

# PITCHING THE FUTURE

COMPREHENSIVE DEVELOPMENT PLAN

ST. PAUL, NEBRASKA

2015



*St. Paul*

NEBRASKA'S HISTORIC BASEBALL CAPITAL

ORDINANCE No. 952  
ADOPTED MAY 18, 2015

# ACKNOWLEDGMENTS

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City Clerk	Connie Beck
Deputy City Clerk	Valerie Killinger
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## LOCATION AND GEOGRAPHY

St. Paul is located on Highways 281 and 92, about 30 minutes North of I-80. It is a short distance from Grand Island (22 miles), Kearney (60 miles), Lincoln (114 miles), and Omaha (135 miles) St. Paul is located at 41°12'49"N 98°27'36"W (41.213709, -98.459881). According to the United States Census Bureau the city has a total land area of 1.11 square miles. The temperature for St. Paul is varied, ranging from an average low of 14 degrees Fahrenheit during the month of January to an average high of 89 during the month of July. The average annual precipitation is 26.25 inches. The average snowfall in a year is 20 inches.

Topography within the corporate limits is fairly level with zero to six percent slopes. Outside the corporate limits and within the extraterritorial jurisdiction there are some steeper slopes due to the Loup River. St. Paul is surrounded by floodplain on all sides but the southwest. The majority of the soil within St. Paul is either Ortello loam or Hord silt loam.

## HISTORY

St. Paul historical information comes from the historical extension of University of Nebraska-Lincoln's Virtual Nebraska. In 1871, surveyors J.N. and N.J. Paul decided the fertile valley at the forks of the North and Middle Loup Rivers was an ideal spot for a town. A town hall, the first building in St. Paul, was built in 1871, about the time that the new town was made county seat for Howard County.

In October 1871, E.S. Chadwick built a store, which burned a few years later. He then built a brick building that bears his name and the original date, which is still in use. St. Paul, on the military road, was a supply stop for all of stage coaches, wagon trains, and cattle drives traveling north and south. Both Burlington and Union Pacific railroads reached St. Paul in the 1880s. A newspaper, "The Advocate," began publishing in 1873. Later it became the "Phonograph," now the "Phonograph-Herald," and it has kept its readers informed for more than a century. Grover Cleveland Alexander, the hall of fame baseball player, lived in St. Paul. Alexander served as the inspiration for the Museum of Nebraska Major League Baseball located in downtown St. Paul.



## **THE PURPOSE OF COMPREHENSIVE PLANNING**

The St. Paul Comprehensive Development Plan, “Pitching the Future” is designed to promote orderly growth and development from the city, provide policy guidelines, and enable citizens and elected officials to make informed decisions about the future of the city. Pitching The Future acts as a tool to “Develop a road map or blueprint that guides the community through change as it occurs tomorrow and ten to twenty years from now.”

The Comprehensive Development Plan will provide a guideline for the location of any future developments within the planning jurisdiction of St. Paul. The St. Paul Comprehensive Plan is intended to encourage a strong economic base so the goals of the city are achieved.

Pitching the Future will assist the community in evaluating the impacts of development, including economic, social, fiscal, and service, and encourage appropriate land uses throughout the jurisdictional area of St. Paul. Pitching the Future assists the city in balancing the physical, social, economic, and aesthetic features as it responds to private sector interests. Planned growth will make St. Paul more effective in serving residents, more efficient in using resources, and able to meet the standard of living and quality of life every individual desires.

## **THE COMPREHENSIVE PLANNING PROCESS**

Pitching the Future represents a blueprint designed to identify, assess, and develop actions and policies in the areas of population, land use, transportation, housing, economic development, community facilities, utilities, and energy. The plan contains recommendations that, when implemented, will be of value to the City of St. Paul and its residents.

Comprehensive planning begins with the data collection phase including demographic information from the U.S. Census, information from city staff, public input, and field data collection. Data is collected that provide a snapshot of the past and present conditions of St. Paul. Analysis of data provides the basis for developing forecasts for future land-use demands in the city.

