



Engineering Architecture Surveying Planning

# VILLAGE OF DUNCAN, NEBRASKA

## Comprehensive Development Plan 2009

Ordinance # 09-162





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# Profile Duncan

Introduction

Demographic Profile

Housing Profile

Economic and Employment Profile

Community Facility Profile

Environmental Conditions

Existing Land Use Profile



# Introduction

The Duncan Comprehensive Plan is intended to serve as a policy guide for elected officials and advisory bodies for decision-making on issues affecting the Village's future development. The Plan is also intended to serve as a guide and reference tool for citizens and developers working to improve the community and to make decisions on investment in the community.

## Plan Elements

This Comprehensive Plan has been prepared in four general organizational sections. This initial section, **Profile Duncan**, provides background information and data that explore and explain the current conditions in Duncan, including demographic trends, socio-economic conditions, and existing development patterns. **Envision Duncan** takes the next step by developing a picture of how the residents of Duncan want their community to look in the future. This section explains the next chapter in the evolution of Duncan by using both text and graphics to establish a series of goals and policies that will be used by decision-makers to guide change. **Achieve Duncan** builds upon the previous sections by creating the future land use map that will guide land use and development patterns. Although based on the existing conditions, this section uses the vision, goals, and policies to reshape the landscape of Duncan to match the community's future vision. Finally, **Implement Duncan** provides an action plan for village leaders, staff, and residents to look to for guidance on the steps necessary in order to ensure the preferred future is realized. These four elements of the Comprehensive Plan are intended to be used together as the primary tool guiding and influencing change in Duncan.

## Planning Area

The planning and zoning jurisdiction for the Village of Duncan includes the area up to one mile of the corporate limits as written under the authority of Section 17-001, Nebraska Revised Statutes, 1943 (amended). The Village may enforce zoning and subdivision regulations, and building, electrical, and plumbing codes within their planning jurisdiction.

## Location

Duncan is located in eastern central Nebraska, 8 miles west of Columbus on US Hwy 30. The community is approximately one and a half miles north of the Platte River and two to three miles south of the Loup River, giving the village excellent access to outdoor recreation opportunities. The close access to the City of Columbus gives residents of Duncan easy access to a regional employment/services community, allowing them to live in a small community but enjoy the benefits of a larger city.

## Community History

The Village of Duncan was named in 1880 for a favorite conductor of the Union Pacific Railroad. The village was incorporated on March 7, 1913. Several miles south of Duncan lies the Great Platte River Road, sometimes called the Overland or Oregon Trail, which served as the highway to the west during the early days of the 19<sup>th</sup> Century. North of town was the site of the village for the Pawnee Indian Nation. Also north of town, was the Mormon Trail, used by Brigham Young and his Latter Day Saints on their journey to Utah in 1847. Duncan was settled by Swiss and Polish immigrants, whose enterprising and proud spirit live on through their descendants who still live here today. The Village of Duncan is best described by this quote from a lifelong resident and former postmaster who at age 90 said "that although the outward appearance of the town has changed, the essence of it has not -- the peaceful evenings, kids being kids and citizens striving for a better life."

# Demographic Profile

- Population Trends and Analysis
- Age Structure Analysis
- Race Characteristics



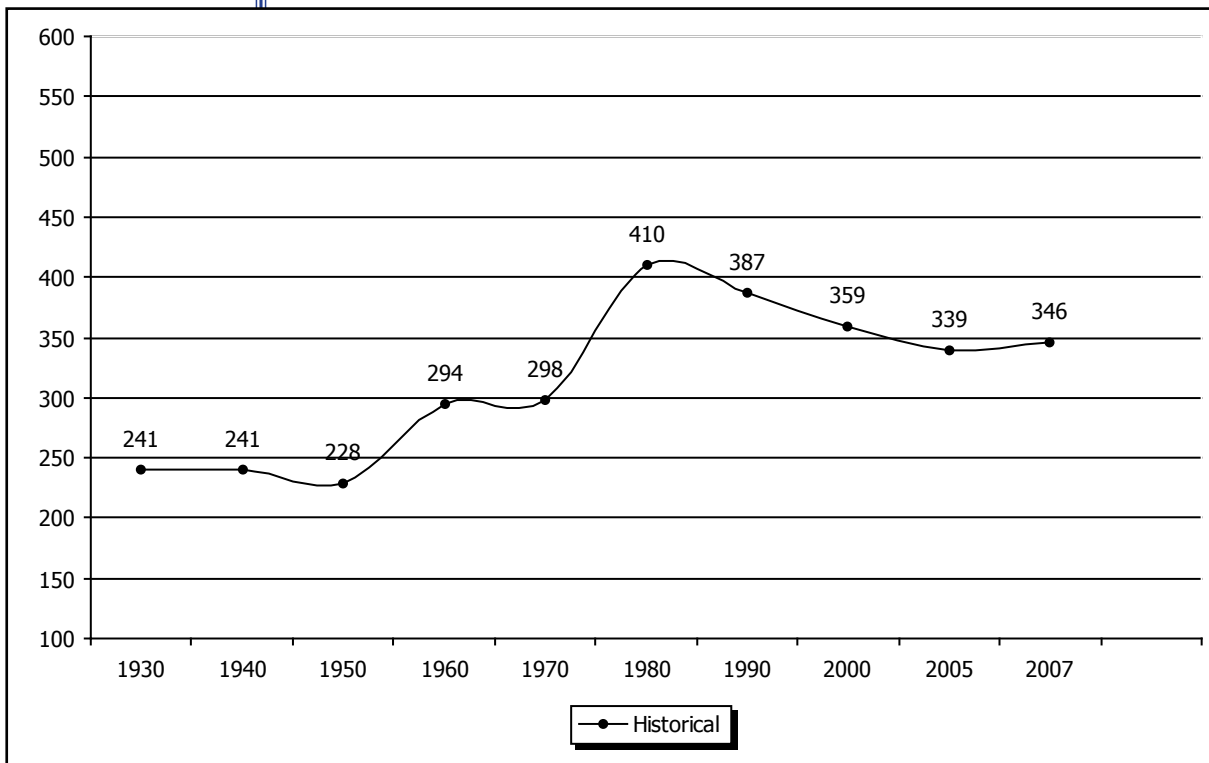
# Demographic Profile

Demographic statistics aid decision-makers by developing a picture of Duncan. This picture tells the community where it was and where it is now, helping decision-makers orient themselves to the most appropriate path to achieve the community's vision. A community's population is the driving force behind its housing, local employment, economic and fiscal stability, and potential for change. This section will review the current condition of these factors, as well as the historic trends that have resulted in Duncan as it is today. These data will form the basis for population projections, which are utilized to determine future housing, retail, medical, employment, and educational needs within the community.

## Population Trends and Analysis

Duncan's population has changed significantly since its founding in the late 1800s. Between 1930 and 1950, the village stayed relatively stable in terms of population, then from 1950 to 1980 Duncan saw exceptional growth that nearly doubled the population. Since 1980, the population has been steadily dropping. The figure below shows Duncan's population changes since 1930.

FIGURE 1: HISTORIC POPULATION OF DUNCAN; 1930 TO 2007



Source: U.S. Census and Nebraska Populations 1930-2007

Table 1 identifies the population for Duncan and the other incorporated communities in Platte County, for the years 1980, 1990, 2000, and 2007. This information provides the community with a picture of their past and present population trends and changes in comparison to other communities within the county.

Duncan, with a population of 339 in 2007, is the fourth largest community in Platte County. Back in 1980 Duncan was the third largest but with Duncan's loss of population and Platte Center gaining population Platte Center has over taken Duncan. Residents of the unincorporated areas of Platte County make up one fourth of the county population, accounting for 25.3% in 2007. The City of Columbus clearly has the most influence on the county as a whole being that its population accounts for about 67% of the total county population.

Between the years of 1980 and 2007 Platte County's population has increased by 10.4 % largely due to the City of Columbus. Columbus and Platte Center are the only communities to post significant increases, while Duncan and the unincorporated areas posted a significant decrease, a significant change meaning greater than 10%. In fact, while the City of Columbus grew by 4,071 people the county only grew by 2,997 people, telling us that the people leaving the unincorporated areas are most likely moving to Columbus.

**TABLE 1: POPULATION OF PLATTE COUNTY INCORPORATED COMMUNITIES; 1980 TO 2007**

Community	1980	1990	2000	2007	% Change 1980 to 2007
<b>Duncan</b>	<b>410</b>	<b>387</b>	<b>357</b>	<b>339</b>	<b>-17.3%</b>
Cornlea	40	39	41	41	2.5%
Platte Center	313	387	359	354	13.1%
Humphrey	799	741	786	790	-1.1%
Lindsay	383	321	276	276	-27.9%
Monroe	294	309	307	307	4.4%
Columbus	17,328	19,480	20,971	21,399	23.5%
Creston	210	220	215	215	2.4%
Tarnov	63	61	63	63	0.0%
Incorporated Areas	19,840	21,945	23,375	23,784	19.9%
Unincorporated Areas	9,012	7,875	8,287	8,065	-10.5%
<b>Platte County</b>	<b>28,852</b>	<b>29,820</b>	<b>31,662</b>	<b>31,849</b>	<b>10.4%</b>

Source: US Census Bureau, 2007

## Age Structure Analysis

Age structure is an important component of demographic analysis. Through an analysis of age structure, a community is able to determine the level at which different age groups contribute to population shifts and changes. Each age group, or cohort, is generally expected to behave in particular ways, based upon national trends as well as local factors. For instance, retirement age residents may move out of a community in search of maintenance free and secure retirement complexes, and persons requiring assisted or skilled nursing care often leave smaller communities for facilities that tend to only exist in larger cities. Conversely, if a community can offer exceptional schools, job availability, and recreational opportunities, they are likely to attract younger residents as well as families with school-age children.

Changes in cohorts also affect the community in ways other than mere population numbers. The existence of larger working-age cohorts may indicate there is a greater potential to provide community services and sustain future population growth than a larger retirement-age cohort. Similarly, relatively large school-age and retirement-age cohorts can strain the resources of a community beyond the revenue that can be generated by workers and property owners. Striking the necessary balance between growth rates, public services, revenue generation, and quality of life depends, in large part, upon maintaining an appropriate mix of age groups over time.

The two tables that follow exhibit the age cohort structure and the dependency ratio for Duncan in 1990 and 2000. Examining the population age structure for Duncan

indicates some significant changes in various population segments throughout the community. Identifying these dynamics is critical in making informed decisions and maximizing the future use of resources.

Between 1990 and 2000, the Village of Duncan lost population in every cohort except the 10-14 year olds and the 30-34 year olds which tells us that there have been some young families that moved into town, while the middle-aged, elderly and young adults are moving out of town. Young adults can be explained by the need to find higher education and employment, the elderly move to find adequate senior housing that is typically provided only in larger cities, the more troubling is the loss of middle aged persons, this is a group the village should concentrate on retaining in future years.

Two specific age groups are shown in the second table. These cohorts represent residents considered to be dependent on the remaining population. They are residents under the age of 18, and age 65 and over. Reviewing these populations gives the community some perspective on its ability to provide services to those residents most likely to need them. We use these two population groups to determine the dependency ratio.

This ratio is based solely on population numbers, comparing the working age population with the non-working age population. The ratio is determined based on the following formula: Dependant Population (combination of those 18 and under with those 65 and older) divided by Independent Population (those aged 19 to 64). A ratio of 1 indicates a balance of dependant and independent populations, which should result in the independent population providing just the necessary amount of resources (such as schools, medical care, transportation, housing, etc.) to address the needs of the dependant population. A ratio less than 1 indicates an independent population that has the potential to provide beyond the needs of the dependant population, while a ratio greater than 1 indicates an independent population that is unable to meet the needs of the dependant population.

**Dependency Ratio**

The dependency ratio examines the portion of a community's earnings that is spent supporting age groups typically and historically dependent on the income of others.

Ratios:

- < 1: 1 Independent resident able to support more than 1 Dependent resident
- = 1: 1 Independent resident able to support 1 Dependent resident
- > 1: 1 Independent resident able to support less than 1 Dependent resident

**TABLE 2: COHORT ANALYSIS; 1990 TO 2000**

1990			2000			Trend	
Cohort	Population	%	Cohort	Population	%	Cohort Change	% Change
			0-4	22	6.1%	22	
			5-9	32	8.9%	32	
0-4	33	8.5%	10-14	40	11.1%	7	21.2%
5-9	40	10.3%	15-19	21	5.8%	-19	-47.5%
10-14	46	11.9%	20-24	19	5.3%	-27	-58.7%
15-19	24	6.2%	25-29	16	4.5%	-8	-33.3%
20-24	18	4.7%	30-34	31	8.6%	13	72.2%
25-29	26	6.7%	35-44	54	15.0%	-1	-1.8%
30-34	29	7.5%	45-54	48	13.4%	-20	-29.4%
35-44	68	17.6%	55-64	35	9.7%	-1	-2.8%
45-54	36	9.3%	65-74	13	3.6%	-5	-27.8%
55-64	18	4.7%	75 and over	28	7.8%	-21	-42.9%
65-74	21	5.4%					
75 and over	28	7.2%					
<b>Total</b>	<b>387</b>	<b>100.0%</b>		<b>359</b>	<b>100.0%</b>	<b>-28</b>	<b>-7.2%</b>

Source: US Census Bureau, 2008

**TABLE 3: DEPENDENCY RATIO; 1990 AND 2000**

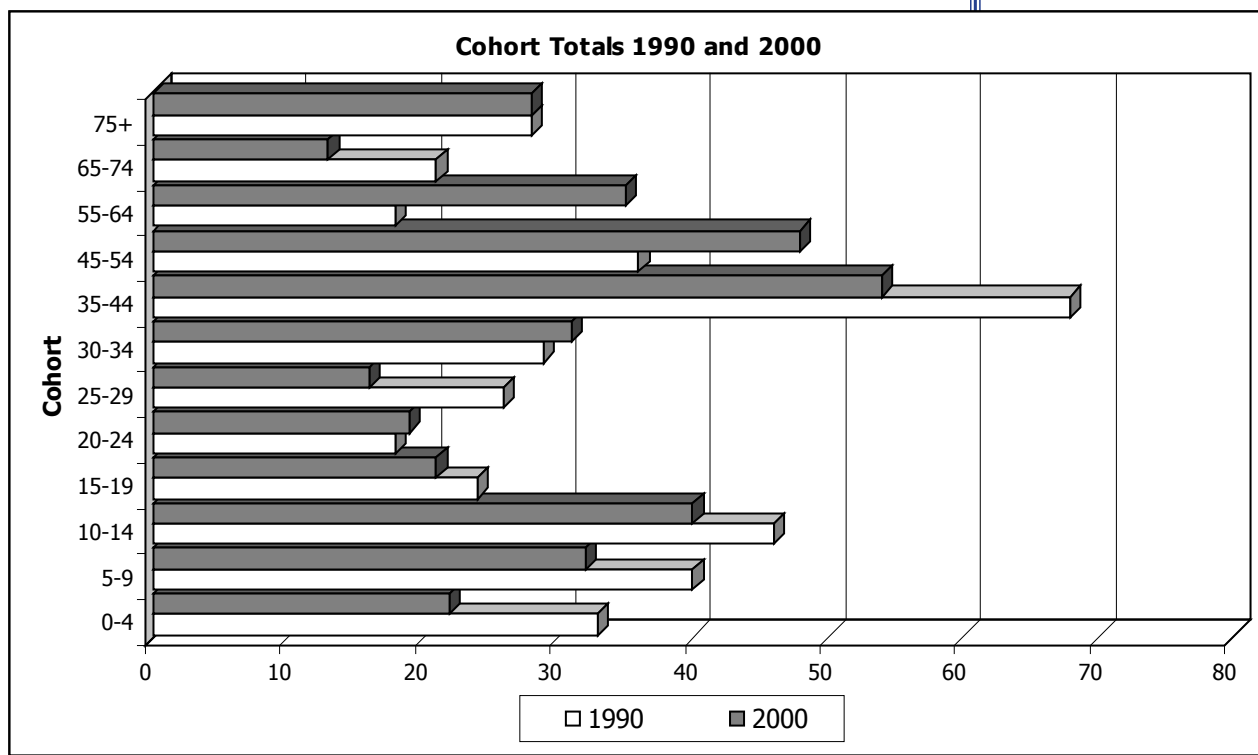
1990		2000		Change	
Total Population	387	Total Population	359	Total Population	(28)
under 18	139	under 18	111	18 and under	(28)
65 and over	49	65 and over	41	65 and over	(8)
18-64	199	18-64	207	19-64	8
Dependency Ratio	0.94	Dependency Ratio	0.73	Dependency Ratio	(0.21)
Median Age	31.1	Median Age	34.3	Median Age	3.2

Source: JEO Consulting Group, Inc., 2008

In other words, the dependency ratio can be viewed as the number of independent people needed to meet the needs of 1 dependent person. A ratio lower than 1 means it takes less than 1 independent person to meet the needs of 1 dependent person; therefore there are independent people available to provide for greater levels of dependent needs. A ratio greater than 1 means it takes more than 1 independent person to accommodate the needs of 1 dependent person; therefore, all dependent needs may not be met at the desired level. As with any statistical analysis, these results work when all other factors are held equal, meaning there are many other factors (wage rates, tax levels, service costs, etc.) that affect the ability of a community to provide for the needs of its dependent population beyond merely comparing the size of the dependent and independent populations. The dependency ratio for Duncan in 1990 was 0.94, which decreased significantly to 0.73 in 2000. This table shows that the loss of population that Duncan experienced from 1990 to 2000 was due entirely to losses from the dependent population.

