

***GARLAND,
NEBRASKA***

**COMPREHENSIVE
PLAN - 2014
Zoning & Subdivision
Regulations**

*Prepared for THE COMMUNITY OF GARLAND
by Hanna:Keelan Associates, P.C.
Community Planners
Lincoln, Nebraska
www.hannakeelan.com*

GARLAND, NEBRASKA
Comprehensive Plan
2014

VILLAGE OF GARLAND
PLAN PARTICIPANTS

VILLAGE BOARD

**Darrel Carr, Chairperson; Ann Gaskins; Keith Jackson;
Brian Kreikemeier; and Terry Lunny**

PLANNING COMMISSION

**Mandy Kreikemeier; Kathy Condon; Jerry Adams;
Stacy Fryc; Ron Fryc; and Duane Broeker, alternate**

Village Clerk - Myrna Kirkland

PLANNERS-IN-CHARGE

**Becky J. Hanna, Hanna:Keelan Associates, P.C.
Timothy M. Keelan, Hanna:Keelan Associates, P.C.**

CONTRIBUTING PLANNERS

**Lonnie Dickson, AICP
Hanna:Keelan Associates, P.C.**

HANNA:KEELAN ASSOCIATES, P.C.
LINCOLN, NEBRASKA
(402) 464-5383
www.hannakeelan.com

TABLE OF CONTENTS

	<u>PAGE</u>
PLAN PARTICIPANTS	i
TABLE OF CONTENTS	ii
LIST OF TABLES	iv
LIST OF ILLUSTRATIONS	v
CHAPTER 1 THE GARLAND PLANNING PROCESS	1.1
-The Comprehensive Plan	1.1
-Planning Period	1.1
-Planning Jurisdiction	1.1
-Authority to Plan	1.2
-Responsible Growth and Development	1.2
-The Plan as a Community and Economic Development Tool	1.3
-Organization of the Plan	1.4
-Goals, Policies and Action Strategies	1.6
-Community Goals	1.7
CHAPTER 2 POPULATION, ECONOMIC AND HOUSING PROFILE & PLAN	2.1
-Introduction	2.1
-Housing Goals, Policies and Action Strategies	2.1
-General Population Trends and Projections	2.4
-Income Trends and Projections	2.7
-Employment and Economic Trends	2.11
-Housing Profile and Plan	2.14
-Future Housing Demand	2.20
-Housing Resources	2.24
CHAPTER 3 LAND USE PLAN	3.1
-Introduction	3.1
-Land Use Goals, Policies and Action Strategies	3.1
-The Natural Environment	3.5
-Land Use Analysis	3.14
-Existing Land Use Profile	3.14
-Summary Statement	3.19
-Environmental Assessment	3.25
-Potential Adverse Impacts	3.26

TABLE OF CONTENTS - CONTINUED

		<u>PAGE</u>
CHAPTER 3 (cont.)	-Beneficial Impacts	3.27
	-Alternatives	3.28
	-Actions to Mitigate Adverse Environmental Effects	3.29
	-Land Use Plan Implementation	3.30
	-Public Capital Investments	3.31
	-Private Capital	3.34
	-Community Development Law	3.35
	-Annual Review of the Comprehensive Plan & Plan Amendments	3.42
	-Annexation Policy	3.43
CHAPTER 4	PUBLIC FACILITIES, UTILITIES, AND TRANSPORTATION	4.1
	-Introduction	4.1
	-Goals, Policies and Action Strategies	4.1
	-Public Facilities	4.4
	-Parks and Recreation	4.4
	-Public Administration	4.5
	-Education	4.8
	-Medical/Elderly Services	4.8
	-Public Utilities	4.8
	-Transportation	4.11
	-Existing Garland Road Network	4.11
	-Future Garland Transportation System	4.13
	-Upcoming Nebraska Department of Roads Projects in the Garland Planning Jurisdiction	4.14
	-Upcoming Seward County Projects in the Garland Planning Jurisdiction	4.14

LIST OF TABLES

<u>TABLE</u>	<u>TITLE</u>	<u>PAGE</u>
2.1	Population Trends and Projections	2.5
2.2	Population Age Distribution	2.6
2.3	Household Income Trends and Projections - All Households .	2.7
2.4	Persons Receiving Social Security Income	2.8
2.5	Per Capita Income Trends and Projections	2.9
2.6	Owner and Renter Housing Costs As a Percentage of Household Income	2.10
2.7	Labor Force and Employment Trends and Projections	2.11
2.8	Work Force Employment By Type	2.12
2.9	Employment Location	2.13
2.10	Housing Structures Profile - Units in Structure	2.14
2.11	Housing Stock Profile - Substandard Housing	2.15
2.12	Housing Stock Occupancy/Vacancy Status	2.15
2.13	Year Structure Built	2.16
2.14	Housing Conditions Survey	2.17
2.15	Tenure by Household Trends and Projections	2.18
2.16	Contract Rent	2.19
2.17	Owner Occupied Housing Value	2.19
3.1	Existing Land Use	3.14
3.2	Comparison of Land Use	3.18
3.3	Substandard and Blight Factors	3.40

LIST OF ILLUSTRATIONS

<u>ILLUSTRATION</u>	<u>TITLE</u>	<u>PAGE</u>
1.1	Garland Location Map	1.3
3.1	General Soils Association	3.6
3.2	Hastings-Wymore Soils Association	3.7
3.3	Pawnee-Sharpsburg Soils Association	3.8
3.4	Burchard-Steinauer Soils Association	3.9
3.5	Wellhead Protection Area	3.13
3.6	Existing Land Use Map (Corporate Limits)	3.15
3.7	Existing Land Use Map (Planning Jurisdiction)	3.16
3.8	Future Land Use Map (Corporate Limits)	3.23
3.9	Future Land Use Map (Planning Jurisdiction)	3.24
3.10	Zoning Recommendations - Corporate Limits	3.32
3.11	Zoning Recommendations - Planning Jurisdiction	3.33
4.1	Public Facilities Map	4.6
4.2	State Functional Classifications	4.15

CHAPTER 1

THE GARLAND PLANNING PROCESS

CHAPTER 1

THE GARLAND PLANNING PROCESS

THE COMPREHENSIVE PLAN

This **Garland Comprehensive Plan** is designed to serve as a tool to assist the Village in planning for future stability and development in the community and its respective one-mile planning jurisdiction. This Comprehensive Plan contains information about existing conditions within the Village, including population, land use, housing and public infrastructure and facilities and transportation. The components of these community variables are presented in an attempt to create a community and economic development “vision” for Garland.

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

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

PLANNING PERIOD

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

PLANNING JURISDICTION

The planning jurisdiction of the Village of Garland includes the Garland corporate limits and the area within one mile of the corporate limits. The Village will enforce planning, zoning and subdivision regulations within this one-mile limit, upon the final approval of each of these documents in accordance with Nebraska State Statutes.

AUTHORITY TO PLAN

The Comprehensive Plan for Garland is prepared under the Authority of Section 19-924-929, Nebraska State Statutes 1943, as Amended.

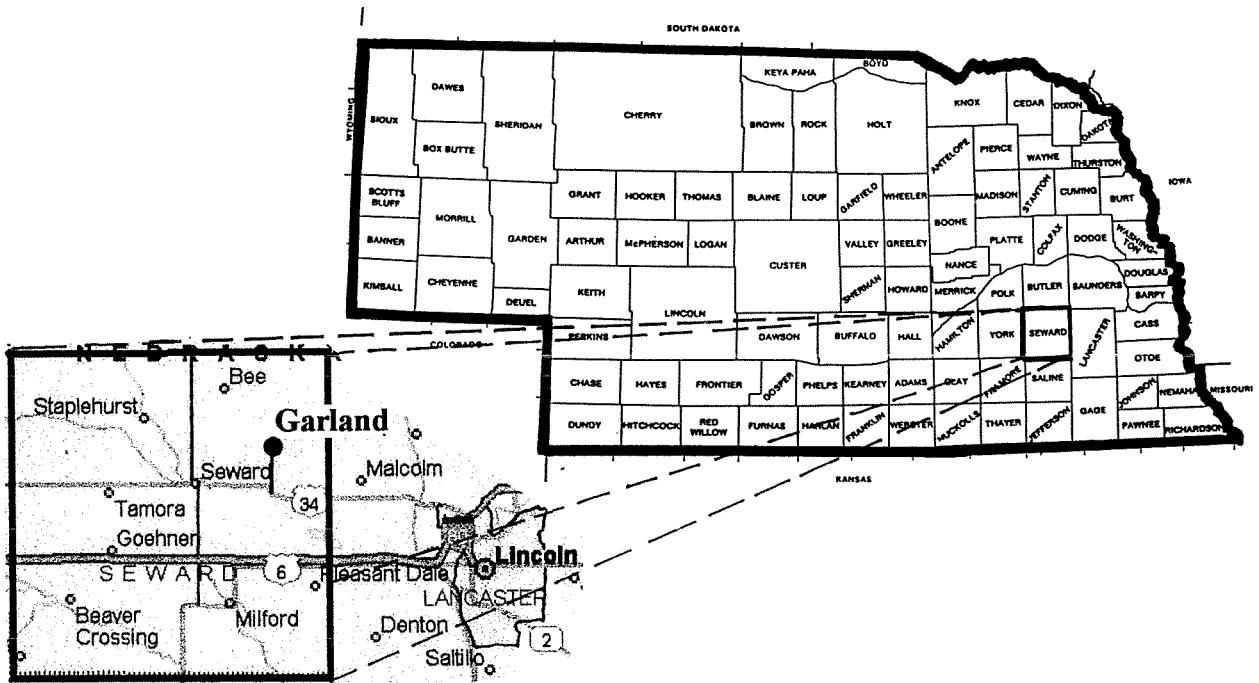
RESPONSIBLE GROWTH AND DEVELOPMENT

The Village of Garland is located in east-central Nebraska, in Lancaster County, six miles east of Seward, Nebraska, along Highway 34, and an estimated three and a half miles north along State Spur S80D. The community of Garland is in a position to decide what community and economic development it needs and desires to better service persons and families interested in small town living. The community offers a business district, as well as agricultural support facilities to maintain a stable and diverse population and economy. Garland benefits from the economic successes of the City of Seward, by virtue of the close proximity of the Village to this regional and county-seat community, as well as primary trade centers in eastern Nebraska.

The Garland Comprehensive Planning process promotes responsible growth. This includes a firm understanding of the growth potential within the existing built environs of Garland, as well as the support for preserving the agricultural and associated natural resources adjacent the Village. Undeveloped areas, within the one-mile planning jurisdiction of Garland, will be assigned land uses and zoning classifications capable of preserving the integrity of these areas, while providing for controlled, well planned growth potential.

A program for future commercial and economic development in Garland needs to be established for the downtown area of the community. With the efforts of the community leadership, the Village will need to facilitate local business and services developments to enhance living opportunities in Garland. **Responsible growth and development activities** will include the ongoing planning and implementation of needed public facilities in Garland. The community is cognizant of its social and recreational needs, but will need to continue to upgrade and develop modern, accessible public facilities and infrastructure.

ILLUSTRATION 1.1 AREA LOCATION MAP GARLAND, NEBRASKA



THE PLAN AS A COMMUNITY AND ECONOMIC DEVELOPMENT TOOL

The Village of Garland Comprehensive Planning process has been designed to enhance both community and economic development efforts, which will promote stability within the community and the local economy. To accomplish this, community leaders will need to react to changing economic conditions and access programs available to meet these changes. Local decisions will need to enhance community and economic development opportunities, as well as preserve local values.

Citizen input will be needed to assist and enhance this political decision making process. The use of a **Community Redevelopment Authority or Community Development Agency**, as a vehicle to plan and implement residential, commercial, and industrial development activities in Garland, is strongly encouraged. The future land use plan, identified in this document, includes an analysis of blight and substandard conditions in Garland. This analysis positions Garland to utilize tax increment financing and other tools of public financing, if the community so desires.

Providing safe and modern housing in Garland, during the next 10 years, will insure a population base capable of supporting various important businesses and services in the community. Housing rehabilitation activities, coupled with new housing opportunities for both elderly and young families, should be considered. The Village should support the housing development efforts as a means of both stabilizing the population and increasing the local tax base.

ORGANIZATION OF THE PLAN

The Village of Garland Comprehensive Planning process utilized both a **qualitative and quantitative approach** to gathering pertinent information. The **qualitative approach** included a comprehensive citizen participation process consisting of Planning Commission and public meetings.

The **quantitative approach** included the analysis of the various components of the Comprehensive Plan utilizing numerous statistical data bases provided by the 1980, 1990, and 2000 Census and other pertinent local, state and federal agencies. This quantitative approach included numerous field research activities to determine the present condition and profiles of local land use, housing, public infrastructure and facilities, transportation and environmental issues. **Combining the results of these two important approaches produced a Comprehensive Plan.**

This Comprehensive Plan includes the following four components, with goals, policies and action strategies at the beginning of each component.

- THE GARLAND PLANNING PROCESS
- POPULATION, ECONOMIC AND
HOUSING PROFILE AND PLAN
- LAND USE PLAN
- PUBLIC FACILITIES, UTILITIES
AND TRANSPORTATION

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

element 1 This Comprehensive Plan is organized in three elements. The **first** element of the Comprehensive Plan is the **Goals, Policies and Action Strategies**. The Goals and Policies represent the foundation for which planning components are designed and eventually implemented. The Goals and Policies identified in the Garland Comprehensive Plan address each component of the Plan itself. Action Strategies identify specific activities the community should undertake to accomplish the goals and policies.

element 2 The **second** element is the **Background Analysis** which presents the research, both quantitative and qualitative, necessary for the development of the Plan's goals, policies and action strategies. This research included the investigation of demographic, economic, land use, housing, transportation and public facility and utility data for the Village of Garland. The careful research of past and present data allowed for the projection of future population and development needs.

element 3 The **third** element of the Comprehensive Plan is the **Planning Components** which present general background analysis and future plans for land use, housing and public facilities and infrastructure and transportation. Also included in this element are the action strategies and actual program development concepts to assist in the implementation of the planning components.

Goals, Policies and Action Strategies

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

Goals are broad statements, identifying the state or condition the citizenry wishes the primary components of the planning area to be or evolve into within a given length of time. Primary components include **Community Image, Land Use and Development, Housing, Public Facilities, Services and Transportation and Plan Maintenance and Implementation**. Goals are long-term in nature and, in the case of those identified for the Garland Comprehensive Plan, will be active throughout the **planning period 2004 to 2014**.

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

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

The specific goals, policies and action strategies of this Comprehensive Plan are included with the discussion of each respective Plan component. The goals, policies and action strategies identified in this Plan have been reviewed, discussed and modified on many occasions to result in a consensus of understanding and vision for the future of Garland by all groups and individuals involved in the planning process.

COMMUNITY GOALS

The first step in developing goals, policies and action strategies for this Plan is the identification of general **community goals**. The following Community Goals were developed via input from the Garland Planning Commission in an effort to "highlight" **six important elements** of the Garland Comprehensive Planning process. These six elements include **Community Image, Land Use Development, Housing, Public Facilities, Services and Transportation, Community and Economic Development and Plan Maintenance and Implementation**.

Community Goals for Garland:

1. *Strive to improve the quality of life and sense of community for all residents of Garland.*
2. *Foster the value of family in Garland. Encourage the development of local action to preserve and strengthen families.*
3. *Implement appropriate community and economic developments to enable an increase in the population of Garland by an estimated 0.9 percent annually, during the next 10 years, or 22 people, by 2014.*
4. *Provide all residents with access to a variety of safe, decent, sanitary housing types, including options for the elderly and persons with disabilities.*
5. *Although the Village of Garland is a bedroom community to the City of Seward, efforts to expand the availability of local jobs is desired.*

*Community Goals,
Continued*

6. *Preserve and improve the physical appearance and character of Garland, with emphasis on the Downtown area.*
7. *Maintain a modern utility system. Future public facilities, services and transportation systems will need to be both updated and expanded during the planning period.*
8. *Include community participation in the (ongoing) update of the Garland Comprehensive Plan.*

CHAPTER 2

*POPULATION, ECONOMIC AND
HOUSING PROFILE AND PLAN*

CHAPTER 2

POPULATION, ECONOMIC AND HOUSING PROFILE AND PLAN

INTRODUCTION

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

The population trends and projections for the years 1980 through 2014 were studied and forecasted, utilizing a process of both trend analysis and popular consent. The Garland Planning Commission established a population growth goal for the Village of **0.9 percent annually**. To meet this goal, the Village of Garland would need to develop existing land within the corporate limits and potentially develop land within its planning jurisdiction adjacent the corporate limits.

This population goal would also require the creation of additional housing stock and related public facilities and infrastructure for the Village.

HOUSING GOALS, POLICIES AND ACTION STRATEGIES

Goal 1

Provide all Garland residents with access to a variety of safe, affordable and sanitary housing types.

- **Policy 1.1**

Establish a plan of action for the development of residential options for residents of all ages and income levels.

Action Strategy 1.1.1

Develop up to 24 units of housing in Garland during the next 10 years. This should include the development of both rental and owner housing units.

Housing,
Continued

Action Strategy 1.1.2

Plan housing for a) new households, b) the replacement of up to 20 percent of substandard housing units and c) affordable units for local households with a housing cost burden status.

Action Strategy 1.1.3

Provide additional housing in Garland to eliminate the "pent-up" demand for housing for the current citizens of the community, with emphasis on senior households.

Action Strategy 1.1.4

Develop housing rehabilitation programs and projects to improve the overall condition of housing in the community.

Action Strategy 1.1.5

Provide housing for special populations, including both owner and rental options for persons with a disability. Participate in a state-wide "home modification" program for persons with disabilities and the elderly.

Action Strategy 1.1.6

Actively pursue affordable housing programs available from local, state and federal agencies/departments.

Action Strategy 1.1.7

Maintain a minimum community housing vacancy rate of 5 percent for modern, marketable housing stock.

Action Strategy 1.1.8

Encourage future residential development which is compatible with and complements existing neighborhoods.

*Housing,
Continued*

- **Policy 1.2**
Protect and preserve both existing and future residential areas through the implementation of programs and policies supporting best building practices.

Action Strategy 1.2.1

Target approximately 16 dwellings for moderate rehabilitation and 13 dwellings for substantial rehabilitation, in Garland, by 2014.

Action Strategy 1.2.2

Remove and replace up to three units of housing, that are substantially deteriorated, by 2014.

Action Strategy 1.2.3

Promote maximum energy efficient housing standards and provide incentives for implementation.

Action Strategy 1.2.4

All new residential development should be served by a modern municipal utility system.

Goal 2

Coordinate housing programs with economic development efforts and available public and private funding sources.

- **Policy 2.1**
Mobilize local public and private resources and organizations to assist in the promotion and development of housing opportunities.

Action Strategy 2.1.1

Secure grants/financial assistance to develop both owner and renter housing rehabilitation programs for low- and moderate income households to upgrade their homes to minimum housing quality standards.

Action Strategy 2.1.2

Support and utilize the State of Nebraska Consolidated Housing Plan to create affordable housing opportunities in Garland.

Action Strategy 2.1.3

Promote housing development opportunities by replacing structures identified as not cost effective to rehabilitate.