The second phase of the planning process is the development of general goals and objectives or policies, based upon the issues facing the City, and prioritized by the community through public input. These are practical guidelines for improving existing conditions and guiding future growth. Pitching the Future is a vision presented in text, graphics, and tables that represent the desires of the city for the future.

Implementation is the final phase of the process. A broad range of development policies and programs are required to implement the Comprehensive Plan. Pitching the Future identifies the tools, programs, and methods necessary to fulfill the recommendations. Nevertheless, the implementation of the development policies contained within the Comprehensive Plan is dependent upon the adoption of the plan by the governing body, and the leadership exercised by the present and future elected and appointed officials of the city.

Pitching the Future was prepared under the direction of the Comprehensive Plan Steering Committee. The steering committee was composed of members of city staff and the Planning Commission. Review and

recommendations by the St. Paul Planning Commission were completed prior to adoption of Pitching the Future by the St. Paul City Council. The planning time period for achieving goals, objectives, programs, and developments identified in Pitching the Future is up to 20 years. However, the city should review the plan annually or bi-annually and update the document completely every ten to fifteen years, or when a pressing need is identified. Updating Pitching the Future will allow the city to incorporate ideas and developments that were not known at the time of the present comprehensive planning process.

### **COMPREHENSIVE PLAN COMPONENTS**

Nebraska State Statutes require the inclusion of certain elements in a Comprehensive Plan, including population, land use, annexation, transportation, and energy. A “Comprehensive Development Plan,” as defined in Neb. Rev. Stat. § 19-903 (Reissue 1997), “shall consist of both graphic and textual material and shall be designed to accommodate anticipate long-range future growth.” St. Paul Comprehensive Plan, is comprised of the following components:

- Profile St. Paul
- Envision St. Paul
- Achieve St. Paul
- Implement St. Paul

Analyzing past and existing demographic, housing, economic, and social trends permits the projection of likely conditions in the future. Projections and forecasts are useful tools in planning for the future; however, these tools are not always accurate and may change due to unforeseen factors. Past trends may also be skewed or inaccurate, creating a distorted picture of past conditions. Therefore, it is important for St. Paul to closely monitor population, housing, and economic conditions that may impact the city. Through periodic monitoring, the city can adapt and adjust to changes at the local level. Having the ability to adapt to socio-economic change allows the city to maintain an effective Comprehensive Plan for the future, to enhance the quality of life, and to raise the standard of living for all residents in St. Paul and its jurisdiction.

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

### **GOVERNMENTAL AND JURISDICTIONAL ORGANIZATION**

The St. Paul City Council, which is a board of elected officials including the Mayor, performs the governmental functions for the city. The city may enforce zoning and subdivision regulations including building, electrical, plumbing, and property maintenance codes within its planning jurisdiction. The planning and zoning jurisdiction of St. Paul, pursuant to Neb. Rev. Stat. § 19-901 through 19-933 (Reissue 1997), includes all of the incorporated portions of the city, including an established extraterritorial jurisdiction of one mile from its corporate limits.

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# ST. PAUL PROFILE



The underlying reason for a comprehensive plan is to guide the future development of a community. The most effective development can be achieved when in context with the community and its population. The Profile Chapter of this Comprehensive Plan focuses on the past growth and development of St. Paul, and its current conditions. This chapter illustrates the typical indicators that determine and document the evolution of a community's

## 2 Profile

current situation can be derived by analyzing statistics and data from previous decades. These Profile characteristics will be examined to determine relationships that explain how the St. Paul community was created.

The Profile chapter information will provide context and guidance for the formulation of future goals and development of the community. The individual sections of the Profile Chapter are: Demographics, Housing, Economic and Employment, Public Facilities and Utilities, and Existing Land Use.

