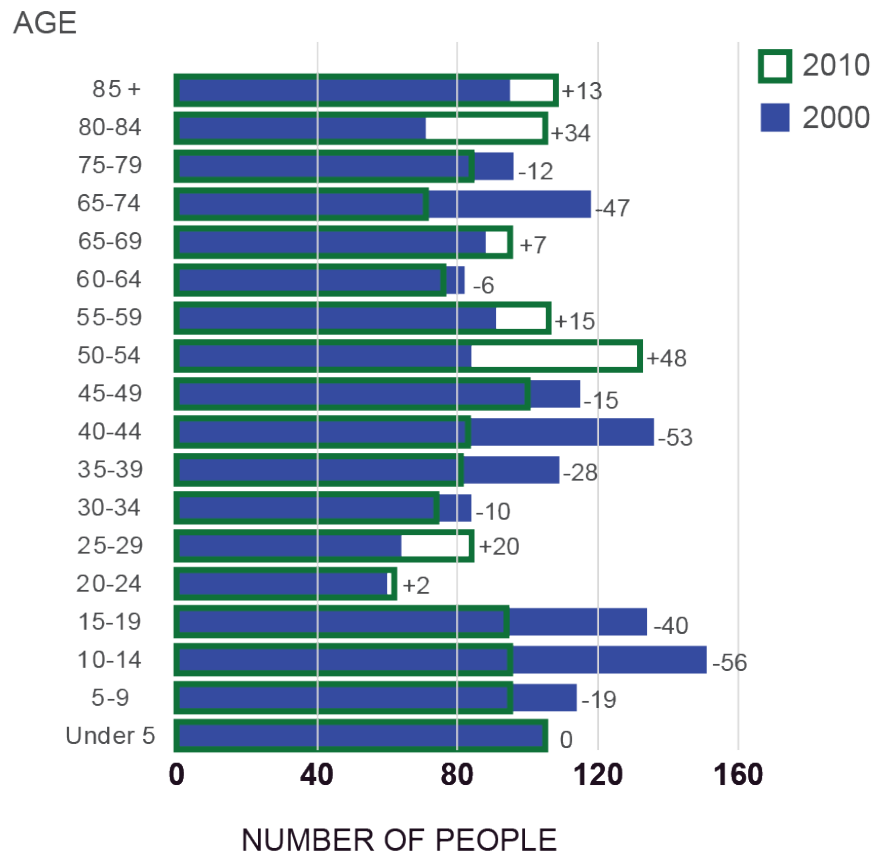


### Age Cohort

- An age cohort pyramid is a depiction of the population distribution by age and gender. For example, a bottom-heavy cohort chart, with the majority of population in the youngest age groups, is a good indicator of growth. Albion's cohort pyramid notes flat growth.
- Millennials make up about 17.2% of the population. The 25 to 34 age group is one that generally does have or will soon be starting families and having children.
- The largest cohort is the Baby Boomers at 28.9%. This population is important to consider with respect to the community's workforce. This is the population most likely to be leaving the workforce within the next 10-15 years.
- The 75+ age cohort, which makes up 18.1% of the total population, has very specialized needs from their community. These needs are characterized by specific

needs for housing, transportation, medical needs, and ADA accessibility throughout the community.

**Figure 3: Cohort Comparison**



### *Cohort Comparisons*

- The cohort comparisons note what age cohorts saw increases or decreases.
- The total change in population between 2000 to 2010 was a decrease of 8% or 147 fewer people.
- Growth was noted in several age cohorts: 20-24, 25-29, 50-54, 55-59, 65-69 and 80+. All other age cohorts lost population.
- An additional consideration is the rural population that utilizes Albion services and schools.

## Population Forecasts

Population projections help identify the pace of growth or decline for the city and inform infrastructure and facilities considerations to accommodate this change in population.

Without this estimate, the city, as well as private utility service providers, will not be able to accurately budget for future needs. These proactive measures also inform the general public of where investments will need to be made in order to sustain the population growth. While this population projection is based upon trends and natural growth, modest population growth can be achieved through new subdivision and housing development with annexation to the community.

*Table 1: Population Projection – Age Cohort Analysis*

	U.S. Census 2017	Forecast				
		2020	2025	2030	2035	2040
<b>Projected Population</b>	1,561	1,388	1,291	1,219	1,128	1,073
<b>Population Change</b>	(89)	(173)	(97)	(73)	(91)	(55)
<b>% Change</b>	-5.4%	-11.1%	-7.0%	-5.6%	-7.4%	-4.8%
<b>Average Annual Population Growth</b>	-2.7%	-2.9%	-1.8%	-1.4%	-1.9%	-1.2%

*Source: American Community Survey Five-Year Estimate (2017)*

Albion's population projection is primarily based on an Age Cohort Survival Projection. By utilizing the existing age cohort data combined with regional birth, mortality, and migration rates; age cohort analysis allows for the projection of future population. The assumptions lie in sustained trends in these criteria for the next 20 years.

Projections note an annual average decline of 1.7% through 2040. Albion's ability to grow is contingent upon its ability to provide adequate housing opportunities and new jobs.

# Community Facilities & Services

The Community Facilities and Services component of the Albion Comprehensive Plan reviews present capacities of all public and private facilities and services. This section evaluates the current demands and accepted standards to determine whether capacity is adequate, as well as determine what level of service is required to meet future demands within the planning period. Finally, recommended improvements are provided for community facilities and services that are inadequate.

Public facilities represent a wide range of buildings and services that are provided and maintained by the different levels of government. These facilities are provided to satisfy the safety, well-being, and enjoyment of the residents of Albion. Facilities and services provide city residents with social, cultural, educational, and recreational opportunities, as well as law enforcement and fire protection services. It is important for all levels of government to anticipate the future demand for their services for the city to remain a vibrant community.

The focus of this chapter is to evaluate the city's ability to meet existing and future demand while determining the level of need for future services. The analyses of existing facilities as well as the future demand for services are contained in this section. Alternatively, in some instances, there are a number of services not provided by the local or state governments, but are provided by non-governmental, private or non-profit organizations for the community. These organizations are equally important providers of community services and should not be overlooked.

## **EDUCATIONAL FACILITIES**

### *Boone Central Public Schools*

Albion is part of the Boone Central Schools. The middle school is located in Petersburg. The elementary and high school are located in Albion. The school district total enrollment for 2018-19 is 626.

### *Private Schools*

St. Michael's is a private school in Albion offering pre-school through 8<sup>th</sup> grade.

### *Post-Secondary Education*

Although there are no post-secondary education locations within Albion, there are numerous educational opportunities within the region for almost any field of study.

## **FIRE AND RESCUE**

The service area for the fire and rescue departments includes approximately 210 square miles. The volunteer fire and rescue answered 126 call in 2017, 101 calls in 2018 and 174 calls in 2019.

The fire station is located at 2580 State Hwy 14 and was built in 2009. The facility is in excellent condition.

## **LAW ENFORCEMENT**

The Albion Police Department provides law enforcement service in Albion and is located at 438 W Market Street.

The Sheriff's Office is located at 217 South 5<sup>th</sup> Street. The Sheriff's Office investigates criminal and drug offenses, traffic accidents, enforces traffic laws, and serves as a representative of the county coroner in death investigations. Other duties include: collecting delinquent property taxes; executing complex court orders; and serving summonses, subpoenas and warrants. The Sheriff's Office also offers a crime prevention division, 911 Communications Center, and operates the county jail.

## **CITY BUILDINGS – FACILITIES & SERVICES**

### *Albion City Hall*

Albion's City Hall building is located at 420 W Market Street on the north end of downtown. City Hall houses the City Clerk, Planning Commission, City Council chambers, city utilities, and the Albion Chamber of Commerce.

### *Albion Library*

Albion's library is located at 437 S. 3<sup>rd</sup> Street. The building was built in 1908 with support from Andrew Carnegie and continues to provide services as well as programming for the community. A significant addition was constructed in 1977 and an elevator was installed in 2005.

### *Albion Municipal Airport*

Located about four miles north of town is the municipal airport which has a new terminal building, built in 2013, and a 3700' runway. Hangars and onsite fuel are available, as well as courtesy cars. The airport is used mostly for agricultural and medical professionals in the region.

## **HEALTH FACILITIES**

Boone County Health Center is located at 723 West Fairview Street and offers a wide variety of services. The hospital is home to the Echelon Oval, a one of a kind MRI machine in Nebraska that allows Boone County Health Center to offer patients access to the most advanced diagnostic imaging techniques now available in the health care industry. The hospital also has several specialty doctors in weekly to provide for the needs of area residents.

### *Health Services*

Additional health services available in Albion include:

- Dentist
- Optician
- Chiropractor



# Utilities

This chapter's focus is on public and private utility services – sewer, water, solid waste, gas, storm water, electric, internet/phone, and transportation – that serve Albion and its residents. The location, quality, capacity, and planned improvements to these utilities will influence the pattern and pace of future development. This chapter provides an inventory of existing utilities and infrastructure.

We evaluate the city's ability to meet existing and future demands while determining the level of utilities and infrastructure that will need to be provided. The analyses of existing utilities and infrastructure as well as future demand are contained in this section, and include utilities and infrastructure provided by both the city and other providers.

The City of Albion is responsible for maintenance and preservation of municipal infrastructure. Streets and sewers are the city's most expensive investments and the city works very hard to preserve these.

The City of Albion currently provides the following public services to its residents:

- Streets
- Parks (see Chapter 4)
- Water
- Stormwater management
- Sanitary sewer collection and treatment

## **PUBLIC & PRIVATE SERVICES**

### *Streets*

The city is responsible for the care and maintenance of public streets and rights of way. Because streets are such costly assets, it is important to have maintenance programs in place to reduce and/or avoid damage to infrastructure. All concrete streets are crack/seam sealed with tar every five years or fewer. All asphalt streets are microsurfaced every five years or fewer.

### **One-and Six-Year Plan (2020-2026)**

At the beginning of each year, the Nebraska Department of Roads (NDOR), municipalities, and counties must submit a one-and six-year transportation plan to the Board of Public Roads Classifications and Standards. This plan identifies the transportation projects to be completed within the following six years. The One-Year Transportation Plan is created and budgeted for specific projects and procedures to be completed within that fiscal year. The long-term projects also have specific intentions and procedures but are subject to priority or budgeting changes. The long-range plans help coordinate municipalities, counties, and NDOR "based on priority of needs and calculated to contribute to the orderly development of an integrated statewide system of highways, roads, and streets."

### **Long-Term Plan**

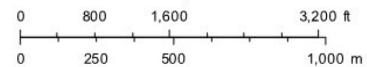
Albion's long-term plan identifies the need to develop a truck route on the eastern portion of Albion to connect Highway 91 near 255<sup>th</sup> Ave to 270<sup>th</sup> Street. This potential corridor could enhance opportunities for industrial growth in southeastern Albion.



January 7, 2020

DISCLAIMER: This map is not intended for conveyances, nor is it a legal survey. The information is presented on a best-efforts basis, and should not be relied upon for making financial, survey, legal or other commitments.

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Boone County  
gWorks

### *Sidewalks*

Approximately 90% of the community has sidewalk infrastructure. Sidewalks are generally in fair to good condition. Good sidewalk networks are a priority for a community's walkability.

### *Water*

The City of Albion water system is supplied by two wells with an average water level of 150 feet. One well is utilized for emergency use. A third production well was constructed in 2019. The current system has a combined maximum capacity of 2,300 gallons per minute and an average storage capacity of 300,000 gallons. The water tower is sufficient for the community's needs as well as future growth and is in good condition.

Water operators make every effort to flush all the city's fire hydrants once a year in order to assure water quality and to keep the hydrants in good order.

The Albion water system has a rated capacity of approximately 3,680,000 mgd (million gallons per day) with an average daily use of 481,000 mgd. The distribution system ranges in size from 4" to 10" diameter distribution mains. Most of the distribution system is in fair to good condition.

Nitrate levels are currently being monitored by the city.

### *Wastewater Treatment*

Albion operates a mechanical extended aeration treatment plant which was built in 2013. The plant has a daily treatment capacity of 225,000 gallons with an average daily treatment flow of 185,000 gallons. Much of the sanitary sewer collection system is very old. The collection system ranges from poor to very good. The sanitary sewer collection system is very old and the sewer commissioner is working toward evaluating lines and manholes this year so that rehabilitation work may be prioritized.

### *Storm Sewer*

Approximately 10% of the community has storm sewer infrastructure. Of the existing infrastructure, storm sewers are generally in very good condition.

Phases III and IV of the Fairview Storm Sewer Drainage plan are included in the six-year plan. Additional storm sewer and inlets in the downtown district have recently been placed on the city's six-year street improvement plan to address nuisance flooding and icing issues.

### *Solid Waste*

Albion contracts with a private hauler and bills residents and customers inside city limits for the mandatory service.

### *Electricity*

Cornhusker Public Power and Loup Power District provide electricity service to the community.

### *Natural Gas*

Black Hills Energy provides natural gas service to the community.

### *Internet & Phone*

Broadband internet and other telecommunication infrastructure are a private utility service available through multiple providers.

# Recreation

This chapter focuses on the key elements that signify a high quality of life: recreation and cultural amenities. These opportunities are also key to bringing new families to a community. Albion has been proactive to make improvements to its existing parks, expand current facilities, and explore the opportunity to build new amenities. The first part of the chapter focuses on the existing parks and recreational facilities, while cultural amenities are emphasized in the latter half of this section.

## CITY PARKS

### *Fuller Park*

Located at 1101 S. 11<sup>th</sup> Street, Fuller Park has four large shelters, swimming pool, playground equipment, and restrooms.

### *Albion Family Aquatic Center*

Located in Fuller Park and built in 2014, the aquatic center includes a zero-depth entry, large splash pad, 20' water slide, kiddie slide, water-walk, one- and three-meter diving boards, and lap lanes. This facility meets the community's needs.

### *Albion Campgrounds*

Adjacent to Fuller Park are 26 full-service camp sites (50-amp electricity, water, sewer) with free Wi-Fi.

### *Albion Sports Complex*

Located on Old Mill Road at 11<sup>th</sup> Street, the complex includes four ball diamonds, soccer fields, multipurpose court (tennis, pickle ball, and two half-court basketball courts), and concession stand.

### *Trails*

In 2018, two trail loops were constructed for a total of 1.8 miles. Located at the Boone County Fairgrounds and Fuller Park, this is Phase 1 of a multi-phased initiative designed to fulfill a community priority.

### *Boone County Fitness Center*

Located at 527 S. 5th Street, the fitness center has a heated indoor swimming pool, hot tub, sauna, one racquetball court, half size basketball court, one spin/bicycle room, a group exercise/Yoga room, fully equipped cardio room with flat screen cable TV, weight room, and classes of types. The Boone County Fitness Center was a gift given to the community by Jim and Elaine Wolf. The original facility opened in December 1984 with an addition completed in March of 2002. This facility is meeting the needs of the community.

## CULTURAL ACTIVITIES

### *Gateway Theatre*

Located at 136 S. 4<sup>th</sup> Street, activities include a lecture and theatre series provided by the Albion Arts Council, Cedar Valley Art Guild, and Piecing Pals Quilt Guild.

### *Boone County Historical Museum*

Located at West Fairview Street, the museum houses Boone County related historical pieces.