Action Strategy 2.1.4

Focus on the development of single family and duplex dwellings for both owner and renter occupancy. Associated with this is the securement of builder-contractors to serve the Garland housing needs.

**GENERAL
POPULATION
TRENDS AND
PROJECTIONS**

The analysis and projection of population are at the center of all planning decisions. This allows for the understanding of important changes which have and will occur throughout the planning period.

Estimating population size is critical to a community planning process. Further, projecting a community's population is extremely complex. Population projections must be carefully analyzed and continually reevaluated due to the changing economic and social structure of a community.

Population

Table 2.1 identifies **population trends and projections** for the Village of Garland from 1980 through 2014. The population of Garland increased from 2000 to 2004, to reach a current (2004) estimated population of 251. By 2014, the Garland population is estimated to increase to 273 persons; a 10 year potential increase of 22 persons.

**TABLE 2.1
POPULATION TRENDS AND PROJECTIONS
GARLAND / SEWARD COUNTY
1980-2014**

	<u>Year</u>	<u>Population</u>	<u>Total</u>		<u>Annual</u>	
			<u>Change</u>	<u>Percent</u>	<u>Change</u>	<u>Percent</u>
Garland:	1980	257	-- --	-- --	-- --	-- --
	1990	247	-10	-3.9%	-1	-0.4%
	2000	247	0	0.0%	0	0.0%
	2004	251	+4	+1.6%	+1.3%	+0.5%
	2014	273	+22	+8.8%	+2.2%	+0.9%
Seward County:	1980	15,789	-- --	-- --	-- --	-- --
	1990	15,450	-339	-2.1%	-33.9	-0.2%
	2000	16,496	+1,045	+6.8%	+104.5	+0.7%
	2004	16,742	+246	+1.5%	+82	+0.2%
	2014	17,622	+880	+5.3%	+88	+0.5%

Source: 1980, 1990, 2000 Census
Hanna:Keelan Associates, P.C., 2004

County-wide, Seward County declined by 339 persons, between 1980 and 1990, to a total County population of 15,450. As per the 2000 Census, the population rebounded to 16,496, increasing by 1,045 persons since 1990. Throughout the 10-year planning period, 2004 to 2014, Seward County is projected to reach a total population of 17,622, surpassing the 2000 population by an additional 1,126 people.

**Population
Characteristics**

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

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

Table 2.2 provides age distribution trends and projections for the Village of Garland. Garland will maintain steady population growth during the next 10 years, with slow growth in all age categories, with the exception of the 20 to 34 and the 75 to 84 age groups. Median age in the Village of Garland is projected to increase from an estimated 40 years in 2004, to 45.1 years in 2014.

**TABLE 2.2
POPULATION AGE DISTRIBUTION
TRENDS AND PROJECTIONS
GARLAND, NEBRASKA
1990-2014**

<u>Age Group</u>	<u>1990</u>	<u>2000</u>	<u>1990-2000 Change</u>	<u>2004</u>	<u>2014</u>	<u>2004-2014 Change</u>
19 and Under	91	75	-16	77	81	+4
20 - 34	48	36	-12	37	33	-4
35 - 54	66	80	+14	81	93	+13
55-64	22	21	-1	21	24	+3
65-74	14	23	+9	23	28	+5
75-84	4	10	+6	10	8	-2
<u>85+</u>	<u>2</u>	<u>2</u>	<u>0</u>	<u>2</u>	<u>5</u>	<u>+3</u>
TOTALS	247	247	0	251	273	+22
Median Age	31.8	38.3	+20.4%	40.0	45.1	+5.1%

Source: 1990 and 2000 Census
Hanna:Keelan Associates, P.C., 2004

**INCOME TRENDS
AND
PROJECTIONS**

Table 2.3 identifies household income trends and projections in Garland, Nebraska. In 1990, 78.4 percent of the Garland households earned an annual income of \$15,000 or more. By 2014, an estimated 96.1 percent of all households are projected to earn annual incomes of \$15,000+. The median household income is anticipated to increase from an estimated \$49,600 in 2004, to \$61,570, by 2014.

Household Income

By 2014, an estimated 40 percent of all households in Garland will earn an annual income of 80 percent or less of the County's median income. This will represent a slight increase, from 2000.

**TABLE 2.3
HOUSEHOLD INCOME
TRENDS AND PROJECTIONS - ALL HOUSEHOLDS
GARLAND, NEBRASKA
1990-2014**

<u>Income Group</u>	<u>1990</u>	<u>2000</u>	<u>2004</u>	<u>2014</u>	<u>% of Change 2004-2014</u>
Less than \$10,000	11	5	4	2	-50.0%
\$10,000 - \$14,999	10	5	4	2	-50.0%
\$15,000 - \$34,999	35	24	20	13	-35.0%
\$35,000 - \$49,999	30	19	22	29	+31.8%
<u>\$50,000 or More</u>	<u>11</u>	<u>40</u>	<u>44</u>	<u>56</u>	<u>+27.3%</u>
TOTALS	97	93	94	102	+8.5%
(Specified)					
Median Income:	\$30,156	\$45,469	\$49,600	\$61,570	+24.1%

Source: 1990, 2000 Census
Hanna:Keelan Associates, P.C., 2004

Social Security Recipients

Table 2.4 identifies the number of persons receiving Social Security Income (SSI) and/or Supplemental Social Security Income in Seward County. A total of 2,370 persons received SSI in 2000. Of this total, 81.4 percent were retired workers. In 2000, the total estimated persons receiving social security income equaled an estimated 14.4 percent of the County population.

A total of 83 people received Supplemental Social Security Income in 2000. A total of 72, or 86.7 percent of the recipients were blind or disabled. This number identifies a special consumer group in the County in need of special services.

**TABLE 2.4
PERSONS RECEIVING SOCIAL SECURITY INCOME
SEWARD COUNTY, NEBRASKA
2000**

<u>Social Security Income</u>	<u>Number of Beneficiaries</u> <u>Seward County</u>
<u>Retirement Benefits</u>	
Wives and Husbands	255
Retired Workers	1,930
Children	10
<u>Survivor Benefits</u>	
Widows and Widowers	360
Children	80
<u>Disability Benefits</u>	
Disabled Workers	185
Wives and Husbands	10
<u>Children</u>	<u>65</u>
TOTAL	2,895
<u>Aged 65 or Older</u>	
Men	980
<u>Women</u>	<u>1,390</u>
TOTAL	2,370
<u>Supplemental Social Security Income (1997)</u>	
	<u>Number of Beneficiaries</u> <u>Seward County</u>
Aged (65+)	11
<u>Blind and Disabled</u>	<u>72</u>
TOTAL	83

Source: Department of Health and Human Services, Social Security Administration, 2000
Hanna:Keelan Associates, P.C., 2004

Per Capita Income

Table 2.5 identifies per capita income trends and projections for Seward County and the State of Nebraska. The 2004 County per capita income is estimated to be \$27,784. By 2014, per capita income is expected to increase an estimated 43.7 percent to \$39,923. This is an estimated 2.9 percent less than the State projection, for 2014.

**TABLE 2.5
PER CAPITA INCOME
TRENDS AND PROJECTIONS
SEWARD COUNTY, NEBRASKA / STATE OF NEBRASKA
1993-2014**

	<u>Seward County</u>		<u>Nebraska</u>	
	<u>Income</u>	<u>% Change</u>	<u>Income</u>	<u>% Change</u>
1993	\$17,978	-- --	\$20,001	-- --
1994	\$19,298	+7.3%	\$20,942	+4.7%
1995	\$19,055	-1.3%	\$22,196	+6.0%
1996	\$21,895	+14.9%	\$23,670	+6.6%
1997	\$22,254	+1.6%	\$24,148	+2.0%
1998	\$22,916	+3.0%	\$25,541	+5.8%
1999	\$23,376	+2.0%	\$26,569	+4.0%
2000	\$24,295	+3.9%	\$27,781	+4.6%
2001	\$24,589	+1.2%	\$28,861	+3.9%
1993-2001	\$17,978-\$24,589	+36.8%	\$20,001-\$28,861	+44.3%
2004-2014	\$27,784-\$39,923	+43.7%	\$31,774-\$46,580	+46.6%

Source: Bureau of Economic Analysis
U.S. Department of Commerce, 2004
Hanna:Keelan Associates, P.C., 2004

**Owner and Renter
Housing Costs**

Table 2.6 identifies housing costs as a percentage of household income in Garland in 2000, for both owner and renter households. A total of 16.7 percent of the owner households, 21.1 percent of the renter households, and 17.6 percent of all households paid more than 30 percent of their annual income for housing. This represents a population that is considered cost burdened and should be considered as potential consumers of affordable housing programs.

**TABLE 2.6
OWNER AND RENTER HOUSING COSTS
AS A PERCENTAGE OF HOUSEHOLD INCOME
GARLAND, NEBRASKA
2000**

<u>Income Categories</u>	<u>Owner Households</u>	<u>Renter Households</u>	<u>All Households</u>
Less than \$10,000	2	2	4
Less than 30 Percent	0	0	0
30 Percent or More	2	2	4
\$10,000 to \$19,999	6	2	8
Less than 30 Percent	4	0	4
30 Percent or More	2	2	4
\$20,000 to \$34,999	13	4	17
Less than 30 Percent	11	4	15
30 Percent or More	2	0	2
\$35,000 to \$49,999	19	3	22
Less than 30 Percent	17	3	20
30 Percent or More	2	0	2
\$50,000 or More	32	8	40
Less than 30 Percent	28	8	36
<u>30 Percent or More</u>	<u>4</u>	<u>0</u>	<u>4</u>
TOTALS (Specified)	72	19	91
<u>All Incomes</u>			
Less than 30 Percent	60 (83.3)	15 (78.9)	75 (82.4)
<u>30 Percent or More</u>	<u>12 (15.7)</u>	<u>4 (21.1)</u>	<u>16 (17.6)</u>
TOTALS (Specified)	72 (100.0)	19 (100.0)	91(100.0)

Source: 2000 Census
Hanna:Keelan Associates, P.C., 2004

EMPLOYMENT AND ECONOMIC TRENDS

Labor Force and Employment

The most recent and comprehensive employment data available for Seward County was obtained from the Nebraska Department of Labor. Since these figures are only available county-wide, a review and analysis of Seward County labor force statistics will need to provide a general understanding of the economic activity occurring in and around the Village of Garland. Since the Village comprises a percentage of the total County labor force, it can be assumed the economic pattern of Seward County reflects the economic pattern of Garland. However, some variation due to differences in rural and urban may not be truly identified, based upon this assumption.

Table 2.7 depicts the labor force and employment for Seward County, from 1980 to 2014. During the next 10 years, the amount of employed workers in Seward County will increase an estimated 20.7 percent, to a total of 10,442 workers. The community of Garland should strive to secure up to eight to 10 new job positions, by 2014.

**TABLE 2.7
CIVILIAN LABOR FORCE AND EMPLOYMENT
TRENDS AND PROJECTIONS
SEWARD COUNTY, NEBRASKA
1980-2014**

<u>Seward County</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>2004</u>	<u>2014</u>
Civilian Labor Force	7,141	8,316	9,653	8,964	10,732
Unemployment	177	174	275	314	290
Rate of Unemployment	2.5%	2.1%	2.8	3.5%	2.7%
Employment	6,964	8,142	9,378	8,649	10,442
<u>Change in Total Employment</u>					
	<u>Number</u>	<u>Annual</u>	<u>% Change</u>	<u>% Annual</u>	
1980-1990	+1,178	+117.8	+16.9%	+1.7%	
1990-2000	+1,236	+123.6	+15.2%	+1.5%	
2004-2014	+1,793	+179.3	+20.7%	+2.1%	

Source: Nebraska Department of Labor,
Labor Market Information, 2001
Hanna:Keelan Associates, P.C., 2004

Employment Type

Table 2.8 identifies work force employment by type. Between 1996 and 2001, Seward County experienced an overall increase of 9.8 percent in non-farm employed persons. From 2001 to 2014, the number of non-farm employed persons is expected to continue to increase as new jobs are created as small businesses expand and additional retail, industrial and construction jobs are added to the area employment market.

**TABLE 2.8
WORK FORCE EMPLOYMENT BY TYPE
SEWARD COUNTY, NEBRASKA
1991-2001**

<u>Work Force</u>	<u>1991</u>	<u>1996</u>	<u>2001</u>	<u>% Change 1991-1996</u>	<u>% Change 1996-2001</u>
Non-Farm Employment (Wage and Salary)	5,382	5,660	6,216	+5.2%	+9.8%
Manufacturing	896	1071	1038	+19.5%	-3.1%
Durable	806	940	874	+16.6%	-7.0%
Non-Durable	90	130	165	+44.4%	+26.9%
Non-Manufacturing	4487	4589	5177	+2.3%	+12.8%
Construction & Mining	134	186	260	+38.8%	+39.8%
Trans., Comm., Utilities**	402	437	490	+8.7%	+12.1%
Trade	1,223	1,187	1,197	-2.9%	+0.8%
Retail	967	966	1,003	-0.1%	+3.8%
Wholesale	257	221	194	-14.0%	-12.2%
Fin, Ins. & Real Estate***	172	250	214	+45.3%	-14.4%
Services	1,562	1,496	2,018	-4.2%	+34.9%
Government	994	1,033	998	+3.9%	-3.4%
Federal	65	61	60	-6.2%	-1.6%
State	55	49	45	-10.9%	-8.2%
Local	873	923	893	+5.7%	-3.3%

*Data not available because of disclosure suppression
 **Transportation, communication & Public Utilities
 ***Financial, Insurance & Real Estate

Source: Nebraska Department of Labor, Labor Market, Information, 2001
 Hanna:Keelan Associates, P.C., 2004

Table 2.9 identifies place of employment for Garland and Seward County. The 2000 Census identified 97.2 percent of the Garland employed population worked outside the Village or County.

<u>Place of Employment</u>	<u>Garland Residents</u>	
	<u>Number</u>	<u>Percent</u>
Village of Garland	4	2.8%
<u>Outside of Garland</u>	<u>137</u>	<u>97.2%</u>
TOTALS	141	100.0%

Source: 2000 Census
Hanna:Keelan Associates, P.C., 2004

Economic Summary

Overall, the economic outlook for Garland could be considered “good” for the planning period (2004 to 2014). Economic opportunities exist, as the population diversifies and jobs expand in Seward County. The continued development and close proximity of Garland to the City of Lincoln, will provide additional economic development activities. Additional commercial business, as well as the expansion of existing business in Garland, should be pursued if the community desires more commerce. Existing local based business and agricultural-related industries provide the Village with a stable economic base.

**HOUSING
PROFILE AND
PLAN**

INTRODUCTION

The **Housing component** of the **Garland Comprehensive Plan** serves to profile and analyze the existing housing stock in the Village of Garland and determine the demand for housing activities during the planning period (2004 to 2014). The following information includes the documentation of pertinent U.S. Census information and the identification and analysis of future housing characteristics and demand.

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

**COMMUNITY
HOUSING
CONDITIONS**

**Community
Housing Profile**

The Garland housing stock is comprised of a variety of housing types ranging from single family homes to mobile homes. The highest percentage of residential land area is occupied by single family homes. **Tables 2.10 and 2.11** identify the 1990 and 2000 Garland **housing stock and substandard housing conditions**, based on Census data. From 1990 to 2000, there was an increase in the Garland housing stock by 10 units. A total of 3 percent of the housing stock in Garland had overcrowding conditions in 2000, and none lacked complete plumbing.

building trends Since 1990, 10 dwelling units have been constructed in the Village of Garland.

**TABLE 2.10
HOUSING STOCK PROFILE/UNITS IN STRUCTURE
GARLAND / SEWARD COUNTY, NEBRASKA
1990, 2000**

		<u>Number of Units</u>					
		<u>1 unit</u>	<u>2 - 9 units</u>	<u>10+ units</u>	<u>Mobile Homes</u>	<u>Other</u>	<u>Total</u>
Garland:	1990	74	1	0	19	0	94
	2000	86	0	0	18	0	104
Seward County:	1990	4,749	553	157	409	40	5,908
	2000	5,150	609	292	364	13	6,428

Source: 1990, 2000 Census
Hanna:Keelan Associates, P.C., 2004

**TABLE 2.11
HOUSING STOCK PROFILE
DEFINING SUBSTANDARD HOUSING - HUD
GARLAND / SEWARD COUNTY, NEBRASKA
2000**

	<u>Complete Plumbing</u>		<u>Lack of Complete Plumbing</u>		<u>Units with 1.01+ Persons per room</u>		
	<u>Total</u>	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>
Garland:	100	100	100.0%	0	0.0%	3	3.0%
Seward County:	6,428	6,408	99.7%	20	0.3%	78	1.2%

Source: 2000 Census
Hanna:Keelan Associates, P.C., 2004

Housing Occupancy/Vacancy

Table 2.12 summarizes estimated housing stock occupancy and vacancy status in Garland, for 2000. The 2000 Census recorded a total of 100 units, with 99 occupied and one vacant. Occupied units consisted of 80 owner occupied and 19 renter occupied households. Vacant housing units consisted of seasonal and/or vacant housing units neither for sale nor rent and vacant year-round housing units.

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

**TABLE 2.12
HOUSING STOCK OCCUPANCY / VACANCY STATUS
GARLAND, NEBRASKA
2000**

a)	2000	Total Housing Stock Count	100
b)	2000	Vacant Housing Units	1
c)	2000	Occupied Housing Units	99
		*Owner Occupied	80
		*Renter Occupied	19
d)	2000	Housing Vacancy Rate	1.0%
		*Owner Vacancy Rate	1.2%
		*Renter Vacancy Rate	0.0%

Source: 2000 Census
Hanna:Keelan Associates, P.C., 2004

A standard community vacancy rate is 5 percent. This rate may fluctuate higher or lower for different time periods, depending upon the anticipated population growth and overall structural condition of the existing housing stock. The 2000 year-round housing vacancy rate, in Garland, was 1 percent for year-round housing stock, or one unit. **It is estimated this housing unit is substandard and does not meet current housing code.**

Age of Housing Stock

Table 2.13 identifies year structure built in Garland, up to 2000. At least 54.8 percent of the housing stock in Garland was over 61 years of age. The highest number of housing units built in Garland, since 1939, was 28, during the period of 1970 to 1979.

**TABLE 2.13
YEAR STRUCTURE BUILT
GARLAND, NEBRASKA
2004**

<u>Year</u>	<u>Housing Units</u>
1999 to March 2004	0
1995 to 1998	0
1990 to 1994	0
1980 to 1989	9
1970 to 1979	28
1960 to 1969	3
1940 to 1959	7
<u>1939 or Before</u>	<u>57</u>
TOTALS (Specified)	104
% 1939 or Before	54.8%

Source: 2000 Census

Hanna:Keelan Associates, P.C., 2004

**Condition of
Housing Stock**

A community-wide conditions survey of the housing stock in Garland was conducted as an activity of this Comprehensive Plan. Results of the housing conditions survey verified the need for housing rehabilitation. A total of 101 residential structures were reviewed. **Table 2.14** identifies the results of the **housing stock survey**. A number of the structures surveyed experienced deterioration. **A total of 15.8 percent of the housing structures were rated as "substandard or dilapidated"**. This equaled a total of **16 units**.