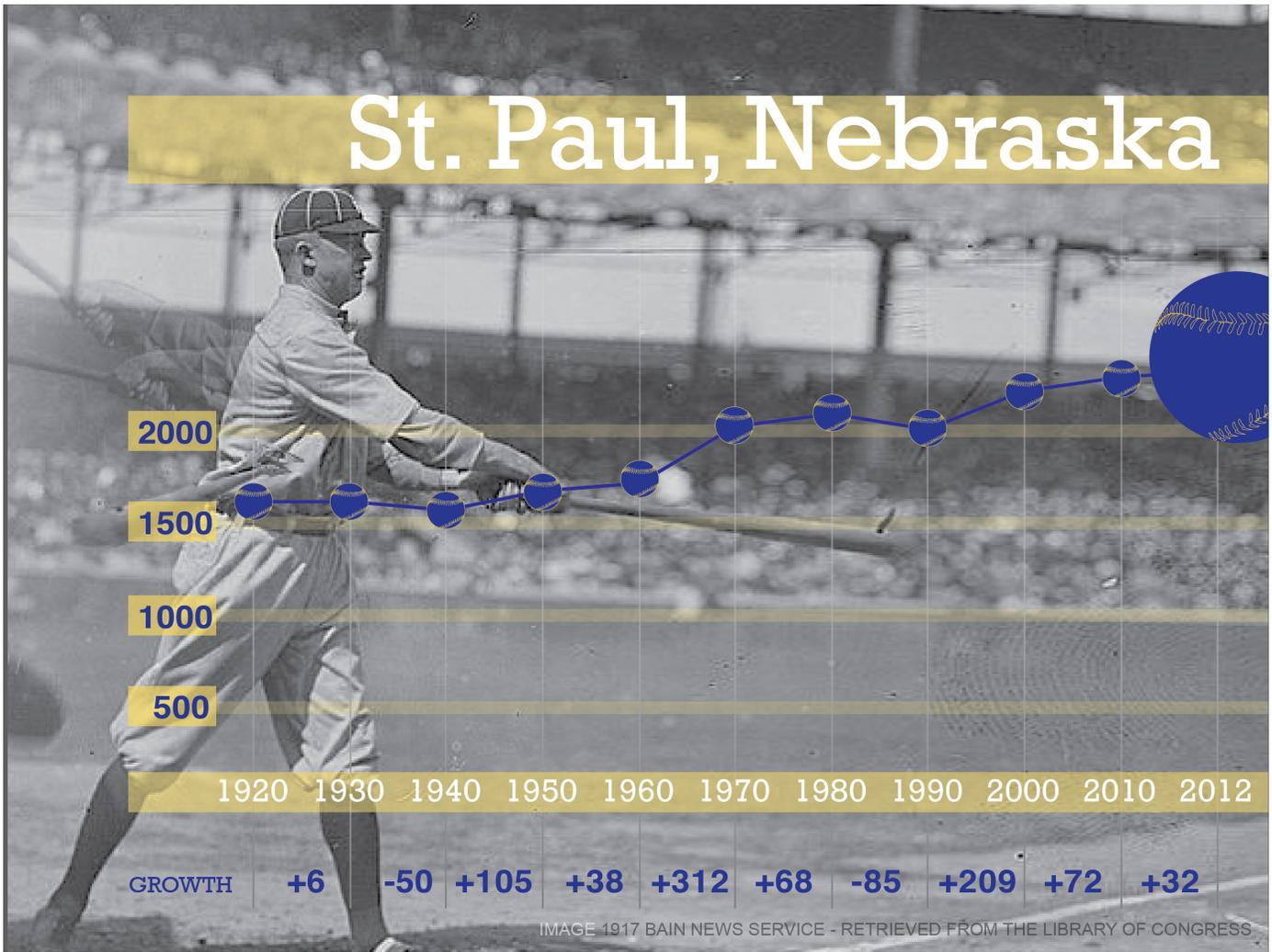
# DEMOGRAPHICS

The Demographics section will review St. Paul's previous population trends, current demographics, and comparisons to surrounding communities. Population analysis provides a community a clear understanding of its residents – both current and future.

Located in central Howard County, St. Paul is within the Metropolitan Statistical Area of Grand Island. The U.S. Census Bureau defines a Metropolitan Statistical Area (MSA) as a large population nucleus, together with adjacent communities having a high degree of social and economic integration with that core. These areas have a population at or above 50,000. Benefits of an MSA designation include direct access to federal funding programs as well as an increase in frequency and depth of statistical data regarding economic and population factors. While there are economic factors, such as sales tax per capita, that prevent St. Paul from being labeled a "bedroom community", there is a significant portion of the working population that commutes to Grand Island. This increasing trend has an impact on both the demographics and economics of the city.