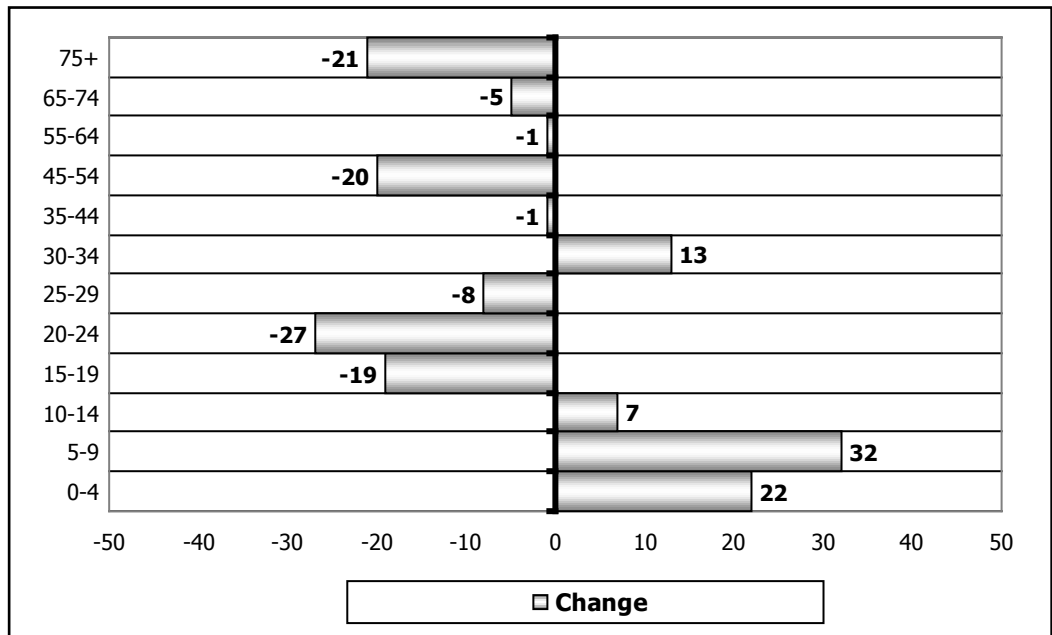
The next two figures display the cohort data in a more graphical manner, making comparisons between years and individual cohorts easier to visualize. While losses did occur in Duncan during the reporting period, it was not evenly distributed between age cohorts.

**FIGURE 2: COHORT TOTALS; 1990 AND 2000**



Source: JEO Consulting Group, Inc., 2008

FIGURE 3: COHORT CHANGE; 1990 TO 2000



Source: JEO Consulting Group, Inc., 2008

The median age in Duncan increased from 31.1 in 1990 to 34.3 in 2000. While Duncan did see an increase, the village is still the lowest of the four communities listed in the table below leaving Duncan in good position for growth within the community. It is when a community is looking at a median age around 40 that their needs to be appropriate action taken to increase the younger population.

TABLE 4: MEDIAN AGE, SELECTED COMMUNITIES; 1990 AND 2000

Community	Median Age		
	1990	2000	Change
<b>Duncan</b>	<b>31.1</b>	<b>34.3</b>	<b>3.2</b>
Lindsay	36.1	43.0	6.9
Monroe	32.9	35.8	2.9
Platte Center	35.4	38.8	3.4
Platte County	32.1	35.8	3.7
State of Nebraska	33.0	35.3	2.3

Source: US Census Bureau, 2008

### Race Characteristics

Duncan, like many rural Nebraska communities, has very little racial diversity. Since 1990, the community has become more diverse, but this has been a very small change. The number of non-white residents has increased from .5% to 4.2% of the total population, an increase of 13 residents.

TABLE 5: RACIAL COMPOSITION; 1990 AND 2000

Race	1990		2000		Trend	
	Population	%	Population	%	Net Change	% Change
White	385	99.5%	344	95.8%	-41	-10.6%
Black	1	0.3%	0	0.0%	-1	-100.0%
American Indian and Alaskan Native	1	0.3%	2	0.6%	1	100.0%
Asian and Pacific Islander	0	0.0%	1	0.3%	1	n/a
Other	0	0.0%	6	1.7%	6	n/a
Two or More Races	0	0.0%	6	1.7%	6	n/a

Source: US Census Bureau, 2008



# Housing Profile

- Age of Housing Stock
- Housing Trends



# Housing Profile

Housing statistics identify existing housing characteristics and trends in housing choice displayed by the residents of Duncan. The primary goal of this profile is to allow the community to determine the issues that may exist and need to be addressed in order to provide safe, acceptable, sanitary, and affordable housing for every family and individual who chooses to live in Duncan. This analysis will review the composition of owner-occupied and renter-occupied units, as well as the existence of vacant units. In addition, the condition of the housing stock will be described, as well as the extent to which residents of all economic means experience a housing cost burden.

## Age of Housing Stock

The age of Duncan's housing stock can reveal a number of things about the population and economic conditions of the past. The condition of the existing housing stock also indicates the level of need for rehabilitation efforts or new construction within the community. Examining the housing stock is important in understanding the overall quality of housing and the way it affects the quality of life within Duncan.

The building pattern of homes in Duncan directly reflects the population trend of the city. From 1940-1980, the population increased significantly. Accordingly, 44% of the housing units in Duncan were constructed between 1940 and 1980. An additional 47% were built before 1939. Many of these homes are in good repair and should remain viable housing units for years to come. Older homes, however, are at risk for deterioration and dilapidation, especially when used for rental units by absentee property owners. These homes will need to be monitored periodically in order to minimize their negative impacts on neighborhoods and residents.

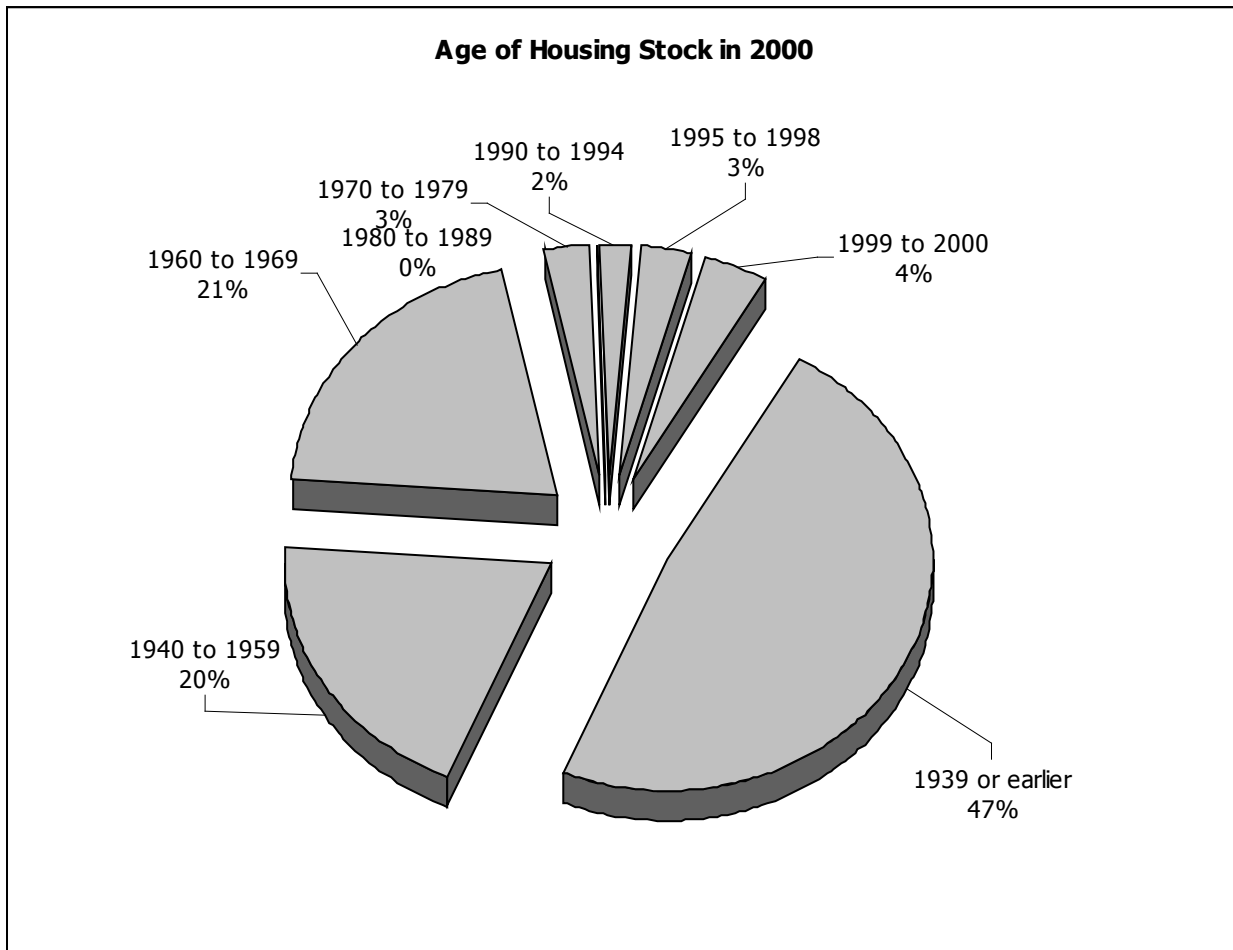
## Housing Trends

Housing trends can reveal a great deal about the different population groups in the community, and may also indicate a changing level of demand for owner- and renter-occupied housing units. Examining housing trends reveals the overall diversity of the population and the quality of housing within Duncan.

While the population declined the number of housing units actually increased by three, this tells us that the persons per household decreased significantly in between 1990 and 2000. However it also tells us that there are not a lot of vacant homes in the community which makes it difficult for new persons to move to Duncan.

Beyond age and physical condition, housing adequacy can be measured using two of the U.S. Department of Housing and Urban Development substandard criteria, which are reported using census data. These criteria look at whether a housing unit has either incomplete plumbing facilities (lacking hot or cold piped water, bathtub or shower, or working toilet), or is overcrowded (has an occupancy that exceeds one person per room). The Village of Duncan has no substandard housing units, which is shockingly rare for any community.

FIGURE 4: AGE OF HOUSING STOCK; 2000



Source: US Census Bureau, 2008

TABLE 6: HOUSING TRENDS; 1990 AND 2000

Selected Characteristic	1990	2000	% Change 1990-2000
Population	387	359	-7.2%
Persons in Household	387	359	-7.2%
Persons in Group Quarters	0	0	n/a
Persons per Household - Owner	2.89	2.60	-10.0%
Persons per Household - Renter	2.58	2.61	1.2%
Persons per Household	2.85	2.60	-8.8%
<b>Total Housing Units</b>	<b>142</b>	<b>145</b>	<b>2.1%</b>
Occupied Housing Units	136	138	1.5%
Owner-occupied units	117	120	2.6%
Renter-occupied units	19	18	-5.3%
Vacant Housing Units	6	7	16.7%
Homeowner- vacancy rate	0.80%	4.00%	400.0%
Renter- vacancy rate	0.00%	0.00%	n/a
Single-family Units	139	142	2.2%
Duplex/Multiple-family units	0	0	n/a
Mobile Homes, trailer, other	3	0	-100.0%
<b>Substandard Housing Units</b>			
Units Lacking Complete Plumbing Facilities	0	0	n/a
Units with More than One Person per Room	0	0	n/a
Total Substandard Units	0	0	n/a
<b>Median Contract Rent - 1990 and 2000</b>			
<b>Duncan</b>	<b>\$314</b>	<b>\$325</b>	<b>3.5%</b>
Platte County	\$250	\$429	71.6%
Nebraska	\$282	\$412	46.1%
<b>Median Value of Owner-Occupied Units - 1990 and 2000</b>			
<b>Duncan</b>	<b>\$39,400</b>	<b>\$64,400</b>	<b>63.5%</b>
Platte County	\$51,900	\$80,800	55.7%
Nebraska	\$50,400	\$88,000	74.6%

Source: US Census Bureau, 2008

TABLE 7: HOUSING TREND COMPARISON; 2000

Selected Characteristics	Duncan	Lindsay	Monroe	Platte Center
Population	359	276	307	359
Persons in Household	359	276	307	358
Persons in Group Quarters	0	0	0	1
Persons per Household - Owner	2.60	2.37	2.56	2.45
Persons per Household - Renter	2.61	1.50	2.71	2.31
Persons per Household	2.60	2.23	2.58	2.44
<b>Total Housing Units</b>	<b>145</b>	<b>136</b>	<b>125</b>	<b>159</b>
Occupied Housing Units	138	124	119	147
Owner-occupied Units	120	104	102	134
Renter-occupied Units	18	20	17	13
Vacant Housing Units	7	12	6	12
Homeowner- Vacancy Rate	4.00%	1.0%	3.8%	5.0%
Renter- Vacancy Rate	0.00%	13.0%	5.6%	13.3%
Single-family Units	142	141	110	149
Duplex/Multiple-family Units	0	0	0	0
Mobile Homes, Trailer, Other	0	0	13	4
<b>Median Contract Rent</b>	<b>\$325</b>	<b>\$325</b>	<b>\$433</b>	<b>\$395</b>
<b>Median Value Owner-Occupied</b>	<b>\$64,400</b>	<b>\$64,200</b>	<b>\$59,200</b>	<b>\$61,800</b>

Source: US Census Bureau, 2008

Comparing Duncan to other communities in the area indicates the village had the highest residential density, based upon the average number of persons per household. Duncan has the lowest contract rent and yet the highest median household value of the communities listed.