The housing that was moderately deteriorated to dilapidated will require the planning and implementation of a **local housing rehabilitation program**. An estimated 13 units are in need of substantial rehabilitation and an estimated 16 units are in need of moderate rehabilitation. The estimated total cost to improve the housing stock in Garland is \$780,000. This would allow up to \$30,000 for each severely deteriorated (substandard) structure, up to \$20,000 for each moderately deteriorated (major) structure and \$70,000, total, to remove dilapidated structures. An estimated three of the dilapidated structures are in need of removal.

**TABLE 2.14
HOUSING STRUCTURES SURVEY
GARLAND, NEBRASKA
2004**

	<u>Sound</u>	<u>Minor</u>	<u>Major</u>	<u>Substandard</u>	<u>Total</u>
Single Family*	48 (56.5%)	17 (20.0%)	9 (10.6%)	11 (12.9%)	85 (100%)
<u>Mobile Homes</u>	<u>0 (0.0%)</u>	<u>4 (25.0%)</u>	<u>7 (43.8%)</u>	<u>5 (31.3%)</u>	<u>16 (100%)</u>
TOTALS	48 (47.6%)	21 (20.8%)	16 (15.8%)	16 (15.8%)	101 (100%)

Source: Hanna:Keelan Associates, P.C., 2004

**Household Trends
and Projections**

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

Table 2.15 depicts specific **tenure by household trends and projections**, in Garland, for the period 1980 to 2014. By 2014, an estimated 20.4 percent of the total community population will reside in a rental unit. This will equal an increase of three renter households, from 2004 to 2014. The number of owner households are also expected to increase, by 5 households, during that same time period.

**TABLE 2.15
TENURE BY HOUSEHOLD
TRENDS AND PROJECTIONS
GARLAND, NEBRASKA
1980-2014**

<u>Year</u>	<u>Total Households</u>	<u>Owner</u>		<u>Renter</u>	
		<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
1980	83	73	88.0%	10	12.0%
1990	88	68	77.3%	20	22.7%
2000	99	80	80.8%	19	19.2%
2004	100	81	81.0%	19	19.0%
2014	108	86	79.6%	22	20.4%

Source: 1980, 1990, 2000 Census
Hanna:Keelan Associates, P.C., 2004

housing

costs

Table 2.16 and 2.17 identify trends and projections for both contract rent and owner occupied housing values. By 2014, the median monthly rent in Garland will be an estimated \$382, an increase of 22 percent, from 2004. The median owner occupied housing value will also increase, an estimated 60 percent between 2004 and 2014, to \$112,000.

**TABLE 2.16
CONTRACT RENT
GARLAND, NEBRASKA
1990-2014**

	<u>Less than \$150</u>	<u>\$150 to \$249</u>	<u>\$250 to \$299</u>	<u>\$300 or More</u>	<u>Total</u>
Number 1990	2	11	3	0	16
% of Total 1990	12.5%	68.8%	18.7%	0.0%	100.0%
Median Rent 1990	\$200				
Number 2000	0	2	7	10	19
% of Total 2000	0.0%	10.5%	36.8%	52.7%	100.0%
Median Rent 2000	\$305				
2004	\$312				
2014	\$382				

Source: 1990, 2000 Census
Hanna:Keelan Associates, P.C., 2004

**TABLE 2.17
OWNER OCCUPIED HOUSING VALUE
GARLAND, NEBRASKA
1990-2014**

	<u>Less than \$25,000</u>	<u>\$25,000 to \$34,999</u>	<u>\$35,000 to \$49,999</u>	<u>\$50,000 to \$99,999</u>	<u>\$100,000 or More</u>	<u>Total</u>
Number 1990	14	10	16	15	0	55
% of Total 1990	25.5%	18.2%	29.0%	27.3%	0.0%	100.0%
Median Value 1990	\$38,500					
Number 2000	2	6	14	42	8	72
% of Total 2000	2.8%	8.3%	19.4%	58.3%	11.2%	100.0%
Median Value 2000	\$68,900					
2004	\$70,000					
2014	\$112,000					

Source: 1990, 2000 Census
Hanna:Keelan Associates, P.C., 2004

FUTURE HOUSING DEMAND

The housing stock of a community is considered a basic necessity, while the adequate supply of safe and decent housing is a key factor in a community's social and economic well being. As previously stated in this Comprehensive Plan, the Village of Garland provides a variety of housing types for its population. The Village makes a true effort to encourage both the construction of new housing and retaining its current residents. In 2000, an estimated **100 housing units** existed in Garland. An estimated 1 percent of these units, or one unit, was vacant.

Also discussed was the **condition** of housing in Garland. An estimated 53 housing units are in need of some level of rehabilitation, with up to three units in need of removal/replacement.

Housing Vacancy Deficiency

Housing vacancy deficiency is defined as the number of year-round, structurally sound vacant units lacking in a community, whereby the total percentage of vacant units is less than 5 percent on the total year-round units. **A vacancy rate of 5 to 7 percent is the minimum rate recommended to allow a community to have sufficient housing available for both new and existing residents.** The Village of Garland had an overall 2000 housing vacancy rate of 1 percent. It is estimated that of the one vacant housing unit is not marketable, or ready for immediate occupancy, reducing the housing vacancy rate of available, sound housing stock to an estimated percent.

The Village of Garland has a housing vacancy deficiency demand, an estimated six units.

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

Also considered in the future housing demand for Garland are new households expected during the 10 years planning periods, households living in substandard units and households experiencing a cost overburden.

A **substandard unit** is defined as a unit lacking complete plumbing plus the number of households with more than 1.01 persons per room. Persons experiencing **rent or owner cost overburden** are persons paying more than 30 percent of their income towards housing. Consideration is also given to the number of new households, demolitions, and any other projects in the planning stage for the designated community. Based on this criteria, an additional 12 housing units could potentially be developed in Garland, 2014.

**"Pent-up"
housing demand**

In addition to the previously discussed housing demand and deficiency factors, the **"pent-up" housing demand for current residents in the community, desiring and having the capacity to afford alternative housing, must also be considered.** This is a highly speculative demand and one which must be locally promoted and market driven by resident desire. The process to monitor this desire, however is somewhat difficult to determine and implement. An estimated six additional housing units will be needed in Garland, by 2014, to meet the communities pent-up demand.

**Total Housing
Demand**

The total estimated housing demand, or housing potential, in Garland by 2014 is 24 units. This includes the combined consideration of new households, replacement housing (for dilapidated structures), affordable housing for low to moderate income elderly and families and a "pent up" demand for alternative housing for existing residents of Garland. The 24 units would equal an estimated 16 owner units and 8 rental housing units. The most appropriate future type of rental housing for Garland would be single family dwellings and two-bedroom duplexes. This type of housing would be attractive to both non-elderly families or elderly households. Future owner housing should include the construction of entry-level housing for first-time homebuyers. **Table 2.18 summarizes the projected housing demand potential, in Garland, by 2014.**

**TABLE 2.18
PROJECTED HOUSING DEMAND POTENTIAL
GARLAND, NEBRASKA
2014**

	<u>Owner</u>	<u>Renter</u>
1. New Households	5	3
5% Vacancy	0	0
20% Cost Burdened	2	1
<u>20% Substandard</u>	<u>1</u>	<u>0</u>
SUBTOTAL	8	4
2. Overall Vacancy Deficiency	4	2
<u>3. Expected Pent-Up Demand</u>	<u>4</u>	<u>2</u>
TOTALS	16	8

Note: Types of housing/price products, to be determined.

Source: 2000 Census
Hanna:Keelan Associates, P.C., 2004

**Housing
Implementation**

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

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

- Develop a **marketing plan** to promote Garland as a place to live and retire.
- Join efforts with other smaller communities in Seward County to establish a program to increase the **capacity of local builders and developers** to produce more housing units. This program should concentrate on increasing the number of trades and skilled construction labor in the Garland area.
- The **identification and scheduling of housing projects**, both new and rehabilitation, most appropriate for Garland, including both subsidized and non-subsidized housing projects.
- The **identification of land areas** for both renter and owner housing. Areas should include land inside the Village. Projects planned for these areas should be compatible with adjacent land uses.
- **Review and modify local ordinances**, as well as the overall political decision-making process as it pertains to residential development. This effort should attempt to eradicate any and all impediments to residential development or rehabilitation.
- **Identification of financial resources** to finance residential development in Garland, including both public and private sources. Seward County lending institutions should form a partnership for financing housing projects.

and

- Establish the **necessary organizational structures** for the creation of housing projects in Garland, including the securement of land for future developments. At a minimum, utilize the housing development services of the Southeast Nebraska Development District to complete needed affordable housing projects.

**HOUSING
RESOURCES**

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

A document entitled *Affordable Housing Resource Programs - Inventory*, distributed by the Nebraska Department of Economic Development identifies and defines all available housing programs.

**Local
Funding Options**

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

local tax base

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

*Statewide Federal
Grants to the
Local Limit of
Government*

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

DED is also the administrator of HOME funds. HOME funds are available to authorized, local or regional based Community Development Housing Organizations (CHDOs) for affordable housing repair and/or new construction. An annual allocation of HOME funds is established for CHDOs, based on individual housing programs.

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

Housing Trust Fund The **Housing Trust Fund**, also administered by DED, is available as financing for affordable housing programs.

NIFA The **Nebraska Investment Finance Authority** is a leader in providing finance for housing, including both owner and renter housing stock. Programs range from Low-Income Housing Tax Credits, a rent-to-own program, tax exempt bond financing, to a single family mortgage program.

NEO Another important State funding source available to be pooled with other resources or operate independently is available through the **Nebraska Energy Office (NEO)**.

Region Funding The **Federal Home Loan Bank (FHLB)**, located in Topeka, Kansas also provides funding for affordable housing activities. The FHLB joins forces with a local lending institution to provide "gap" financing rental programs.

Federal Funding

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

HUD

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

b) **Section 811 Program** - Provides a capital advance to nonprofit developers for development of renter housing for persons with disabilities. The program provides 100 percent financing with an operational subsidy.

and

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

USDA RD

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

- b) **Section 502 Program** - Provides either a mortgage guarantee or direct loan for single family home-ownerships for low- and moderate-income persons/families, including persons with a disability.
- c) **Community Facilities Program** - Provides a direct, interest subsidized loan for a variety of specific projects, community facility improvement programs including new construction or housing rehabilitation for "special populations."
- d) **Business and Industries Program** - RD's allows its Business and Industries program to assist in financing assisted living housing for elderly, utilizing a long term mortgage guarantee.

and

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

Financial "Pooling"

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

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

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

CHAPTER 3

LAND USE PLAN

CHAPTER 3

LAND USE PLAN

INTRODUCTION

The Land Use Plan chapter of this Comprehensive Plan identifies the land use development patterns in Garland and the one-mile planning jurisdiction and examines the future land use development opportunities and requirements and the utilization of land in and around the community. The following information identifies the **goals, policies and action strategies associated with land use development**, to provide guidance to the Village with its future land use administration and practices. In this Chapter, a discussion of the **environmental and physical characteristics** of the community of Garland precedes a description and analysis of **existing and future land use conditions** in the Village. The final sections of this Chapter discuss a proposed development plan and the environmental impact of future development activities in Garland.

LAND USE GOALS, POLICIES AND ACTION STRATEGIES

Goal 1

Adopt a land use plan capable of fulfilling the residential, recreational, social, shopping and employment needs of the Garland community citizenry through the year 2014.

- Policy 1.1

Maximize the existing land areas presently served by municipal infrastructure.

Action Strategy 1.1.1

Increase land use density in residential areas having redevelopment potential.

Action Strategy 1.1.2

Conduct infill residential development, as well as utilization of the designated growth areas within the Village limits in the northeast and southwest portions of the Community.

**Land Use &
Development,
Continued**

Action Strategy 1.1.3
*Locate future higher density residential
developments in close proximity to the
Downtown area.*

- **Policy 1.2**
Designate future industrial land areas that are compatible with neighboring land uses, while optimizing the community’s ability to expand existing and attract new industrial types.

Action Strategy 1.2.1
*Future industrial areas should be located
within the one-mile planning jurisdiction,
adjacent the corporate limits of Garland.*

- **Policy 1.3**
Continue to enforce land use development ordinances and regulations in Garland that are in conformance with the Comprehensive Plan.

Action Strategy 1.3.1
*Maintain zoning and subdivision
regulations and appropriate building codes
which comply to the future land use plan of
the Village.*

Goal 2

Continue to update a land use plan supportive of redevelopment efforts in Garland.

- **Policy 2.1**
Prioritize redevelopment efforts to address areas of greatest need for renovation and restoration.

Action Strategy 2.1.1
*Efforts should be concentrated in the
Downtown, the area north of third Street
and the Frazier Street (State Spur S80D)
corridor within the corporate limits of
Garland.*

*Land Use &
Development,
Continued*

- **Policy 2.2**
Create programs of redevelopment that focus efforts upon Downtown commercial land uses.

Action Strategy 2.2.1

Establish mixed land uses in the Garland downtown area which promote general commercial, service and public activities.

Action Strategy 2.2.2

Future land use patterns in the downtown should include commercial and public uses.

Action Strategy 2.2.3

Continue efforts to expand the Volunteer Fire Department/Village Hall to the north of the current building.

Goal 3

Maintain a land use plan that encourages the preservation and protection of environmental resources.

- **Policy 3.1**
Future development should be encouraged to locate in areas that are free of environmental problems related to ground and surface water features, soil and topographic slope.

Action Strategy 3.1.1

All future development and redevelopment activities should strive to eliminate any existing occurrences of deteriorating or dilapidated buildings.

Action Strategy 3.1.2

Future development and redevelopment activities should be supported by a modern infrastructure system consisting of an appropriate water source and distribution, sanitary sewer collection, storm sewer collection, and electrical and natural gas system.

Action Strategy 3.1.3

All new development and redevelopment activities should include a safe and sanitary environment, free of air, water and noise pollution.

**PROTECT THE
NATURAL
ENVIRONMENT**

Proper land use practices can protect the natural resources and be a complement to the built environment. The natural environment of the community provides both opportunities and constraints for existing and future developments. As residents of Garland anticipate growth and redevelopment opportunities, they must work and live in harmony with their natural surroundings. This can occur by designing with nature, conserving unique features, protecting watersheds and using sensitive development practices.

**COMMUNITY
DEVELOPMENT**

The **proposed future land use plan** concentrates on the use of land in Garland and its respective one-mile planning jurisdiction, during the **2004 to 2014 planning period**. Special attention is given to the identification of future residential, public, parks and recreational, commercial and industrial land uses.

A detailed discussion of community development planning is provided to assist the Village in improving its physical image. Identified are proposed projects or programs that address public improvements and community image.

LOCATION

The Village of Garland is located six miles east of the City of Seward, and three and a half miles north of U.S. Highway 30, along State Spur S80D, in northeastern Seward County. The close proximity of Garland to the communities of Seward and to the City of Lincoln, just 17 miles to the southeast of Garland, affords this “bedroom” community access to a variety of jobs, shopping and entertainment venues, while allowing its residents to live in a small town with a greater sense of family and community values.

The Village of Garland was originally named “Germantown” in 1873 when the Midland Pacific Railroad extended a branch line west from Lincoln and a post office was established the same year. Platting of the town by Hilard Frazier occurred shortly after and the town quickly began to develop.

The Village of Garland was officially incorporated in 1892, by which time the community had a fully developed Downtown with grocery, furniture and drug stores, as well as a hotel and very successful Creamery. New businesses continued to follow the railroad, led by a doctor’s office and an additional creamery through 1918. The development of World War I, led the town council to change the name of the community to “the first man to die during the war.” Raymond Garland, thus became the source of the new name of the community in 1917.

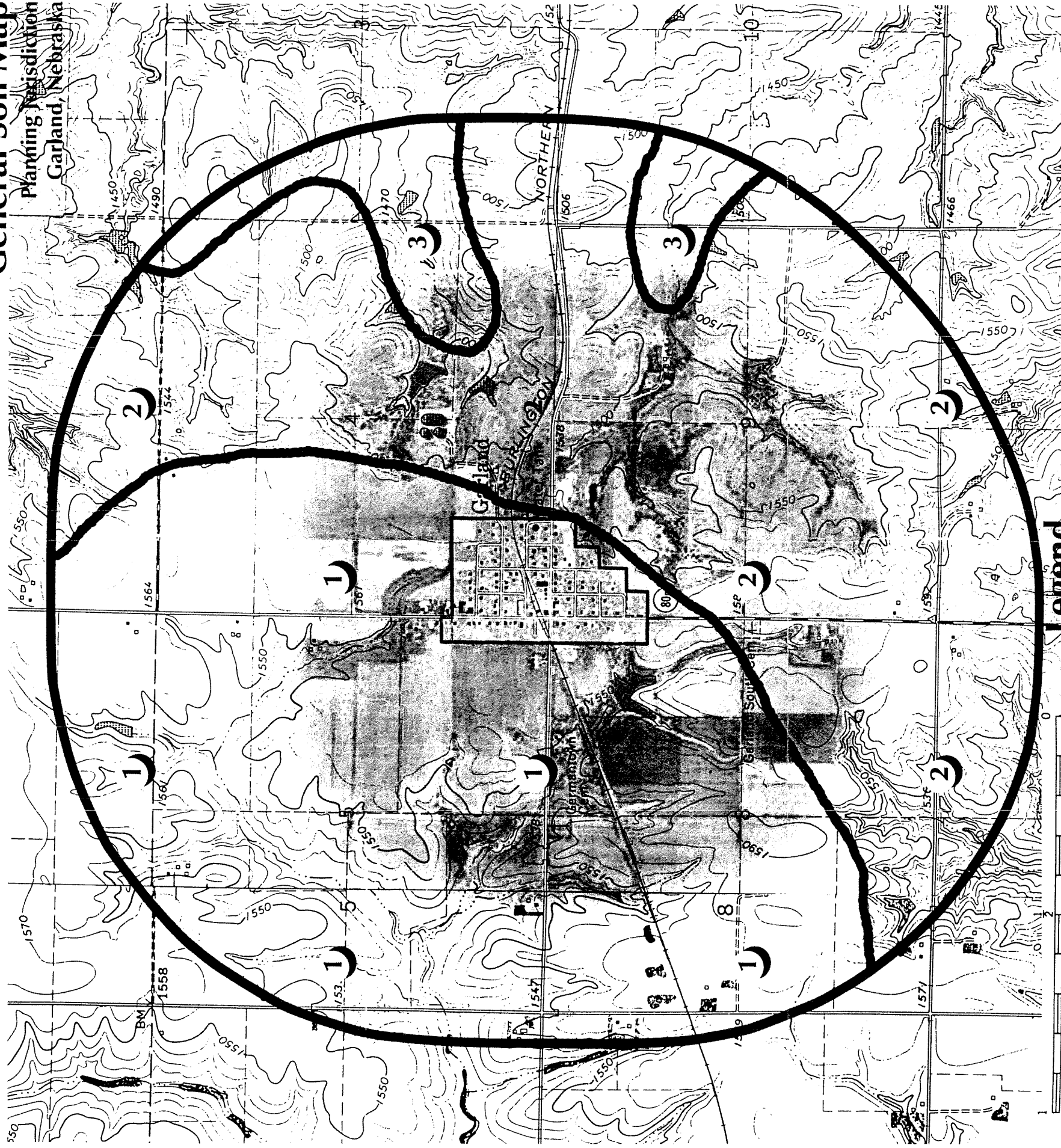
Garland reached its peak population in 1920, with 279 persons, but has declined every Census through 1950, when it reached a low of 184 people. As of the 1990 and 2000 Census, the population has remained stable at 247 persons.