### *Albion Area Arts Council*

Since 1979, the Albion Area Arts Council (AAAC) has been bringing high-quality, diverse arts programming to the communities within the Albion region. In addition to bringing musicians, speakers, dancers and actors to this area, the AAAC also encourages creative individuals in our area, both students and adults, by providing opportunities for them to display their talents.

## REGIONAL PARKS/ATTRACTIONS

### *Albion Country Club*

Located west of Albion, the Albion Country Club is a semi-private nine-hole golf course.

### *Olson Nature Preserve*

Located eight miles north of Albion, on Highway 14, the preserve has native prairie and hiking trails.

### *BBC Birds*

Six miles northeast of Albion is a hunting club that specializes in pheasant hunts.

### *Boone County Fairgrounds*

Located on the southwest corner of Albion, this space hosts the County Fair each summer. Other events/spaces include:

Raceway – Hosts weekly stock car races throughout the summer.

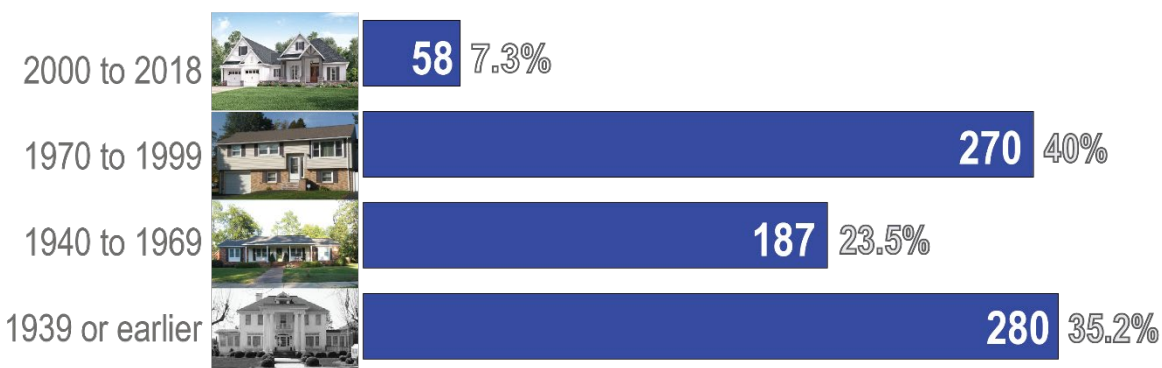
Event Center – 2,600 sq. ft dining area and 8,000 sq ft exhibit area with food prep area.

Agriculture and Education building - Currently under construction and will be ready for 2020 season. Includes an arena for livestock shows and events.

# Housing

Housing is a key component to future growth and opportunities available around communities. A growth seeking community must continually invest in its housing stock to ensure that an adequate supply is available to meet market demands for housing types, amenities, and price points. This section includes Albion housing statistics such as age, median home value, tenure, and housing costs. This information shows current housing strengths and areas for improvement.

*Figure 4: Age of All Housing Units: Single-Family & Multi-Unit*



*Source: American Community Survey 2017 and City of Albion*

## Housing Age

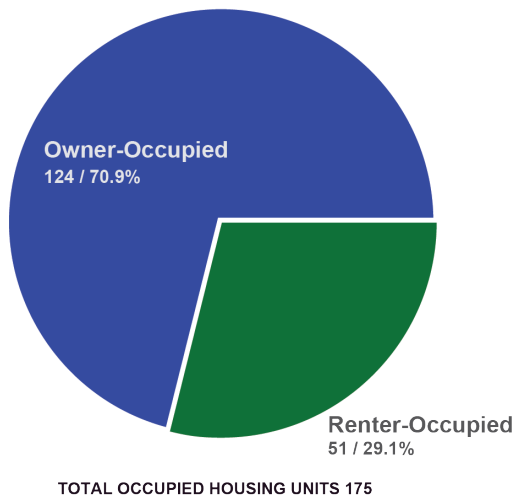
- Nearly 60% of all housing units are over 50 years old with 35.2% of all housing units built prior to 1939, or over 70 years ago.
- While the age of a home is not inherently a negative characteristic, older homes require greater care and improvements to meet the needs of current home buyers.
- The ability of Albion to grow its population is contingent upon many factors with quality of diverse housing stock near the top of that list.



*Table 2: Housing Trends (2000 and 2016)*

Units	2000	2017
Total Population	1,797	1,561
Total Housing Units	835	776
Occupied Housing Units	754	705
Owner-occupied Units	566	503
Average Size	2.44	2.28
Renter-occupied Units	188	202
Average Size	1.88	1.73
Vacant Housing Units	81	71
Owner-occupied vacancy rate	3.7%	3.6%
Renter-occupied vacancy rate	13.4%	5.2%

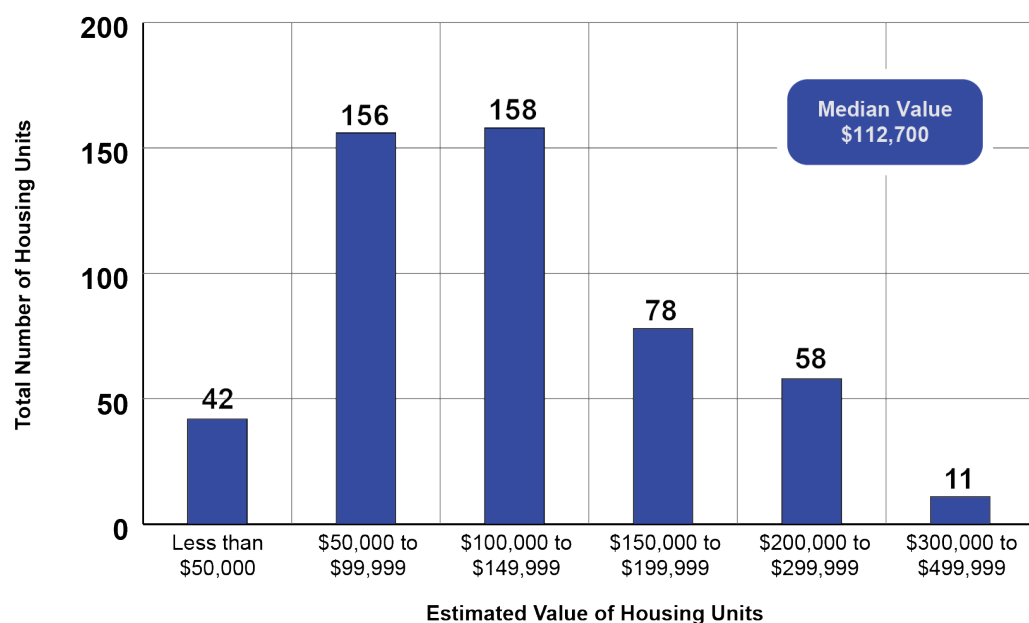
*Figure 6: Housing Tenure*



## Housing Tenure

- The relationship between owner-occupied units (70.9%) and renter-occupied units (29.1%) is considered a balanced mix.
- A good stock of rental opportunities can be an asset for community growth. Rental options facilitate growth by providing turn-key living arrangements for newcomers to the community and offer an opportunity to save for the transition into home ownership.
- Rentals also offer the ability to live without the burden of property maintenance and upkeep, which can be important for elderly and young residents alike.

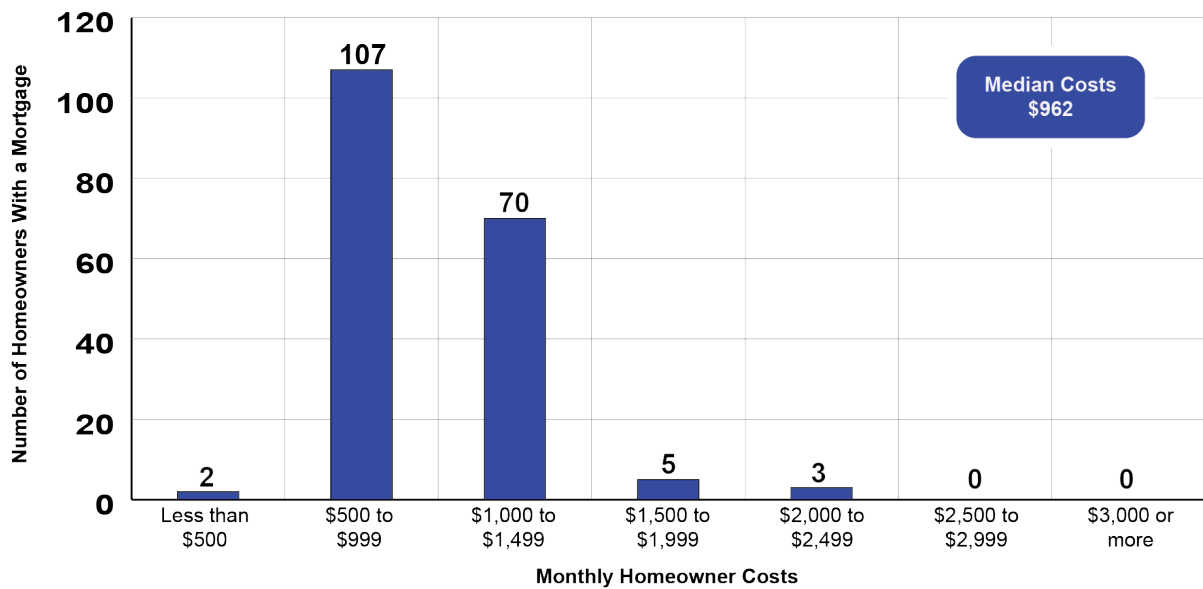
*Figure 7: Owner-Occupied Unit Values*



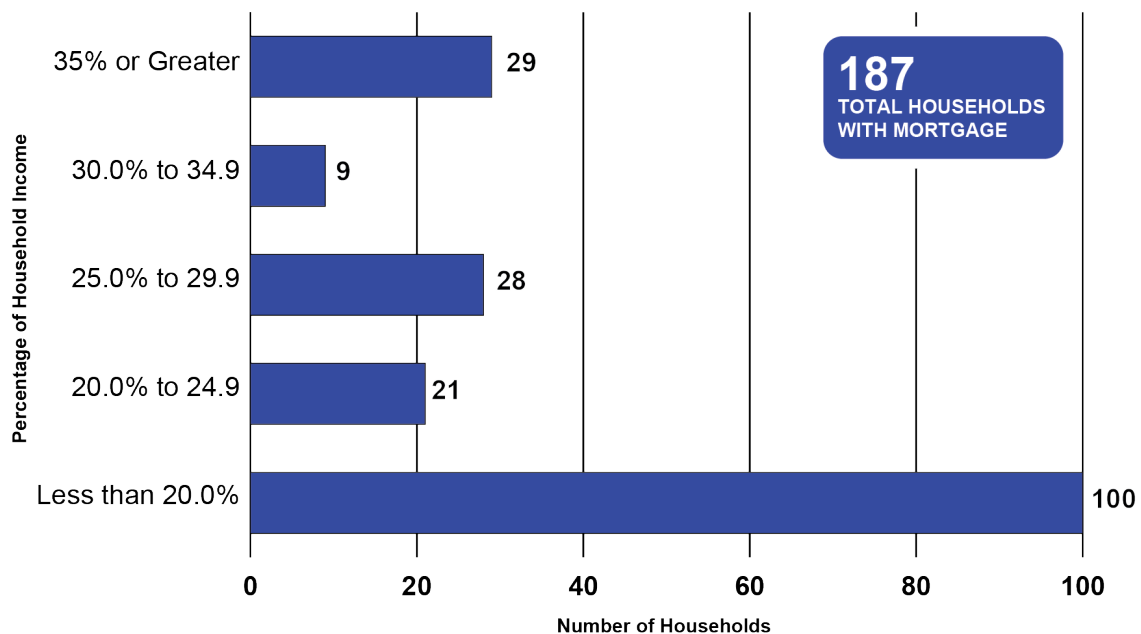
## Owner-Occupied

- Of owner-occupied units, Albion's median home value of \$112,700 is below the statewide estimate of \$142,400 and significantly higher than that of the Boone County estimate of \$105,600.
- The majority of homes in Albion (62.4%) are valued between \$50,000 and \$149,999.
- New housing investments along with programming to improve the existing housing stock will raise home values in Albion while providing more housing options for new and existing residents.
- In the past 10-15 years, it has become a challenge for young families and entry workforce to find affordable homes for sale.

*Figure 8: Owner-Occupied Unit- Monthly Housing Costs*



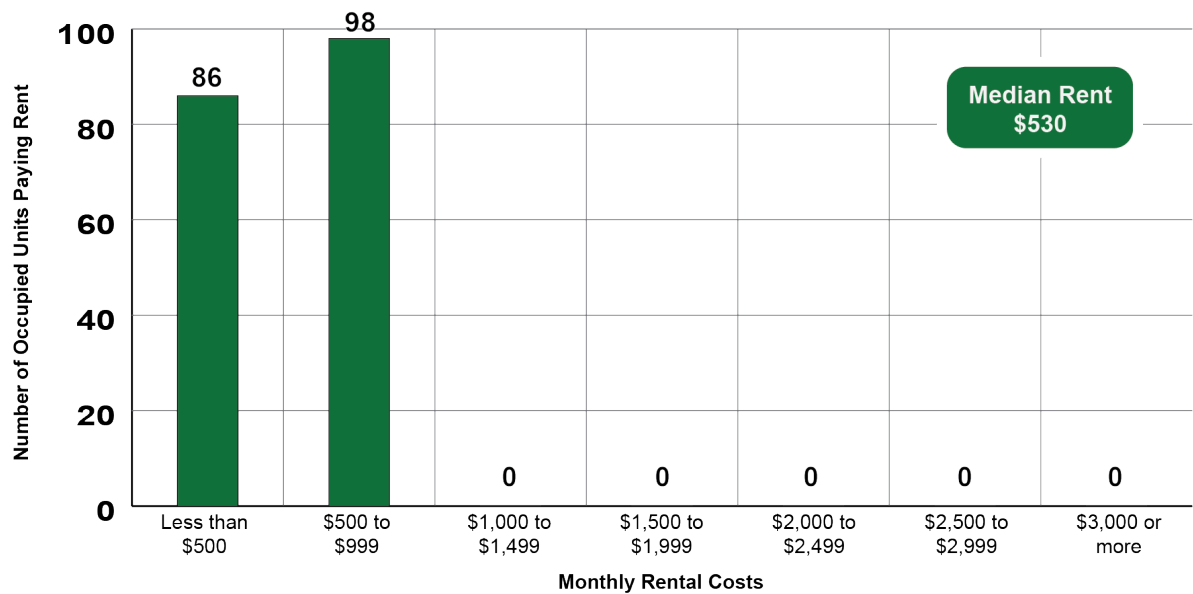
*Figure 9: Owner-Occupied- Housing Cost As Percent of Income*