The details of Duncan's 2000 housing trends reveal that one- and two-person households held the largest share of all occupied units at 57.3%. There is incredible balance in the age groups for both owner and renters with the most changes coming in the older age groups.

**TABLE 8: HOUSEHOLD TENURE; 1990 AND 2000**

Householder Characteristic	1990				2000				Total Change	
	Own	% Own	Rent	% Rent	Own	% Own	Rent	% Rent	Own	Rent
<b>Tenure by Number of Persons in Housing Unit (Occupied Housing Units)</b>										
1 person	26	21.7%	9	45.0%	21	19.1%	11	47.8%	-19.2%	22.2%
2 persons	25	20.8%	0	0.0%	42	38.2%	6	26.1%	68.0%	n/a
3 persons	24	20.0%	0	0.0%	18	16.4%	0	0.0%	-25.0%	n/a
4 persons	24	20.0%	3	15.0%	9	8.2%	0	0.0%	-62.5%	-100.0%
5 persons	13	10.8%	8	40.0%	18	16.4%	4	17.4%	38.5%	-50.0%
6 persons	6	5.0%	0	0.0%	0	0.0%	2	8.7%	-100.0%	n/a
7 or more	2	1.7%	0	0.0%	2	1.8%	0	0.0%	0.0%	n/a
<b>Total</b>	<b>120</b>	<b>100%</b>	<b>20</b>	<b>100%</b>	<b>110</b>	<b>100%</b>	<b>23</b>	<b>100%</b>	<b>-8.3%</b>	<b>15.0%</b>
<b>Tenure by Age of Householder (Occupied Housing Units)</b>										
15 to 24 years	0	0.0%	3	15.0%	5	4.5%	2	8.7%	n/a	-33.3%
25 to 34 years	31	25.8%	6	30.0%	15	13.6%	5	21.7%	-51.6%	-16.7%
35 to 44 years	23	19.2%	3	15.0%	23	20.9%	6	26.1%	0.0%	100.0%
45 to 54 years	21	17.5%	2	10.0%	18	16.4%	0	0.0%	-14.3%	-100.0%
55 to 64 years	9	7.5%	3	15.0%	24	21.8%	2	8.7%	166.7%	-33.3%
65 to 74 years	13	10.8%	3	15.0%	4	3.6%	3	13.0%	-69.2%	0.0%
75 and over	23	19.2%	0	0.0%	21	19.1%	5	21.7%	-8.7%	n/a
<b>Total</b>	<b>120</b>	<b>100%</b>	<b>20</b>	<b>100%</b>	<b>110</b>	<b>100%</b>	<b>23</b>	<b>100%</b>	<b>-8.3%</b>	<b>15.0%</b>

Source: US Census Bureau, 2008



# Economic and Employment Profile

- Income Statistics
- Industry Employment
- Commuter Trends



# Economic and Employment Profile

Economic data are reviewed in order to understand area markets, changes in economic activity, and employment needs and opportunities. This profile will present data based upon employment by industry, household income statistics, income by source, and basic/non-basic analyses. These data will be analyzed to develop a picture of the economic conditions in Duncan to aid in developing strategies designed to attract appropriate business activity.

## Income Statistics

Income statistics for households explain how residents of Duncan fare when their earning power is compared to each other as well as to other communities. Income statistics are also compared to the consumer price index (CPI) to determine the buying power of residents by relating their earning trend to inflation.

In 1990 30.4% of Duncan households earned less than \$14,999. By 2000, that percentage had dropped to 13.7%. Duncan's median income in 1990 was above the State average, however in 2000 Duncan's was over \$2,000 less than the State's, meaning the village has not kept pace with the State of Nebraska in terms of income levels. However, Duncan still has one of the higher median incomes of the communities used for comparison.

**TABLE 9: HOUSEHOLD INCOME; 1990 AND 2000**

Household Income	1990				2000			
	Duncan	% of Total	Nebraska	% of Total	Duncan	% of Total	Nebraska	% of Total
Less than \$10,000	27	20.0%	95,602	15.9%	10	7.2%	55,340	8.3%
\$10,000 to \$14,999	14	10.4%	64,661	10.7%	9	6.5%	43,915	6.6%
\$15,000 to \$24,999	22	16.3%	128,454	21.3%	24	17.3%	98,663	14.8%
\$25,000 to \$34,999	29	21.5%	108,560	18.0%	18	12.9%	97,932	14.7%
\$35,000 to \$49,999	25	18.5%	107,111	17.8%	36	25.9%	122,654	18.4%
\$50,000 and over	18	13.3%	98,470	16.3%	42	30.2%	248,491	37.3%
<b>Total</b>	<b>135</b>	<b>100%</b>	<b>602,858</b>	<b>100%</b>	<b>139</b>	<b>100%</b>	<b>666,995</b>	<b>100%</b>
<b>Median Income</b>	\$27,250		\$26,016		\$36,932		\$39,250	
<b>Households</b>	135		602,858		139		666,995	

Source: US Census Bureau, 2008

Housing cost burden analysis provides an even more detailed look at household economic conditions. A housing cost burden is defined by the U.S. Department of Housing and Urban Development as gross housing costs, including utility costs, which exceed 30% of gross household income, based on census data. In 2000, only 7% of Duncan's households experienced a housing cost burden. Of these 9 households, the majority were renters. Compared to nearby communities, Duncan had the lowest percentage of residents living with a housing burden.



TABLE 10: HOUSEHOLD INCOME COMPARISON; 2000

Household Income	Duncan	% of Total	Lindsay	% of Total	Monroe	% of Total
Less than \$10,000	10	7.2%	18	13.7%	8	6.7%
\$10,000 to \$14,999	9	6.5%	8	6.1%	6	5.0%
\$15,000 to \$24,999	24	17.3%	18	13.7%	16	13.4%
\$25,000 to \$34,999	18	12.9%	30	22.9%	24	20.2%
\$35,000 to \$49,999	36	25.9%	22	16.8%	29	24.4%
\$50,000 to \$74,999	34	24.5%	26	19.8%	24	20.2%
\$75,000 to \$99,999	6	4.3%	4	3.1%	7	5.9%
\$100,000 to \$149,999	2	1.4%	2	1.5%	5	4.2%
\$150,000 to \$199,999	0	0.0%	3	2.3%	0	0.0%
\$200,000 and over	0	0.0%	0	0.0%	0	0.0%
<b>Total</b>	<b>139</b>	<b>100%</b>	<b>131</b>	<b>100%</b>	<b>119</b>	<b>100%</b>
<b>Median Income</b>	\$36,932		\$32,232		\$37,292	
<b>Households</b>	139		131		119	
Household income	Platte Center	% of Total				
Less than \$10,000	17	11.6%				
\$10,000 to \$14,999	4	2.7%				
\$15,000 to \$24,999	28	19.0%				
\$25,000 to \$34,999	24	16.3%				
\$35,000 to \$49,999	40	27.2%				
\$50,000 to \$74,999	22	15.0%				
\$75,000 to \$99,999	6	4.1%				
\$100,000 to \$149,999	6	4.1%				
\$150,000 to \$199,999	0	0.0%				
\$200,000 and over	0	0.0%				
<b>Total</b>	<b>147</b>	<b>100%</b>				
<b>Median Income</b>	\$35,114					
<b>Households</b>	147					

Source: US Census Bureau, 2008

TABLE 11: HOUSING COST BURDEN COMPARISON; 2000

Housing Tenure	Duncan	Lindsay	Monroe	Platte Center	Nebraska
<b>Owner-Occupied</b>					
Less than 30% of income	96.3%	86.5%	88.9%	87.3%	84.2%
More than 30% of income	3.7%	7.7%	11.1%	10.9%	15.8%
<b>Renter-Occupied</b>					
Less than 30% of income	42.8%	63.6%	80.0%	87.5%	67.0%
More than 30% of income	23.8%	9.1%	20.0%	0.0%	33.0%
<b>Housing Cost Burden</b>					
Number of households	9	10	13	12	121,338
Percent of households	7.0%	7.9%	12.9%	9.0%	21.0%

Source: US Census Bureau, 2008

Personal income can come from several sources other than employment. These other sources usually provide a fixed level of income, which often does not keep up with increases in inflation. In addition, the budget for these sources and number of people receiving an income through them can increase. Therefore, residents who rely on these income sources may experience a housing cost burden or may need additional public assistance. These residents deserve particular attention in order that they are able to live as integral members of the community.

**TABLE 12: PERSONAL INCOME SOURCE; 2000**

Income Characteristics	Duncan		Platte County		State of Nebraska	
	2000	% of Total	2000	% of Total	2000	% of Total
Total Households	139	100%	12,135	100%	666,995	100%
With earnings	114	82.0%	9,883	81.4%	550,074	82.5%
With Social Security income	31	22.3%	3,319	27.4%	175,925	26.4%
With Supplemental Security income	2	1.4%	334	2.8%	19,743	3.0%
With Public Assistance income	1	0.7%	280	2.3%	18,640	2.8%
With Retirement income	17	12.2%	1,371	11.3%	85,493	12.8%
<b>Median Household Income</b>	<b>\$36,932.00</b>		<b>\$39,359.00</b>		<b>\$39,250.00</b>	

Source: US Census Bureau, 2008

### Economic Base Theory

Economic Base Theory is an economic model and theory which analyzes urban and regional growth assuming a division of the economy into basic and non-basic sectors. Basic sectors are those producing for export and non-basic are those serving the needs of the basic sectors and of the population. Basic sectors are sometimes referred to as “city forming” because they bring wealth into a community and provide the stimulus for growth, while non-basic sectors can be referred to as “city-serving” since they are concerned with providing for and supporting the city itself, and therefore do not bring new wealth into the community.

## Industry Employment

Analyzing employment by industry assists a community in determining the key components of their labor force. This analysis identifies the industries that make up the local economy, as well as the degree to which the various occupation groups are found in Duncan. A comparison of the local economy to that of the county and state reveals how the market in Duncan fares against these larger markets; we can judge whether or not Duncan is providing an amount of each industry based upon what is expected within the region. When Duncan has a larger percentage of an industry than the region, the indication is Duncan is exporting some of the output in that category. Conversely, when Duncan has a smaller percentage than the region, the indication is that Duncan is importing elements of that category in order to make up for expected shortfalls.

The percentages of employment by category in Duncan in 2000 were reasonably similar to that of Platte County. There were some fluctuations that resulted in certain industries serving basic or non-basic roles when compared to either of the larger regions. The “Manufacturing” category employed nearly one-half of Duncan’s population, a trend that was similar to county trends but different from the state. In order to balance the economy, additional jobs should be sought in those industry categories where Duncan has a lower percentage than the larger region.

## Commuter Trends

Travel time to work is a factor used to develop an estimation of where workers living in Duncan are employed. In 2000, 58% of the working population traveled between 15 and 29 minutes to their job, another 13% were traveling 30 to 44 minutes. Being so close to Columbus makes Duncan an ideal bedroom community and that shows in these travel times.

TABLE 13: INDUSTRY CATEGORY COMPARISON; 2000

Industry Category	Duncan		Platte County		State of Nebraska	
	Persons Employed	% of Workforce	Persons Employed	% of Workforce	Persons Employed	% of Workforce
Agriculture, forestry, fishing and hunting and mining	12	5.9%	1,083	6.7%	48,942	5.6%
Construction	13	6.4%	997	6.1%	56,794	6.5%
Manufacturing	91	45.0%	5,106	31.4%	107,439	12.2%
Wholesale Trade	2	1.0%	452	2.8%	31,265	3.6%
Retail Trade	21	10.4%	1,637	10.1%	106,303	12.1%
Transportation and warehousing, and utilities	21	10.4%	1,182	7.3%	53,922	6.1%
Information	0	0.0%	215	1.3%	21,732	2.5%
Finance, insurance, real estate and rental and leasing	2	1.0%	640	3.9%	67,370	7.7%
Professional, scientific, management, administrative, and waste management services	1	0.5%	581	3.6%	63,663	7.3%
Educational, health and social services	17	8.4%	2,563	15.8%	181,833	20.7%
Arts, entertainment, recreation, accommodation and food service	6	3.0%	879	5.4%	63,635	7.3%
Other services (except Public Administration)	13	6.4%	637	3.9%	40,406	4.6%
Public Administration	3	1.5%	268	1.7%	33,933	3.9%
<b>Total</b>	<b>202</b>	<b>100%</b>	<b>16,240</b>	<b>100%</b>	<b>877,237</b>	<b>100%</b>

Source: US Census Bureau, 2008

TABLE 14: TRAVEL TIME TO WORK; 1990 AND 2000

Travel Time	1990	% of Total	2000	% of Total	% Change
Less than 10 minutes	25	13.8%	31	15.5%	24.0%
10 to 14 minutes	5	2.8%	11	5.5%	120.0%
15 to 19 minutes	50	27.6%	31	15.5%	-38.0%
20 to 29 minutes	81	44.8%	85	42.5%	4.9%
30 to 44 minutes	8	4.4%	26	13.0%	225.0%
45 to 59 minutes	-	0.0%	-	0.0%	n/a
60 minutes or more	5	2.8%	11	5.5%	120.0%
Worked at home	7	3.9%	5	2.5%	-28.6%
<b>Total</b>	<b>181</b>	<b>100%</b>	<b>200</b>	<b>100%</b>	<b>10.5%</b>
Mean Travel Time (minutes)	na		25.4		na

Source: US Census Bureau, 2008



# Community Facility Profile

- Parks and Recreation Facilities
- Education Facilities
- Police and Fire Protection
- Village Buildings
- Transportation
- Communication Facilities
- Public Utilities
- Health Facilities



# Community Facility Profile

Community facilities represent the wide range of buildings, utilities, and services that are provided and maintained by the different levels of government. These facilities are provided to ensure the safety, well being, and quality of life of the residents of Duncan. Facilities and services provide residents with social, cultural, educational, and recreational opportunities, as well as law enforcement and fire protection services designed to meet the public need. It is essential for all levels of government to anticipate the future demand for their goods and services if they are to remain strong and vital.

The first step is to evaluate the ability of the village to meet the current and future demand while determining the level of services that will need to be provided in the future. Alternatively, in some instances, there are a number of services not provided by the local or state governments but provided by non-governmental, private, or non-profit organizations for the community. These organizations are equally important providers of services to the community.

This profile provides a snapshot of public and private facilities, programs, and services available to the residents of Duncan. This information can be compared to current demands and accepted service standards to determine whether capacity is adequate, as well as identify potential new facilities, programs, or services desired by residents in preparation of future demands. Finally, recommendations for improvements to public facilities and services that do not or will not adequately address residents' needs can be developed.

For review purposes, the community facilities for Duncan are divided into the following categories:

- Parks and Recreation Facilities
- Education Facilities
- Police and Fire Protection
- Village Buildings
- Transportation
- Communication Facilities
- Public Utilities
- Health Facilities

## Parks and Recreation Facilities

Duncan has four park/recreation sites in the village; two small parks, one ball field, and the playground of the former elementary school.

- Downtown Park – Play Structure
- West Park – Tennis/Basketball Court, skateboard area, can be flooded in winter for an ice rink
- Former Duncan Elementary School – Playground equipment, open play space
- Ball Field – Used for T-Ball, Junior League and Co-ed League, concession stand

Duncan is also located in close proximity to two major rivers the Platte and Loup. Both these rivers provide residents and visitors to Duncan with a multitude of outdoor recreation opportunities. There is a sandpit lake development south of Duncan called Duncan Lakes which offers residents of the lake water skiing, fishing, and swimming in the summer and ice fishing and ice skating in the winter.