THE NATURAL ENVIRONMENT

SOILS

The General Soil Associations found in the Garland Planning Jurisdiction include the **Hastings-Wymore, the Pawnee-Sharpsburg and the Burchard-Steinauer Associations**, see **Illustration 3.1**. The Soils Conservation Services has identified this Association in the Soil Survey of Seward County. The following narrative describes the general characteristics of the soil types. For a detailed analysis, refer to the Soil Survey of Seward County, Nebraska.

General Soil Map
 Planning Jurisdiction
 Garland, Nebraska



Legend

- 1 Hastings - Wymore
- 2 Pawnee - Sharpsburg
- 3 Burchard - Steinauer

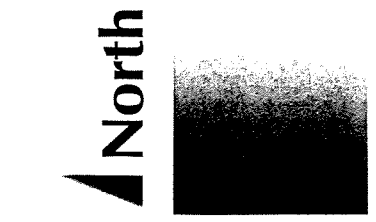


ILLUSTRATION 3.1

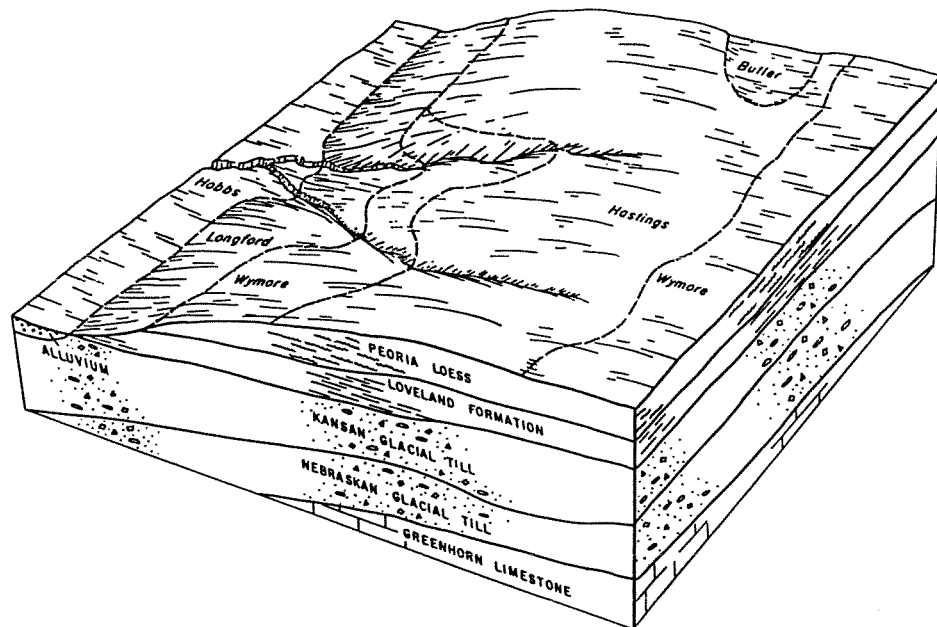
Hanna:Keelan Associates, P.C.
 Community Planning & Research
 3275 11th Ave
 P.O. Box 30032
 Lincoln, NE 68503
 (402) 464-5883
 FAX: (402) 464-5836
 e-mail: planning@hka-ke.com

digital illustration produced by:
 402.580.2312 c.
 8030 Thornview Road
 Lincoln, NE 68506
 kshu@neh.net
Architecture 1 NE
By Association of Artists, V. Miller & J.S. James ©, Hastings, NE

Hastings-Wymore Association

The **Hastings-Wymore Association** is located throughout the corporate limits of Garland and the majority of the one-mile planning jurisdiction, except for the extreme western portion of the planning jurisdiction. The Association is characterized as, *“Nearly level to moderately sloping soils that have a silty surface layer and silty or clayey subsoil; on uplands mantled with loess.”* The Association includes approximately 11 percent of the total acreage of Seward County and is located along the eastern edge of the Big Blue River and Plum Creek valleys.

**Hastings-Wymore Association
Illustration 3.2**



Hastings and Wymore soils are nearly level to moderately sloping. Wymore soils are primarily found in the central and southern portions of Seward County. The soils in this association are used mostly for cash grain and livestock farming. Limited areas of this Soils Association are irrigated, however, wells need to be very deep and also contain limited quantities of water.

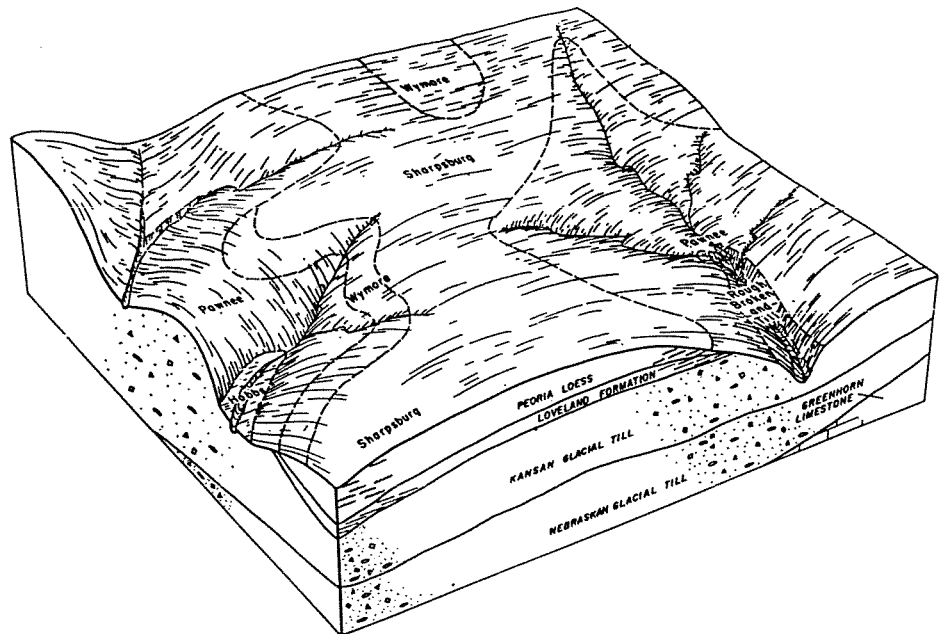
The soils in this Association are generally severely limited for septic absorption fields and sewage lagoons because of moderately slow permeability and slope. These soils are also impacted by high shrink-swell potential for building sites, streets and roads. Reinforcing of footings and foundation walls can overcome the limitations of shrink-swell potentials.

Pawnee-Sharpsburg Association

The **Pawnee-Sharpsburg Association** is located in the eastern portions of the one-mile planning jurisdiction, beyond the corporate limits of Garland. The Association is characterized as, *“Gently sloping to moderately sloping soils that have a loamy or silty surface layer and clayey to silty subsoil; on uplands mantled with loess and glacial till.”*

Pawnee soils are in the elevations just below the Sharpsburg soils, along side slopes of upland hills above drainage basins. Nearly three-fourths of the area included in this association are used mostly for cash grain and livestock farming. Soils on the divides and well drained drainageways are mainly used for grasses and native range lands.

**Pawnee-Sharpsburg Association
Illustration 3.3**



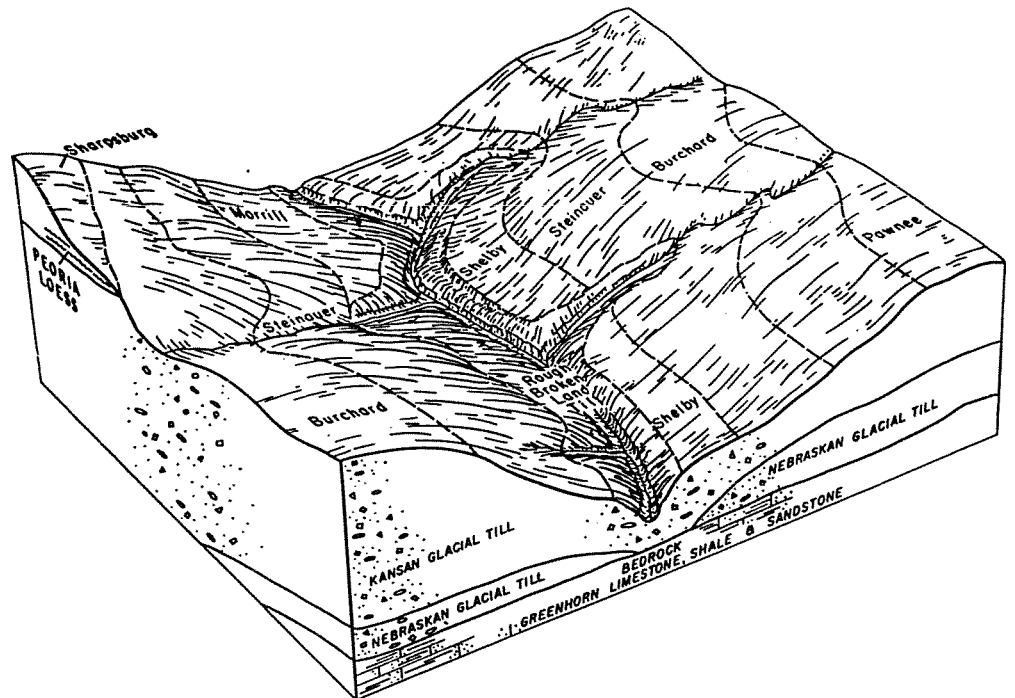
The soils in this association are generally severely limited for septic absorption fields because of slow or moderately slow permeability and slope. They are severely limited for sewage lagoons because of slope and to a lesser degree, slow permeability. These soils have fair to poor bearing capacity for foundations of buildings, due to moisture and high shrink-swell potentials.

Burchard-Steinauer Association

The **Burchard-Steinauer Association** occupies the extreme eastern and southeastern portions of the one-mile planning jurisdiction of Garland. The drainage systems of the Association is deeply entrenched and is part of the Oak Creek and Middle Creek drainage basin. Generally the Associations is described as, *“Moderately sloping to steep, loamy soils on uplands of glacial till.”* Burchard soils are at the highest elevations, while Steinauer soils are moderately sloping to steep in the lower elevations of the side slopes of the drainage basins.

Soils throughout the Association are used for cash grain farming and the raising of livestock. Most of the steeper areas are in native grasses or in pasture.

**Burchard-Steinauer Association
Illustration 3.4**



The soils in this Association are severely limited for septic tank absorption fields because of slow permeability and for sewage lagoons due to slope. The soils are severely limited for building sites because of high shrink-swell and for fair to poor bearing capacity.

WATERSHEDS

The topography and terrain within Garland and its one-mile planning jurisdiction is diverse. The village and adjacent areas to the north and west are located within a fairly level plateau, or uplands. Areas immediately to the east, southeast and southwest are comprised of steep canyons, gulleys and drainage basins at significantly lower elevations than those of the Village of Garland.

The community and its one-mile planning jurisdiction are generally located along the dividing line of two different topographic regions of Nebraska. The western portion of the planning jurisdiction is representative of the "plains region," or flat lying lands that have facilitated development within the Village. Conversely, the eastern portion of the jurisdiction is located at the western edge of the "rolling hills" region of eastern Nebraska.

Natural topography in and beyond the Village funnels storm water drainage generally to the tributaries of the Middle Oak Creek to the northeast, which flows to Branched Oak Lake State Recreation Area, located approximately five miles northeast of the Community. The southern half of Garland tends to flow to the Middle Creek, which empties into the Pawnee Lake State Recreation Area, approximately seven miles to the southeast.

GROUNDWATER

Surface drainage and streams account for a small percentage of water resources of Garland. The Village of Garland maintains two municipal wells, both located within the park/ball field on the west side of town. The surface water in drainage ways and depressions seeps into the underground aquifer to recharge it. Thus, the surface and ground water in the Garland area are part of one interactive system which can not be separated.

Wellhead Protection (WHP) Program.

The underground water supply is vital to the region. It is the source of water for municipal and irrigation wells. Any endangerment to the supply threatens the public's health, as well as the vital farming economics of the region. Therefore, the natural resource must be protected to secure the prosperity of Garland. The Nebraska Department of Environmental Quality (NDEQ) regulates ground water quality and quantity. To assist local municipalities with protecting their municipal drinking water supply, the NDEQ has developed the **Nebraska**

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

The approaches of **Nebraska's Wellhead Protection Program** are to prevent the contamination of ground water used by public water supply wells. **Protection Program** are to prevent the locations of new contaminant sources in wellhead protection areas through planning, minimize the hazard of existing sources through management, and provide early warning of existing contamination through ground water monitoring.

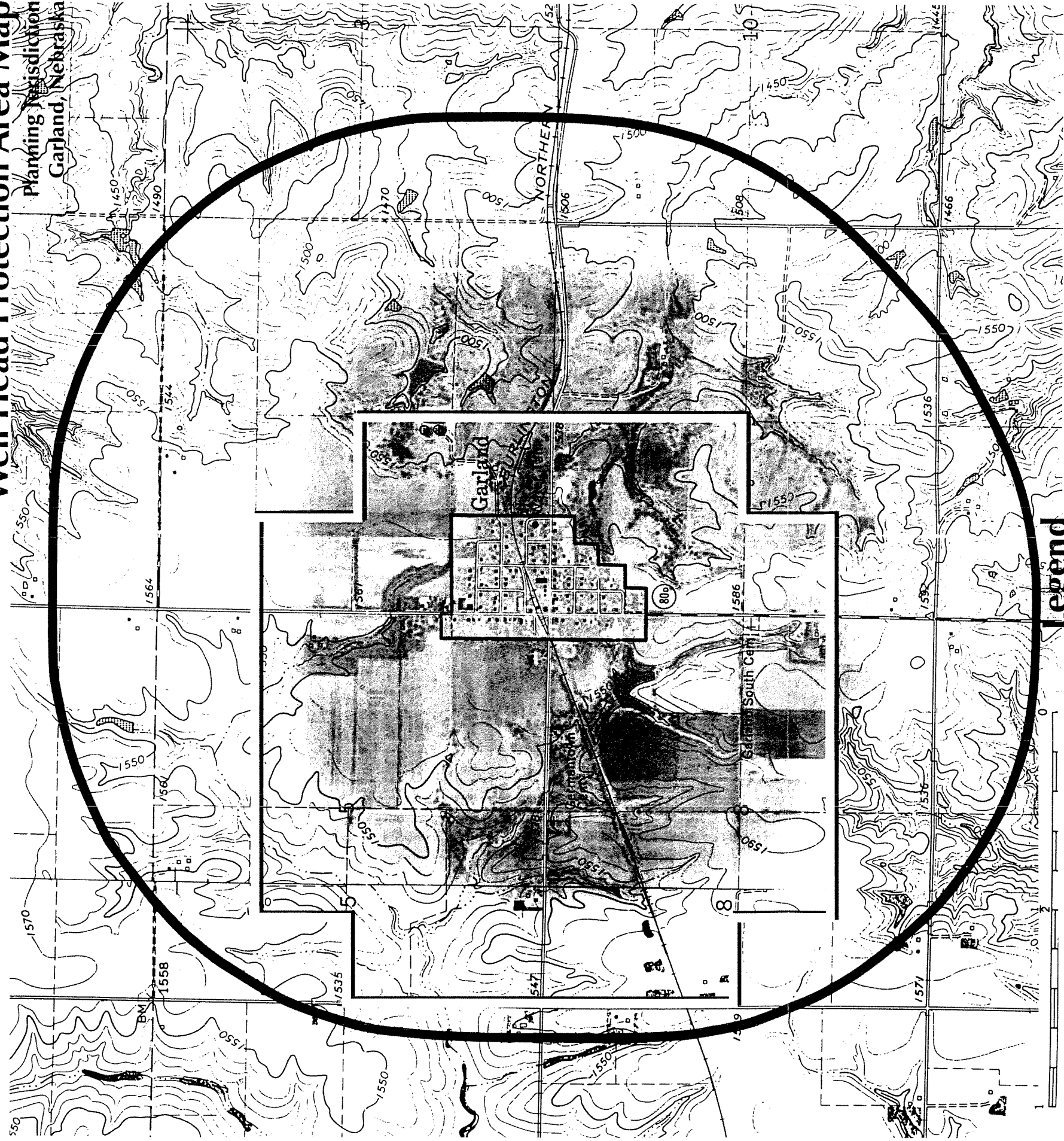
The **Wellhead Protection Area (WHPA)** is a region with restrictive regulations on land use to prevent potential contaminants from locating in the sensitive area. The boundaries are delineated by a time-of-travel cylindrical displacement calculation.

The well-head boundary is mapped by the NDEQ so communities can apply zoning regulations to the protection area. **Illustration 3.5** is the boundary identified by NDEQ as the Wellhead Protection Boundary for Garland. The Village of Garland presently does not regulate the wellhead districts with a specific wellhead protection zone.

CLIMATE

The climate of the region is continental and characterized by widely ranging seasonal temperatures and rapidly changing weather patterns. The coldest winter month is January, when the average daily minimum temperature is 13° fahrenheit. July is typically the hottest month, when the average daily maximum temperature reaches 89° fahrenheit. The annual average total precipitation is 27.5", while the average annual snowfall is 31". These climate characteristics and fertile soils create an environment supportive of agricultural production.

Well Head Protection Area Map
 Planning Jurisdiction
 Garland, Nebraska

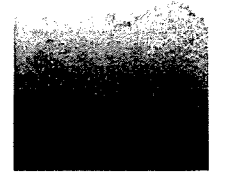


Legend

Corporate Limits

Protection Area
 20 Year Time of Travel Area

ILLUSTRATION 3.5



Hanna:Keelan Associates, P.C.
 Community Planning & Research
 3275 Lincolnway
 PO Box 300552
 Lincoln, NE 68503
 (402) 464-5383
 FAX: (402) 464-5836
 e-mail: planning@hanna-keelan.com

digital illustration produced by:
 402.586.2312
 402.489.5290 p. L.
 Lincoln, NE 68506
 kshu@neh.net
Architecture 1 NE
by Association of Architects, A. Sahr & C. S. James, St. Joseph, Mo.

LAND USE ANALYSIS

Existing Land Use in Garland is identified in Table 3.1 and Illustration 3.6. Table 3.2 compares the developed land use ratios with communities of comparable size. Illustration 3.7 identifies land use within Garland’s one-mile planning jurisdiction.

EXISTING LAND USE PROFILE

Table 3.1 identifies the existing land use in Garland, per land use type and acres per 100 people. As a reference, the planning standard for acres per 100 people per existing land use category is also shown. The total area within the Village of Garland is approximately 86.5 acres.