The greatest impact of a commuter population is the increasing demand for housing within St. Paul. A significant portion of the workforce is taking advantage of the job opportunities in a larger metro area as well as the quality of life of a smaller community. St. Paul leadership must understand these demands to facilitate a healthy and sustainable population growth, while striving to maintain and develop an independent local economy.

FIGURE 1. ST. PAUL HISTORIC POPULATION



Population trends allow the community to understand how it has grown. The more recent figures influence immediate needs and future decisions. The population of St. Paul was certified to be 2,290 by the 2010 Census figures. The most recent Census data estimates the 2012 population to be 2,322.

Overall, St. Paul has seen consistent population growth since the 1960's. One of the goals of this comprehensive plan will be to provide strategies for encouraging and managing a healthy level of growth within the community in the future.

1920

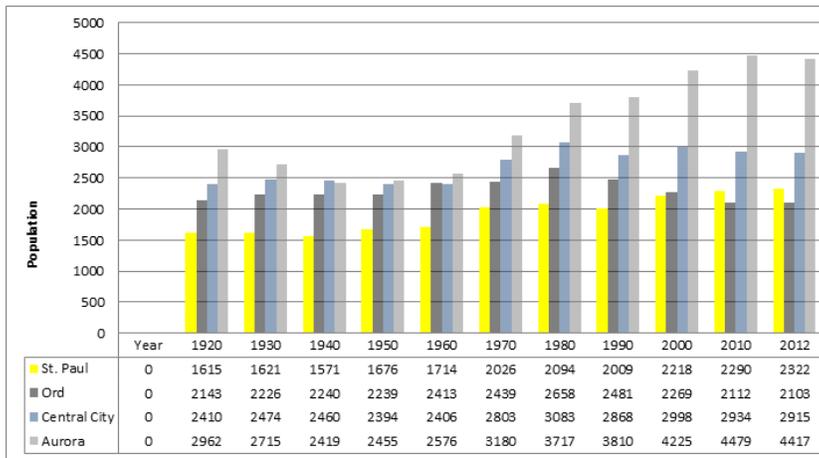
population  
**1,615**

2012

population  
**2,322**

## 2 Profile

FIGURE 2. COMPARISON POPULATION TRENDS



Regional population trends (Figure 2) provide a benchmark to properly evaluate community growth. Comparing similar cities based on size and proximity, there is a better understanding of St. Paul's share of population growth. St. Paul has kept on par in a region that has seen steady growth. Where St. Paul has thrived is consistency over the past 50-60 years. Where other communities have had fluctuations of growth and decline, St. Paul has, for the most part, experienced stable growth.

FIGURE 3. ST. PAUL AGE COHORT (2010)