## Educational Facilities

The Village of Duncan is served by Columbus Public School District #1. The Duncan Elementary School located south of Hwy 30 recently closed. The building and grounds are owned by the Columbus Public Schools. The playground and gymnasium are currently used by the residents and local clubs.

## Police and Fire Protection

### LAW ENFORCEMENT

The Platte County Sheriff is responsible for providing law enforcement in the village. There is one officer dedicated to patrolling Duncan.

### FIRE PROTECTION

Fire and emergency services in Duncan and the surrounding rural area is provided by the Duncan Volunteer Fire Department. The fire station was constructed in 1980, is located at 921 8<sup>th</sup> Street (Main Street) and is in excellent condition. There are currently 25 volunteer firefighters serving the department. The Fire Dept. meets on the second Tuesday and undergoes practice on the fourth Tuesday of every month.

The Duncan Volunteer Fire Department own and operate the following vehicles:

- 2006 International Pumper Truck with a capacity of 1,000gpm
- 1993 Ford Tanker Truck with a capacity of 1,500 Gal, there are plans to upgrade this vehicle
- 1991 Ford Tanker Truck with a capacity of 1,200 Gal, there are plans to upgrade this vehicle
- 2004 Ford Grass Rig Truck with a capacity of 300 Gal
- 2006 Chevrolet Suburban 8 passenger vehicle

## Village Buildings

### Village Hall

Village Hall houses the office of the Clerk, the Monthly board and township meetings, and serves as the polling location. Built sometime between 1910 and 1920 it is located at 906 8<sup>th</sup> Street also known as Main Street. The Village employs nine part-time employees: five Board Members, the Village Clerk, a Water Operator, a Wastewater Operator, and an Emergency Manager, as well as several seasonal workers (Mowing, street grading, and snow removal).

### Maintenance Facilities

The village's maintenance facilities are located in the back half of Village Hall. It houses the truck, pickup and snowblower used for snow removal and serves as storage for village owned tables and seasonal street decorations, etc.

## Transportation

### Railroad

Duncan is located on the main line of the Union Pacific Railroad running into and out of Columbus, NE with 60 freight trains daily. The Union Pacific line has 60,000 inbound cars (excluding through cars) and 40,000 outbound cars annually.

### Bus

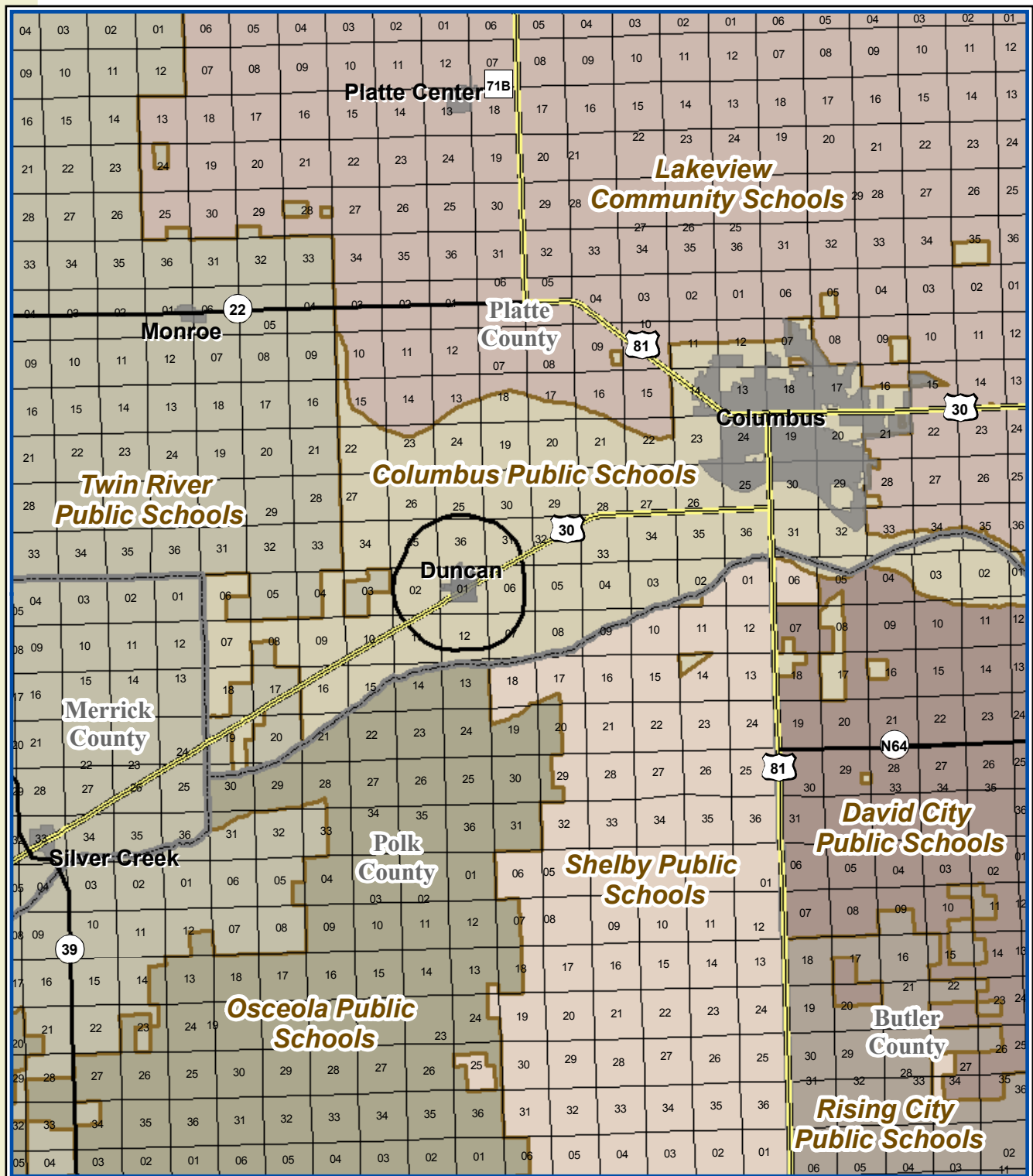
There is no bus service located within the Village of Duncan. The nearest depot is located in Columbus, NE.

### Highways

US Hwy 30 runs through Duncan connecting the village to the major highway and interstate system.
















FIGURE 5: SCHOOL DISTRICT MAP



**Legend**

**School District**

-  Columbus Public Schools
-  David City Public Schools
-  Lakeview Community Schools
-  Osceola Public Schools
-  Rising City Public Schools
-  Shelby Public Schools
-  Twin River Public Schools

-  U.S. Highway
-  State Highway
-  County Boundaries
-  Corporate Boundaries
-  Duncan 1-Mile ETJ
-  Sections

*Village of Duncan*

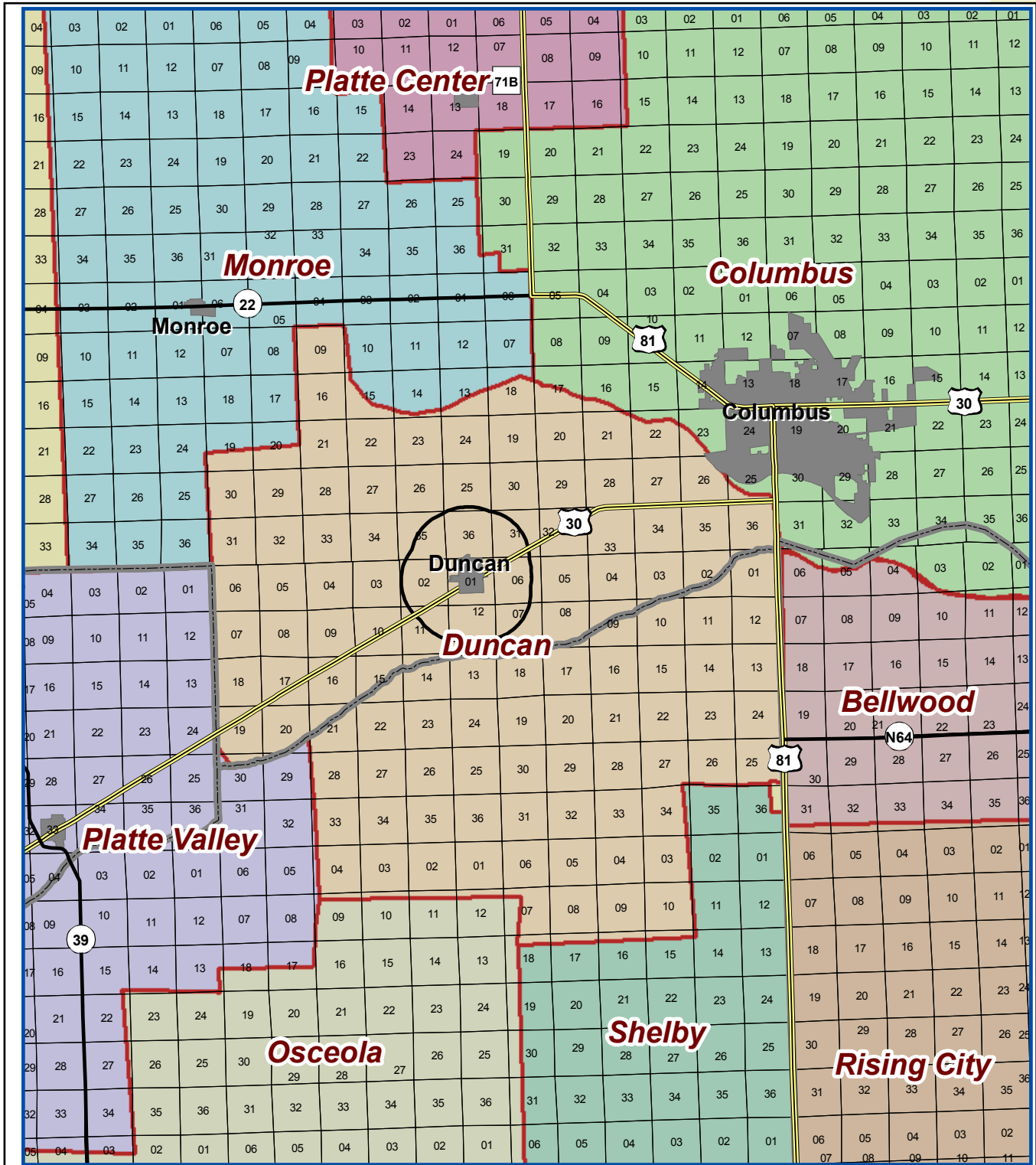
Created By: J. Sather  
 Date: 12-11-08  
 Software: ArcGIS 9.2  
 File: 256PL1



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FIGURE 6: FIRE DISTRICT MAP



**Legend**

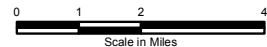
**Fire Districts**

- Duncan
- Columbus
- Bellwood
- Monroe
- Osceola
- Platte Center
- Platte Valley
- Rising City
- Shelby

- U.S. Highway
- State Highway
- County Boundaries
- Corporate Boundaries
- Duncan 1-Mile ETJ
- Sections

*Village of Duncan*

Created By: J. Sather  
Date: 12-11-08  
Software: ArcGIS 9.2  
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**Air**

Local air traffic is located at the Columbus Municipal Airport. The nearest commercial air service is out of Norfolk, NE however there is limited service out of Norfolk so most residents utilize either the Lincoln Municipal Airport or Eppley International Airport out of Omaha, NE.

**Communication Facilities**

**Telecommunications**

Frontier provides the village with landline phone service and internet service. Megavision provides cable television service and internet service options. Both of these companies have service locations in Columbus, NE. Cellular service is available through various carriers those most commonly used are US Cellular and Alltel.

**Newspaper**

The Columbus Telegram is the most subscribed to newspaper in the village. The Omaha World Herald is also available in the village.

**Radio**

The strongest Radio stations in Duncan include:

- KJSK 900AM
- KMMJ 750AM
- KTTT 1510AM
- KFAB 1110AM
- KOIL1020AM
- KKAR 1290AM
- KRVN 880AM
- KYDZ 1180AM
- KTIC 840AM
- WHB 810AM
- KRGI 1430AM
- KOMJ 590AM
- WNAX 570AM
- KZEN 100.3FM
- KLIR 101.1 FM
- KKOT 93.5FM
- KNEN 94.7FM
- KEXL 106.7FM
- KTMX 104.9FM
- K212AV 90.3FM

Source: www.city-data.com

**Television**

The strongest broadcast television stations in Duncan include:

- K21ES Channel 21
- K54EU Channel 54
- KOLN Channel 10
- K57HV Channel 57

Source: www.city-data.com

**Public Utilities**

**Electricity**

Electrical service in the village is provided by Loup Power District and areas outside of town are served by Cornhusker Public Power based out of Columbus, NE. Cornhusker Public Power Districts service area is approximately 2,250 square miles and encompasses portions of Platte, Colfax, Boone, Nance, Greeley and Wheeler counties. Cornhusker Public Power gets their electricity from Loup Power District which is also headquartered in Columbus, NE. Loup Power District is a wholesale power customer of Nebraska Public Power District which serves the whole of eastern and central Nebraska.

**Municipal Water System**

The Village of Duncan supplies residents with drinking water service. Duncan operates 2 wells and has storage capacity of 27,000 gallons, the village does treat the water prior to distribution with an ion-exchange system.

**Sanitation/Wastewater**

The Village of Duncan owns and operates a sewage lagoon system, and plan to upgrade the system.

### Natural Gas

There is no natural gas service to the village.

### Waste Disposal

Waste disposal service for the Village of Duncan is provided by Big Red Sanitation and U&I Sanitation of Columbus. These two sanitation companies haul the waste to the Columbus Transfer Station, and are members of the Northeast Nebraska Solid Waste Coalition.

## Health Facilities

### Columbus Community Hospital

In May of 2000, Columbus Community Hospital broke ground on a new healthcare campus located on 80 acres in the northwest part of Columbus. A four story, prairie-style building of 153,000 square feet was built on the location.

In September 2002, the new attached one-story medical office building opened its doors. The 40,000 square foot complex houses local and visiting physicians, a pharmacy and the hospital's lab. The Medical Office Building is owned and operated in a partnership of local physicians with Columbus Community Hospital.

The hospital retained ownership of the Physician's Clinic located at 19th Street. This location houses the medical outreach services of Home Health/Hospice and Occupational Health Services.

Our pediatric occupational, speech and physical therapy program, Wiggles and Giggles Therapy for Kids, is located at 2108 13th Street.

In addition to the physical therapy program on the third floor of the hospital, Premier Physical Therapy is the hospital's clinic located at 3100 23rd Street which includes on-site aquatic therapy as part of the rehabilitation program. Athletic Republic, a sports enhancement program, is also located at the same location.

Columbus Community Hospital continues to provide compassionate and expert patient care using the most up-to-date, state-of-the-art technology in the area. The hospital's commitment to excellence in healthcare continues today in its new location.

Source: [www.columbushosp.org](http://www.columbushosp.org)

### Columbus Assisted Living Facilities and Senior Center

The nearest assisted living facilities are located in nearby Columbus. Those facilities include Golden Living Center, Prairie Village Retirement Center, Meridian Gardens, Cottonwood House, Edgewood Vista, Crown Villa, and Morys Haven. Other facilities include Beverly Healthcare located at 2855 40th Ave. in Columbus, Realife Cooperative of Columbus located at 3600 30th Street, and the Columbus Senior Center located at 2518 14th Street.