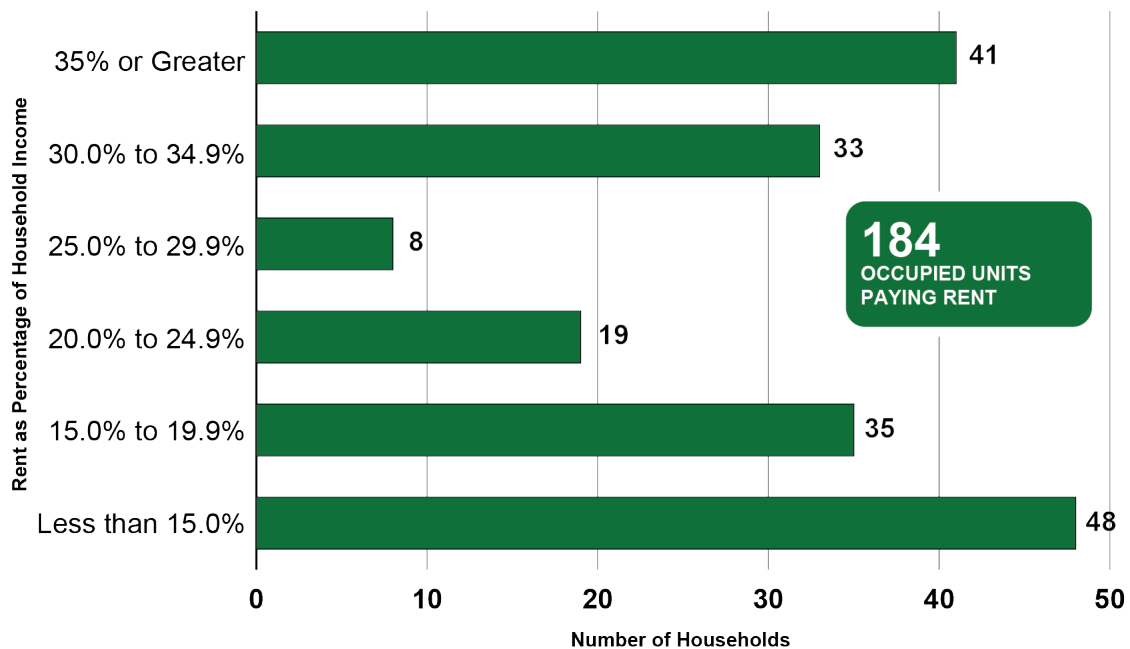
## Owner Housing Costs

- U.S. Census defines monthly housing costs as the total cost of owning a home—mortgage or rent, taxes, insurance, and utility costs.
- For owners, the median monthly cost of ownership was \$962 in 2017. This is significantly lower than the statewide estimate of \$1,315 and right in line with that of Boone County at \$991.
- A low housing cost provides additional discretionary income that can be applied towards savings, additional investment in the home, or in the local economy.
- Monthly housing costs in excess of 35% of household median income is considered to be a burden to the household. An estimated 15.5% of households have a housing burden, while 80.6% of households spend less than 25% of their household income on housing costs.
- Having such a high percentage of household well below the burden level is a positive economic indicator for the community. This number also suggests a number of households are living “below their means” and would have the ability to upgrade housing if provided the option.

*Figure 10: Renter- Monthly Housing Costs*



*Figure 11: Renter- Housing Cost As Percent of Income*



## Renter Housing Costs

- U.S. Census defines monthly housing costs as the total cost of renting a home—mortgage or rent, taxes, insurance, and utility costs.
- With a median rent of \$530, some renters in Albion experience more difficulty with affordability of housing. This is lower than the statewide median rent of \$773 and higher than the Boone County median of \$447.
- 22.3% of renters experience a housing burden, with gross rents exceeding 35% of their household income. With 55.4% of renters paying less than 25%, there is some opportunity for higher-quality rental options with a higher lease rate or for them to transition and purchase a home.

## Senior Living Housing

Assisted and senior living housing are important amenities for a community's sustainability. Providing housing choices for retired, elderly, or handicapped individuals is vital to community growth of all ages.

### *Wolf Memorial Good Samaritan Center*

Located at 1222 S. Seventh Street, Wolf Memorial provides short-term rehabilitation and long-term nursing care.

### *Samaritan Estates*

Located at 1225 S. Sixth Street, Samaritan Estates includes assisted living apartments, respite care, and personal emergency response alerts.

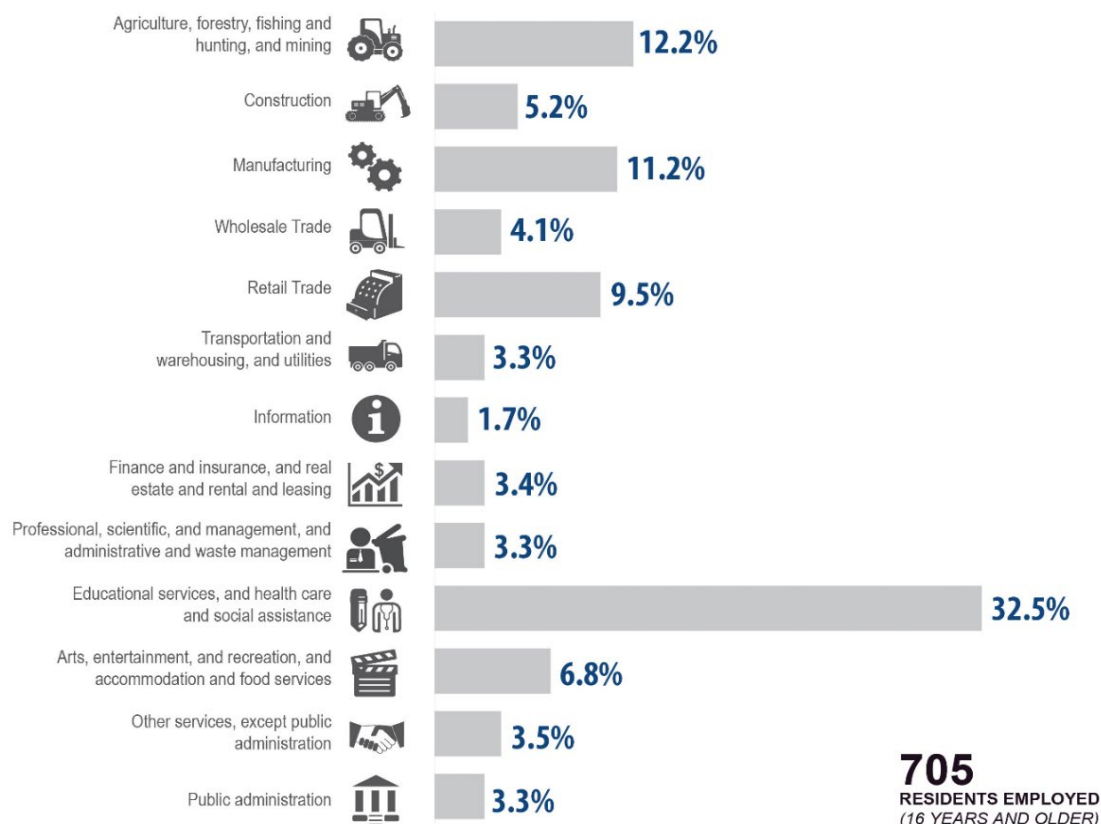
### *The Cottages*

Located at 1222 S. Seventh Street, this Good Samaritan Society property provides private one-, two-, and three-bedroom apartments for seniors.

# Economic Development

The economic profile of Albion has been steady over the years. Albion’s location gives the city an economic advantage with proximity to both the Norfolk and Columbus employment bases. The city can better understand its economic needs and opportunities by evaluating the current labor force. The Profile section outlines employment industry, commute times, income source, household income, as well as taxable sales. These labor statistics relate to Albion residents, but do not necessarily reference jobs within the city.

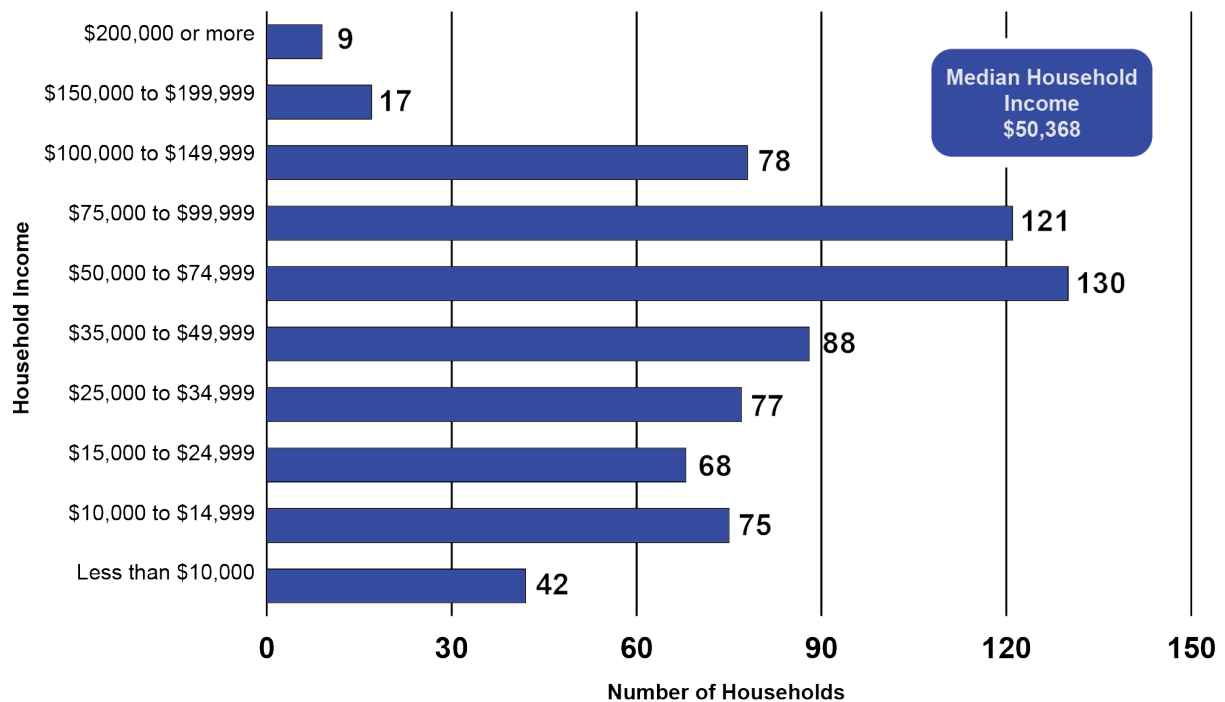
*Figure 12: Labor Force Characteristics by Industry*



## Industry

- The top three industry sectors: 1. Educational services, and health care and social assistance; 2. Agriculture, forestry, fishing and hunting, and; 3. Mining; and Manufacturing which account more than half of all jobs of Albion residents.
- Downtown revitalization efforts have been ongoing since 2017 and the city continues to support efforts to preserve this space and its businesses.

*Figure 13: Household Income*

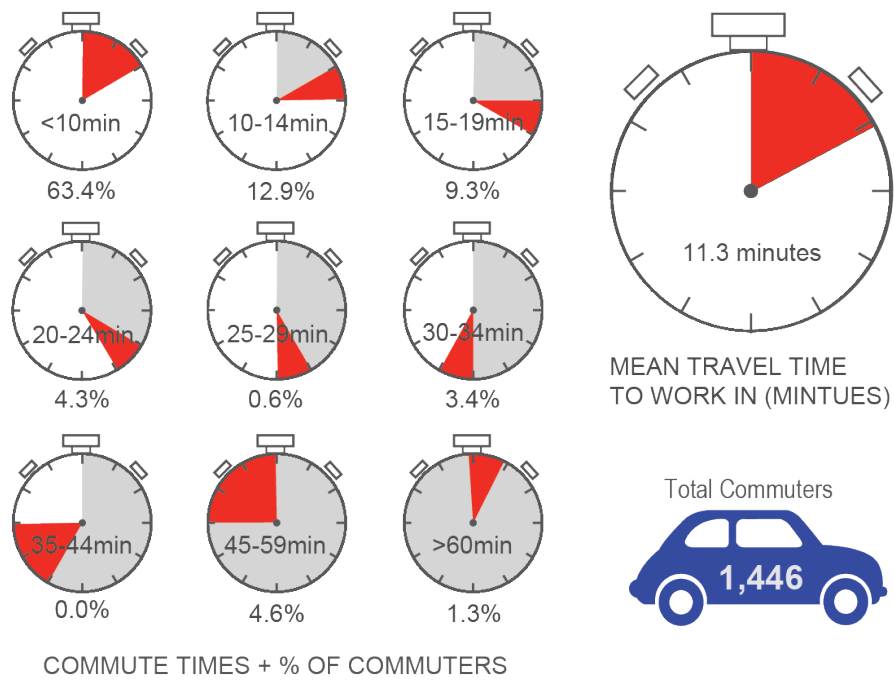


## Household Income

- Income is a major, if not definitive, factor in terms of housing choice. The figure above documents household income levels and distribution for Albion residents.
- According to Census estimates, Albion's median income (\$50,368) is lower than the 2017 estimate Nebraska median household income of \$56,675 as well as Boone County at \$53,854.
- 49.6% of household income lies below \$50,000. However, the data also notes that 62.9% of household income consists of, or is supplemented by, social security or retirement income. This is an indication that a number of households are out of the workforce, likely due to retirement.
- Income source refers to the source of resident-earned income. It should be noted that some residents may fall into more than one of these categories.
  - Earning refers to those residents within the job market. 70.4% of income from earning indicates that there is a strong workforce.
  - 48.4% of residents receive income from Social Security while 14.5% receive retirement income.

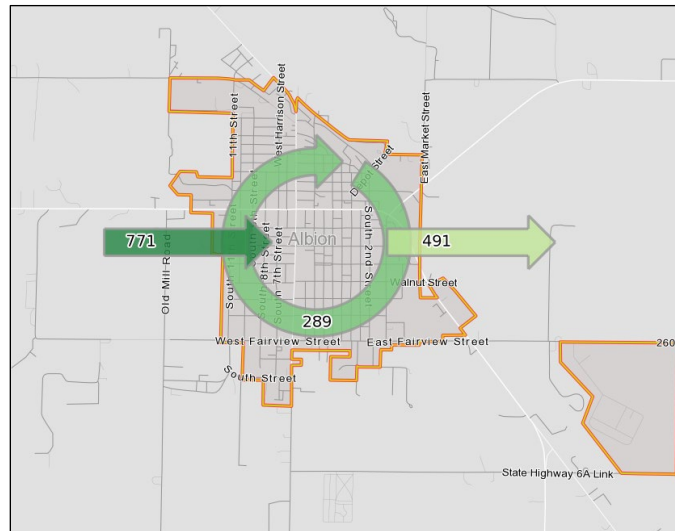


**Figure 14: Commuter Trends**



- Mean travel to work time is 11.3 minutes.
- 85.6% of Albion residents commute less than 20 minutes to employment.

**Figure 15: Inflow & Outflow (2015)**



*Table 3: Inflow & Outflow - Locations (2015)*

INFLOW: WORK IN ALBION			OUTFLOW: LIVE IN ALBION		
Home Destination	Number	Share	Work Destination	Number	Share
Albion	289	27.3%	Albion	289	37.0%
COMMUTE INTO ALBION FOR EMPLOYMENT			LEAVE ALBION FOR EMPLOYMENT		
St. Edward, NE	62	5.8%	Omaha, NE	38	4.9%
Petersburg, NE	36	3.4%	Columbus, NE	30	3.8%
Cedar Rapids, NE	30	2.8%	Norfolk, NE	27	3.5%
Grand Island, NE	24	2.3%	Lincoln, NE	21	2.7%
Omaha, NE	14	1.3%	St. Edward, NE	18	2.3%
Columbus, NE	11	1.0%	Cedar Rapids, NE	17	2.2%
Genoa, NE	11	1.0%	Lindsay, NE	15	1.9%
Madison, NE	9	0.8%	Genoa, NE	9	1.2%
Norfolk, NE	9	0.8%	Grand Island, NE	8	1.0%
All Other Locations	565	53.3%	All Other Locations	308	39.5%
OUTSIDE TOTAL	771	72.7%	OUTSIDE TOTAL	491	63.0%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (2015)

- According to 2015 American Community Survey estimates, 37.1% of Albion residents worked in Albion while the other 63% commuted outside of Albion for work.