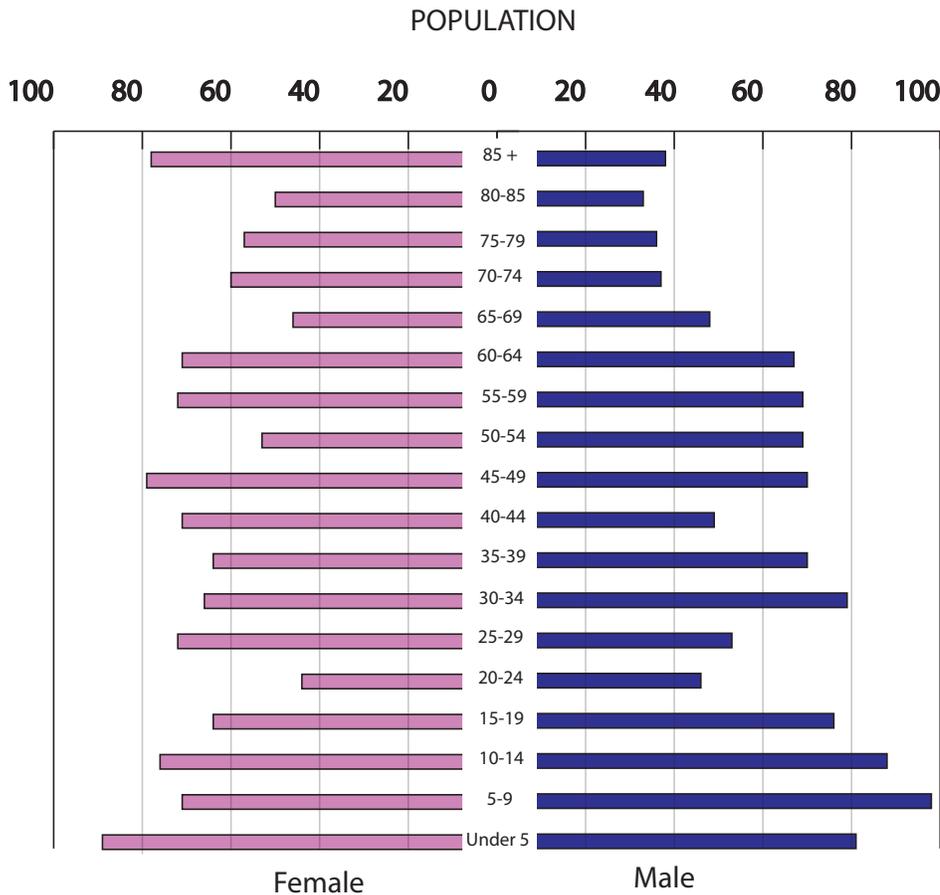
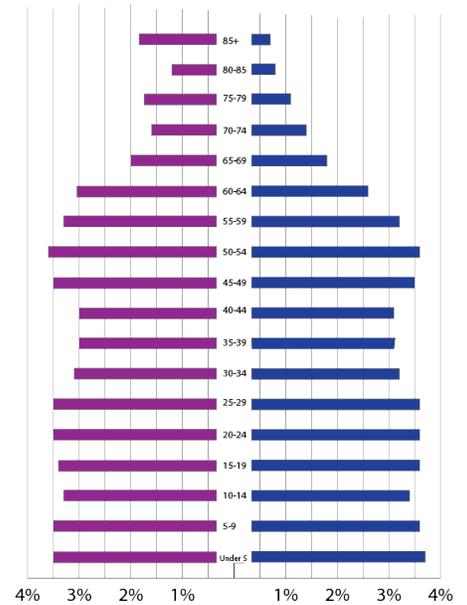


FIGURE 4. NEBRASKA AGE COHORT (2010)



Age structure analysis will assist in determining what a city may experience through time amongst its population's age groups. Long-term planning decisions are influenced by how a city's population is composed; therefore envisioning the future needs of a specific population will determine how to budget future needs and what to plan for.

FIGURE 5. ST. PAUL POPULATION BY AGE (2010)