# Environmental Conditions

- Soil Conditions
- Topography and Drainage
- Ground Water Quality



# Existing Land Use Profile

- Existing Land Use Categories
- Existing Land Use Analysis



# Environmental Conditions

In order to formulate a truly valid and “comprehensive” plan for the future of Duncan, it is necessary to evaluate the natural and man-made conditions that currently exist and discuss how these conditions effect future development. An assessment of environmental conditions allows the community to determine the impacts these factors may have on limiting the locations where various future land uses may be located within the planning jurisdiction of the village. This section of the Comprehensive Development Plan provides a summary of the natural conditions in the community, and how those might directly or indirectly impact future land uses and development patterns in and around Duncan.

**TABLE 15: DUNCAN AREA SOIL CONDITIONS**

Soil Name	Soil Type	Slope
Thurman	Loamy Fine Sand	3-6%
Blendon	Fine Sandy Loam	0-2%
Janude	Fine Sandy Loam	0-1%
Wann	Loam	0-1%
Novina	Fine Sandy Loam	0-2%
Gibbon	Silt Loam	0-2%

Source: USDA 1998 Platte County Soil Survey

## Soil Conditions

The USDA soil survey is commonly used to assist in land use planning decisions. The information provided below was taken from the 1998 Platte County soil survey. According to the soil survey, “Planners, community officials, engineers, developers, builders, and home buyers can use the survey to plan land use, select sites for construction, and identify special practices needed to ensure proper performance.” Soil conditions within the growth areas identified by Duncan can help assess the availability of onsite wastewater treatment systems, which directly affect the viability of proposed developments. As seen in Table 28 below, the Duncan area consists mostly of six different soil types ranging from 0 to 6% slope. The majority of the soils are loamy and fine sandy in nature.

## Topography and Drainage

The terrain around Duncan is considered flat in most areas. The natural surface and groundwater flow is to the south, towards the Platte River located approximately 1.5 miles south of Duncan.

The land uses surrounding the community are predominately agriculture, including the use of center-pivot irrigation. This type of intensive agriculture contributes greatly to the presence of agricultural runoff and promotes increased erosion leading to a reduction of water quality. The Duncan area includes two river systems: The Loup River that runs on the north side of the village, and the Platte River that runs on the south side of the village. These waterways and the associated 100-year floodplain are graphically displayed in Figure 7. The 100-year floodplain shown is an estimation of the area that has the chance of flooding once every 100 years, or a 1 percent chance of flooding in any given year.

## Ground Water Quality

The Village of Duncan does have a Wellhead Protection Area delineated for the purpose of encouraging proper land use management so as not to negatively affect the groundwater in the area of the village’s public well, this area is displayed graphically in Figure 7. The public water supply is tested on a regular basis so as to make sure the water does not exceed the Maximum Contaminate Level (mcl) for any number of different contaminants the most often found being nitrates.

# Existing Land Use Profile

The term “land use” refers to the specific type of use located on a parcel of land. The number and type of uses are constantly changing within a community, and produce a number of impacts on the community. The success and sustainability of a community is directly related to the distribution and relationship of the various land uses as they change over time. The land uses within the corporate limits of Duncan were evaluated on a per acre basis, to provide a perspective of the existing development pattern.

Existing patterns of land uses are often fixed in older communities, while development in newer areas is often reflective of current development practices and trends. Overall, development patterns in and around Duncan have been influenced mainly by the Highway 30 corridor, and more recently by the growth of nearby Columbus. These features will likely continue to influence development throughout the course of the planning period.

## Existing Land Use Categories

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

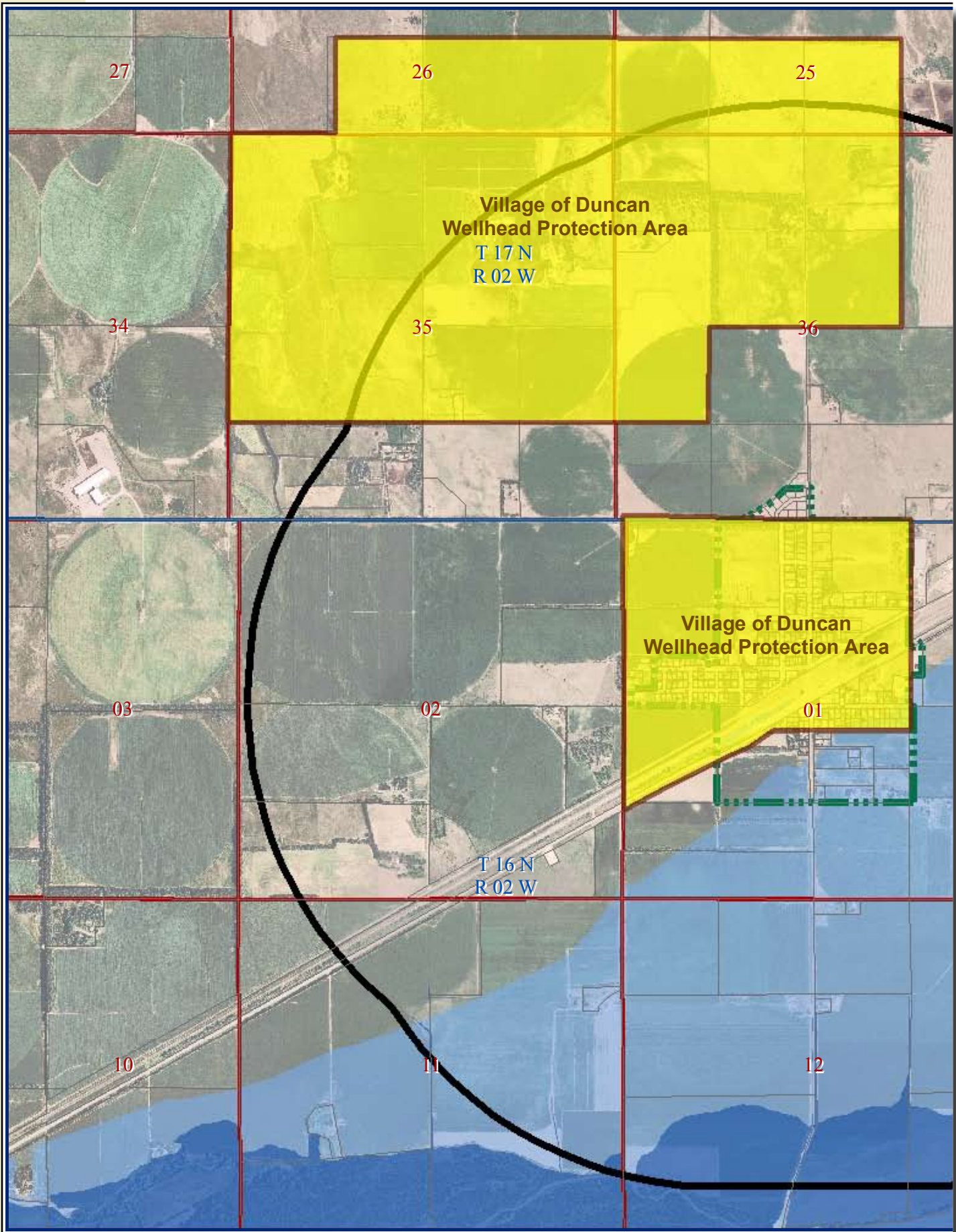
- Single Family Residential
- Multi-Family Residential (including duplexes and apartments)
- Manufactured Housing (including trailers and mobile homes)
- Commercial (including retail and office)
- Industrial (including both heavy and light industrial uses)
- Public/Quasi-Public (including all religious and institutional uses, schools, and colleges)
- Parks and Recreation
- Transportation (including streets, alleys, and other public rights-of-way)
- Agricultural/Open Space/Undeveloped (including all areas without or without filed plats, and/or undevelopable areas )

## Existing Land Use Analysis

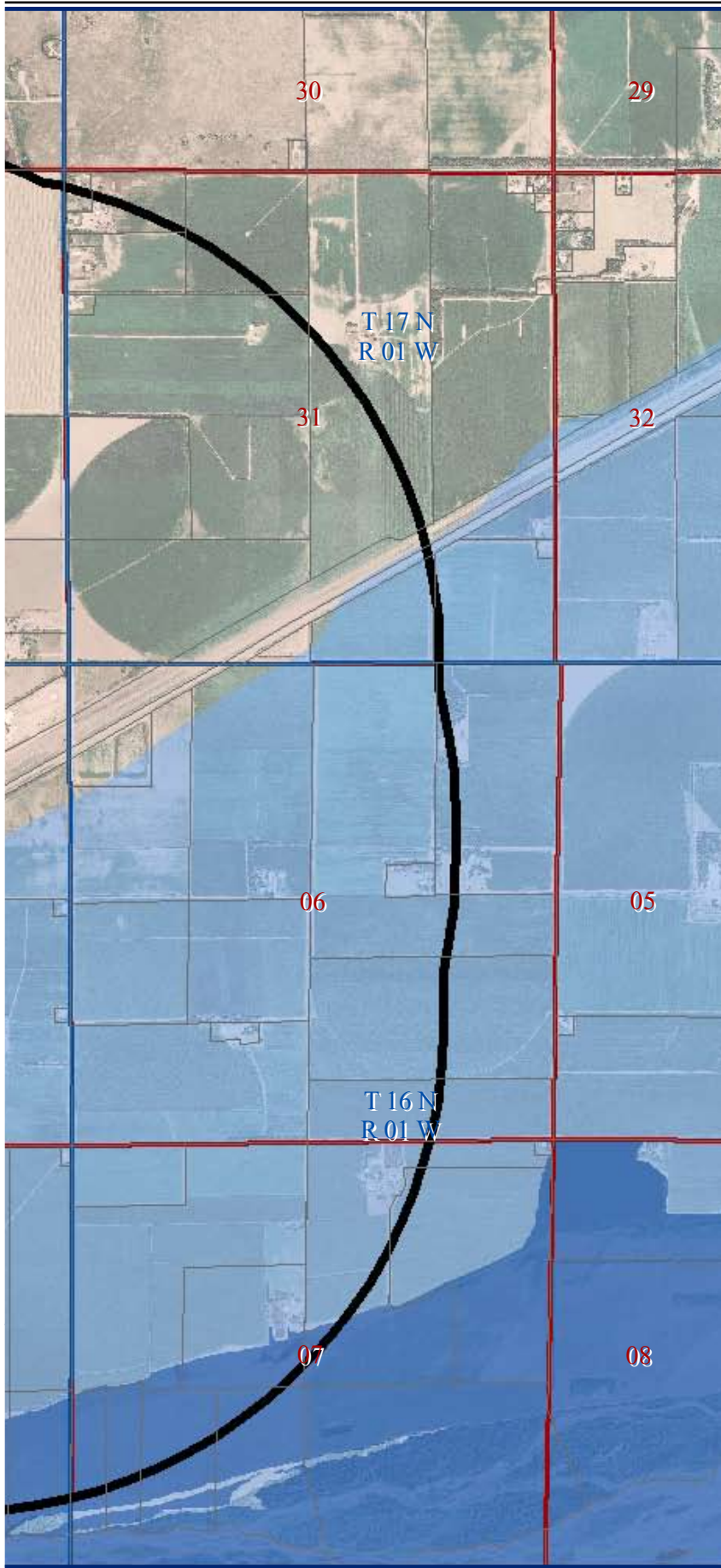
An existing land use survey was conducted in order to establish a baseline relationship among the uses found in Duncan. This survey consisted of driving through the entire city identifying the observed land use for each parcel. The results of the survey were tabulated and serve as the basis for this analysis. The proportion of land dedicated to each use was converted to an acres per 100 persons measurement in order to facilitate comparison between communities and assist in the development of future land use needs and patterns.

As of 2008, the corporate limits of Duncan included approximately 291.6 acres, 28.7% of which were undeveloped or vacant. Much of this land is on the south end of town and has yet to be platted into lots. The next most prominent land use in the community was single family residential units. Industrial uses also comprised a large portion of the community, and could be even larger should the village annex the manufacturing plant on the village’s eastern edge. While there is not a “standard”

FIGURE 7: WELLHEAD PROTECTION AREA/100 YEAR FLOODPLAIN







# Village of Duncan

## Floodplain and Wellhead Protection Area Map

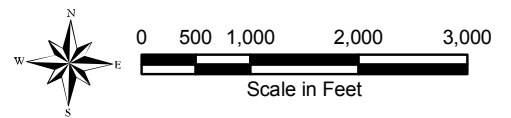
### Legend

- Wellhead Protection Area
- Existing Floodplain\*
- Draft Flood Plain\*
- Corporate Limits
- One-Mile ETJ

\*Existing Floodplain - 100 Year Flood Boundary has been digitized from the current Flood Insurance Rate Map for Platte County. The panel number for the FIRM map is 310467 0200D, dated Feb. 9, 2000. The FIRM panel numbered 310272A, for the Village of Duncan, shows that no areas within the corporate limits lie within the 100 Year Floodplain. The effective date of this map is Oct. 1, 2001

\*Draft Floodplain - 100-Year Flood Boundary is in the revision process by FEMA and is considered "Draft". The FEMA MapMod database, as of Jan. 17, 2008, indicates the floodplain is in the "Technical Review" stage. Floodplain data is provided by the Nebraska Department of Natural Resources

\*The aerial photography for this map was provided by the Farm Service Agency, and acquired in the summer of 2006.