# RESILIENCE

## Profile

Resilience refers to a community's ability to identify risk, withstand impacts, and bounce back from a shock. A resilient community is able to minimize a disaster's impact on everyday life and the local economy. This can be done by effective planning and utilization of available community and surrounding resources. Local communities should engage in resilience planning because it has a profound impact on development, housing, energy consumption, and utilities. By planning for resilience, Albion can save money; protect its infrastructure, businesses and citizens; and be better prepared for future events. The resilience component of the Albion Comprehensive Plan will consider the topics of energy and hazard mitigation.

## Energy Element

Energy plays a large role in how resilient a community is. Access to energy can determine how quickly a community is able to recover following a disaster. Resilience can be achieved in a number of different ways including redundant power supplies, diversified and alternate fuel supplies, and upgrading and maintaining current energy generation systems and infrastructure. By understanding current energy infrastructure and use, a community will be able to better prepare should a disruption occur.

In 2010, Nebraska Legislators passed LB 997 requiring all municipalities and counties, with the exception of villages, to adopt an energy element into their comprehensive plans. Energy elements are required to have the following components:

- Energy infrastructure and energy use by sector
- Utilization of renewable energy sources
- Energy conservation measures that benefit the community

### Energy Infrastructure

#### *Electricity*

Loup Power District provides electricity service to the community. Loup Power District serves 21 Nebraska communities with a total current population of approximately 62,300 people. The total service area covers 2,219 square miles and consists of 794 miles of transmission and distribution lines.

#### *Natural Gas*

Natural gas is provided by Black Hills Energy. As seen in the table below, approximately half of the homes within Albion (46.2%) use natural gas to heat their homes.

***Table 4: Albion House Heating Fuel***

House Heating Fuel	Units	Percent
Utility Gas	326	46.2%
Bottled, Tank, or LP Gas	4	.6%
Electricity	358	50.8%
Other	17	2.4%

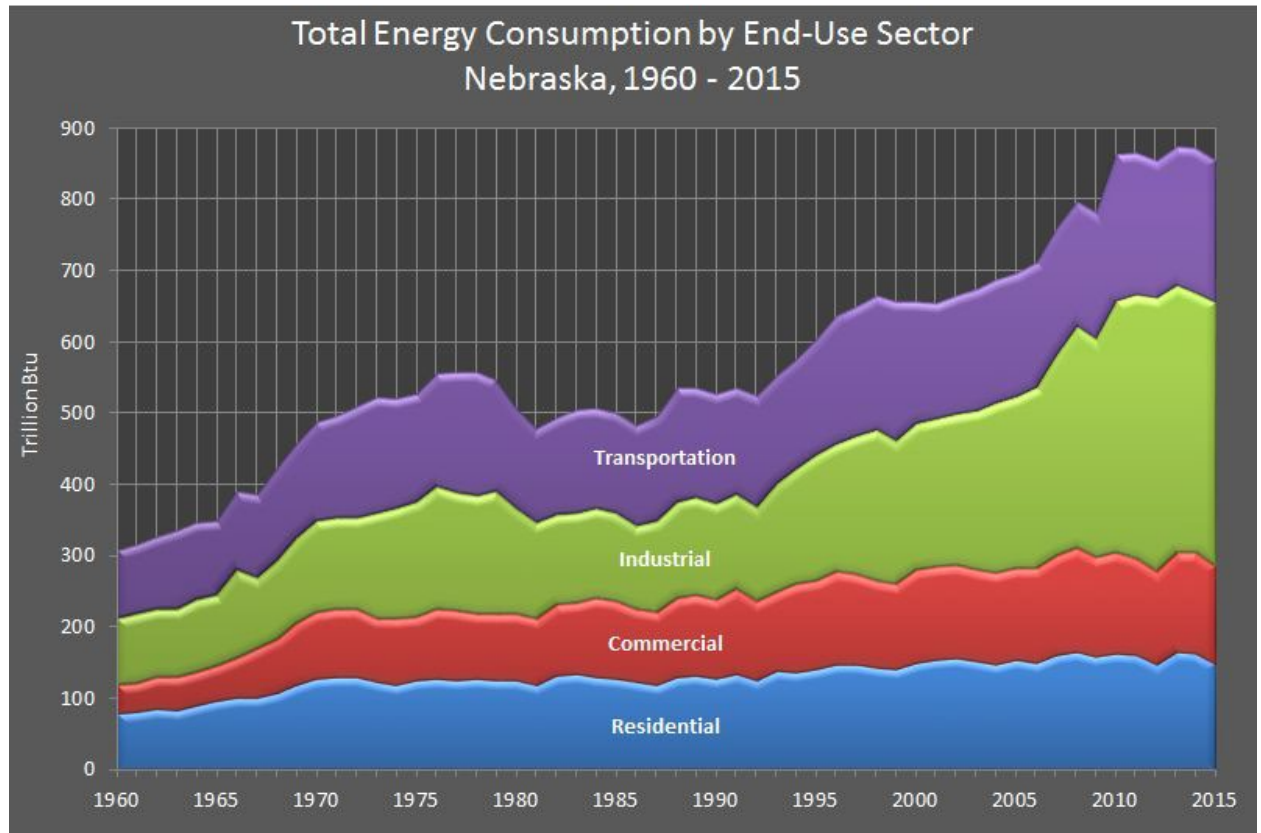
*Source: American Community Survey 2017, 5 Year Estimates*

### Energy Use

Energy consumption has nearly tripled in the State of Nebraska since 1960. Figure 16 shows the total energy consumption for the State of Nebraska by sector. The transportation and industrial sectors have had the largest consumption increases since 1960. Energy demand in the industrial sector will continue to fluctuate based on national, regional, and local economic trends. The surge in ethanol production in the state added to the rise in the industrial sector's energy use.

The latest American Community Survey estimates indicate that 90% of Albion's homes were built before 1980 and nearly 36% of homes were built before 1940. These homes have the opportunity to significantly increase energy efficiency through improvements in things such as windows, insulation, HVAC systems and lighting. Loup Power District offers a variety of Energy-wise programs to increase the energy efficiency for residential, commercial, industrial, and agricultural customers.

*Figure 16: Total Energy Consumption by Sector*



(<http://www.neo.ne.gov/programs/stats/inf/01.html>)

### Renewable energy

Nebraska is the only state in the U.S. that is 100% public power. Since they are not seeking profits, public power districts have been able to maintain some of the lowest electricity prices in the nation. The low cost of energy is one of the reasons that Nebraska has not fully taken advantage of its renewable energy potential. As renewable energy becomes more economical, Albion will want to adapt their ordinances to guide these technologies into appropriate locations and uses.

### *Wind*

According to the American Wind Energy Association, Nebraska has one of the best wind resources in the United States, with a potential of approximately 880,000 megawatts (MW). The state has the potential to be one of the top states in wind energy production, but currently ranks 17<sup>th</sup> in installed wind capacity at 1,415 MW. It is estimated that by 2030, wind energy in Nebraska will be capable of producing enough power to cover 511,000 homes.

<https://www.awea.org/Awea/media/Resources/StateFactSheets/Nebraska.pdf>

As seen in Figure 17, Albion and the rest of Boone County have marginal to good wind resources. Electricity produced through wind power is currently most cost effective on the utility/commercial scale in terms of dollars per kilowatt. Commercial wind farms currently exist in Boone County in the Laredo Ridge and Prairie Breeze wind farms. Small scale wind systems can be utilized in appropriate circumstances to lower the owner's monthly utility bill with net metering.

*Figure 17: Wind Resources (Boone County)*

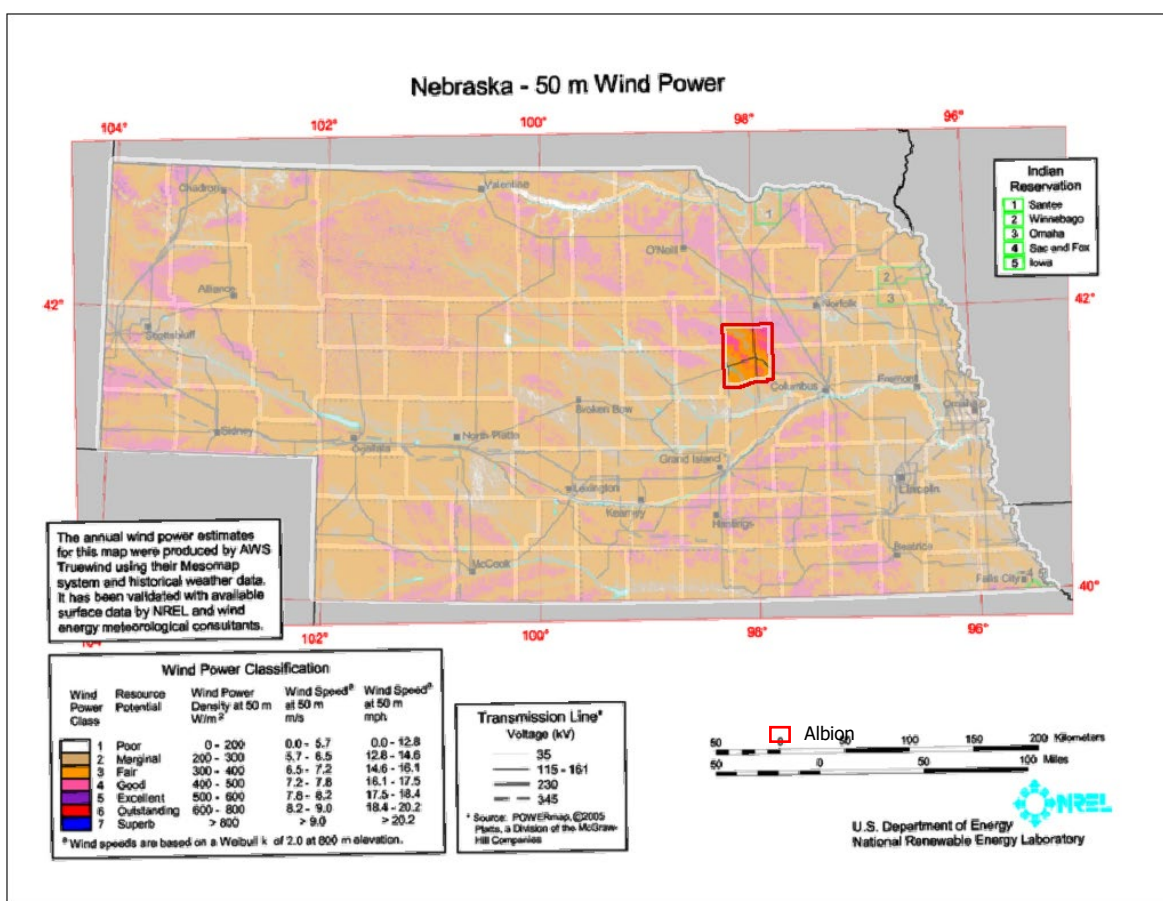


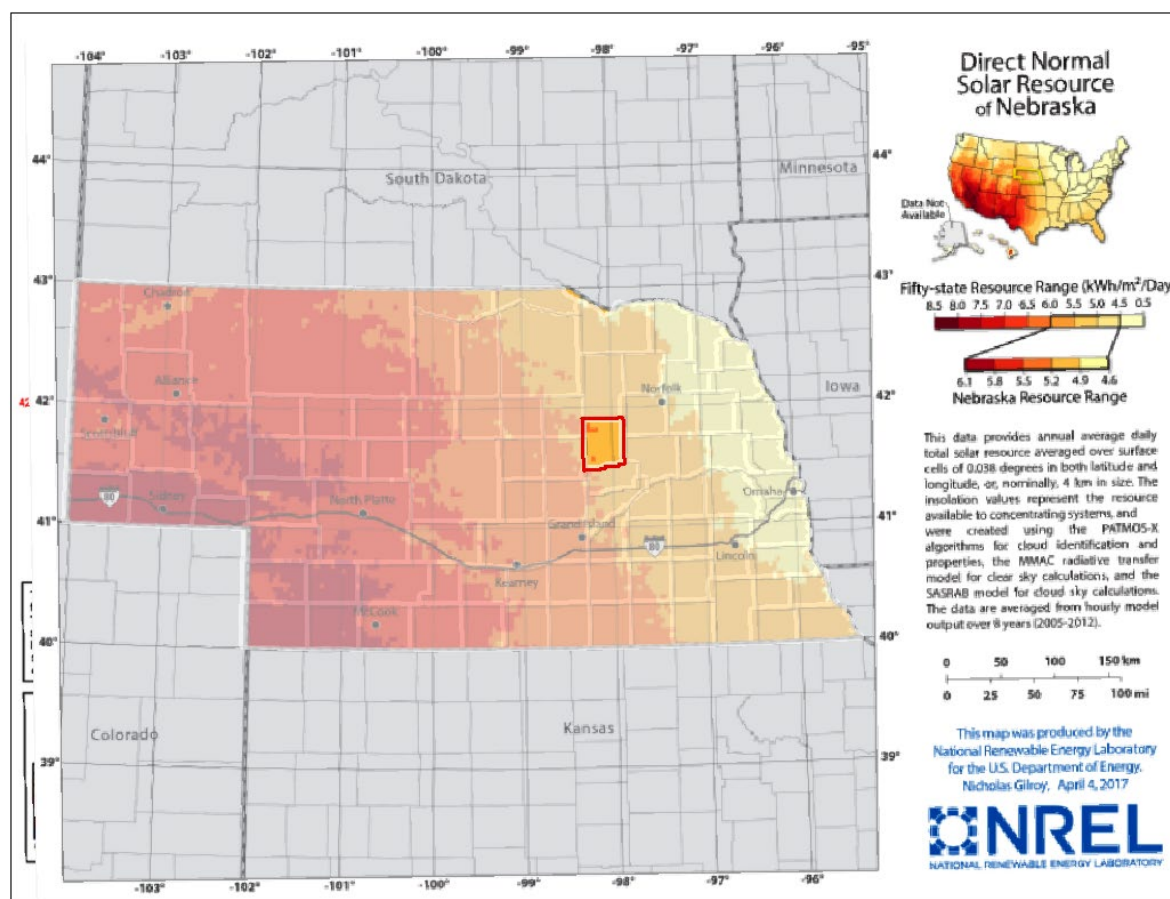
Figure 17 represents the gross estimated annual average wind power density for Nebraska and Boone County. This data indicates how much energy is available for conversion by a wind turbine at a particular location. (<https://windexchange.energy.gov/states/ne>)

## Solar

According to the National Renewable Energy Laboratory (NREL), Nebraska is ranked 13<sup>th</sup> in solar energy potential. As seen in Figure 18, Albion and the rest of Boone County have an average annual solar radiation of 4.9-5.5 kilowatt hours per square meter per day. Currently, solar technologies are marginally used in Nebraska because it has historically

been difficult for solar technologies to compete with the state's low electric rates. However, the price of solar panels has dropped dramatically during the past decade. A report by the NREL (Figure 19) shows that the price for residential photovoltaic cells has dropped from \$7.24 per watt in 2010 to \$2.80 per watt in 2017. The cost for commercial and utility scale photovoltaic cells have also seen similar price drops during that period. (<https://www.nrel.gov/news/press/2017/nrel-report-utility-scale-solar-pv-system-cost-fell-last-year.html>)