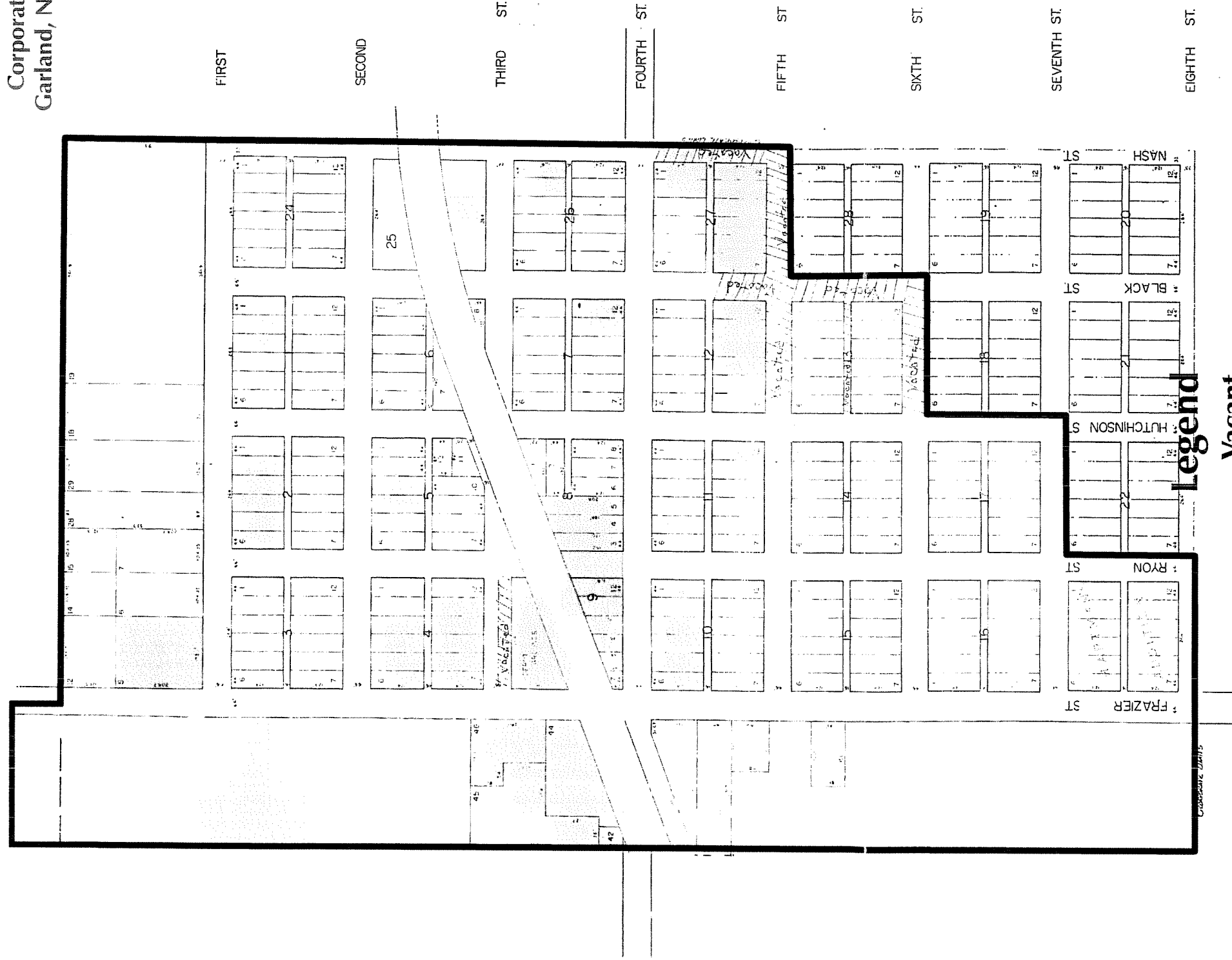
**TABLE 3.1
EXISTING LAND USE
GARLAND, NEBRASKA
2004**

<u>Land Use</u>	<u>Acreage</u>	<u>Percent Developed</u>	<u>Acres per 100 People</u>	<u>Planning Standard</u>
Parks/Recreation	0.6	0.7%	0.24	1
Public/Quasi-Public	1.7	2.0%	0.68	2.8
Residential	31.9	36.5%	12.59	10
<i>Single Family</i>	28.9	33.4%	11.51	7.5
<i>Multifamily</i>	0.0	0.0%	0.00	2
<i>Mobile Home</i>	2.7	3.1%	1.08	0.5
Commercial	1.3	1.5%	0.52	2.4
Industrial	7.0	8.1%	2.79	2.3
<u>Streets/Alleys</u>	<u>19.9</u>	<u>23.0%</u>	<u>7.93</u>	--
TOTAL DEVELOPED	62.1	71.8%	24.74	--
<u>Vacant</u>	<u>24.4</u>	<u>28.2%</u>	<u>9.72</u>	--
TOTAL AREA	86.5	100.0%	34.46	--

Source: Hanna:Keelan Associates, P.C., 2004

Generalized Existing Landuse Map

Corporate Limits
Garland, Nebraska



Legend

- Vacant
- Parks & Recreation
- Public & Quasi-Public
- Single Family Residential
- Multifamily Residential
- Mobile Home
- Commercial
- Industrial

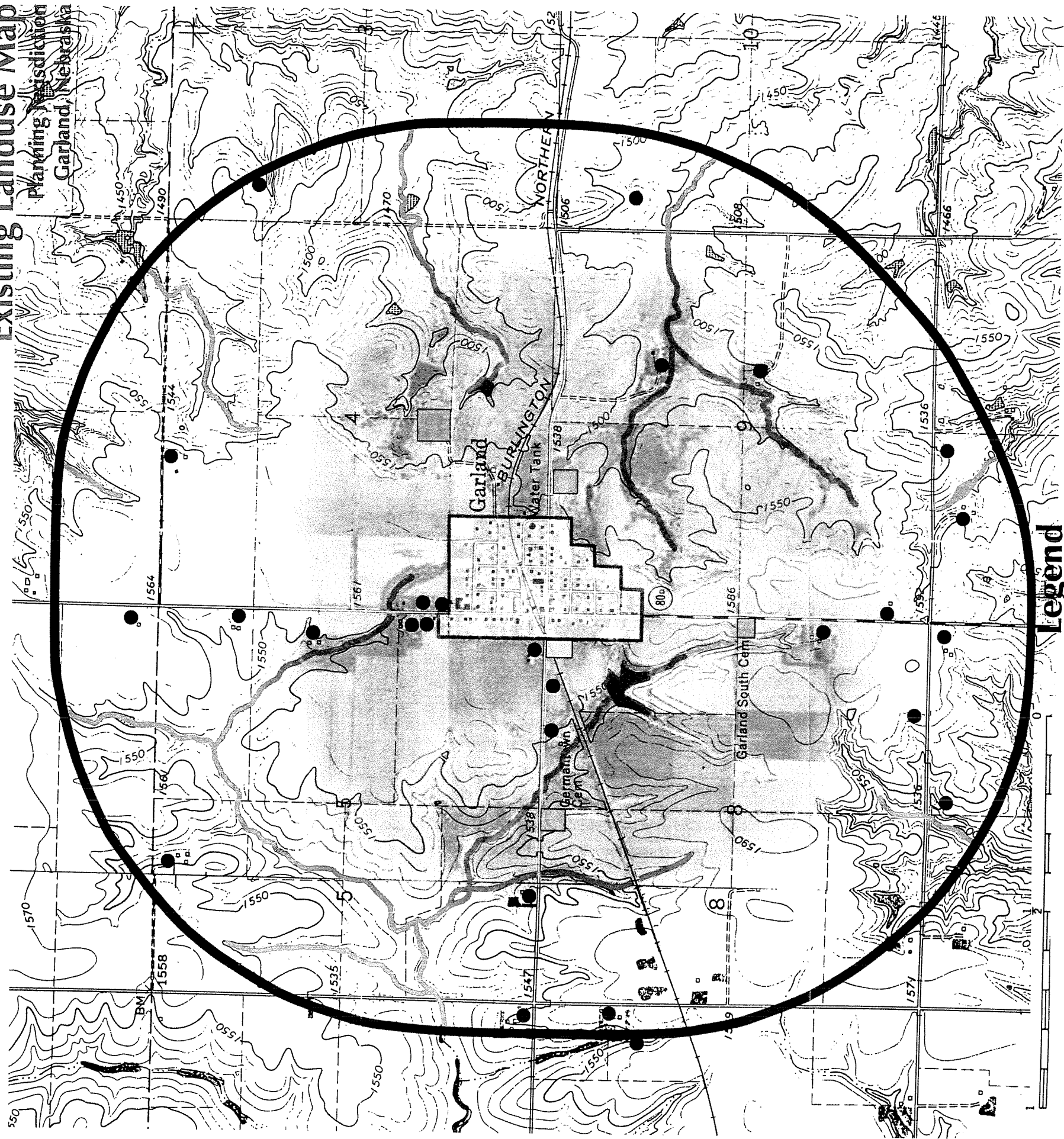


Hanna:Keolan Associates, P.C.
 Community Planning & Research
 3275 Lehigh
 Lincoln, NE 68502
 (402) 464-4483
 fax: (402) 464-4500
 email: plan@hanna-keolan.com



digital illustration produced by:
 402.500.2312 c.
 402.489.5290 p.f.
 ksuhr@neb.tr.com
Architecture ONE
 An Associate of Neilsen, Sahr & Jensen, Inc. Lincoln, NE

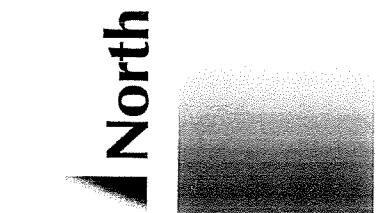
ILLUSTRATION 3.6

Existing Landuse Map
 Planning Jurisdiction
 Garland, Nebraska



Legend

-  Vacant / Agricultural
-  Parks / Recreation
-  Public / Quasi-Public
-  Single Family Residential
-  Pond / Stream / Creek
-  Corporate Limits



Hanna:Koolan Associates, P.C.
 COMMUNITY PLANNING & RESEARCH
 827 S. 16th Street
 Lincoln, NE 68502
 402-464-1993
 402-464-5896
 email: planning@hanna-koolan.com

digital illustration produced by:
 8030 Thornley Road
 Lincoln, NE 68506
 kshu@neb.rr.com
Architecture ONE
 An Association of Karis A. Sitar, P.A. & James M. Koenig, P.A.

The following provides a profile of existing land uses in Garland:

Vacant

Vacant land in Garland equals an estimated 24.4 acres, or 28 percent of the total platted Village area. No planning standards exist for this land use classification.

Public/Quasi-Public

Public/Quasi-Public land acreage in Garland totals an estimated 1.7 acres, or 2 percent of the total platted Community area. This land classification in Garland consists primarily of municipal buildings, the former school and churches. Public/quasi-public land area equals an estimated 0.68 acres per 100 people; 76 percent less than the recommended planning standard of 2.8 acres per 100 persons.

Residential

Residential land usage consists of an estimated 31.9 acres, or 36.5 percent of the total corporate limits. The 12.59 acres of residential land per 100 persons in Garland is 26 percent higher than the percentage recommended by the planning standard; 10 acres per 100 persons.

- ▶ *Single Family* land usage calculates to an estimated 28.9 acres, or 33.4 percent of the total Village land area; 11.51 acres per 100 people. This total is nearly 54 percent more than the planning standard of 7.5 acres per 100 people.
- ▶ *Mobile Home* land usage in Garland equals an estimated 2.7 acres, or 3.1 percent of the Community's total land area and approximately 1.08 acres per 100 people. This total is 116 percent higher than the acres needed per 100 people, based on current planning standards.
- ▶ *Multifamily housing* (three units and above) land area in Garland amounts to 0 acres, the planning standard of 2 acres per 100 people.

Commercial

Commercial land usage in Garland totals an estimated 1.3 acres. This amount is 78 percent lower than the amount of acres recommended by the planning standard for commercial land area, 2.4 acres per 100 people.

Industrial

Industrial land area in Garland is approximately 7 acres, within the corporate limits. Industrial acres per 100 people, total 2.79, which is 21 percent more than the planning standard of 2.3 acres per 100 persons.

*land use ratios
Community
comparisons*

Table 3.2 provides a comparison of land use in Garland with other Nebraska communities of comparable size. Most noteworthy is the low ratio of public land in Garland compared to the other communities.

**TABLE 3.2
COMPARISON OF LAND USE
GARLAND, NEBRASKA
2004**

<u>Village and Population</u>	<u>Residential</u>	<u>Commercial</u>	<u>Industrial</u>	<u>Public¹</u>
Colon, NE (140)	70.8%	5.8%	15.7%	7.6%
Nehawka, NE (234)	61.5%	3.6%	18.3%	16.6%
Garland, NE (251)	74.9%	3.1%	16.6%	5.4%
Bee, NE (259)	73.0%	6.6%	4.6%	15.8%
Pleasanton, NE (369)	56.8%	9.6%	11.4%	19.7%
Blue Springs (379)	72.7%	7.2%	11.3%	8.8%
Eustis (470)	56.1%	8.2%	18.3%	17.4%
Small Village Average ²	52.0%	10.0%	7.0%	31.0%

¹Includes Public, Quasi-Public, and Parks/Recreation
²American Planning Association, PAS Memo, August 1992

Source: Hanna:Keelan Associates, P.C., 2004

**SUMMARY
STATEMENT**

The Village of Garland has developed outwardly from the Downtown area. The primary, new land use development has been residential. Most of the newer housing construction has taken place in the southern portion of the community.

**BARRIERS TO
DEVELOPMENT**

Planning and land use development in Garland has natural and man made barriers to address. These impediments to land use development can only be addressed by a commitment of the community to (1) reinvest in existing land uses and prepare redevelopment plans to produce more efficient land uses and (2) expand community efforts to mitigate natural hazards by providing growth in non- sensitive areas.

The analysis of the existing land use situations in Garland revealed a deficiency of multifamily, public/quasi-public, parks/recreation and commercial acreage. These deficiencies should be corrected in the development of a new and balanced future land use plan for the Village and its respective planning jurisdiction.

**Future Land
Use Profile**

The Village of Garland, has proposed at least a **0.9 percent annual growth goal in population** during the planning period 2004 to 2014. This goal will produce a total estimated **increase of 22 persons**. If met, this growth will require the creation of housing, with the availability of developable land areas. This growth will also require special consideration be given to the identification of potential residential, commercial, planned open space and industrial land use acres.

***availability of
vacant lands***

Currently, there is an adequate supply of vacant land within the corporate limits to support needed acreage for residential growth. The cost of extending water, sewer, streets and utilities, and in some cases, lands that are not for sale, have limited the development of additional dwellings in the community. Future annexation should potentially take place to the north, south and western portions of the community for future residential growth.

A certain amount of **vacant land** will also be needed in each district to provide an overall functional community land use system. To develop the community in the most efficient and orderly manner possible, the focus should be placed on the development of suitable vacant land within the corporate limits of Garland. **There presently exists an estimated 24 acres of vacant land, approximately 28 percent of the total land contained within the corporate limits.**

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

Illustration 3.8 and 3.9 identify the proposed future land uses within the Village corporate limits and one-mile planning jurisdiction. The following narrative describes the future land use needs of these areas.

Residential

Future residential development in and around the Village of Garland should be of a high priority to the Community during the planning period. An estimated 12 to 14 acres, at a minimum, will need to be identified for future housing development, if the Village makes a conscious effort to provide additional affordable housing options to all income sectors.

The **Future Land Use Maps** identify the newly designated residential areas in Garland as single- and two family and single- and multifamily uses. These designations will allow developers the option of providing a variety of housing for families, singles, older adults and special populations. The following narrative provides a description of the future residential land use compositions for the community.

- ▶ **Single family** development should first occur in established neighborhood areas within the Village. Development and redevelopment efforts should focus on infill and the larger vacant areas, northeast of approximately First and Hutchinson Streets, as well as in the western portion of Garland, south of Fifth Street, adjacent existing residential neighborhoods.

Secondly, as the need for vacant lands for residential use exceeds property available for purchase within the corporate limits, residential single family growth areas are identified to the north, south and west of the community.

- ▶ **Multifamily** development should be pursued during the planning period. The development of additional units in higher densities allow for more affordable housing and greater efficiency of resources. Areas north of Downtown Garland are recommended. Duplexes and four-plexes would be appropriate multifamily housing types in Garland. The Future Land Use Plan, **Illustration 3.8**, identifies areas for development or redevelopment of multifamily housing.

Parks and Recreation

Garland has an estimated 0.6 acres of parks/recreation within the corporate limits of the Village, which is significantly lower than the planning standard for a town the size of Garland. However, the large ballfield facility (approximately four acres) is just beyond the corporate limits of Garland. If this facility were included in the Community's acreage total, Garland would exceed recommended amounts of park lands. Continued maintenance of parks and recreation areas is important to current and future residents of Garland during the 10-year planning period. Athletic fields, playground and picnic areas should be continued to be upgraded in the near future. **Future playground equipment and play areas should incorporate provisions for ADA accessibility, as they are upgraded.**

Public/Quasi-Public

Future public/quasi-public land uses in Garland will primarily be comprised of existing public/quasi-public uses. Existing facilities will occupy their present land area, with possible expansion on an as needed basis.