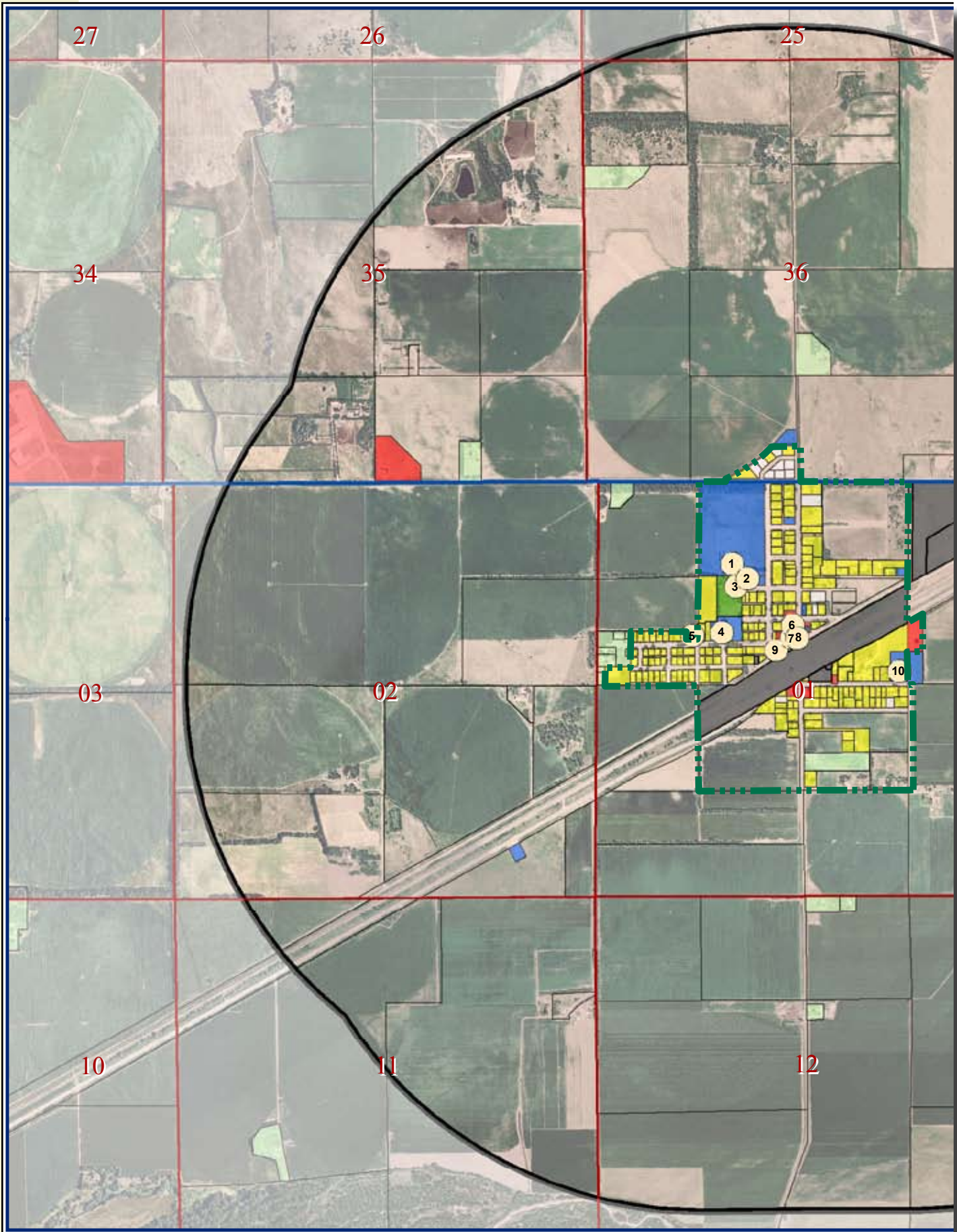


Created By: J. Sather  
 Date: 12-11-08  
 Software: ArcGIS 9.2  
 File: 256PL1

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FIGURE 8: DUNCAN EXISTING LAND USE MAP















## Duncan, Nebraska

### Existing Land Use and Community Facilities

#### Legend

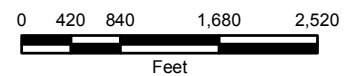
-  Corporate Limits
-  One-Mile ETJ

#### Existing Land Use

-  Agriculture / Open Space
-  Vacant or Developing Residential
-  Agriculture / Residential
-  Single Family Residential
-  Multi-Family Residential
-  Mobile Home Residential
-  Commercial
-  Industrial
-  Parks / Recreation
-  Public / Quasi Public

#### Community Facilities

-  1 St. Stanislaus Cemetary
-  2 St. Stanislaus Hall
-  3 Baseball Field
-  4 St. Stanislaus Church
-  5 Mini Park and Basketball Court
-  6 Mini Park
-  7 Duncan Village Hall
-  8 Post Office
-  9 Duncan Rural Volunteer Fire Dept.
-  10 Duncan Elementary School
-  11 Jackson Cemetary



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 File: P:\IL011PL1

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mix of uses, the community can evaluate its current conditions, and when compared to future preferences, can develop a mix that makes sense. The amount of vacant and undeveloped land in Duncan is a benefit because; it represents opportunities for future growth and development without the need to annex extensively.

**TABLE 16: EXISTING LAND USE COMPOSITION; 2008**

Land Use Category	Acres	% Developed Area	% Total Area	Acres/100 persons
Residential	72.8	35.0%	25.0%	21.0
Single-family	72.8	35.0%	25.0%	21.0
Multi-family	0.0	0.0%	0.0%	0.0
Manufactured Housing	0.0	0.0%	0.0%	0.0
Commercial	3.8	1.8%	1.3%	1.1
Industrial	47.1	22.6%	16.2%	13.6
Public/Quasi-Public	40.5	19.5%	13.9%	11.7
Park/Recreation	7.4	3.6%	2.6%	2.2
Transportation	36.4	17.5%	12.5%	10.5
<b>Total Developed Land</b>	<b>208.1</b>	<b>82%</b>	<b>71.3%</b>	<b>60.1</b>
Agriculture/Open Space/Undeveloped	83.6		28.7%	24.2
<b>Total Area</b>	<b>291.6</b>		<b>100%</b>	<b>84.3</b>

Source: JEO Consulting Group, Inc, 2008

# Envision Duncan

Town Hall Meeting

Duncan's Vision

Goals and Objectives



# Envision Duncan

## Duncan's Town Hall Meeting

This section of the plan kicks off the ongoing process of visioning. A town hall style public meeting was held in order to gather input from the citizens of Duncan for the creation of a future vision for the village over the next 20 years. From this meeting, specific goals and policies were developed. These goals and policies become the foundation upon which the future of Duncan will be built. From here, the village can develop action statements and benchmark criteria to monitor its progress in achieving its goals.

A Town Hall Meeting was scheduled and held at the Duncan Village Hall on November 13<sup>th</sup>, 2008. The meeting allowed the public to voice their opinions on issues (both positive and negative) facing the community. During the meeting, all those attending were asked to participate in a brainstorming session in which those who attended had four questions introduced, which were designed to stimulate discussion and obtain feedback on their perception of Duncan. After discussing the four questions the participants were then able to vote on the various topics so as to prioritize a list of the most important issues within the village.

These questions were designed to provide input regarding major issues and needs facing the village by looking at the strengths weaknesses, and desires it faces. The four questions are:

- What are the positives in Duncan?
- What needs to be improved in Duncan?
- What is your vision for Duncan?
- What needs to be done to accomplish this vision?

After each question was posed, the participants were encouraged to brainstorm and respond with as many answers as possible. Participants were informed that any answer was fair, and that they were not allowed to evaluate the merits of any answer. The purpose of this rule is to encourage participants to offer responses without apprehension, but also because responses that appear outlandish or unreasonable tend to spark ideas from other participants that may not have been raised otherwise. Brainstorming with each question was allowed to continue as long as participants had responses, and previous questions could be re-visited at any time if any participant wanted to add a response.

The following are the results from the four questions. All answers are listed in the order of their corresponding votes.

What are the positives in Duncan?	Votes
Small town neighborhood	6
Ribfest Celebration	5
Friendly	4
Lower cost of living	3
Safe	3
Cleanliness	3
Fire Department	3
Great amenities close by	2
Clubs/activities	2
Recreational amenities, (Platte and Loup Rivers)	2
Helpful	1
Rural involvement good values	1

What needs to be Improved in Duncan?	Votes
Re-use of School - Something educational	7
Full-time Maintenance Person	7
Annexation	4
Park Improvement	4
Infrastructure - Subdivision Regulations	3
Develop Zoning - Separate Land Uses	2
Pedestrian access across railroad	2
Water and Sewer improvements	2
Vehicle crossings across railroad	1
No awareness, promotion for business	1
No Connection of Sidewalks	0

What is your vision for Duncan?	Votes
Keep it clean - First Impression	11
Keep small town atmosphere	8
Create Identity	8
Town for growing families	4
Make it inviting	2
Recreation small town between two rivers	0

What needs to be done to accomplish this vision?	Votes
Money - Funding (grants)	7
Public Involvement (Buy In)	6
Update of Web Page	6
Town Kiosk - Bulletin Board	6
Need Community Club	5
Monthly/Quarterly/Annual Clean up	3

## Duncan's Vision

Planning for future land uses, facilities, and continuing economic development within Duncan is an ongoing process of goal setting and problem solving. The focus of the process is to continually gauge public perceptions and desires so that the village is able to monitor the quality of life it provides. Through public participation, planning focuses on ways to solve existing problems within the village, and provides a management tool to help residents achieve a desired future vision.

Developing a future vision for the community through a process called visioning allows the village to evaluate present conditions, identify problem areas, and build a consensus among village residents for the best way to manage future change. The result of the visioning process is a picture of how the residents of Duncan would like to see the community evolve over the following years. The next step is an evaluation of strengths and weaknesses in the village. Once identified, the residents are able to determine specific items for the village to promote and maintain as well as items that need to be changed so the village can achieve its future vision. This provides the village with a "roadmap" to the future.

Change is constant in every community regardless of the size. Once one characteristic changes in a village, another can become affected by the change. This chain reaction can continue for several steps prior to noticing the changes. Because of this dynamic, the village should develop specific benchmark criteria against which change and development are measured. Armed with a set of benchmark criteria, the village can monitor the effects of change at a specific level. This will enable the village to guide patterns of change towards the future vision.

## Duncan's Goals and Objectives

This section will examine specific goals and objectives for Duncan based on the results of the Town Hall Meeting, an assessment of the community facilities, and other information discussed in the profile section of this plan. Goals and objectives are visioning tools that are essential to the future of the community and need to be monitored on a regular basis. As specific goals and objectives are achieved, the community needs to establish additional goals and objectives, to tackle new issues that may have arisen. To be successful in achieving the goals and objectives set forth, it is critical to define what is meant by these terms.

**Goals** are broad-based statements of the ultimate result of the change being undertaken. Goals are desires, necessities and issues to be attained in the future and should be established in a manner that allows them to be accomplished. Goals are the end-state of a desired outcome that play a factor in the establishment of objectives or policies within a community. To attain certain goals, the Village may need to modify or change some aspects of them through the course of time.

**Objectives** are the steps or actions performed in order to attain specific goals. Objectives should be measurable through both specific levels of achievement and in terms of time. Objectives can be established in a way that assigns specific activities to specific individuals and/or public bodies. Policies can also be a derivative of objectives where regulations are implemented.

Goals and objectives are “measuring” tools for guiding growth and dealing with development issues. The goals and objectives of this plan are sufficiently detailed to be referred to when considering individual zoning, subdivision, or public improvement matters. They provide specific direction to assist in making the daily, incremental decisions that ultimately lead to the full implementation of the Comprehensive Development Plan.

The goals and objectives ensure the Comprehensive Plan accomplishes the desires of Duncan's residents. For this reason, this section of the plan is a compilation of local attitudes generated through the Town Hall Meeting and public meetings of the steering committee and planning commission. If followed, development or improvements in the community will have a direct link to residents' stated interests. Therefore, these goals and objectives should be referred to as diligently as the Future Land Use Map or any other part of the Comprehensive Plan. Likewise, they should be kept up to date to reflect the current attitudes of the community and its residents as unknown issues and challenges face the community in the future.

### ECONOMIC DEVELOPMENT

**Goal: *The Village of Duncan will promote and encourage economic activity by supporting existing businesses while searching for incentives and mechanisms that will assist new business development.***

**Objectives:**

- Promote the development of businesses that are unique to the regional economy, and that can provide needed services to the community.
- Encourage home-grown businesses that supply needed goods and services to the residents and visitors.
- Find a suitable use for the old school building.
- Promote the village's location for outdoor recreation related businesses.
- Encourage technology based businesses through rural outsourcing to locate in Duncan.
- Develop an incentive program for business development in the community.
- Promote and expand upon the village's highly successful “Ribfest” event to continue to bring more people into Duncan.



- Consider annexing industrial businesses east of town and provide additional industrial park uses.

## LAND USE

**Goal:** *The Village of Duncan will manage land uses in a cost-effective and efficient manner that supports economic development and maintains Duncan's small town character.*

### Objectives:

- Discourage incompatible land uses from being located adjacent to one another.
- Encourage the development of infill residential within the existing corporate limits.
- Locate commercial and industrial development in areas of the community that have adequate infrastructure present and do not infringe on residences.
- Provide protection for residential areas from commercial and industrial development using screening, landscaping, and other buffering methods.
- Provide for land use policies that are flexible and will allow certain uses to be mixed together; these uses typically include certain commercial uses mixed with lighter industrial or residential uses.
- The development of new land use districts should minimize nonconformities with existing uses.
- Provide and promote proper areas of town for both residential and commercial expansion.

## TRANSPORTATION

**Goal:** *The Village of Duncan will develop and maintain a transportation system that improves access and circulation for all modes of travel within the community.*

### Objectives:

- Through community participation, an inventory and analysis of the existing sidewalk conditions needs to be completed.
- An improvement program for the sidewalk system needs to be developed that improves and connects the sidewalks in the community and makes intersections handicap accessible.
- Establish specific maintenance schedules for the streets within the community.
- Work to limit the disconnect that is created by the railroad running through town by pursuing overpass options.
- The village needs to stay informed about possible upgrades or alterations to US Hwy 30.
- Develop a trails plan that connects the community to adjacent recreational areas and communities.

## HOUSING

**Goal:** *The Village of Duncan will promote adequate affordable housing, and ensure the existing housing stock in the community is maintained and preserved.*

### Objectives:

- Utilize available grants and low-interests loans from the Nebraska Department of Economic Development Nebraska Affordable Trust Program and/or CDBG program for housing improvements.
- Expand on community clean-up days and build/maintain pride within the Village.

- Develop a program of identifying owners of vacant lots and/or deteriorated properties to work towards putting these properties into the ownership of individuals that intend to improve the properties.
- Develop a set of nuisance ordinances directed at maintaining ones property so as not to detract from the surrounding properties.

## INFRASTRUCTURE

**Goal:** *The Village of Duncan will continually evaluate the existing infrastructure to determine the necessity for updates and improvements to provide adequate services to its citizens.*

### Objectives:

- Develop a short and long term program for improvements to the community's water/waste water service.
- Identify funding sources that will assist the community in upgrading the infrastructure system.
- Develop a set of subdivision regulations that ensures new development provides adequate water and sewer infrastructure.

## PUBLIC HEALTH AND SAFETY

**Goal:** *The Village of Duncan will continue to support the volunteer fire department, to ensure adequate services and response times to the citizens of Duncan. The Village will work to create/maintain a safe and healthy environment for its residences.*

### Objectives:

- The Village Board will continue to support and promote community efforts in fundraising for continuous upgrades of equipment and provide training to support the volunteer fire department.
- Promote the creation and enforcement of nuisance and other existing ordinances relating to issues such as noise, weeds, unsafe and dilapidated housing.
- Begin identifying structures in need of demolition and work with stakeholders in the community to complete this process on an ongoing basis.
- Evaluate and update, if necessary, the Emergency Management Plan for the Village that guides necessary procedures in the event of natural and/or manmade disasters.
- Develop a Hazard Mitigation Plan for the village that will identify projects the village can undertake in order to lessen the damage or loss of life in the event of a natural disaster.
- Develop a set of zoning regulations that separates conflicting land uses and provide for proper setbacks from each other and public right-of-way.

## ENVIRONMENTAL

**Goal:** *The Village of Duncan will continuously recognize the importance of maintaining environmental conditions within and surrounding the community such as surface water and groundwater sources, floodplains, and air quality.*

### Objectives:

- Future developments should be constructed while maintaining natural topographical features, drainage ways, and tree cover.
- Establish/maintain a community wide recycling program.
- Organize a 'spring cleanup' to include collection of household hazardous waste.
- Stay up to date on changes to the Floodplains of nearby rivers and streams (work with NEMA and FEMA for updated mapping).

## IMPLEMENTATION, EVALUATION, AND REVIEW

**Goal:** *The Village of Duncan will work with Platte County as well as other entities and stakeholders to implement programs that provide effective planning for all future developmental activities affecting the community. Duncan will facilitate efforts for future review and updating of the Comprehensive Development Plan and its supporting documents through continuous public participation.*

**Objectives:**

- Execute an annual or biannual review of the Comprehensive Development Plan, Zoning Ordinance, and Subdivision Regulations.
- Develop an ongoing educational program relating to community planning and development issues so that residents are informed about planning decisions and become more familiar with any new developments in and surrounding the community.
- Continually recruit and educate residents for service on the planning commission, and other city bodies as needed.
- Continue to inform the residents of Duncan of the various activities within and around the community including Platte County and Columbus through newsletters, website, etc.