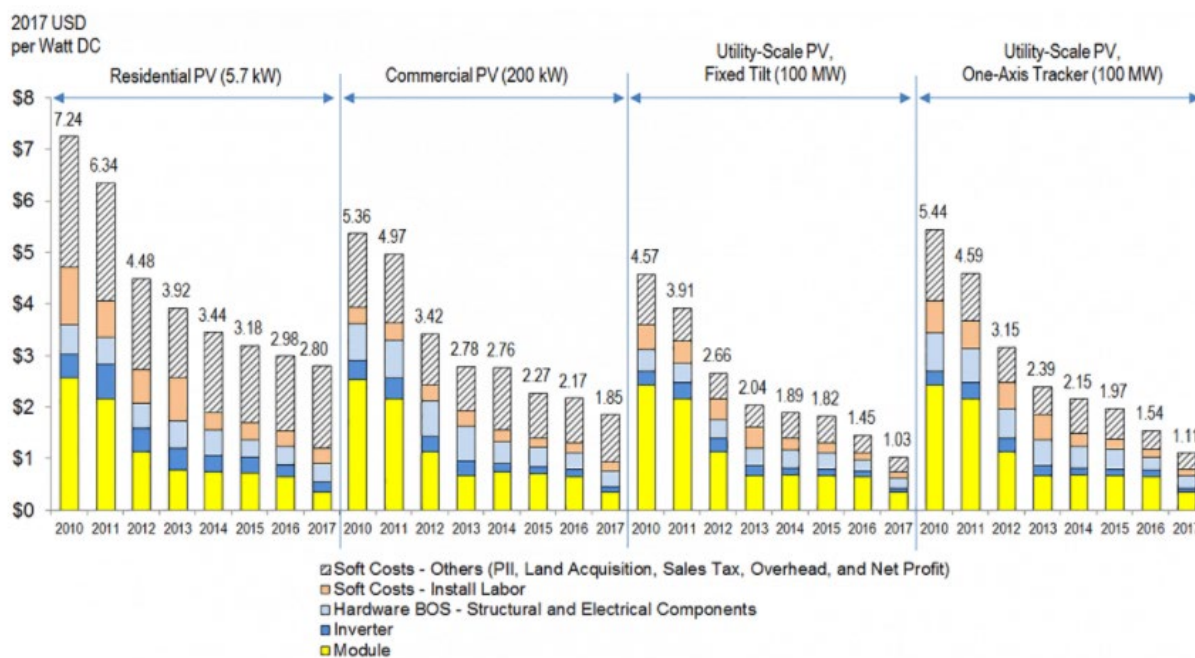
*Figure 18: Average Solar Radiation (Boone County)*



Source: NREL (<https://www.nrel.gov/gis/solar.html>)



*Figure 19: U.S Solar Photovoltaic System Cost Benchmark*



Source: National Renewable Energy Laboratory

## Ethanol

Ethanol produced from corn and grain sorghum is a growing energy resource in Nebraska. According to the Renewable Fuels Association, Nebraska has the second largest ethanol production capacity in the nation and the second largest current operating production in the nation. Approximately 14% of the nation's ethanol capacity is in Nebraska's 27 ethanol plants.

Valero's Albion ethanol plant started ethanol production in October 2007. The plant annually processes 47 million bushels of corn into approximately 135 million gallons of denatured ethanol and 355,000 tons of distillers' grains co-products.





(Image from: <https://www.valero.com/en-us/AboutValero/ethanol-segment/albion>)

## **Hazard Mitigation**

Hazard mitigation planning is a process in which natural and human-caused hazards are identified and profiled; people and facilities at-risk are identified and assessed for threats and potential vulnerabilities; and strategies and mitigation measures are identified. Hazard mitigation increases a city's resilience by increasing the ability to effectively function during a disaster to reduce the impacts to life, the economy, and infrastructure.

Albion participated in the Lower Loup Natural Resource District Multi-Jurisdictional Hazard Mitigation Plan, last updated in 2017. In this plan, Albion identified chemical spills, dam failure, flooding, grass/wildfires, hail, severe thunderstorms, severe winter storms, and tornadoes as the hazards of greatest concern to the city. These hazards were selected because of the historical damages they have caused and the potential damages they could cause. According to the National Centers for Environmental Information, severe weather events in Albion and the Boone County have caused hundreds of thousands of dollars in property and crop damages since 1996.

Along with identifying hazards of greatest concern, the city also discussed current and potential mitigation strategies to better prepare and reduce the impact of hazard events. Mitigation projects include: drainage improvements, warning system improvements, and backup generator installation. In the plan, Albion also identified critical facilities vital for disaster response, providing shelter to the public, and essential for returning the city's function to normal during and after a disaster.

## **Floodplain**

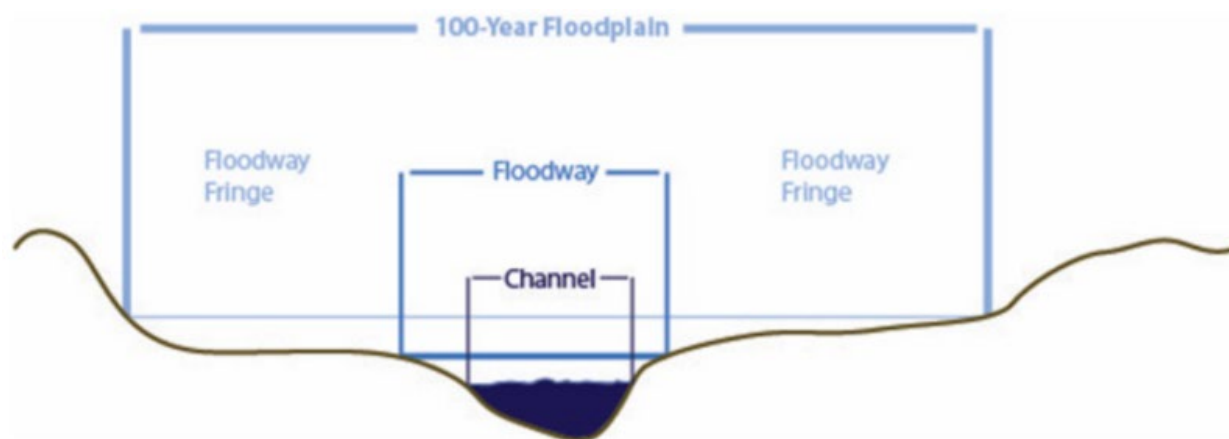
Flooding is one of the most common hazards in the United States. In Nebraska, it can occur from rivers, heavy rains, drainage issues, water distribution main breaks, and levee or dam failure. Flooding impacts on a community include compromised drinking water, loss of power, damage to facilities and infrastructure, and dangerous conditions for citizens and

personnel. By implementing mitigation measures, a city can increase its resilience and provide a more reliable service to citizens during a flood event.

Many communities were founded near rivers and creeks based on a need to access navigable waters and a reliable source of drinking water. Today, these water features are embraced for their natural aesthetics and recreational opportunities but can cause millions of dollars in damages due to unmanaged development within the floodplain. For this reason, it is important to identify where such waterbodies and their corresponding floodplains are located and to discourage future development within the floodplain. There are no repetitive flood loss properties in the City of Albion. Beaver Creek is the closest body of water of concern.

A floodplain includes the floodway, a one percent annual chance of flooding event and a 0.2 percent annual chance of flooding event. Through the Federal Emergency Management Agency's (FEMA), Flood Hazard Mapping Program (FHMP), and the Risk Mapping, Assessment, and Planning (Risk MAP), FEMA identifies flood hazards, assesses flood risks, and partners with states and communities to provide accurate flood hazard and risk data to guide mitigation actions.

*Figure 20: Floodplain Section Diagram*



#### Floodway

As FEMA defines, a floodway is not only the existing water channel but also "other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevations more than a designated height. Communities must regulate development in these floodways to ensure that there are no increases in upstream flood elevations."

#### 1% Annual Chance of Flooding

The one percent chance of annual flooding is commonly known as the "100-year floodplain." This describes an area where a one percent chance of flooding may occur annually within

the boundary. This area is mapped by categories 1%-A and 1% AE. Both are considered within the 100-year floodplain. 1% AE areas are considered to be more precise, including Base Flood Elevations (BFEs), whereas 1%-A areas are determined using approximate methodologies.

#### 0.2% Annual Chance of Flooding

Two-tenths of the one-percent chance of annual flooding is commonly known as the “500-year floodplain.” In these areas, there lies a two-tenths of one-percent chance of flooding in any given year.

#### National Flood Insurance Program (NFIP)

The NFIP was established in 1968 to reduce flood losses and disaster relief costs by guiding future development away from flood hazard areas where feasible, by requiring flood resistant design and construction practices, and by transferring the costs of flood losses to the residents of floodplains through flood insurance premiums.

In return for availability of federally-backed flood insurance, jurisdictions applying to join the NFIP must agree to adopt and enforce minimum flood loss reduction standards to regulate proposed development in special flood hazard areas as defined by the Federal Emergency Management Agency’s (FEMA) flood maps. One of the strengths of the program has been keeping people away from flooding rather than keeping the flooding away from people – through historically expensive flood control projects.

Currently, the City of Albion does participate in the NFIP, however there is only one flood insurance policy in-force.

#### Floodplain Map

A floodplain map is a fluid document. The areas indicated are often updated as FEMA updates their studies. Amendments to hazard areas may not be represented on this map. Property owners within or near floodplain boundaries have options. Owners may submit a Letter of Map Change if they believe their property has been inadvertently mapped in special flood hazard areas. Property owners near the boundaries should verify that their property is not within a special flood hazard area when developing or selling property to avoid infringing upon the hazardous zones or affecting nearby properties. A digital floodplain map was not available at the time of plan development. The following figure from the 2017 Lower Loup NRD Hazard Mitigation Plan shows a flood hazard area developed using FEMA’s HAZUS-MH software.

The future development of Albion should consider resilience and avoid all new development in the flood plain, if possible. In addition, the city should actively participate in the development of future hazard mitigation plans.

Albion should be a resilient city and be a leader in the region for reducing energy consumption and protecting property and lives.

Considering the findings of the previous sections, the Implement sections offers guidance on how to manage the city’s resilience. Here we outline the goals, policies, and action steps for Resilience. Policies and action steps further detail and describe the activities needed to

achieve the desired goals of the city. Policies are part of the value system linking goals with action steps, and they define the broader goals with more detailed descriptions. The adopted action steps synthesize the information from the existing profile of the city and public input from the visioning component of the comprehensive plan. Action steps are a means to achieve the goals established by the community and they imply a clear commitment to the city's future development.

### **Mitigation Strategy**

<b>Objective</b>	<b>Improve Warning Systems</b>
Description	<ol style="list-style-type: none"> <li>1. Evaluate current warning systems</li> <li>2. Improve warning systems/develop new warning system</li> <li>3. Obtain/Upgrade warning system equipment and methods</li> <li>4. Conduct evaluation of existing alert sirens for replacement or placement of new sirens</li> <li>5. Identify location of weather warning radios</li> <li>6. Improve weather radio system</li> <li>7. Obtain/Upgrade weather radios</li> </ol>
Hazard(s) Addressed	All Hazards
Estimated Cost	Varies by project
Potential Funding	HMGP, PDM, City General Fund
Timeline	2-5 Years
Priority	Medium
Status	Not yet started.
Lead Agency	Region 44 Emergency Management, Fire Department

<b>Objective</b>	<b>Fire Prevention Program/Planning and Training</b>
Description	<ol style="list-style-type: none"> <li>1. Participate in the Nebraska Forest Service Wildland Fire Protection Program (training in wildfire suppression training,</li> </ol>

<b>Objective</b>	<b>Fire Prevention Program/Planning and Training</b>
	equipment, pre-suppression planning, wildfire prevention, aerial fire suppression, etc.)
Hazard(s) Addressed	Grass/Wildfire
Estimated Cost	\$100 per person
Potential Funding	City General Fund
Timeline	2-5 years
Priority	Medium
Status	Not yet started. This is a new action.
Lead Agency	Fire Department

<b>Objective</b>	<b>Firewise Community</b>
Description	<ol style="list-style-type: none"> <li>1. Work with the Nebraska Forest Service and US Forest Service to become a Firewise Communities/USA participant</li> <li>2. Develop a Community Wildfire Protection Plan</li> <li>3. Train landowners about creating defensible spaces</li> <li>4. Enact ordinances and building codes to increase defensible space, improve building materials to reduce structure ignitability, and increase access to structures by responders</li> <li>5. Develop and implement brush and fuel thinning projects</li> </ol>
Hazard(s) Addressed	Grass/Wildfire
Estimated Cost	\$10,000+ annual, staff time
Potential Funding	City General Fund
Timeline	2-5 years
Priority	Medium

<b>Objective</b>	<b>Firewise Community</b>
Status	Not yet started. This is a new action.
Lead Agency	Fire Department

<b>Objective</b>	<b>Hazardous Fire Fuels Reduction</b>
Description	1. Participate in the Nebraska Forest Service Forest Fuels Reduction Program (creates strategically located corridors of thinned forests across the landscape to reduce fire intensity, improves fire suppression effectiveness, increase firefighter's safety, and better protects lives and property.)
Hazard(s) Addressed	Grass/Wildfire
Estimated Cost	Varies
Potential Funding	Fire Department General Fund
Timeline	2-5 years
Priority	Medium
Status	Not yet started. This is a new action.
Lead Agency	Fire Department

<b>Objective</b>	<b>Water System Improvements</b>
Description	<ol style="list-style-type: none"> <li>1. Make water system improvements to include additional fire hydrants/increase supply and pressure to effectively fight fires and meet increasing demands</li> <li>2. Update/improve water distribution system (identifying and replacing leaky pipes, assisting residents in identifying inefficiencies, transitioning to smart irrigation systems, etc.)</li> <li>3. Upgrade water district infrastructure to decrease likelihood of damages and improve water system for emergency use</li> </ol>
Hazard(s) Addressed	Grass/Wildfire, Drought
Estimated Cost	\$10,000+, varies by scope
Potential Funding	City General Fund, CDBG
Timeline	2-5 years
Priority	Medium
Status	Not yet started. This is a new action.
Lead Agency	Administrator, Water Department

<b>Objective</b>	<b>Wildfire Education</b>
Description	<ol style="list-style-type: none"> <li>1. Develop a wildfire education program to inform citizens of actions they can take to reduce personal vulnerabilities</li> </ol>
Hazard(s) Addressed	Grass/Wildfire
Estimated Cost	\$3,000+
Potential Funding	Fire Department General Fund
Timeline	2-5 years
Priority	Medium
Status	Not yet started. This is a new action.
Lead Agency	Fire Department



<b>Objective</b>	<b>Improve and Revise Snow/Ice Removal and Rescue Program</b>
Description	<ol style="list-style-type: none"> <li>1. Revise and improve snow and ice removal program for streets</li> <li>2. Address situations such as plowing snow, ice removal, parking during snow, ice removal and removal of storm debris</li> <li>3. Improve capabilities to rescue those stranded in blizzards and increase the capacity to which snow can be removed from roadways after an event</li> </ol>
Hazard(s) Addressed	Severe Winter Storms
Estimated Cost	Snow Blower: \$800+ Truck Mounted Plow: \$2,000+ ATV Plow: \$1,500+
Potential Funding	City General Fund
Timeline	2-5 years
Priority	Medium
Status	Not yet started. This is a new action.
Lead Agency	City Administrator