Commercial

Future commercial land areas in Garland will primarily consist of the existing commercial areas in the Downtown

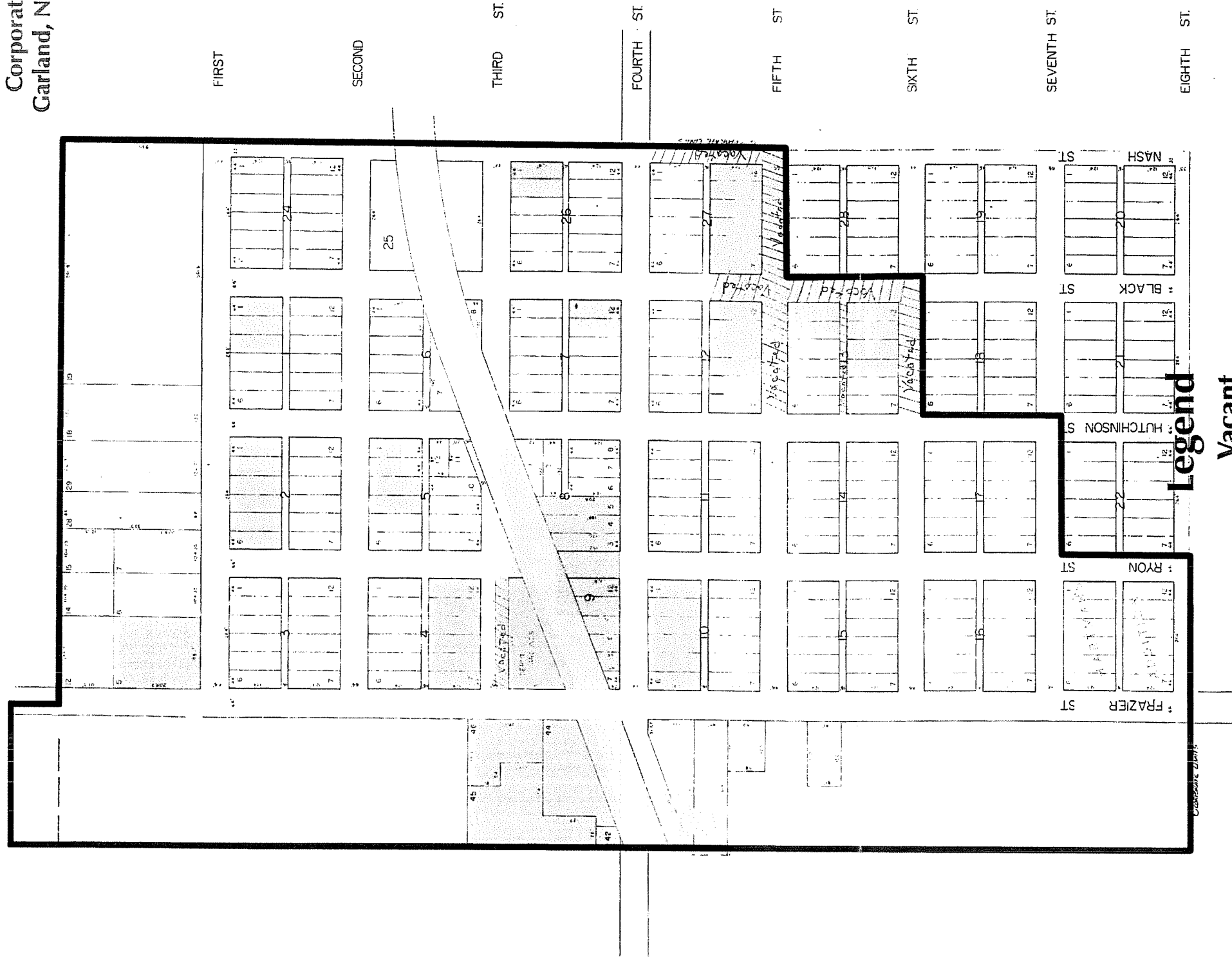
Industrial

Table 3.1 identifies a current estimated total of 7 acres. Existing land areas for industrial use in Garland exceeds the recommended standards. However, much of the acreage identified as industrial is occupied by auto salvage and contractor outside storage areas. These types of industrial uses within, or adjacent to residential areas have been the source of many nuisance complaints. The Future Land Use Plan, **Illustration 3.8, indicates that these types of industrial uses are not to be allowed to expand in place, but rather to be allowed as non-conforming uses in a residential area.**

Illustration 3.8 identifies the proposed future industrial land areas. Areas northwest of the Downtown are proposed for future industrial uses.

Generalized Future Landuse Map

Corporate Limits
Garland, Nebraska



Legend

- Vacant
- Parks & Recreation
- Public & Quasi-Public
- Single Family Residential
- Multifamily Residential
- Mobile Home
- Commercial
- Industrial



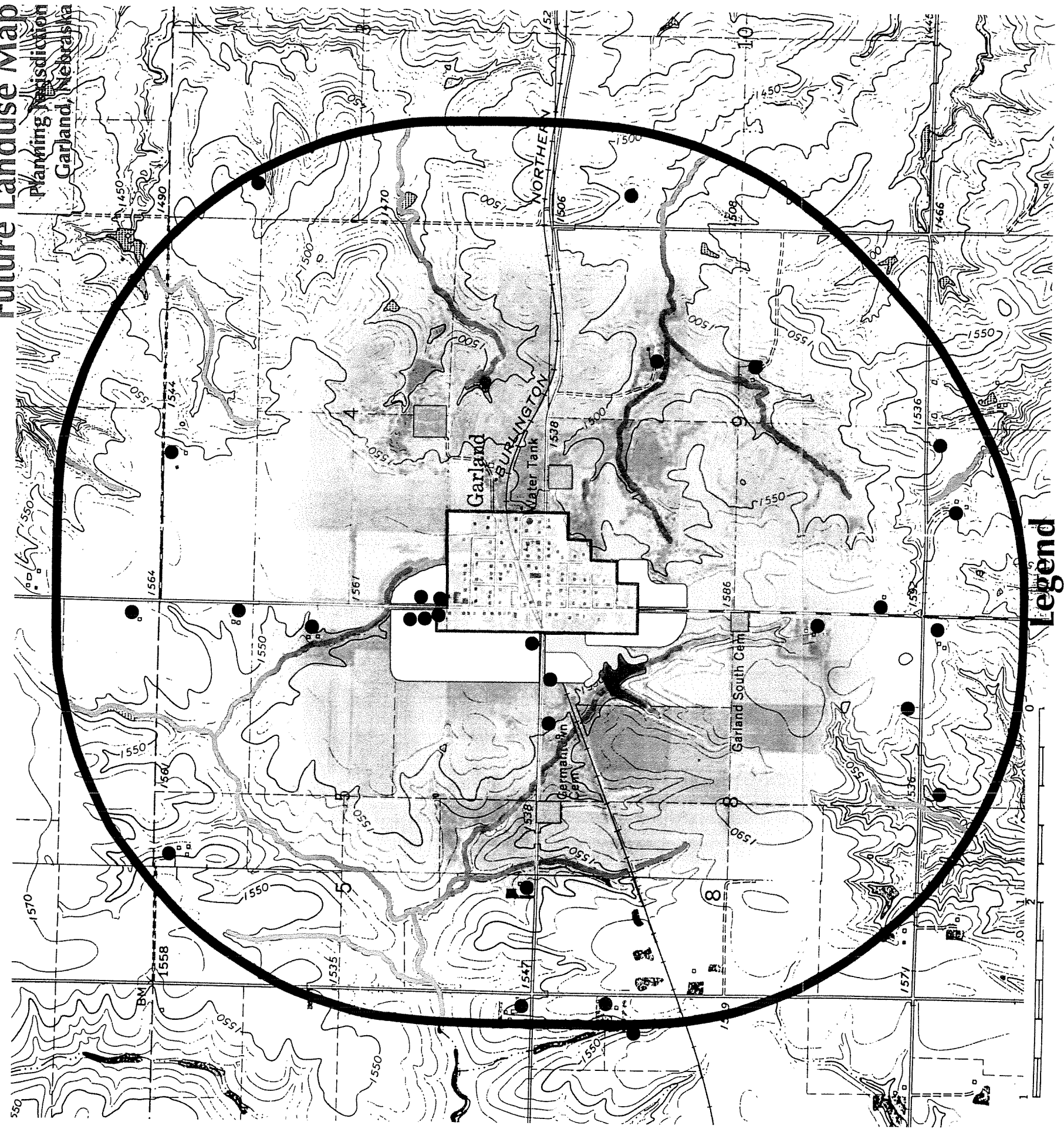
Hanna:Keelan Associates, P.C.
Community Planning & Research
327 E. 14th St.
Lincoln, NE 68502
Tel: (402) 464-1884
Fax: (402) 464-1886
email: hkeelan@hanna-keelan.com

digital illustration produced by:
402.560.2312 c.
402.489.5290 p.f.
ksuhr@nebrr.com

Architecture NE
An Association of Keith A. Sahr P.A. & James M. Boering P.A.

ILLUSTRATION 3.8

Future Landuse Map
 Planning Jurisdiction
 Garland, Nebraska



Legend






-  Vacant / Agricultural
-  Parks / Recreation
-  Public / Quasi-Public
-  Single Family Residential
-  Pond / Stream / Creek
-  Corporate Limits



ILLUSTRATION 3.9

Hanna:Keehan Associates, P.C.
 Community Planning & Research
 3275 Lehighway
 P.O. Box 30322
 Lincoln, NE 68503
 (402) 464-5283
 FAX: (402) 464-5546
 email: planning@hanna-keehan.com

digital illustration produced by:
 402.580.2312 c.
 8030 Thornview Road
 402.489.5290 p.l.
 leah@nebarr.com
Architecture ONE
 An Association of Anna A. Sahr, R.A. & James M. Koenig, AIA

*incentives needed
for industrial
growth*

The Village of Garland, by national planning standards, is deficient in industrial businesses. The community needs local financial incentives, such as tax increment financing, to attract new business and industry.

Garland should only attempt to attract industry types that are "light" industrial in nature, and have little, or no negative impacts on the community and natural environment. An industry with measurable amounts of waste by-products such as smoke or excessive odors could significantly impact residents and other businesses.

*desirable
transportation routes
exist*

Desirable transportation corridors, Nebraska Highway 34 and State Spur S80D, provide excellent access to the Village of Garland. However, areas proposed for industrial development will require effort to lessen their impact on adjacent residential or commercial uses. Screening, buffering and improved accessibility will be needed to improve industrial areas in Garland.

**ENVIRONMENTAL
ASSESSMENT**

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

Before the implementation of this land use plan, two steps should be undertaken. **First**, the possible effects of the Plan should be explored. Identification of the possible results of any action, program or policy and the determination of the intensity of the results will be the most significant factors ensuring successful Plan implementation, with a minimum of negative effects.

Second, the positive impacts of a Plan must be weighed against the negative impacts resulting from implementation activities. Alternative strategies should be considered to select the implementation activities that achieve the most benefits with the least problems.

The following **environmental assessment** will review the basic scope of the land use plan and then identify any significant environmental impacts, both social and physical, of the Plan's proposed development and redevelopment actions. Precautionary measures will be noted, as well as unavoidable adverse effects. Actions which will lead to irreversible commitments of resources will be recognized as well as other long-term effects from immediate programs.

POTENTIAL ADVERSE IMPACTS

The Garland land use plan anticipates a continued growth and expansion community-wide, in response to the needs of a potential expanding local population; up to 22 additional people, by 2014. If the community continues to grow as projected, nearly all of the land use activities envisioned will have the potential for some type of adverse impact to the natural environment.

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

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

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

BENEFICIAL IMPACTS

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

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

- **Recognition of local environmental characteristics;**
- **The encouragement of growth in areas contiguous to existing development and the maximum use of existing utilities and streets;**

- The implementation of a coordinated and **comprehensive housing initiative and development program** will insure the preservation of existing housing resources, combined with the provision of new housing;
- The **appropriate locating and provision of housing, commercial, educational, recreational and employment opportunities** will act to positively reinforce the social structure of existing and future populations of the Village;
- The **provision of sufficient and efficient utility services** will minimize the possible pollution associated with growth; and
- The **proper mixing and separation of land uses** and appropriate classification of the street system will minimize adverse effects of noise, odor, and air pollution.

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

ALTERNATIVES

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

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

**ACTIONS TO
MITIGATE ADVERSE
ENVIRONMENTAL
EFFECTS**

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

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

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

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

LAND USE PLAN IMPLEMENTATION

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

zoning ordinance . . .

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

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

The Village of Garland Zoning Regulations will consist of two general parts. The first, a narrative of land use regulations consisting of, but not limited to, the height and size of buildings and other structures, the size of yards, courts and other open spaces and the location and use of buildings, structures and land for commercial, industrial, residential or other purposes.

Accompanying this narrative will be maps depicting the proposed zoning districts or areas of particular use both within the corporate limits of Garland and its one-mile planning jurisdiction. These are referred to as Zoning District Maps. The purpose of the maps are to graphically identify and provide assistance in understanding and enforcing proper land use activities. As a component of this Comprehensive Plan, **Illustration 3.10 and 3.11**, represents an updated official Zoning Map for Garland.

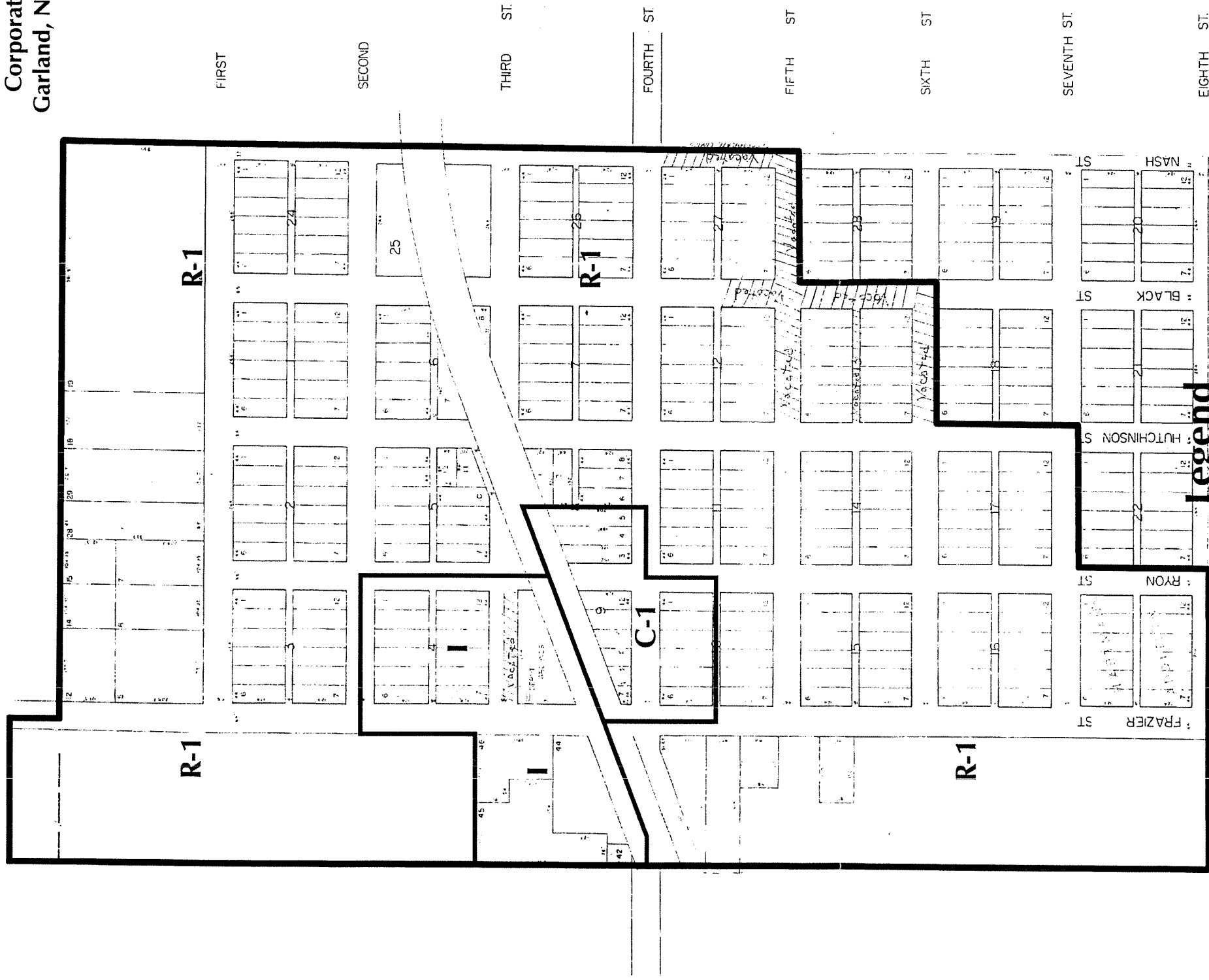
PUBLIC CAPITAL INVESTMENTS

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

The public capital investment process must be sensitive to the affordability level of the community, while cognitive of the fact that the public dollars will need to be secured in order to stabilize recent population declines and encourage an annual growth of 0.9 percent.

Official Zoning Map

Corporate Limits
Garland, Nebraska



Legend

- R-1 Residential Single Family
- C-1 General Commercial
- I Industrial

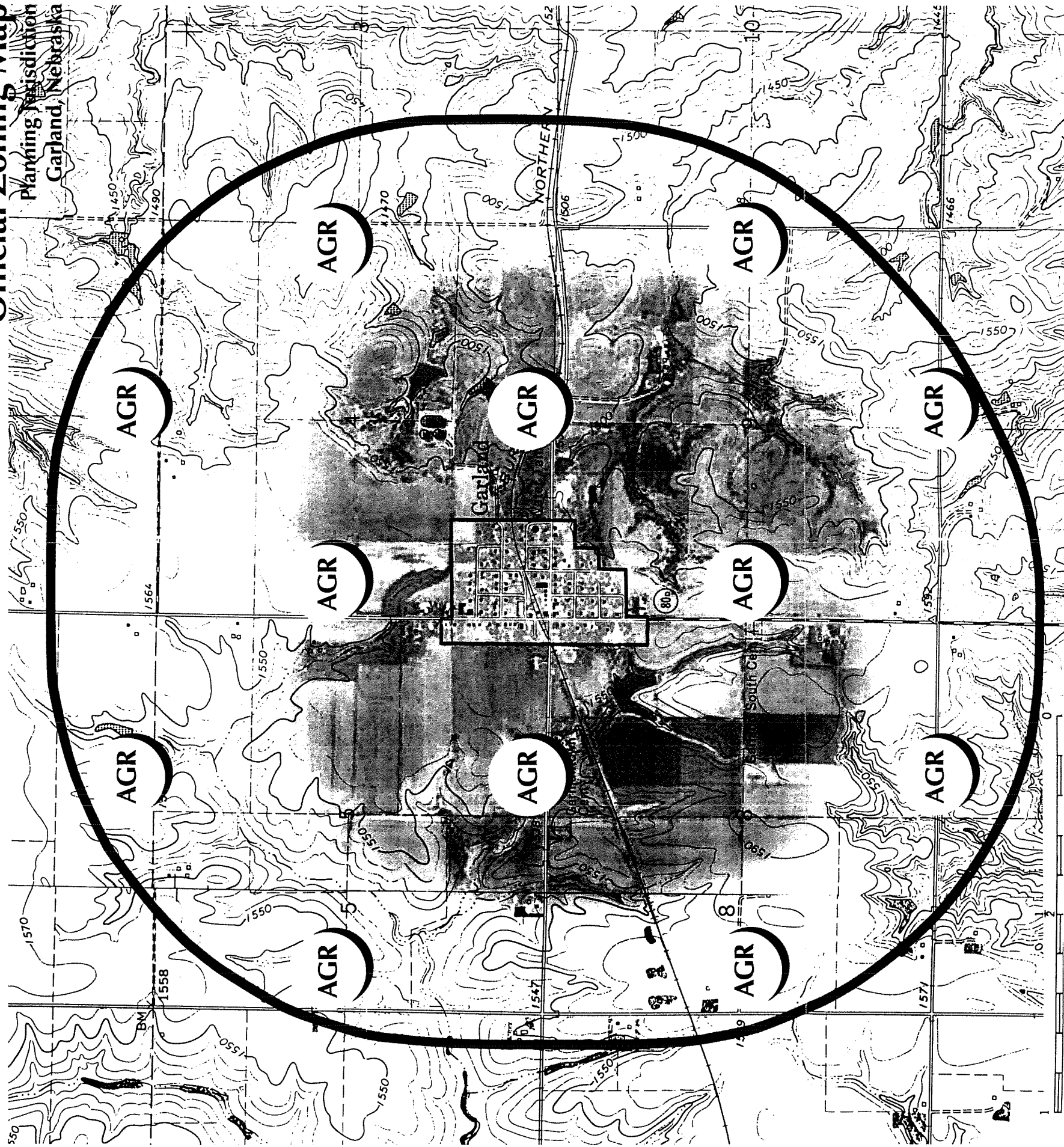


ILLUSTRATION 3.10

Hanna:Keelan Associates, P.C.
Community Planning & Research
3275 Holdrege
P.O. BOX 30352
Lincoln, NE 68503
(402) 464 5483
fax: (402) 464 5836
email: planners@hanna-keelan.com

digital illustration produced by:
402.580.2312 c.
8030 Thornes Road
Lincoln, NE 68506
kuhr@nehb.com
Architecture 1
An Association of Keith A. Kuhl R.A. & James M. Kueing R.A.