# Achieve Duncan

Transportation Plan

Future Land Use Plan

Annexation



# Achieve Duncan

## Transportation Plan

Across the country, communities are becoming actively involved in enhancing the connections between transit and local quality of life. Transportation networks tie a community together and link that community to the outside world. Adequate circulation systems are essential for the safe and efficient flow of vehicles and pedestrians to all parts of the community. The transportation component of this plan focuses on four areas:

- Composition of the existing transportation and circulation system,
- Usage patterns of the circulation system through Duncan,
- Integration of the village streets with the County and State transportation system,
- The Transportation Plan will identify future improvements planned and those necessary to provide safe and efficient circulation of vehicles and pedestrians within the village, including major projects that ensure implementation of the Land Use Plan.

Emphasis will be given to the improvement and development of both motor vehicle and pedestrian systems in the village. These systems are classified as motor vehicle roads; and pedestrian routes (sidewalks, paths, crossing, etc.). The implementation of this plan during the planning period will result in the continued safe and efficient movement of vehicles and pedestrians within Duncan.

## TRANSPORTATION PLANNING AND LAND USE

Land use and transportation create a pattern for a community's future development. An improved or new transportation route generates a greater level of accessibility and may affect the surrounding land values thus altering how that land is utilized in the future. In contrast, land use shapes the demand for new and improved transportation facilities. Regardless of what is built first, the higher intensity land use or the new road improvement, they will always go hand in hand.

The adequacy of a community's transportation and circulation system has a substantial impact on the rate and pattern of its future growth and development. To ensure the transportation system is able to expand efficiently and remain consistent with the Land Use Plan requires long-range planning efforts. The transportation and circulation needs depend upon how closely the street network can be matched to the existing land use pattern. It is important that the future land use pattern be considered along with the existing pattern when decisions regarding street classifications are determined. The street system consists of an ordered hierarchy of roads based upon purpose and traffic demand, which in turn, forms the basis for a classification system and appropriate design standards.

In general, the greater the transportation demands for a particular land use, the greater its need for a site near major transportation facilities. Commercial activities are the most sensitive to accessibility since their survival depends upon the ease in which potential buyers can travel to their location. In this case, accessibility refers not only to the distance which must be driven but also to the ease with which the particular site or use can be found and convenient parking. Thus, commercial land uses are generally located near the center of their market area along highways or at the intersection of arterial streets. The clustering of commercial uses is also an advantage because it creates an image, which is more easily remembered and it allows the joint use of parking facilities (i.e. strip malls and business downtown areas).

Industrial uses are also highly dependent on transportation access, but in a different

way. Visibility is not a great concern for an industrial site compared to a retail store. Industrial uses often need access to more specialized transportation facilities, such as railroad lines, highways and roads built to handle large truck traffic.

## TRANSPORTATION AND CIRCULATION FINANCING ISSUES

The primary sources of information utilized in the maintenance and development of the transportation and circulation system are (1) the Village of Duncan “One and Six Year Program for Street Improvements”, (2) the State of Nebraska Department of Roads “One and Five Year Highway Program”, (3) Village Engineering Studies and (4) community input. These State and local improvement plans should only be viewed as a planning tool, which are subject to change depending on financing capabilities of the governmental unit.

Municipal “One and Six Year Program for Street Improvements” are reviewed and adopted by the local unit of government to address the issues of proposed road and street system improvements and development. Upon approval of these plans by the Board of Public Road Classifications and Standards, the governmental units are eligible to receive revenue from the Nebraska Department of Roads and the State Treasurers Office, which must be allocated to municipal road improvement projects.

The “One and Five Year Highway Program”, developed by the Nebraska Department of Roads, establishes present and future programs for the development and improvement of State highways. The One-Year Program includes highway projects scheduled for immediate implementation, while the Five-Year Program identifies highway projects to be implemented within five years or sooner if scheduled bids and work for one-year projects cannot be awarded and constructed.

## STREET AND ROAD CLASSIFICATION SYSTEM

All of the public highways, roads, and streets in Nebraska are divided into two broad categories, and each category is divided into multiple functional classifications. The two broad categories are Rural Highways and Municipal Streets. State statute defines Rural Highways as “all public highways and roads outside the limits of any incorporated municipality,” and Municipal Streets as “all public streets within the limits of any incorporated municipality.” Neb. Rev. Stat. § 39-2102 (RRS 1998)

The functional classifications are used to define typical traffic patterns and jurisdictional responsibility. The functional classifications for Rural Highways are defined by state statute as follows:

- Interstate**, which shall consist of the federally designated National System of Interstate and Defense Highways;
- Expressway**, which shall consist of a group of highways following major traffic desires in Nebraska which rank next in importance to the National System of Interstate and Defense Highways. The expressway system is one which ultimately should be developed to multilane divided highway standards;
- Major Arterial**, which shall consist of the balance of routes which serve major statewide interests for highway transportation. This system is characterized by high-speed, relatively long distance travel patterns;
- Scenic-Recreation**, which shall consist of highways or roads located within or which provide access to or through state parks, recreation or wilderness areas, other areas of geographical, historical, geological, recreational, biological, or archaeological significance, or areas of scenic beauty;
- 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;
- 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;

**Local**, which shall consist of all remaining rural roads, except minimum maintenance roads; and

**Minimum Maintenance**, which shall consist of (a) roads used occasionally by a limited number of people as alternative access roads for areas 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.

***Neb. Rev. Stat. § 39-2103 (R.R.S.1998) (emphasis added).***

The Nebraska Statute further states certain rural highways classified under subdivisions (1) to (3) of section 39-2103 “should, combined, serve every incorporated municipality having a minimum population of one hundred inhabitants or sufficient commerce, a part of which will be served by stubs or spurs, and along with rural highways classified under subdivision (4) of this section, should serve the major recreational areas of the state.” Sufficient commerce is defined in Neb. Rev. Stat. § 39-2103 as “a minimum of two hundred thousand dollars of gross receipts under the Nebraska Revenue Act of 1967.” In other words, every incorporated municipality with a population of 100 or more, or one that has sufficient commerce, should be served by either (1) an Interstate, (2) an Expressway, or (3) a Major Arterial. All major recreation areas of the State should be served by any of these three rural highways, or by a Scenic-Recreation highway.

The functional classifications for Municipal Streets are defined by state statute as follows:

**Interstate**, which shall consist of the federally designated national system of interstate and defense highways;

**Expressway**, which shall consist of two categories: **Extensions of Rural Expressways** and some **Additional Routes** which serve very high volumes of local traffic within urban areas;

**Major Arterial**, which shall generally consist of extensions of the rural major arterials which provide continuous service through municipalities for long-distance rural travel. They are the arterial streets used to transport products into and out of municipalities;

**Other Arterial**, which shall consist of two categories: **Municipal Extensions of Rural Other Arterials**, and **Arterial Movements Unique to a Municipality’s Own Complex**, that is streets which interconnect major areas of activity within a municipality, such as shopping centers, the central business district, manufacturing centers, and industrial parks;

**Collector**, which shall consist of a group of streets which collect traffic from residential streets and move it to smaller commercial centers or to higher arterial systems; and

**Local**, which shall consist of the balance of streets in each municipality, principally residential access service streets and local business streets. They are characterized by very short trip lengths, almost exclusively limited to vehicles desiring to go to or from an adjacent property.

***Neb. Rev. Stat. § 39-2104 (R.R.S.1998) (emphasis added).***

The method by which streets and roads are classified depends upon their location and use. In the case of Duncan, streets and roads are classified under the Municipal Streets functional category system.

The jurisdictional responsibility the Village of Duncan has is defined in Neb. Rev. Stat. § 39-2105 as follows:

“(3) The various incorporated municipalities shall have the responsibility for the design, construction, reconstruction, maintenance, and operation of all streets classified as expressway which are of a purely local nature, that portion of municipal extensions of rural expressways and major arterials which exceeds the design of the rural portions of such systems, and responsibility



for those streets classified as other arterial, collector, and local within their corporate limits.”

The State of Nebraska has jurisdictional responsibility for all roads classified as interstate, expressway, and major arterial under the Rural Highway classification, and all roads classified as interstate under the Municipal Streets system. The jurisdiction over any municipal extensions of these classifications transfer to the municipality whenever the road exceeds the design standards of the road leading into the municipality. Neb. Rev. Stat. § 39-2105 (1) (R.R.S.1998). When the design of rural road differs at different points, the responsibility of the State is limited to the lesser of the two designs, and the municipality is responsible for the remainder of the design.

Scenic-Recreation roads remain under jurisdiction of the governmental subdivision that had jurisdiction prior to the time the road was designated as Scenic-Recreation. Neb. Rev. Stat. § 39-2105 (4) (R.R.S.1998).

## DUNCAN'S FUTURE TRANSPORTATION PLAN

The Village of Duncan's Future Transportation Plan is depicted graphically in Figure 9: Future Land Use and Transportation Plan Map. That map shows the existing and future street layout and classifications for the village's transportation system including possible street/road projects.

### Future Land Use Plan

The Future Land Use and Transportation section provide tools to guide future development in Duncan. The concepts for these tools are based upon the village's existing conditions and projected future conditions. The Future Land Use Plan also assists the community in determining the type, direction and timing of future growth and development. The criterion used in this plan reflects several elements, including:

- The current use of land within and around the community
- The desired types of growth including location of growth
- Physical characteristics, opportunities and constraints of future growth areas
- Current population and economic trends affecting the community

Duncan should review and understand the above criteria when making decisions about the future use of land within the planning jurisdiction. Upon reviewing this information, the Duncan Planning Commission should decide upon a population growth rate to base its future land use and public service needs upon.

If a plan designates far more land than is needed for future development, then it is providing insufficient guidance necessary for land use decisions. This can result in inefficient and costly public or private investment decisions, loss of natural resources and agricultural land, and a widely separated development pattern that may erode Duncan's sense of community. The plan must provide a balance between these issues, by providing an adequate supply of development sites while guiding both development and public investment decisions.

Less arbitrary and more efficient allocation of land recognizes the forces of the private market and the limitations of the capital improvement budget. This plan acknowledges that these factors play an important role in the growth and development of a community. The Future Land Use section is intended to be a general guide to future land use that will balance private sector development, with the concerns, interests, and demands of the overall local economy.

## FUTURE LAND USE DISTRICT CLASSIFICATIONS

### **Transitional Agricultural (TA)**

The Transitional Agricultural area is intended for traditional agricultural uses around the perimeter of the community. However, new livestock feeding operations should be located outside the one-mile extraterritorial jurisdiction of Duncan. Types of allowable uses within this area include:

- Agricultural uses
- Existing agricultural uses, within corporate limits, are subject to the “grandfathering” laws of the State. As development occurs, agricultural uses on that property should be eliminated from within the corporate limits
- No new agricultural uses to be established within corporate limits
- Limitations on confined animal feeding operations
- Residential acreages

### **Low Density Residential (LDR)**

The Low Density Residential area is intended to accommodate residential development, similar to new residential subdivision designs located in larger communities. Lot sizes can vary, but typically will range from one-half up to 5 acres. Types of allowable uses within this area include:

- Single-family dwellings, including accessory uses
- Elderly and/or retirement housing facilities
- Public and Quasi-Public uses

### **Medium/High Density Residential (MHDR)**

The MHDR area is intended to accommodate denser residential development. This is the primary residential land use within Duncan. During the planning period, it is not anticipated that development of denser residential uses such as apartment buildings will become a major issue; therefore, there is no need to separate the residential uses into Medium and High Density areas.

The typical density of these areas should be approximately 3 to 6 dwelling units per acre. However, under special circumstances using the Conditional Use Permit process, greater densities may be allowed. Types of allowable uses within this area include:

- Single-family dwellings (minimum lot of 6,000 sq. ft. per dwelling)
- Multi-family dwellings
- Duplexes, Triplexes, etc.
- Elderly and/or retirement housing facilities
- Public and Quasi-Public

### **Commercial (C)**

Commercial areas are intended to meet the daily retail and service needs of nearby residents. It’s important to allow uses that would draw from a community-wide or regional area when they are designed in a manner that is harmonious with the rest of the community.

Uses that would be acceptable include:

- Personal services such as dry cleaners, hairdressers, optical services
- Finance, insurance, real estate, banks, securities brokers, insurance agents
- Public/Quasi-Public Uses such as municipal offices, and clubs/organizations meeting halls
- Larger commercial developments requiring on site (off-street) parking
- Supplying goods and services to residents requiring fast transactions such as:
  - Restaurants
  - Laundry mats
  - Restaurants
  - Car repair

Within the existing downtown area, further limitations include:

- Retail consistent with existing establishments in the downtown business area
- Vehicle spaces will be accommodated primarily by on-street parking
- Structures will tend to have zero-setback requirements in this area

### **Industrial (I)**

The Industrial area is intended to accommodate less intensive manufacturing and or storage facilities. Types of allowable uses within this area include:

- Small scale production/machining
- Operations with minimal odors, noise and other pollution and water usage; in the case of a light industrial facility
- Full scale wholesaler / distributors
- Grain storage facilities
- Warehousing facilities

Large scale industrial areas should be designed and developed as one large industrial park with several building sites or as one major facility that consumes the entire area.

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

The public and quasi-public area is located where a large amount of land is required for public uses. Depending on compatibility with surrounding land uses, public and quasi-public land uses may be allowed within all land uses areas. These areas include the public school's ground and facilities, village facilities, the water and wastewater treatment facilities, as well as churches and non-profit social organizations. Types of allowable uses within this area include the continuation of existing public and quasi-public uses.

### **Parks / Recreation (PR)**

The parks and recreation area is intended to accommodate parks and recreation facilities for the community. Parks and recreation areas encompass all public or private parks, outdoor recreation, and open space, including golf courses and State Parks. Depending on compatibility with surrounding land uses, park and recreation land uses may be allowed within other land uses areas. This area accommodates all existing facilities. Further designations should only occur as developers identify specific park locations within subdivisions or as the village acquires property designed to be park and recreation specific.