<b>Objective</b>	<b>Snow Fences</b>
Description	<ol style="list-style-type: none"> <li>1. Construct snow fences to protect main transportation routes and critical facilities from excessive snow drifting and road closure</li> </ol>
Hazard(s) Addressed	Severe Winter Storms
Estimated Cost	\$50 per 100 linear feet
Potential Funding	City General Fund
Timeline	2-5 years
Priority	Medium
Status	Not yet started. This is a new action.
Lead Agency	City Administrator

<b>Objective</b>	<b>Improve/Provide Adequate Backup and Emergency Generators</b>
Description	<ol style="list-style-type: none"> <li>1. Identify and evaluate current backup and emergency generators</li> <li>2. Obtain additional generators based on identification and evaluation</li> <li>3. Provide portable or stationary source of backup power to redundant power supplies, municipal wells, lift stations and other critical facilities and shelters</li> </ol>
Hazard(s) Addressed	All Hazards
Estimated Cost	\$3,500+ depending on site requirements
Potential Funding	City General Fund, HMGP, PDM
Timeline	2-5 years
Priority	Medium
Status	Well and WWTF have back-up. Need additional mobile for emergency.
Lead Agency	City Council

<b>Objective</b>	<b>Improve Drainage</b>
Description	<ol style="list-style-type: none"> <li>1. Improve storm sewers and drainage patterns in and around the community</li> <li>2. Deepen drainage ditches and clean out culverts</li> </ol>
Hazard(s) Addressed	Flooding
Estimated Cost	\$5,000+
Potential Funding	City General Fund
Timeline	5+ years
Priority	Medium
Status	Drainage Study completed Implementaion is an ongoing effort
Lead Agency	Street Department

<b>Objective</b>	<b>Drainage Study/Stormwater Master Plan</b>
Description	<ol style="list-style-type: none"> <li>1. Identify and prioritize design improvements with preliminary drainage studies and assessments</li> <li>2. Address site specific localized flooding/drainage issues</li> <li>3. Identify stormwater problem areas and potential drainage improvements with a Stormwater Master Plan</li> </ol>
Hazard(s) Addressed	Flooding
Estimated Cost	\$15,000+
Potential Funding	City General Fund, Sales Tax
Timeline	2 years
Priority	High
Status	Drainage Study, Phase I and II completed Implementaion of Phase III is a short term effort.
Lead Agency	Street Department, Clerk

<b>Objective</b>	<b>Transportation Drainage Improvements</b>
Description	<ol style="list-style-type: none"> <li>1. Make improvements to roadways and drainage ways to prevent damage to key transportation routes</li> <li>2. Utilize geosystemic products for repair and mitigation of damages</li> <li>3. Consider covering road washouts, culvert sizing headwalls, steep banks, slides, in-road springs, roadway edge armoring, low water crossings, pothole grading, weak foundations, gravel road maintenance, ditch linings, erosion protection, etc.</li> </ol>
Hazard(s) Addressed	Flooding
Estimated Cost	\$800,000
Potential Funding	Local Sales Tax, City Bonds

<b>Objective</b>	<b>Transportation Drainage Improvements</b>
Timeline	5+ years
Priority	High
Status	Not yet started. This is a new action.
Lead Agency	City Council, Street Department, City Clerk

<b>Objective</b>	<b>Education Program for Chemical Releases</b>
Description	1. Develop education program to inform residents of risks related to chemical releases (including direct outreach to residents living in the immediate vicinity of chemical storage sites)
Hazard(s) Addressed	Chemical Fixed Sites, Chemical Transportation
Estimated Cost	\$3,000+
Potential Funding	Partnership with County/State EMA and LEPC
Timeline	2-5 years
Priority	Medium
Status	Not yet started. This is a new action.
Lead Agency	City Administrator, Region 44 Emergency Management, LEPC

<b>Objective</b>	<b>Shelter in Place</b>
Description	1. Provide shelter in place training to facilities housing vulnerable populations (nursing homes, childcare facilities, schools, etc.)
Hazard(s) Addressed	Chemical Fixed Sites
Estimated Cost	Staff Time
Potential Funding	Partnership with County/State EMA and LEPC
Timeline	2-5 years

<b>Objective</b>	<b>Shelter in Place</b>
Priority	Medium
Status	Not yet started. This is a new action.
Lead Agency	City Administrator, Region 44 Emergency Management, LEPC

<b>Objective</b>	<b>Critical Facility Siting</b>
Description	1. Prohibit the construction of critical facilities within the immediate radius of chemical storage facilities
Hazard(s) Addressed	Chemical Fixed Sites
Estimated Cost	\$0, Staff Time
Potential Funding	N/A
Timeline	1 year
Priority	Medium
Status	Not yet started. This is a new action.
Lead Agency	City Administrator

# Land Use

The purpose of land use and growth management is to enhance the quality of life for present and future generations. This is accomplished through protection of the natural environment balanced with orderly growth, while ensuring the city both guidance and effectiveness of the land-use regulations. The Profile section provides an inventory of Albion's existing land use.

## Existing Land Use

The purpose of examining the current land use of a community is to establish an understanding of the previous growth and development of the community while analyzing the compatibility with adjacent land uses. Existing land uses are defined by how a specific parcel of land is being utilized and does not consider future land use or current land ownership.

## Land-Use Categories

The number and type of land uses found in a community should fit the demands of local residents and the regional economy. The success and sustainability of a community is directly influenced by the manner in which available land is utilized and incorporated into the city.

The opportunities that result from these external forces can create impacts upon the community and its residents and will significantly impact how and where Albion grows in the future. Based on community priorities, the city must balance community growth outward on the periphery with infill development and redevelopment of existing neighborhoods.

### *Agricultural (A)*

A parcel of land that is not intended for development and is currently used for low intensity agricultural uses such as crop and animal production. A wide range of agriculture activity is encouraged in these areas, and although opportunities for other uses will exist, incompatible land uses should be avoided.

### *Single-Family Residential (R)*

A parcel of land containing a single-family or other lower density residential unit type such as owner-occupied duplex/triplex units.

### *Multi-Family (MF)*

A parcel of land containing multi-family residential units. This includes small, multi-unit rental properties to large apartment buildings and multi-unit senior care facility.

### *Commercial (C)*

A parcel of land containing a commercial business use which may sell a good or a service. Commercial uses may vary widely in their intensity of use and impact from low intensity offices to more intensive use such as gas station, restaurant, grocery stores, or automobile sales/repair. Parking lots are usually shared by adjacent uses. Areas designated as general commercial in the land use plan may not be appropriate for every commercial zoning district. The appropriateness of a commercial district for a particular piece of property will depend on a review of all elements of the Comprehensive Plan.

### *Commercial/Multi-Family (C/MF)*

A parcel of land containing upper story living above retail or offices within the downtown district. These commercial facilities generally serve the local and regional markets.

### *Industrial (I)*

A parcel of land containing a commercial use involved in manufacturing, packing, storage, or assembly of products. Location is important, as proximity to major streets and highways can help ensure heavy traffic avoids residential areas and prominent pedestrian activity centers. Careful consideration is given before designation of any industrial uses so as not to encroach upon, or conflict with, less intensive uses, or detract from important corridors.

Characteristics of the Industrial designation include:

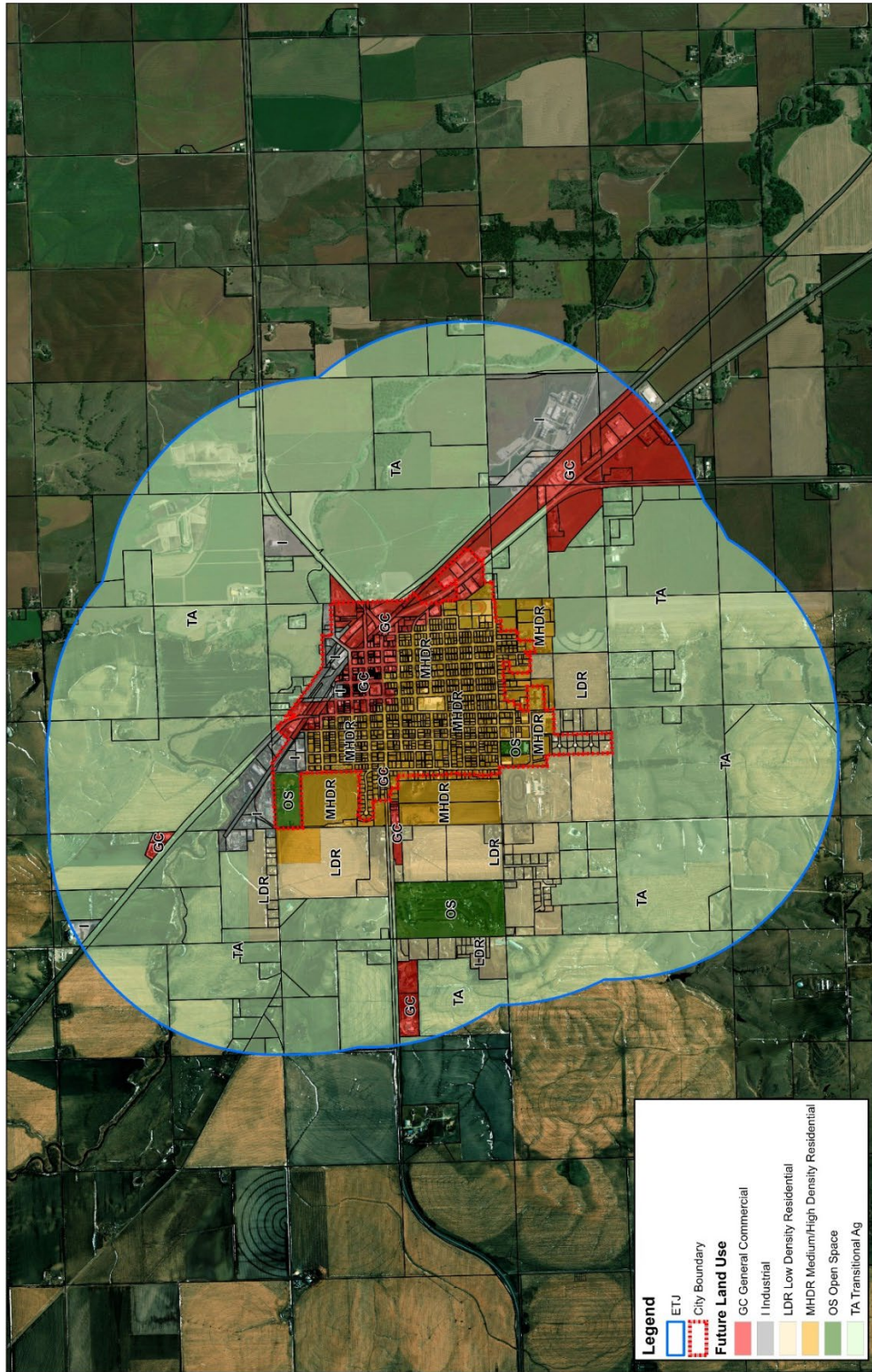
- Locations that cater to the specific needs of the user, including adequate water, sewer, and electrical capacity, proximity to major transportation routes, and lot sizes necessary to accommodate initial development and potential future expansions.
- Significant landscaping and buffering should be used to screen industrial uses from view of adjacent, non-industrial land uses as well as transportation and view corridors.
- The design and exterior surface treatments should reinforce existing development patterns of neighboring improved areas.
- In newly developing areas, design themes should strengthen the overall image of the development consistent with the character of Albion.
- Strict control over signage, landscaping, and design is necessary for site design to provide adequate buffer from adjacent land uses and transportation corridors.
- Uses within these areas include warehousing, distribution, manufacturing, assembling, employment centers, self-storage facilities, etc.

### *Public/Quasi-Public (P)*

A parcel of land owned, maintained, or controlled by a federal, state, or local governmental entity, which may be available for recreational, educational, cultural, or aesthetic use. Nearly a third of Albion's total land area falls within this category.

*Figure 22: Future Land-Use Map*





# Albion, Nebraska

## Future Land Use Map

Created by: K. Dellich  
 Software: ArcGIS 10.4.1  
 File: Albion Future Land Use Map

This map was prepared using information from records, drawings, supplied by AEO and/or other applicable city, county, federal, or public or private entities. AEO does not warrant the accuracy or completeness of the information used to prepare this map. This is not a scaled plot.

## **NATURAL FEATURES**

As noted in the Resilience Chapter, floodplain and slope have a major impact on land-use decisions. Here will we note areas of potential flooding hazard that may be a challenge to new growth as well as area that avoided.

# ENVISION

The Envision section of the planning process reflects public participation in the Albion Comprehensive Plan. To better understand the strengths and challenges of Albion we asked for community and stakeholders to provide feedback on the current conditions of the community.

## Town Hall and Focus Group

Below are the main themes and ideas identified through the public input sessions held in May and June 2019.

### Opportunities and Assets:

- History
- County seat
- Good variety of businesses
- Hospital and nursing home
- Swimming pool
- Leaders with an ability to take calculated risks: constructed trails, building at fair grounds
- There is a “glue” to Albion that other communities don’t have, including community pride
- Schools
- Downtown renovations
- Traditionally have a positive pull factor
- Location: intersection of Hwys 14 & 91
- Successful with new business – ethanol plant, brewery made possible by:
  - Something they wanted to do
  - Family ties
  - Recruited by city admin, bankers, - 25 years ago
- New daycare is planned and, in the fund, raising stage for 80 less than 5 years old.
- Easy to find a house at \$300,000 +
- Finding a builder is typically not a problem
- Housing Authority (Harmony Homes) – great asset
  - Duplexes – could use more – government housing project
  - Full with waiting lists
    - Elderly does open up housing
  - 50/50 split of younger than 65/older than 65
- 2-bedroom apartment style living by ballfields – Gateway Terrace – good addition to community – for 55+
  - But expensive - \$900/mo + utilities
  - Some moving to Gateway Terrace have made homes available within town by moving from original house

### Challenges and Barriers:

- Retail struggles due to online shopping
- Shopko recently closed – recruiting for a new tenant(s)
- Lack of retail knowledge or education: people are not having the conversation with local business if there is an item they need/want

- As the farm economy goes, so does Albion business
- Growth outside of town, but no new subdivisions
- Limited restaurants
- Lack of facility for young adult or teen to “hang out”
- Closed Bowling Alley
- Housing:
  - No one does mass construction of homes
  - Land and infrastructure are high cost
  - Very little availability in \$100,000 - \$150,000 range – when available, these sell fast
  - Availability of land – landlocked by river and floodplain
  - Could have more homes within the town with annexation around golf course – Older homes have some issues with wells and septic tank issues – infrastructure for these areas is expensive but not all that far

### **Growth Potential:**

- Residential
  - Infill
  - Rehabilitation
  - New subdivisions northwest or south
- Commercial
  - Downtown
  - Along Hwy 91 between existing entrances

### **What kind of business would be successful in Albion?**

- Housing – fortunate to have as many young people move back as we do but we do not have enough housing (affordable) – they are not looking for a job (they are bringing it with them) but they are looking for houses and daycare
- Restaurant with regular hours
- Coffee Shop
- Bike Shop
- Recreation Center

### **Marketing the Community:**

- Businesses listed on the city and county websites
- Boone County Development Agency
  - currently updating LOIS profile
  - Working to add videos
- Social media using
  - Feature Friday videos – notes a business or product
  - Wayback Wednesday
- Succession planning is a concern and chamber is currently working on that
  - Seeing a change from retail store fronts to and services
  - Good luck so far with succession planning but need to get a better feel for upcoming needs
- Paper goes a great job of regularly updating city sales tax income
- BCDA does business retention and expansion visits with owners to understand upcoming needs

- Chamber does training as does the county ED
  - Participation is a challenge
- New Downtown Revitalization Plan to be implemented

**Other Suggestions:**

- Dam up the river – create a lake and recreation area – San Antonia River Walk
- Finish trail
- Free land for housing
- Indoor seating for ice cream parlor
- Truck stop in Bomgar's (just off highway) – Bomgar's to Shopko (more outdoor space which is desired by Bomgar's): swap areas

# ACHIEVE

The Achieve section summarizes the data collected in the Profile section, ties that information to the ideas discovered through the Envision process, and then identifies priorities for future growth. The following are the priority themes.