Official Zoning Map
 Planning Jurisdiction
 Garland, Nebraska



Legend

AGR Agricultural Residential District



ILLUSTRATION 3.11
 Garland Comprehensive Plan - 2014
 Chapter 4
 3.33

Hanna:Keelan Associates, P.C.
 Community Planning & Research
 3275 Lehigh
 P.O. Box 30352
 Lincoln, NE 68503
 (402) 464-5383
 fax: (402) 464-5836
 email: planning@hanna-keelan.com

digital illustration produced by:
 402.580.2312 c.
 8030 Thornview Road
 Lincoln, NE 68506
 402.489.5200 f.
 kash@webrr.com
Architecture 1
 An Association of Karin A. Sahr P.C. & James M. Keegan, AIA

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

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

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

PRIVATE CAPITAL

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

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

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

**COMMUNITY
DEVELOPMENT
LAW**

The analysis of individual properties conducted in the completion of this comprehensive planning process, utilized the structural analysis rating system established by the requirements of the Nebraska Community Development Law. This process ultimately allows municipalities to utilize Tax Increment Financing to encourage redevelopment and development efforts. All properties located within the Village of Garland were rated according to these standards.

Individual portions of the areas included in the Village of Garland could be designated as "Blighted and Substandard." Redevelopment efforts could then utilize the future property tax base from within the designated area to assist in the financing of public improvements such as streets, sidewalks, water and sanitary sewer utility systems.

Including is a listing of potential redevelopment activities for the community. This blight and substandard determination analysis and the redevelopment plan concept adhered to the guidelines set forth in the *Nebraska Community Development Law*.

The Nebraska Community Development Law was approved by the Unicameral in 1975. The law was developed to assist communities with economic growth and redeveloped activities. In order to use the Community Development Law, an area must first be declared blighted and substandard.

SUBSTANDARD AREA CRITERIA

As set forth in the Nebraska legislation, a **substandard area** shall mean one which there is a predominance of buildings or improvements, whether nonresidential or residential in character, which by reason of the presence of:

1. Dilapidated/deterioration;
2. Age or obsolescence;
3. Inadequate provision for ventilation, light, air, sanitation or open spaces;
4.
 - (a) High density of population and overcrowding; or
 - (b) The existence of conditions which endanger life or property by fire and other causes; or
 - (c) Any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, and is detrimental to the public health, safety, morals or welfare.

BLIGHTED AREA CRITERIA

As set forth in the Section 18-2103 (11) Nebraska Revised Statutes (Cumulative Supplement 1994), a **blighted area** shall mean "an area, which by reason of the presence of:

1. A substantial number of deteriorated or deteriorating structures;
2. Existence of defective or inadequate street layout;
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
4. Insanitary or unsafe conditions;
5. Deterioration of site or other improvements;

6. Diversity of ownership;
7. Tax or special assessment delinquency exceeding the fair value of the land;
8. Defective or unusual conditions of title;
9. Improper subdivision or obsolete platting;
10. The existence of conditions which endanger life or property by fire or other causes;
11. Any combination of such factors, substantially impairs or arrests the sound growth of the Community, retards the provision of housing accommodations or constitutes an economic or social liability; and
12. Is detrimental to the public health, safety, morals or welfare in its present condition and use; and in which there is at least one or more of the following conditions exists;
 - (a) Unemployment in the study or designated blighted area is at least one hundred twenty percent of the state or national average;
 - (b) The average age of the residential or commercial units in the area is at least 40 years;
 - (c) More than half of the plotted and subdivided property in an area is unimproved land that has been within the village for 40 years and has remained unimproved during that time;
 - (d) The per capita income of the study or designated blighted area is lower than the average per capita income of the city or village in which the area is designated; or

- (e) The area has had either stable or decreasing population based on the last two decennial censuses."

While it may be concluded the mere presence of a majority of the stated factors may be sufficient to make a finding of blighted and substandard, this evaluation was made on the basis that existing blighted and substandard factors must be present to an extent which would lead reasonable persons to conclude public intervention is appropriate or necessary to assist with any development or redevelopment activities. Secondly, the distribution of blighted and substandard factors throughout the Redevelopment Area must be reasonably distributed so basically good areas are not arbitrarily found to be blighted simply because of proximity to areas which are blighted.

After an area is declared blighted and substandard, the community may then proceed with preparation and approval of a Redevelopment Plan. The Redevelopment Plan must be consistent with the Comprehensive Plan of the community and indicate the actions that will be needed to carry out the redevelopment project.

A redevelopment plan requires:

- ▶ A review and recommendation to the Village Board of Trustee's by the Planning Commission; and
- ▶ Action by the Village Board of Trustee's after required publication and public hearing.

Garland should work with their designated Village attorney on the specific steps and execution of individual redevelopment projects.

Table 3.3 identifies the results for the Village of Garland blight and substandard determination analysis. The community has a strong presence of buildings 40 years of age or greater, a strong presence of dilapidated or deteriorating structures, and a strong presence of conditions which endanger life or property by fire and other causes.

**TABLE 3.3
SUBSTANDARD AND BLIGHT FACTORS
GARLAND, NEBRASKA
2004**

SUBSTANDARD FACTORS

- 1. Dilapidated/deterioration. ■
- 2. Age or obsolescence. ◐
- 3. Inadequate provisions for ventilation, light, air, sanitation, or open spaces. ◐
- 4. Existence of conditions which endanger life or property by fire and other causes. ◐

BLIGHT FACTORS

- 1. A substantial number of deteriorated or deteriorating structures. ■
- 2. Existence of defective or inadequate street layout. ◐
- 3. Faulty lot layout in relation to size, adequacy, accessibility or usefulness. ◐
- 4. Insanitary or unsafe conditions. ■
- 5. Deterioration of site or other improvements. ◐
- 6. Diversity of Ownership. (Est.) ◐
- 7. Tax or special assessment exceeding the fair value of land. (Est.) ○
- 8. Defective or unusual condition of title. (Est.) NR
- 9. Improper subdivision or obsolete platting. ■
- 10. The existence of conditions which endanger life or property by fire or other causes. ◐
- 11. Other environmental and blighting factors. ◐
- 12. One of the other five conditions. ◐

Strong Presence of Factor ◐
 Reasonable Presence of Factor ■
 Little or No Presence of Factor ○
 NR - Not Reviewed

Source: Hanna:Keelan Associates, P.C., 2004

**Redevelopment
Activities**

Garland was surveyed to identify needed improvements. Buildings in the Downtown and throughout the community residential areas were rated as well as streets, sidewalks and site conditions. The purpose of this Redevelopment Plan is to serve as a guide for implementation of redevelopment activities within the Village. Redevelopment activities, associated with the Community Development Law State Statutes, 18-2101 through 18-2154, should be utilized to promote the general welfare, the enhancement of the tax base, the economic and social well being, the development of any public activities and promotion of public events in the community, along with any and all other purposes, as outlined in the Community Development Law. Improvements within the Village of Garland should include:

*project
considerations*

- Rehabilitation of commercial buildings in the Downtown.
- Commercial facade improvement.
- Rehabilitation of houses.
- Paving of deteriorated or substandard streets.
- Sidewalk improvements.
- Removal of substantially dilapidated and substandard structures.
- Improvement of water and sanitary sewer systems.
- Landscaping and screening of outside storage areas.

Garland is projected to have an annual increase in population of 0.9 percent during the planning period, 2004 to 2014. This population increase will require appropriate housing, education and health care facilities and infrastructure. To accomplish this, the private sector in Garland and Seward County will need to be a player.

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

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

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

Public involvement will be a prerequisite for the effective review of the Comprehensive Plan. Scheduled public meetings should also be conducted to ensure input from specific neighborhood areas and special interest groups.

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

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

The process to officially **amend** the Garland Comprehensive Plan should go beyond required Planning Commission and Village Board public hearings by involving the various business and social organizations in the community. A Comprehensive Plan must be amended in accordance with Nebraska Revised Statute Section 19-924-929.

**ANNEXATION
POLICY**

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

Areas beyond the corporate limits, identified in the Future Land Use Plan (Illustration 3.8) as residential, commercial, or industrial uses, should be considered for annexation when development is proposed. Areas that are subdivided and platted in conformance with the Subdivision Regulations of the Village of Garland should be annexed at the same time that a change in zone is approved, for example, from agricultural to single family residential.

**SUMMARY OF
COMMUNITY/
ECONOMIC
DEVELOPMENT
NEEDS**

Priorities during the 10-year planning period include providing necessary public facilities and utilities to a growing community. These include preparing land for additional development to support anticipated new families to the Village and the necessary facilities, social and recreational activities to maintain the quality of life that the Garland has established for its residents.

The following are the key components to ensuring a prosperous future for the community of Garland:

**Population and
Housing**

- Establish an annual review process of the Comprehensive Plan and associated zoning and subdivision regulations. Elected officials and local governmental volunteers and community and economic development groups should be involved in this review.
- Increasing the population in Garland by an estimated 0.9 percent annually, during the next 10 years, or by 22 people to a population of 273 persons as of 2014. This would nearly equal the 1920 Census of 279 persons, the highest population of Garland.

- Developing up to 24 total units of owner and rental housing in Garland during the next 10 years.
- Rehabilitating up to 16 moderately deteriorated dwellings and 13 substantially deteriorated dwellings by 2014.
- Encourage the development of new single family dwellings upon vacant lots within the core of the Village of Garland. These lots are cost effective for development of more affordable housing in the community due to the existence of all necessary infrastructure, water, sewer, electrical, streets and sidewalks. Housing in new subdivisions beyond the current corporate limits would have the extra burden of paying for these types of infrastructure components and thereby increasing the cost of individual property.
- Provide sufficient numbers of new affordable housing units to the community. This effort is to decrease the number of families residing in housing that requires more than 30 percent of the gross family household income be paid towards monthly mortgage or rental payments.
- Consider the construction of affordable rental duplexes and four plexes for both the elderly and young families. These rental types are similar in scale and massing to single family dwellings and would be appropriate in the community.
- Actively work with the other communities of Seward County to attract new employers the County in an effort to reduce the number of residents that travel beyond the County for employment. As of 2000, 92.6 percent or 113 employees travel outside of Garland for employment purposes.

Land Use and Development

- The Village has nearly no presence on the Highway 34 Corridor, other than the small Department of Roads Garland directional sign. Establish a “gateway” entrance sign at the intersection of Nebraska Highway 34 and State Spur S80D.
- Improve the appearance of the Village as you enter the community on Nebraska State Spur S80D (Frazier Street) from the south. A community sign with a listing of facilities available in Garland, with accompanying landscaping would again welcome visitors to the town.
- Secure vacant land for up to 24 units of housing by 2014. This equates to 12 to 14 acres of vacant land in a variety of locations throughout the Village of Garland. These dwellings should be designated for both owner and renter, with a variety of both single family dwellings, as well as duplexes and four plexes.
- Strive to encourage the development of additional commercial businesses in Downtown Garland. Priorities for new commercial types include a Grocery/Convenience Store with groceries and video rentals.

Public Facilities and Infrastructure

- Continue the process of hard surfacing the streets within the corporate limits of Garland. The next phase of streets to be surfaced should include Hutchinson and Second Streets.
- Improve the sanitary sewer system to provide better service to existing residents, as well as to expand the capacity of the system to support an increasing population.
- Expand recreational opportunities to residents of the community. Updating the playground equipment and expanding natural open space southwest of the ballfield to potentially connect to the pond.

- Continue to budget monies annually for the maintenance and general repair of public facilities in the Village of Garland. Facilities such as the Volunteer Fire Department and Village Hall, which have plans for expansion within a year, are vital components of the social, entertainment and governmental facilities of the community.
- Lastly, annual events are desired to be resurrected to expand social opportunities in the Village. Currently there are limited social and entertainment events to bring the residents of the community together.

CHAPTER 4

*PUBLIC FACILITIES, UTILITIES
AND TRANSPORTATION*

CHAPTER 4

PUBLIC FACILITIES, UTILITIES AND TRANSPORTATION

INTRODUCTION

Public facilities, utilities and transportation are vital components to the community to add to the quality of the living environment. Typically, each has been developed out of necessity. Each requires financial commitment, and therefore, necessitates the careful review and planning for future needs.

The major emphasis of this section is to determine the present capacity of the Garland public facilities, utilities and transportation systems, inventory, and to determine the adequacy of each to meet the future estimated demands throughout the planning period, for the participating community.

PUBLIC FACILITIES, UTILITIES AND TRANSPORTATION GOALS, POLICIES AND ACTION STRATEGIES

Goal 1

Maintain and improve the existing public facilities and services in Garland, and develop, as needed, new facilities and services to reflect the community's needs and demands.

- **Policy 1.1**
Provide public services in an efficient and economic manner in Garland to protect and enhance the safety and welfare of all residents. Address needed health, educational and supportive services.

Action Strategy 1.1.1

Insure public services are maintained and improved to keep pace with population growth.

Action Strategy 1.1.2

Provide adequate law enforcement and fire protection services, with increased emphasis on community relations as well as adequate civil defense and emergency service. Complete current efforts to expand the Fire Hall.

*Public Facilities,
Utilities and
Transportation,
Continued*

- **Policy 1.2**
Preserve and expand existing parks and open spaces throughout the community to enhance recreational opportunities in Garland.

Action Strategy 1.2.1

Provide and improve recreation programs for youth, elderly, persons with disabilities and families.

Action Strategy 1.2.2

Ensure accessibility for all persons of Garland to the community's parks by adhering to the standards of the Americans with Disabilities Act (ADA) for all new park improvements.

Action Strategy 1.2.3

Garland parks are used by both the community residents and visitors. Continue and improve maintenance efforts to reinforce a positive community image.

- **Policy 1.3**
Maintain the provision of facilities and services necessary to prevent pollution of the environment. Provide sewage treatment, refuse collection and disposal, street cleaning, flood control and similar environmental control processes.

Action Strategy 1.3.1

Provide adequate, efficient and appropriate utilities and services throughout the community of Garland to existing and future residential, recreational, commercial and industrial areas.

Action Strategy 1.3.2

Maintain an adequate supply of potable water and expanded distribution system suitable for present and future consumption and fire protection within Garland.

*Public Facilities,
Utilities and
Transportation,
Continued*

Action Strategy 1.3.3
Maintain and improve the quality of drinking water provided to residents of Garland.

Action Strategy 1.3.4
Continue and improve existing recycling efforts in the community.

Action Strategy 1.3.5
Coordinate future growth areas with the future land use plan to target the portions of the community ideally suited for development where all appropriate infrastructure can be extended in a cost effective manner.

Goal 2

Provide a transportation system throughout Garland for the safe and efficient movement of people, goods and services.

- **Policy 2.1**
Maintain and adopt a coordinated plan for maintenance, improvement and future location of all streets, roads, and highways in the community, including paving, curbs, gutters, street lighting, curb cuts, replacements, etc.

Action Strategy 2.1.1
Maintain design standards and policies for various classes of streets, roads and highways to enhance the function and safety of the roadway and street system in Garland.

Action Strategy 2.1.2
Prioritize street resurfacing for street improvement projects to maintain current standard of street conditions. The Frazier and Fourth Street corridors should be highest priority.

*Public Facilities,
Utilities and
Transportation,
Continued*

Action Strategy 2.1.3
New residential developments in Garland should have appropriate and adequate streets, curbs, gutters and sidewalks.

Action Strategy 2.1.4
Continue efforts to implement and maintain hard surfaces on all streets within the corporate limits of Garland. A combination of Community Development Block Grants, Tax Increment Financing and various other sources of public and private monies should be combined to increase the development potential of existing neighborhoods.

Action Strategy 2.1.5
Maintain and improve the Village storm water drainage system.

PUBLIC FACILITIES

Illustration 4.1 identifies the primary public facilities in Garland.

PARKS AND RECREATION

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

The Village of Garland has one park, located in the extreme west-central portion of the community, including a baseball diamond facility located outside the corporate limits of the Village.

Garland Park, located on the south side of 4th Street, is the only playground in the Village of Garland. The playground features include swings, and playground equipment, picnic tables and open play areas. The Ball Field supports T-Ball, Little League and Men's League baseball/softball.

**PUBLIC
ADMINISTRATION**

Public Administration facilities are designed to serve citizens of the community and provide a location to conduct the business of the government.

Postal Services

The **Post Office of Garland** is located at 117 4th Street. The building meets ADA standards. The Post Office has approximately 107 postal boxes providing mail service for the residents of Garland. Office hours are 8:00a.m. - 4:00p.m., Monday through Friday and 8:00a.m. - 9:30p.m. on Saturday. Staff includes a full-time Post Master and one relief position available when needed and for two hours on Saturday. Rural postal delivery is provided through the Garland Post Office to 111 rural addresses.