## LAND USE SUITABILITY CRITERIA

How will this plan be implemented? The major assumption of this Plan is:

***“Specific development criteria will be adopted to help guide builders, investors and community leaders in making good decisions concerning the future of Duncan.”***

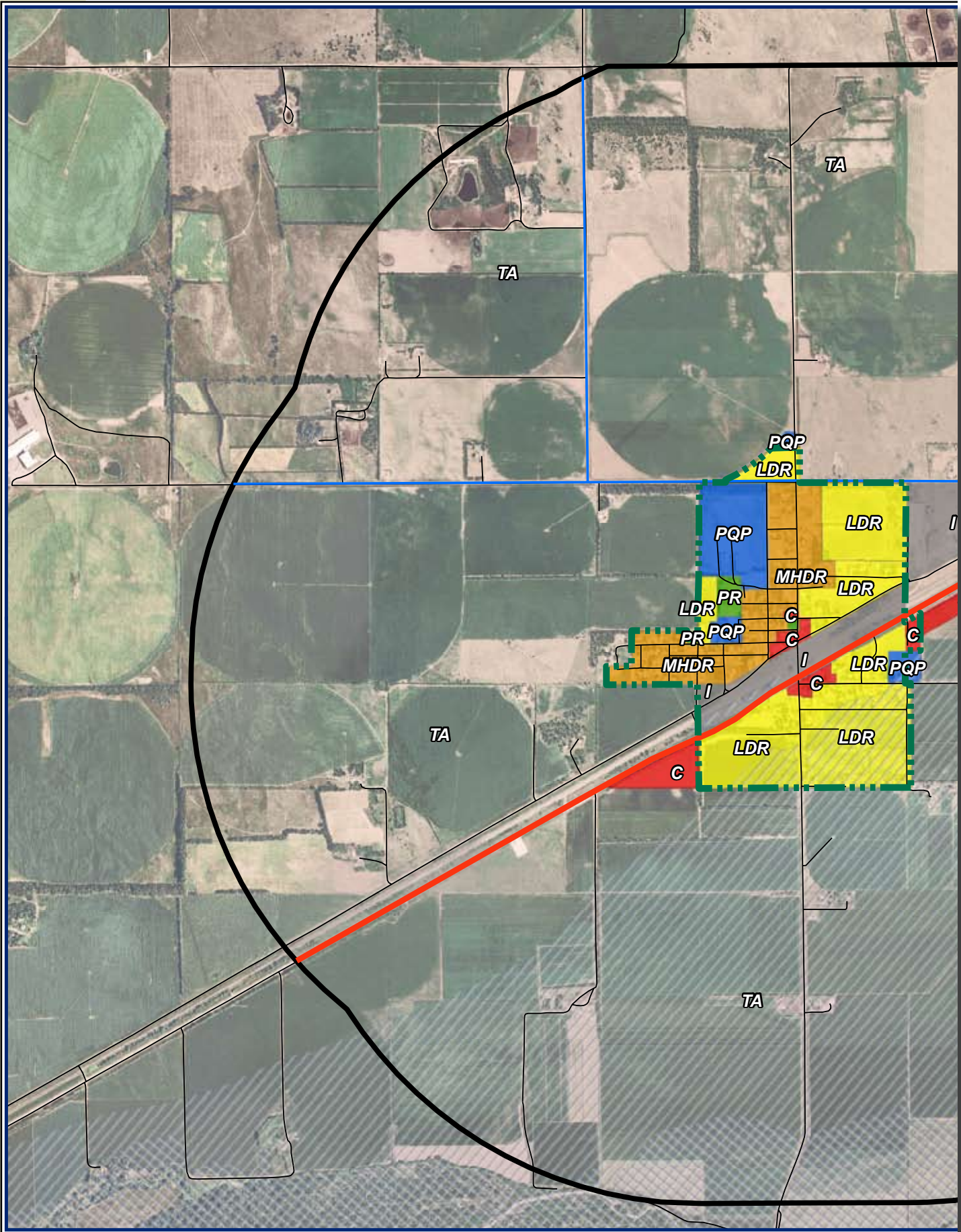
These criteria will be specific statements that:

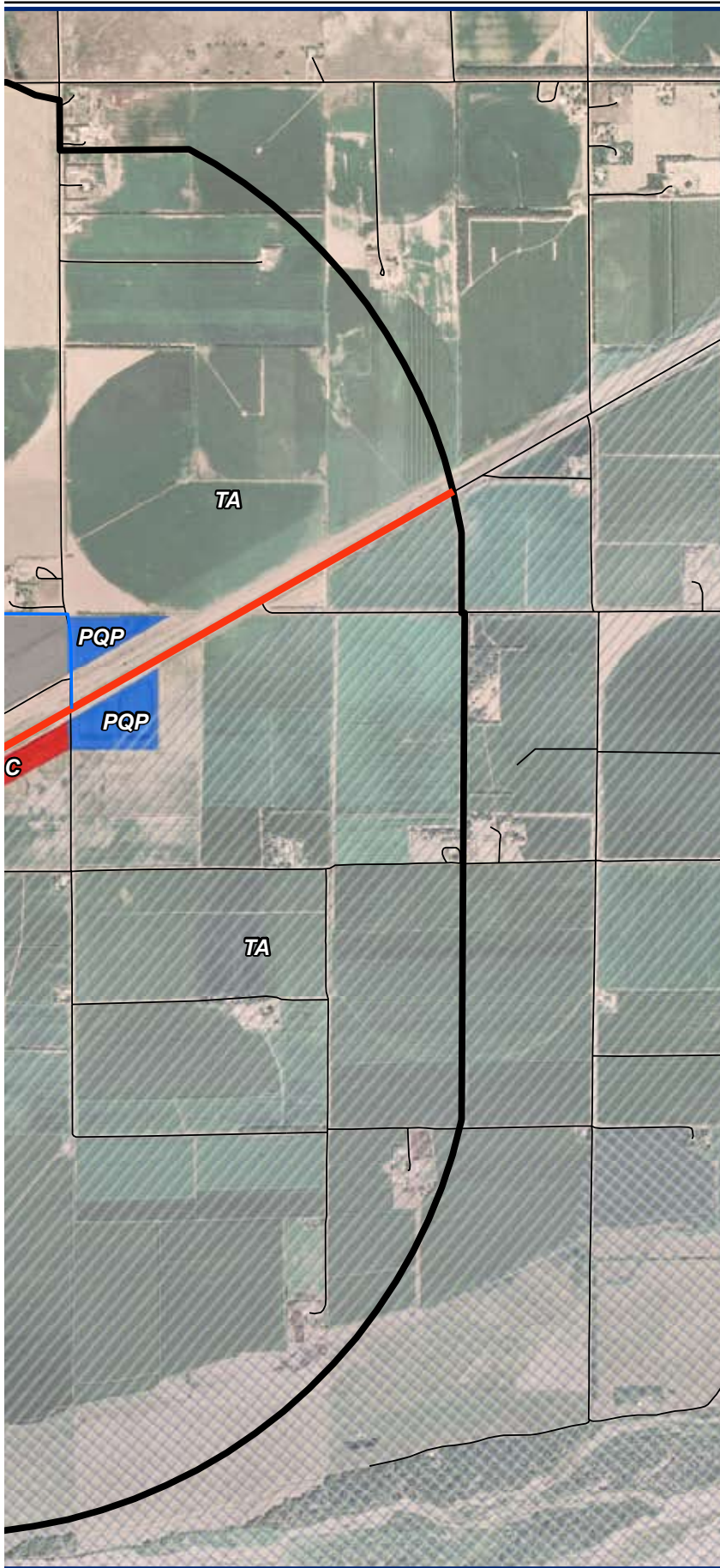
- Describe the relationship between/among land uses.
- Establish criteria or design standards that new development must meet.
- Minimize land use conflicts between neighboring land owners.
- Create consistent characteristics within each land use district.

## LAND USE TRANSITIONS

New development should provide, if needed, any screening, buffers, or additional setback requirements when located next to existing uses. Screening or buffers may be plant material, low earthen berms, solid fences, or any combination of the above. Boundaries between different land uses are done along streets, alleys or natural features (streams, railroads, etc.) whenever possible.

FIGURE 9: FUTURE LAND USE AND TRANSPORTATION PLAN





## Duncan, Nebraska

### Future Land Use and Transportation

#### Legend

- Corporate Limits
- One-Mile ETJ

#### Future Land Use

- Transitional Agriculture
- Low Density Residential
- Medium/High Density Residential
- Commercial
- Industrial
- Public/Quasi-Public
- Parks and Recreation
- Existing Floodplain\*
- Draft Flood Plain\*

#### Future Transportation

- Arterial
- Collector
- Local

\*Existing Floodplain - 100 Year Flood Boundary has been digitized from the current Flood Insurance Rate Map for Platte County. The panel number for the FIRM map is 310467 0200D, dated Feb. 9, 2000. The FIRM panel numbered 310272A, for the Village of Duncan, shows that no areas within the corporate limits lie within the 100 Year Floodplain. The effective date of this map is Oct. 1, 2001

\*Draft Floodplain - 100-Year Flood Boundary is in the revision process by FEMA and is considered "Draft". The FEMA MapMod database, as of Jan. 17, 2008, indicates the floodplain is in the "Technical Review" stage. Floodplain data is provided by the Nebraska Department of Natural Resources



Created By: J. Sather  
Date: 07-09-08  
Software: ArcGIS 9.2  
File: P:\IL011PL1

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## COMMUNITY GROWTH

New development should, to the greatest extent possible, be contiguous to existing development or services. This would allow for the logical and cost effective extension of streets and utility services. The village may authorize non-contiguous development if:

- The developer pays for the “gap” costs of extending services from the existing connections to the proposed development.
- The extension would open up needed or desirable areas of the community for additional growth.
- Issues related to adjacent/transitional agriculture are properly addressed.

The Future Land Use Plan is one of the three statutory requirements of a Comprehensive Development Plan, as stated in the Nebraska State Statutes. The Land Use Plan, along with the Transportation Plan provides the necessary tools to direct future development in Duncan. The Land Use Plan is based upon existing conditions and projected conditions for the community.

## COMMUNITY ENTRANCES

First impressions of the community are made at the entrances. These impressions are critical to a community’s overall image. New development should have larger set backs and higher landscaping standards when located at any of the entrances to the community. This in turn, with appropriate sign regulations along the major transportation corridors into and from the village, will promote a better community image and improve the quality of life in the Village of Duncan.

## Annexation

As the village grows in size it must look for opportunities to extend its borders to provide a superior quality of life for its residents. To do this, the State of Nebraska has established a process for communities to expand their municipal boundary into areas that are contiguous to the community provided such actions are justified. However, this power should be used when development becomes urban rather than rural in nature. In addition, State Statutes restrict annexation to land that is within 500 feet from the corporate limits of the municipal boundary.

There are three ways annexation can be pursued:

- Property owners can request annexation.
- The municipality can annex any contiguous or adjacent tracts, lots, or roads that are urban or suburban in nature.
- At the time land is platted adjacent to Duncan’s Corporate Limits should be annexed at the time of approval of the final plat.

In the case of the first method, the property owner must submit a plat prepared by a licensed engineer or surveyor. The plat must be approved by the Village Engineer and filed with the Clerk along with a written request signed by all owners of record for the proposed annexation properties.

To pass an annexation ordinance, a majority of affirmative votes are required by the governing body at each reading of the ordinance. A planning commission recommendation is also needed prior to the governing body’s consideration. The certified map is then filed with the County Assessor, County Clerk, and Register of Deeds along with a certified copy of the ordinance. The village then has one year to adopt a plan for the extension of services to residents or occupants of the annexed area.

## AREAS FOR POTENTIAL ANNEXATION NEAR DUNCAN

There is a large industrial site east of the village that is currently served by village water and sewer. The site is contiguous with the existing corporate limits and is urban in nature thus fulfilling state requirements for annexation. The Village of Duncan should examine the possibility of annexing this site.

# Implement Duncan

Plan Implementation

Plan Maintenance

Recommendations

Public Education



# Implementation

## Plan Implementation

### CARRYING OUT DUNCAN'S FUTURE PLAN

Successful community plans have the same key ingredients: ideas, consensus, hard work, and the utilization of each of these things to solve the community's problems. This section of the plan contains the inspiration of the Village officials and residents who have participated in the planning process. Nevertheless, the ultimate success of this plan remains in the dedication offered by each and every resident to stick to the plan and update it when ideas and consensus change.

There are numerous goals and objectives in this plan. It is recommended to review the relevant goals during planning and budget sessions. However, it is also recommend that the Village select elements of the plan for immediate action; the goals of highest priority which is described below as the Action Plan.

### ACTION AGENDA

The Action Agenda is a combination of the following:

- Goals and Objectives
- Land Use Policies
- Support programs for the above items

It will be critical to earmark the specific funds to be used and the individuals primarily responsible for implementing the action agenda in Duncan.

### SUPPORT PROGRAMS FOR THE ACTION AGENDA

Four programs will play a vital role in the success of Duncan's plan. These programs are:

- Capital Improvements Financing--an annual predictable investment plan that uses a six to ten-year planning horizon to schedule and fund projects integral to the plan's implementation.
- Zoning Regulations--updated land use districts allow the Village to provide direction for future growth.
- Subdivision Regulations--establish criteria for dividing land into building areas, utility easements, and streets. Implementing the Transportation Plan is a primary function of subdivision regulations.
- Plan Maintenance—reviewing the Plan annually and conducting a major review every five-years will allow the Village flexibility in responding to growth and a continuous program of maintaining the plan's viability.

## Plan Maintenance

### ANNUAL REVIEW OF THE PLAN

Maintaining a relevant, up to date plan is critical to the Village's planning success. To sustain the confidence of both public and private sectors, the Village must evaluate the effectiveness of planning activities and, most importantly, make mid-plan corrections on the use of Village resources so as to keep the Plan current. Thus, an annual review should occur whereas the Village Board, the Planning Commission, residents, and staff are able to review the plan and recommend any necessary changes.

After adoption of the comprehensive plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies of the plan. At the beginning of each year a report should be prepared by the Planning Commission that provides information and recommendations on whether the plan



is current in respect to population and economic changes and if the recommended policies are still valid for the Village and its long-term growth.

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

1. Provide citizens or developers with an opportunity to present possible changes to the plan;
2. Identify any changes in the status of projects called for in the plan; and
3. Bring forth any issues, or identify any changes in conditions, which may impact the validity of the plan.

If the Commission finds major policy issues or major changes in basic assumptions or conditions have arisen which could necessitate revisions to the plan, they should recommend changes or further study of those changes. This process may lead to identification of amendments to the plan. The Village Board or Planning Commission shall compile a list of proposed amendments received during the year in preparation for a report to provide pertinent information on each proposal, and recommend action on the proposed amendments. The comprehensive plan amendment process should adhere to the adoption process specified by the Nebraska State Statutes and should provide for organized participation and involvement of interested citizens.

### UNANTICIPATED OPPORTUNITY

If major, new, innovative development opportunities arise which impact several elements of the plan and are determined to be of importance, a plan amendment may be proposed and considered separately from the annual review and other proposed plan amendments. When considering amending the plan due to unanticipated opportunity the village would need to follow the same procedures they would if it were amending the plan due to the yearly review, which includes public participation/ input into the decision.

### METHODS FOR EVALUATING DEVELOPMENT PROPOSALS

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

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

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

## Recommendations

### IMMEDIATE RECOMMENDATIONS

- Adopt the Comprehensive Development Plan.
- Adopt the Zoning Ordinance and Subdivision Regulations.

### SHORT TERM RECOMMENDATIONS

- Work to find an effective new use for the old school building.
- Work with property owners and residents to maintain residences so as to maintain an attractive town.
- Look to annex existing businesses and work to draw in more commercial business.

### LONG TERM RECOMMENDATIONS

- Begin to look outside of the current corporate limits for areas where expansion of the village might be best suited particularly for additional residential.
- Work on marketing the village to businesses and developers as a great place to live and work.
- Continuing recommendations of Comprehensive Plan.
- Develop an annual public education program for residents, businesses, and property owners that provides information about the ongoing planning process and how they can be involved.
- Organize an annual ‘town hall meeting’ to evaluate how implementation strategies are working, if goals and objectives are being achieved, and to identify new issues.

## Public Education

Finally, broad public support and involvement is necessary in the development and use of any implementation policy or program. If adequate support is to be developed, a permanent program educating residents is necessary. People who understand the needs and ways of meeting those needs of the community must take the initiative to stimulate the interest and the understanding required to ensure action is taken. The Village Board of Duncan should annually strive to implement an active public participation process by creating an educational process on land use issues.

Some of the objectives of the comprehensive plan cannot be achieved unless the actions of two or more public agencies or private organizations can be coordinated. Frequently constraints prevent organizations from working with one another (i.e. financial resources, legal authority, restriction of joint uses of facilities, etc). Efforts should be made to bridge this gap with open communication, cooperation and the realization that the issue at hand could benefit the health, safety, and general welfare of the residents in Duncan.