## Housing

Additional housing is needed for Albion to grow. This includes new construction, rehabilitation of existing housing, and a mix of types – apartments and duplexes. Diversifying and improving housing types helps to attract and meet the needs of various age groups. Good quality housing is a focus. The city should provide incentives and/or ample land for residential subdivisions. In addition, the city should encourage infill and rehabilitation of the existing housing stock.

## Downtown Improvements

The downtown is the heart of a community. Public input identified the need to beautify and bring life to the underutilized downtown. The implementation of the 2018 Downtown Revitalization Plan should continue to redevelop facades and public infrastructure. The downtown should also develop upper story housing to better utilize existing buildings and add more residents to Albion.

## Business Attraction

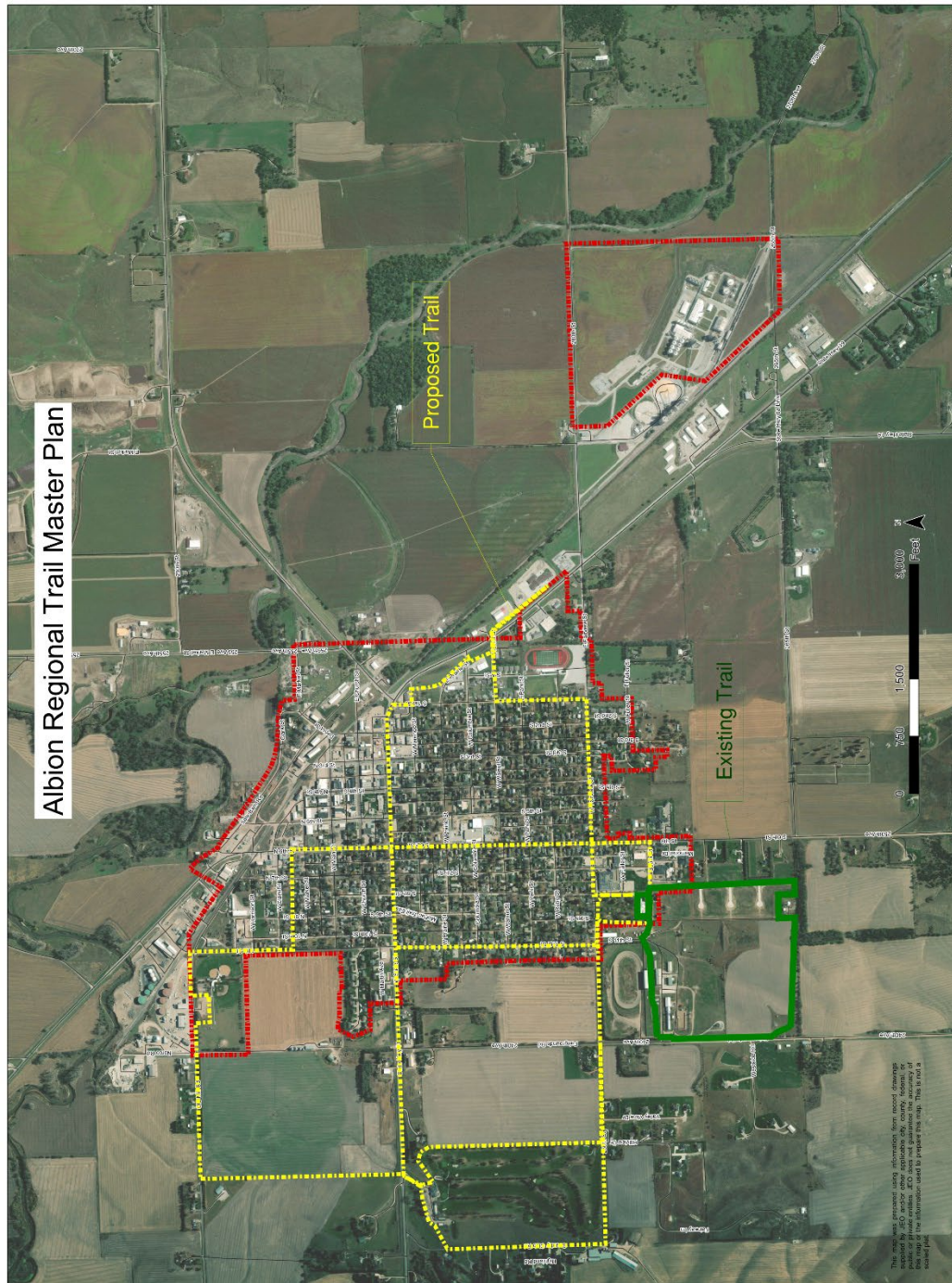
Jobs, and services/business are desired by residents. Identifying specifically what type of business will succeed in Albion as well as sites for new business should be identified in the future land-use map. Existing access to quality highspeed internet is a key in attraction. The Boone County Development Agency (BCDA) should continue to prompt the community by recruiting new businesses. In addition, the BCDA shall facilitate business succession planning and business retainment to enhance the community's economic vitality.

## Infrastructure Improvements

Although infrastructure is currently meeting the needs of Albion, some systems will need to be updated and/or expended to meet growth needs. New infrastructure extensions should be built to encourage growth of jobs and residential areas. The continuation of the trail system to create a larger looped system is desired by multiple generations of citizens.



*Figure 23: Proposed Trails Master Plan*



## Amenities

To attract young families, Albion should assess possible new and updated amenities that are desired in a community. Recent improvements to the park trail and support of the proposed day care facility are examples. Access to quality highspeed internet is another important amenity.

## Promotion

The public noted many assets of the community that are key to quality of life. Promotion can include available housing or commercial space, proposed new housing, new child care center, community events, facilities, and more. Such promotion would bring additional attention to the many benefits of Albion.



# IMPLEMENTATION

## Goals & Implementation

This chapter pulls together all the goals and objectives outlined within this plan to form actionable short-term strategies and projects that are important to the people of Albion that contribute to the city's long-term growth and development. Here we identify the necessary action steps to implement the community's goals.

Implementation refers to the objectives, policies, and actions that have been identified to carry out the vision of this comprehensive plan update. It includes actions designed to improve the long-range planning process, strengthen links between the plan and capital improvement budgeting, establish a process reporting system to monitor the progress and schedule for updating and amending the plan in the future.

The success of this comprehensive plan update is contingent upon the implementation of the goals and objectives identified in this section. While the role of the planning commission is to ensure the orderly growth of the community by adherence to the comprehensive plan, it is up to the community stakeholders in Albion to champion the projects envisioned and implement them. What happens with the plan, how it is used in day-to-day decision making, and the extent to which it is followed over time will all influence the plan's success. This plan is a living guidance document meant to reflect the current and future vision of the community as it evolves. It is not the end of the planning process, but the beginning of a coordinated effort to direct growth and development in ways that are important to the citizens of Albion.

## GOALS, OBJECTIVES, & ACTION STEPS

Here we outline the goals, objectives, and action steps for the entire comprehensive plan. Objectives and action steps give more detail and describe the actions needed to achieve the community's goals. Objectives are part of the value system linking goals with action steps and they define the broader goals with more detailed descriptions. The adopted action steps synthesize the information from the existing profile of the community and the public input from the visioning component of this comprehensive plan. Action steps are a means to achieve the goals established by the community and they imply a clear commitment to Albion's future development.

## **FACILITIES & SERVICES**

### **Goal:**

The City of Albion will evaluate the existing facilities and services to determine necessity for updates and improvements to provide adequate services to its citizens.

### **Objectives:**

- Manage public expenditures efficiently by developing long-range plans and a capital improvement plan.
- Develop and enhance amenities that are highly desirable to recruit young families.
- Explore opportunities for new or enhanced facilities.
- Review public services to ensure all people are being served.

### **Action Items:**

- Conduct a needs assessment for all public facilities to determine long-term needs of the city, including city hall.
- Encourage new development adjacent to existing development through policies on infrastructure extensions and subdivision regulations.
- Develop and maintain a Capital Improvement Plan (CIP).
- Assist and encourage private development of childcare services.

### ***Collaborating Partners***

Plan implementation involves the actions and decisions of governmental and non-governmental entities. The success of the comprehensive plan's vision is dependent on the city's ability to identify partners and maintain ongoing communication and coordination. The following is a list of potential collaborating partners:

- Boone County Economic Development
- Northeast Nebraska Economic Development District

### ***Potential Funding Resources***

Funding is essential to plan implementation. The following is a list of potential funding resources:

- Statutorily-Authorized Programs
- Private Donations/Foundations
- USDA-Rural Development
- Nebraska Department of Economic Development

# UTILITIES & INFRASTRUCTURE

## Goal:

The City of Albion will annually evaluate the existing infrastructure to determine necessity for updates and improvements to provide adequate services to its citizens.

## Objectives:

- Replace aging and deteriorating infrastructure systems in the community.
- Manage capital expenses efficiently.
- Coordinate utility improvements and extensions with utility providers.
- Provide the ability for residents to create home-based businesses or telecommute with high speed internet connections.

## Action Items:

- Work with utility providers to identify long-term goals for maintenance and replacement of antiquated services.
  - Affordable fast speed internet for the entire community.
- Utilize the utility GIS system to manage and maintain the public utilities system.
- Pursue local, state, and federal resources to identify possible funding opportunities for transportation improvements and other infrastructure.
- Utilize the one- and six-year plan to coordinate utility development or enhancement with the transportation improvements.
- Encourage new development adjacent to existing development through policies on infrastructure extensions and subdivision regulations.
- Utilize and maintain a Capital Improvement Plan (CIP).
- Create a sign inventory for the community.
- Develop a rotating video inspection system for the sanitary sewer.
- Implement the Fairview Drainage Study.
- Utilize the Future Street Reservation Plan.
- Prepare utility and infrastructure extension plans for growth areas and parcel to be annexed.

## *Collaborating Partners*

Plan implementation involves the actions and decisions of governmental and non-governmental entities. The success of the comprehensive plan's vision is dependent on the city's ability to identify these partners and maintain ongoing communication and coordination. The following is a list of potential collaborating partners:

- Northeast Nebraska Economic Development District
- Local utility providers
- Nebraska Department of Transportation

## *Potential Funding Resources*

Funding is essential to plan implementation. The following is a list of potential funding resources:

- Statutorily-Authorized Programs
- User Rates

- Private Donations/Foundations
- USDA-Rural Development
- Nebraska Department of Economic Development
- State Revolving Fund
- Nebraska Department of Transportation
- Tax Increment Financing

# RECREATIONAL AMENITIES

## Goal:

The City of Albion will work to maintain its existing park amenities while considering new opportunities.

## Objectives:

- Provide recreational opportunities and facilities for people of all ages and abilities.
- Implement the comprehensive trail system and support regional connections.

## Action Items:

- Continue to support existing community events and activities while also considering new ideas to add.
- Extend the existing trail network to include local and regional nodes.
- Identify new parks to serve new residential areas.

## *Collaborating Partners*

Plan implementation involves the actions and decisions of governmental and non-governmental entities. The success of the comprehensive plan's vision is dependent on the city's ability to identify partners and maintain ongoing communication and coordination. The following is a list of potential collaborating partners:

- Northeast Nebraska Economic Development District
- Private developers
- Boone County Development Agency
- Local business owners
- Recreational Stakeholders (County, Hospital, School District, State)

## *Potential Funding Resources*

Funding is essential to plan implementation. The following is a list of potential funding resources:

- Statutorily-Authorized Programs
- Interlocal Agreements
- Private Donations/Foundations
- Nebraska Department of Economic Development
- Nebraska Department of Transportation
- Nebraska Game and Parks Commission

# HOUSING

## Goal:

The City of Albion will promote a broad range of housing choices and ensure the existing housing stock in the community is well-maintained.

## Objectives:

- Encourage the development and/or rehabilitation of affordable housing options.
- Encourage second story living downtown.
- Improve deteriorated areas with rehabilitation programs.
- The city will help facilitate development projects to ensure adequate infrastructure capacity for new subdivisions and infill projects.

## Action Items:

- Enforce existing nuisance ordinances directed at maintaining personal property to keep housing units in good condition and not to detract from the overall aesthetic quality.
- Identify local and state resources to aid first-time homebuyers that include financial assistance and counseling to prepare for homeownership.
- Create greater density with the existing community.

## *Collaborating Partners*

Plan implementation involves the actions and decisions of governmental and non-governmental entities. The success of the comprehensive plan's vision is dependent on the city's ability to identify partners and maintain ongoing communication and coordination. The following is a list of potential collaborating partners:

- Boone County Economic Development
- Local builders and real estate agents
- Boone County Development Agency
- Local banks
- Northeast Nebraska Economic Development District

## *Potential Funding Resources*

Funding is an essential component to plan implementation. The following is a list of potential funding resources:

- Statutorily-Authorized Programs
- Special Assessment Districts
- Private Donations/Foundations
- USDA-Rural Development
- Nebraska Department of Economic Development
- Nebraska Investment Finance Authority
- Tax Increment Financing

# ECONOMIC DEVELOPMENT

## Goal:

The City of Albion will promote and encourage economic activity by supporting existing businesses while providing incentives and mechanisms that will assist new business development.

## Objectives:

- Promote the development of businesses that are unique to the regional economy.
- Identify space/locations for new commercial and/or industrial businesses.
- Improve the downtown district by implementing the Downtown Revitalization Plan.
- Support existing Albion businesses and workforce.
- Encourage new middle-income housing options to support workforce.
- Market the community to regional exposure.
- Provide amenities that attract young families and professionals.
- Enhance the economic vitality of Downtown Albion.

## Action Items:

- Identify land adjacent to the city for commercial and/or industrial businesses that can be served with public utilities and infrastructure.
- Promote downtown redevelopment through the enforcement of nuisance ordinances.
- Promote and improve downtown redevelopment through implementation of the Downtown Revitalization Plan
- Explore the development of a Main Street Organization.
- Provide entrepreneurial support to potential businesses with support from collaborating partners.
- Encourage residents to create home-based businesses or telecommute to increase job opportunities.
- Use the existing city's social media sites to market the community and events.
- Partner with state and regional agencies that support economic development activities.