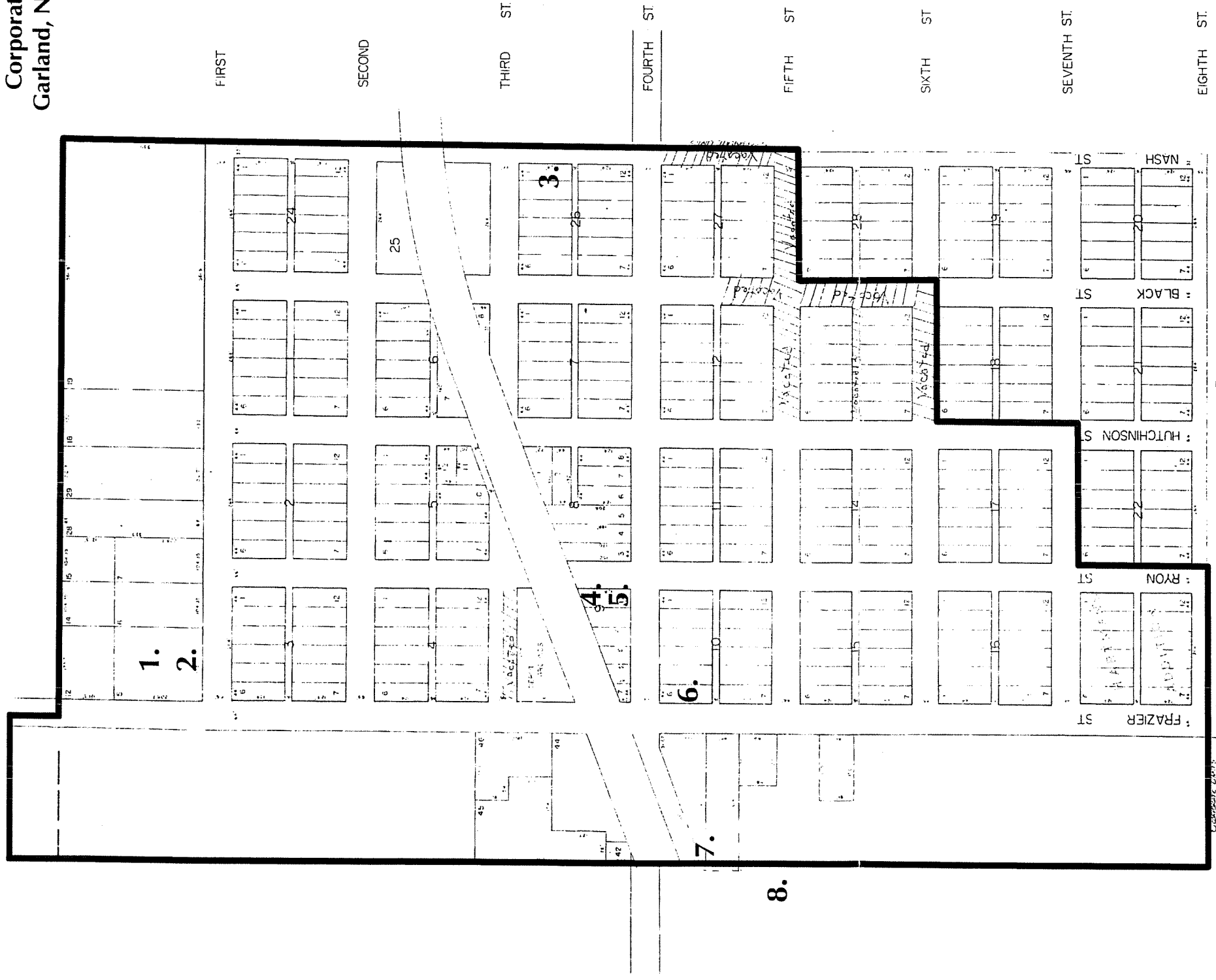
Law Enforcement

The **Seward County Sheriff Department** is located in Seward, Nebraska at 261 South 8th Street. Hours of operation of the County Sheriff's Office are 8:00 a.m. to noon, and from 1:00 p.m. to 5:00 p.m., Monday through Friday. The County Sheriff Department has 11 sworn officers, including the Sheriff and Chief Deputy, Civil Process Sargent, Investigator Sargent, Patrol Sargent, a Deputy Investigator, four Deputies, and one K-9 unit. The Sheriff Department provides law enforcement services to all areas of the County, including the Villages, such as Garland, that do not have municipal police protection.

The County Sheriff's Department also operates the **Seward County Jail**, located at the same address. All requests for emergency assistance throughout Seward County are handled by the **911 Dispatch Center**, including police, fire, rescue and emergency response.

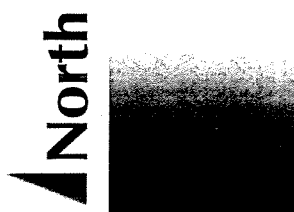
Public Facilities Map

Corporate Limits
Garland, Nebraska



Legend

- 1. Community Recreation Center
- 2. Former Elementary School
- 3. Village Water Tower
- 4. Volunteer Fire Department
- 5. Village Hall
- 6. Historic Bank Building
- 7. Community Park / Playground
- 8. Ball Field



Hanna:Keelan Associates, P.C.
Community Planning & Research
3275 Hedrick
P.O. Box 30052
Lincoln, NE 68503
(402) 464-5383
fax: (402) 464-5856
e-mail: planning@hanna-keelan.com

digital illustration produced by:
402.580.2312 c.
402.489.5200 p. f.
ksuht@arch1.com



ILLUSTRATION 4.1

Fire Protection

The **Garland Rural Fire Department** has a total of 36 volunteer firefighters. Twelve of the volunteers are also certified EMT's, but all volunteers have CPR and ADE (Automatic Defibrillator Electronic) training. A Rope Rescue Team is maintained by the Department which specializes in removing people from grain elevator pits, steep canyons, or ravines. The Fire Department has a service area of 76 square miles for Fire Response and 100 square miles for Rescue Response. Approximately 36 calls are responded to each year, with 18 being fire related. A fire insurance rating of "7" is maintained in the Village of Garland. The Fire Department, in Garland, maintains a 1,000 gallon pumper, a 2,600 gallon tanker, a 1,000 gallon tanker, a 300 gallon grass rig and a rescue truck.

Future plans include meeting fund raising goals to construct an addition to the building within the next year and recruiting an additional four volunteers.

Village Office

The **Village Office** is located at 170 4th Street in the same building as the Volunteer Fire Department. Village Board of Trustees, Planning Commission and various civic organization hold meetings in Village Office. The Village Clerk and Utility Maintenance Superintendent maintain offices in the building, as well.

Civil Defense

Civil defense services in Seward County are provided on a volunteer basis in each village within the County. There is an emergency manager paid by Seward County to handle Civil Defense services. The planing and preparation for natural disaster and man-made emergencies consist of:

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

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

EDUCATION

Garland Public School District was consolidated with the Seward public school District in 1989.

The Seward School District is comprised of portions of both Seward and Butler Counties, covering an area of approximately 245 square miles. The District consolidated the communities of Garland, Stapelhurst, and Ulysses in 1989.

MEDICAL/ELDERLY SERVICES

The Village of Garland does not currently have any services available for medical needs. The City of Seward is located approximately 8.5 miles southwest of Garland and the City of Lincoln is approximately 18 miles southeast of the community, both of which have a wide variety of medical and elderly facilities that are readily available to residents of the Village of Garland.

PUBLIC UTILITIES

It is the responsibility of any community to provide a sound public infrastructure for its citizens, as well as to provide for anticipated growth. Therefore, it is important that the expansion of these systems be coordinated with the growth of the Village.

Analysis of these infrastructure systems, via conversations with the Village Engineer and utility personnel, confirmed that the Village must strive to improve these utility systems.

Sanitary Sewer System

The Village is served by a sanitary sewer system, constructed in 1961-62. Individual residences and businesses in the community are served by 6 and 8 inch diameter vitrified clay pipe (VCP) sewer mains as part of a gravity sewer collection system. A treatment facility is located approximately one-quarter mile east-northeast of the Village. The domestic wastewater from the Village is collected in the sanitary sewer system and flows by gravity to the three cell facultative lagoon treatment facility.

The overflow from the lagoon facility flows into a drainage ditch leading east-northeast to the Middle Oak Creek, and ultimately to Branched Oak Lake.

The average daily wastewater flow (as of 2000) was approximately 27,000 gallons per day. Based upon the 2000 Census of 247 persons, this equates to a per capita flow of 109 gallons per day. During wet weather conditions, the flows have been as high as 300,000 gpd for a peak day and 100,000 gpd for a monthly average. When the system was analyzed in 1999, there were several rainfall events just before the testing. Average flows in the sewer system ranged from 120,000 to 195,000 gpd, which is four to eight times the normal average. The analysis concluded that storm water and/or excess groundwater readily enters the sanitary sewer system.

Sanitary sewer system
deficiencies/
improvements

The current system can meet the service demands of current and future residents in terms of total capacity. However, expansion of the wastewater facility may also be needed to accommodate future growth to the population of Garland.

Water System

The water supply for Garland is provided by two underground wells. The community water wells are located at the west side of the Village of Garland, close to the park. The municipal wells supply drinking water to the water tower located near 3rd and Nash Streets, in the eastern portion of the community.

Combined pumping capacity of the two community wells is 157 gallons per minute (gpm). Well No. 1 (next to the ball field), was installed in 1985, has a depth of 463 feet and a capacity of 82 gpm. Well No. 2 (by the tennis court), was installed in 1970, has a capacity of 75 gpm and a depth of 405 feet. The wells are capable of producing 226,080 gallons per day (gpd), pumping continuously over a 24 hour period.

With an approximate total population served of 272 persons and assuming an average water use of 150 gallons per day (gpd) per person, daily use would be 40,800 gpd. Peak Day demands of three times average demand would result in peak day use of 122,400 gpd.

The Garland water tower was constructed in 1928, and has a total capacity of 40,000 gallons. The distribution system, the water mains, have a capacity of 7,400 gallons.

**Water system
deficiencies/
improvements**

The 2002 Water and Sewer System Assessment Report stated that the test results from the water quality analysis indicated that, *“the municipal water in Garland is extremely high with Iron and Manganese. These minerals in combination have caused the water to have an odor and resultant encrusted service pipes to individual homes.”* The cost to treat the water through a new treatment facility was estimated to be \$720,000. The alternative would be to replace service pipes and meters at every dwelling, commercial and industrial property, at a cost of approximately \$1,500 per connection.

Electrical System

The electrical system is owned by the Village of Garland and operated by Seward County Rural Public Power District.

Natural Gas System

The Village of Garland is not currently supplied natural gas.

TRANSPORTATION

INTRODUCTION

The availability of a convenient and efficient transportation system is essential to the continued economic and physical development of Garland. An adequate transportation system is required to transport goods and services to and from major travel routes and market centers outside the Village, and provide for the circulation needs within the city. The overall purpose of the transportation plan is to provide the necessary guidelines for the safe movement of people and vehicles throughout the planning area.

The primary sources of information utilized to develop the Transportation Plan were (1) Garland "One and Six Year Plans," (2) Lancaster County "One and Six Year Plans" and (3) State of Nebraska Department of Roads "Nebraska Highway Program" (Fiscal Years 2002-2008 and Beyond).

EXISTING GARLAND ROAD NETWORK

Illustration 4.2, State Functional Classifications, Garland, Nebraska, depicts the transportation system in the Village of Garland. The transportation system is comprised of Nebraska State Spur S80D, which connects to Highway 34, 3.75 miles south of the community. Other local streets provide transportation services throughout the Village, while the state highway and county roads provide transportation services into the county and into adjacent counties.

Traffic Volume

The Nebraska Department of Roads monitors traffic volume in the Garland area, on county roads and state and federal highways. This tabulation process is done to identify the appropriateness of the existing road classification and engineering standards. **Illustration 4.2** also identifies the average daily traffic counts for state and federal transportation routes around Garland. Each of these road segments are identified as "major arterial" roads. As roads within the corporate limits of the Village of Garland are classified as "local" roads.

Road Classifications

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

- (1) **Interstate:** Which shall consist of the federally designated National System of Interstate and Defense Highways;
- (2) **Expressway:** Second in importance to Interstate. Shall consist of a group of highways following major traffic desires in Nebraska and ultimately should be developed to multilane divided highway standards;
- (3) **Major Arterial:** Consists of the balance of routes which serve major statewide interests for highway transportation in Nebraska. Characterized by high speed, relatively long distances, travel patterns;
- (4) **Scenic-Recreation:** Consists of highways or roads located within or which provide access to or through state parks, recreation or wilderness areas, other areas of geological, historical, recreational, biological, or archaeological significance, or areas of scenic beauty;
- (5) **Other Arterial:** Which shall consist of a group of highways of less importance as through-travel routes which would serve places of smaller population and smaller recreation areas not served by the higher systems;
- (6) **Collector:** Which shall consist of a group of highways which pick up traffic from many local or land-service roads and carry it to community centers or to the arterial systems. They are the main school bus routes, mail routes, and farm-to-market routes;

- (7) **Local:** Which shall consist of all remaining rural roads, except minimum maintenance roads;
- (8) **Minimum Maintenance:** Which shall consist of
 - (a) roads used occasionally by a limited number of people as alternative access roads for area served primarily by local, collector, or arterial roads, or
 - (b) roads which are the principal access roads to agricultural lands for farm machinery and which are not primarily used by passenger or commercial vehicles.

The rural highways classified, under subdivisions (1) thru (3) of this section should, combined, serve every incorporated municipality having a minimum population of 100 inhabitants or sufficient commerce, a part of which will be served by stubs or spurs, and along with rural highways classified under subsection (4) of this section, should serve the major recreational areas of the state.

Sufficient commerce shall mean a minimum of two hundred thousand dollars of gross receipts under the Nebraska Revenue Act of 1967.

**FUTURE GARLAND
TRANSPORTATION
SYSTEM**

The future transportation system in Garland is outlined in the City **One and Six Year Road Improvement Programs**. Garland's One-Year Plan is for projects to be undertaken during the fiscal year 2003- 2004. Garland Six Year Plan is for projects to be undertaken through 2009, or earlier if funding becomes available.

**Village of Garland -
One-Year Road Plan**

Garland One-Year Road Plan includes the following:

1. "Normal Maintenance."

**Village of Garland -
Six-Year Road Plan**

Garland Six-Year Road Plan includes the following:

1. "Normal Maintenance."

**UPCOMING
NEBRASKA
DEPARTMENT OF
ROADS PROJECTS IN
GARLAND'S
PLANNING
JURISDICTION**

The Nebraska Department of Roads has no projects to be completed in the Garland planning jurisdiction within the next several years. However, two separate bridge projects along U.S. Highway 34 have limited access to the Village of Garland during the last year.

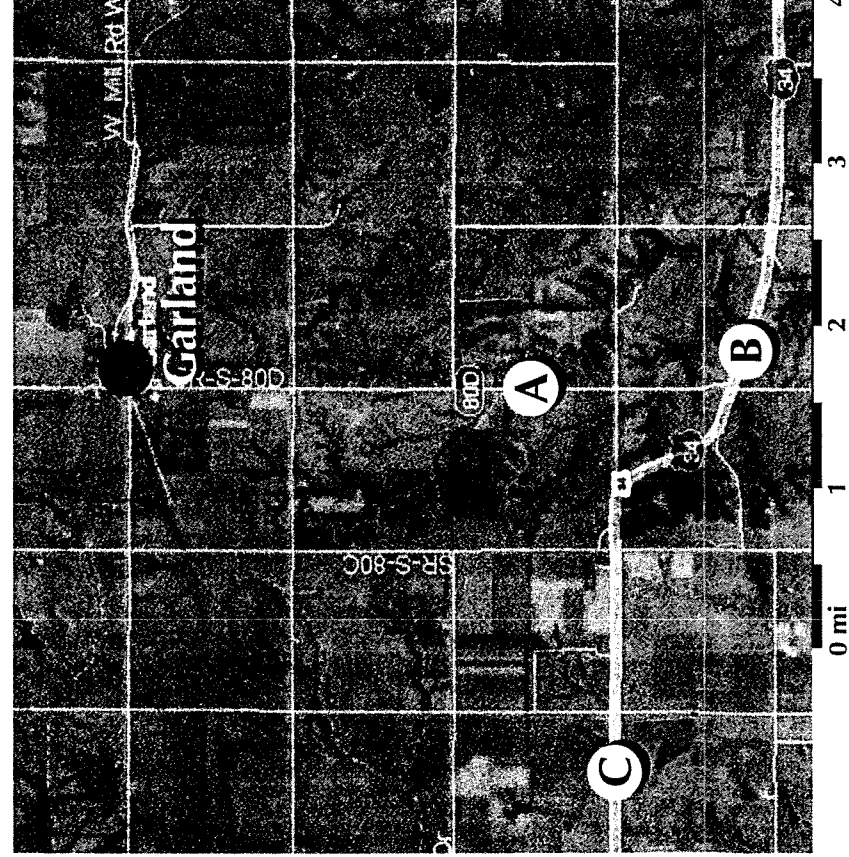
**UPCOMING SEWARD
COUNTY PROJECTS
IN GARLAND'S
PLANNING
JURISDICTION**

Seward County has no projects to be completed in the Garland planning jurisdiction within the next several years.

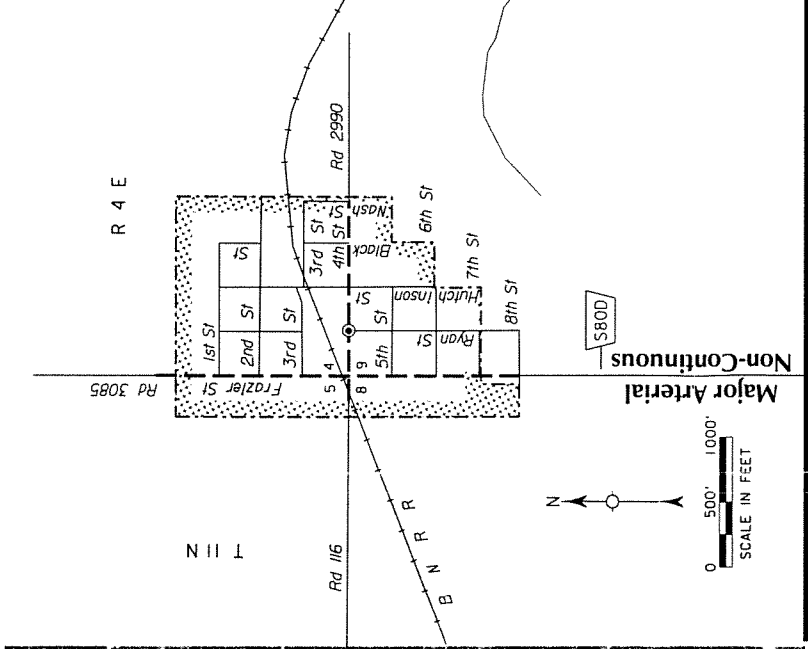
State Functional Classifications Map

Planning Jurisdiction
Garland, Nebraska

Traffic Diagram - See Chart Below



NDOR Highway Diagram



Annual Average 24 - Hour Traffic

Year	A	B	C
2002	Total Vehicles: 660 Heavy Commercial Vehicles: 55	Total Vehicles: 4,335 Heavy Commercial Vehicles: 390	Total Vehicles: 4,345 Heavy Commercial Vehicles: 390
2000	Total Vehicles: 590 Heavy Commercial Vehicles: 50	Total Vehicles: 3,760 Heavy Commercial Vehicles: 340	Total Vehicles: 3,820 Heavy Commercial Vehicles: 345
1998	Total Vehicles: 585 Heavy Commercial Vehicles: 50	Total Vehicles: 3,540 Heavy Commercial Vehicles: 320	Total Vehicles: 3,585 Heavy Commercial Vehicles: 325

State Highways

- Gravel or Crushed Rock
- Asphalt / Bituminous Surface
- Concrete / Brick Surface

City Streets & County Roads

- Primitive or Unimproved
- Gravel or Crushed Rock
- Non-Rigid Pavement (BM or ACSC)
- Rigid Pavement (PCC, ACSC or Brick)
- Interstate Numbered Routes
- U. S. Numbered Routes
- State Numbered Routes
- State Numbered Spurs
- State Numbered Links
- Inventoried Numbered Routes
- Major Collector Routes
- Minor Collector Routes
- Urban Routes
- 911 NAMED / Numbered Routes
- City Center
- Corporate Limits
- Corporate Limits as of 1985 State Highways Corrected to 1995

ILLUSTRATION 4.2



Hanna:Keelan Associates, P.C.
Community Planning & Research
3275 16th Ave
P.O. Box 30552
Lincoln, NE 68503
(402) 464 5183
fax: (402) 464 5856
email: planning@hanna-keelan.com

digital illustration produced by:
402.580.2312 c.
402.489.5290 p.f.
ksuhr@neh.trc.com
8030 Thorsview Road
Lincoln, NE 68506