## *Collaborating Parties*

Plan implementation involves the actions and decisions of governmental and non-governmental entities. The success of the comprehensive plan's vision is dependent on the city's ability to identify partners and maintain ongoing communication and coordination. The following is a list of potential collaborating partners:

- Local business owners
- Northeast Nebraska Economic Development District
- Nebraska Business Development Center
- Boone County Development Agency
- Nebraska Department of Economic Development
- Local banks
- Nebraska Main Street Network
- Loup Public Power District

### ***Potential Funding Resources***

Funding is essential to plan implementation. The following is a list of potential funding resources:

- Statutorily-Authorized Programs
- Private Donations/Foundations
- Nebraska Department of Economic Development
- USDA-Rural Development
- Nebraska Investment Finance Authority
- U.S. Small Business Administration
- Tax Increment Financing



# LAND USE & GROWTH MANAGEMENT

## Goal:

The City of Albion will manage land uses in a cost-effective and efficient manner that supports economic development and maintains Albion's small-town character.

## Objectives:

- Discourage incompatible land uses from being located adjacent to one another.
- Encourage the development of infill residential within the existing corporate limits.
- Determine priority annexation areas within the city's extraterritorial jurisdiction to be legally annexed into the corporate limits.
- Provide and promote proper areas of town for both residential and commercial expansion.

## Action Steps:

- Promote housing opportunities throughout the community through infill (replacing the old structures or utilizing empty lots) or developing new subdivisions for residential use.
- Review the adjacent land uses for compatibility on all proposed zone changes.
- Locate commercial and/or industrial development in areas of the community that have adequate infrastructure present and do not infringe on residences.
- Create a nuisance abatement program to remove or repair dilapidated structures.
- Proactively annex properties that meet the state requirements and are within 300 feet of existing public utilities with capacity to serve the parcel.

## *Collaborating Parties*

Plan implementation involves the actions and decisions of governmental and non-governmental entities. The success of the comprehensive plan's vision is dependent on the city's ability to identify partners and maintain ongoing communication and coordination. The following is a list of potential collaborating partners:

- Boone County Development Agency
- Utility Service Providers
- Northeast Nebraska Development District
- Local banks

## *Potential Funding Resources*

Funding is essential to plan implementation. The following is a list of potential funding resources:

- Statutorily-Authorized Programs
- Private Donations/Foundations
- Economic Development Providers
- Utility Service Providers
- Nebraska Department of Economic Development
- USDA-Rural Development
- Nebraska Investment Finance Authority

# IMPLEMENTATION TOOLS

The steps toward each goal in a comprehensive plan require the use of several tools and mechanisms in order to be obtained, realized, and sustained. The City of Albion will need to continually develop its own set of implementation tools and strategies, recognizing that each has unique strengths and weaknesses. Implementation strategies can be separated into several distinct tool categories and programs, each with its distinct characteristics that make it suitable for specific goals and circumstances.

## Support Programs

Three programs will play a vital role in the success of comprehensive plan implementation. These programs are:

### Capital Improvements Financing

A capital improvements plan provides an annual predictable investment plan that uses a one- to six-year horizon to schedule and fund projects integral to the plan's implementation.

### Zoning Regulations

Zoning regulations update zoning districts and regulations, which may include design guidelines, to reflect the development goals of the comprehensive plan update to allow the city to provide direction for future growth.

### Subdivision Regulations

Subdivision regulations establish criteria for environmental impact regulations and the division of land into building areas and public improvements. Implementing infrastructure investments is a primary function of subdivision regulations.

## Public Education

In addition to the identified programs, broad public support and involvement is crucial to the successful development and implementation of any broad-based policy or program. If adequate public support is to be developed, a program educating Albion residents and stakeholders is paramount. Political leadership of Albion should strive to implement an active public participation process by creating an educational process on land-use and development issues. The city should make the comprehensive plan and development regulations available online. Ongoing education and promotion will be an important factor in sustaining interest and motivation from community members.

Some of the objectives of the comprehensive plan cannot be achieved unless the actions of public private partnerships can be leveraged. Frequently, constraints prevent organizations from collaborating effectively (i.e. financial resources, legal authority, excess regulation, etc.). Efforts should be made to identify and bridge these gaps with open communication, cooperation, and realization that issues at hand could benefit the health, safety, and general welfare of Albion residents and the local business community.

## **Special Studies and Plans**

Additional studies and plans can be helpful to explore and define a vision of a certain area, corridor, or development site. Conducting studies and corresponding decisions as opportunities and challenges arise can ensure that investments are made in accordance with the comprehensive plan. It is also important to update these studies/plans as needed. Some examples of additional planning efforts that can further develop ideas expressed in the plan include:

- Facilities Management Plan
- Site Development Plans
- Blight and Substandard Determination Studies

## **Land Use Suitability**

One over-arching goal of the comprehensive plan is to guide development and the development community by:

- Describing the relationship between land uses
- Minimizing land-use conflicts between neighboring parcels and neighborhoods
- Establishing criteria or design standards new development must meet
- Creating consistent characteristics within each land-use district

## **Land Use Transition**

Development projects should provide, if needed, screening, buffers, or additional setback requirements when located next to existing uses. Screening or buffers may be plant material, earthen berms, fencing, or a combination of the listed. Boundaries between land uses are done along streets, alleys, natural features (streams, railroads, etc.) and lot lines whenever possible. This can be done through zoning ordinances.

# ANNEXATION PLAN

Typically, communities grow their size, area, and population by annexing areas that are urban in nature and adjacent and contiguous to the corporate limits of the city. A proactive approach to housing development pressures in the Albion area will be contingent on a firm annexation policy and its implementation.

The State of Nebraska has established a process for communities to extend their corporate limits into urban or suburban areas situated contiguous to an existing community, provided the criteria for such action is justified. There are two distinct processes by which annexation actions can be taken:

- Land that has been requested to be annexed by the property owner(s), or
- Any contiguous and adjacent lands, lots, tracts, streets, or highways, which are urban or suburban in character for which the city wishes to bring into corporate limits

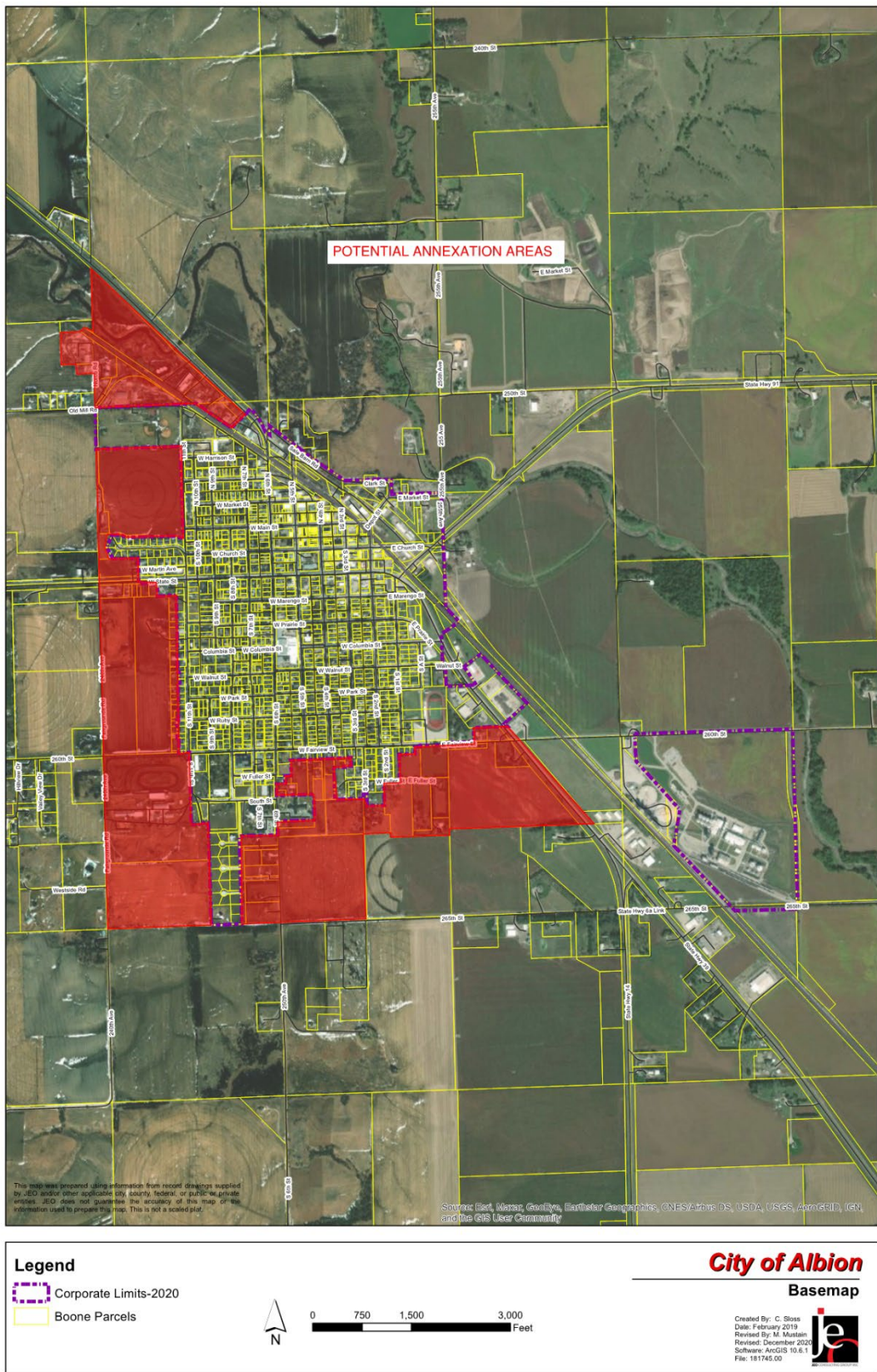
Landowners that desire annexation of land must submit a plat by a licensed surveyor. This plat must be approved by the City Engineer and filed with the City Clerk along with a written request signed by all owner(s) of record within the proposed annexation area.

Following Planning Commission recommendation and three separate readings of the ordinance, a majority of affirmative votes by City Council in favor of an annexation is required at each reading to pass the annexation. The certified map is then filed with the County Register of Deeds, Clerk, and Assessor with a certified copy of the annexation ordinance. The city has one year to develop a plan that addresses the delivery of services of residents of the annexed area.

With regard to annexation, the city should establish subdivision improvement agreements and non-contested annexation agreements with future Sanitary Improvement Districts (SIDs). This agreement gives the SID a possible financing vehicle, the city gets an agreement that states that the SID can be annexed, at the discretion of the city, and the SID will not contest the annexation action.



Figure 24: Proposed Annexation Map



# PLAN MAINTENANCE

The Albion Comprehensive Plan Update is the community's collective vision, yet unplanned change is inevitable. Major technologies and new community needs will arise during the planning period which were not foreseen during the plan's development. Jobs, housing, transportation, goods, and services will evolve over time. The amendment process to the Albion Comprehensive Plan must accommodate and help manage the inevitable change in a way that best promotes, and does not compromise, the community's core values, health, and well-being. The plan amendment process must be an open and fair process, utilizing sound planning, economic, social and ecological principles.

If new, significant development opportunities arise which impact several elements of the plan, and are determined to be of importance, a plan amendment may be proposed and considered separately from the annual review and other proposed plan amendments. The City Council or Planning Commission shall compile a list of proposed amendments received during a year in preparation for a report to provide pertinent information on each proposal, and recommend action on the proposed amendments. The comprehensive plan amendment process should adhere to the adoption process specified by the Nebraska State Statutes and should provide for organized participation and involvement of interested citizens and stakeholders.

Since this plan is a living document, it needs to be monitored for continued relevancy. Although the plan uses a 20-year planning time period, intervening time points should be utilized to measure progress toward long term goals, to adjust based on changed conditions or preferences, and to provide short and mid-term guidance for land-use decisions. In doing so, the ultimate planning time period will move as well, constantly evolving to keep the plan current and relevant.

Approximately every five years, the Albion Comprehensive Plan should undergo a major update. Five years is recommended as the appropriate time interval for major updates for several reasons:

- More frequent updates create a burden on city staff and resources.
- Less frequent updates risk the relevancy of the plan.
- Finally, federal census data is available every decade, making a five-year review period the midpoint between census updates.

The common elements of a five-year update include reviewing and extending growth projections, reviewing community goals, and analyzing amendments.

## **Annual Review of the Plan**

A relevant, up-to-date plan is critical to its ongoing planning success. To maintain the confidence and buy-in of both the public and private sectors, and to incorporate updates, the plan must stay current. An annual review should occur where the Comprehensive Plan Citizen Advisory Committee, Planning Commission, City Council, residents, and city staff are able to review the plan and recommend necessary changes.

After adoption of the Albion Comprehensive Plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies of the plan. The annual review process needs to involve regularly monitoring trends and changes in the local, regional, state, and federal landscape. Such trends and changes may include changes in development activity and use, trends in development regulation amendments, and changes in planning and zoning law. At the beginning of each year at the annual review, a report should be prepared by the Planning Commission that provides information and recommendations on whether the plan is current in respect to population and economic changes, and if the recommended policies are still valid for the city and its long-term growth.

The Planning Commission should hold a public hearing on this report to:

- Provide citizens or developers with an opportunity to comment and/or present possible changes to the plan.
- Identify any changes in the status of projects or action items called for in the plan.
- Bring forth any issues, or identify any changes in conditions which may impact the validity of the plan.

If the Commission finds major policy issues or major changes in basic assumptions or conditions have arisen which could necessitate revisions to the plan, they should recommend changes or further study.

## **Conditions of Plan Amendment**

Comprehensive plan amendment procedures are necessary to determine what constitutes conformity or non-conformity with the plan. It is impossible to set hard and fast rules for such decisions, but consistent criteria should be used when making this determination. The following criteria are recommended:

- A request for increases in residential density or non-residential floor area in excess of the guidelines established in the plan, depending upon the degree of increase, may require a plan amendment.
- Land-use requests involving minor differences from those shown in the plan should be considered in conformity with the plan unless precedent would set for more extensive and non-conforming changes in adjacent areas.

- Requests for variations or changes in the alignment of designated roadways should be considered in conformity if the continuity of the roadway is maintained, the alignment does not result in traffic safety issues or reductions in needed capacity, does not constrain the proper development of contiguous properties, and does not conflict with or preempt other planned uses or facilities.
- Requests to deviate from plan-specific requirements such as open space and traffic reduction measures generally should not be permitted in order to ensure equitable treatment of all property owners and to avoid arbitrary decisions which would undermine the legal foundation of the plan. If changes are to be made, they should be done through a plan amendment process.
- The final criteria must always be whether the request, whatever its nature, will set a precedent for cumulative changes which are not consistent with the plan. Therefore, in those instances where the implications of the request are not easily observed or detected a request for a plan amendment should be required.

## **Evaluating Land Developments**

The interpretation of the plan should be comprised of a continuous and related series of analyses, with references to the goals and objectives/policies, the overall land-use plan, and specific land-use policies. Moreover, when considering specific proposed developments, plan interpretation should include a thorough review of all sections of the plan.

If a development proposal is not consistently supported by the comprehensive plan, serious consideration should be given to making modifications to the proposal, or the following criteria should be used to determine if a comprehensive plan amendment would be justified:

- The character of the adjacent parcels or neighborhoods
- The zoning and uses on nearby properties
- The suitability of the property for the uses allowed under the current zoning designation
- The type and extent of positive or negative impact that may affect adjacent properties, or the city at large, if the request is approved
- The impact of the proposal on public utilities and facilities
- The length of time that the subject and adjacent properties have been utilized for their current uses
- The benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not allowed
- Comparison between the existing land-use plan and the proposed change regarding the relative conformance to the goals and objectives/policies
- Consideration of professional staff recommendations