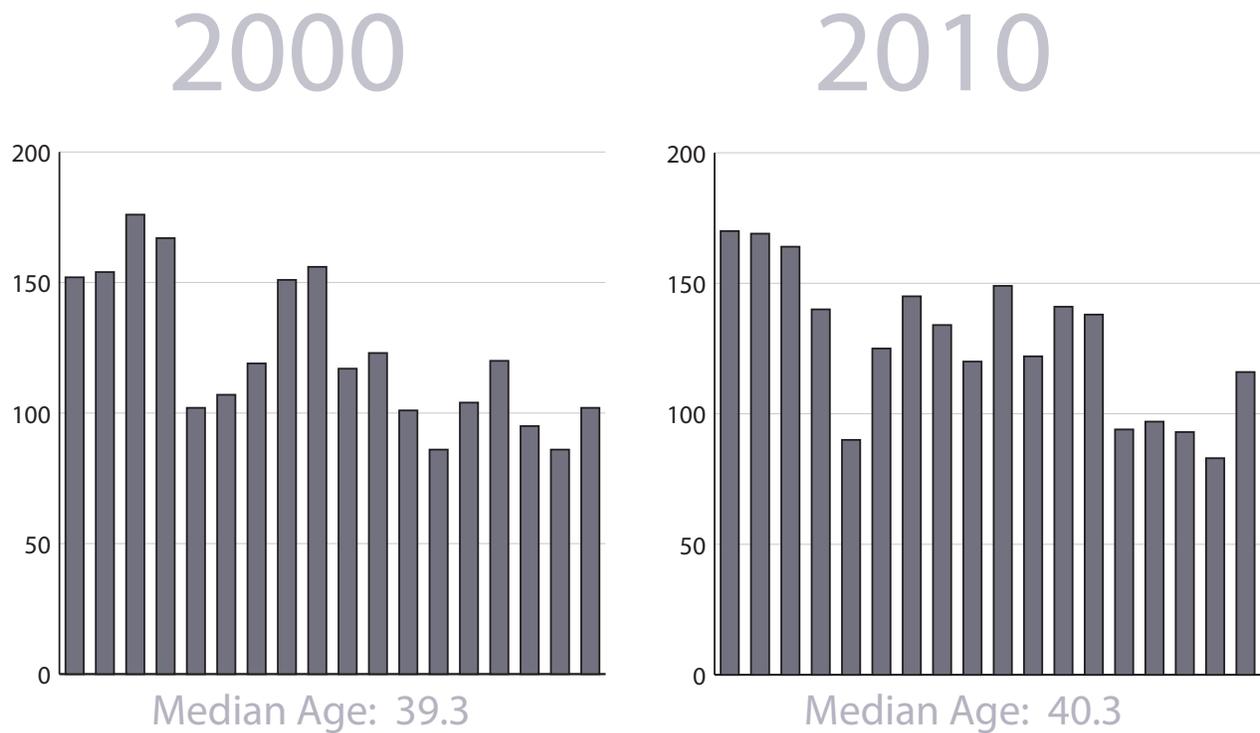
Age Cohort	St. Paul	Ord	Central City	Aurora	Howard Co.	Nebraska
0 to 4	7.4%	5.9%	6.6%	6.9%	6.3%	7.2%
5 to 9	7.4%	5.1%	6.7%	7.6%	6.9%	7.1%
10 to 14	7.2%	6.1%	6.4%	7.4%	6.5%	6.7%
15 to 19	6.1%	5.5%	6.6%	6.5%	6.8%	7.1%
20 to 24	3.9%	4.0%	4.7%	3.8%	3.9%	7.1%
25 to 29	5.5%	5.8%	5.6%	5.3%	4.4%	7.1%
30 to 34	6.3%	4.9%	5.0%	5.7%	5.5%	6.4%
35 to 39	5.9%	5.1%	5.6%	6.1%	5.5%	6.0%
40 to 44	5.2%	5.1%	6.1%	6.2%	6.6%	6.0%
45 to 49	6.5%	6.7%	6.3%	7.3%	7.6%	7.0%
50 to 54	5.3%	6.7%	5.9%	6.8%	7.6%	7.1%
55 to 59	6.2%	7.5%	6.8%	6.2%	6.7%	6.4%
60 to 64	6.0%	6.4%	6.7%	5.4%	6.9%	5.2%
65 to 69	4.1%	5.4%	4.6%	4.0%	5.1%	3.8%
70 to 74	4.2%	4.6%	4.2%	3.8%	4.2%	3.0%
75 to 79	4.1%	5.3%	4.3%	3.8%	3.6%	2.5%
80 to 84	3.6%	4.5%	3.4%	2.9%	2.9%	2.1%
85+	5.0%	5.2%	4.3%	4.3%	2.9%	2.2%
<b>Median Age</b>	<b>40.3</b>	<b>47.2</b>	<b>42.4</b>	<b>40.4</b>	<b>43.3</b>	<b>36.2</b>

Compared to other Nebraska communities, the composition of St. Paul’s population is weighted in the youngest and oldest segments of the population. A higher number of young families provides a good distribution of population of children under the age of 18. Contrasting those numbers are a sizable portion of the population above the age of 80. The presence of three long-term care and residence facilities for the elderly in the community is the primary reason for the higher population of the oldest population segment. To sustain growth, the community must make efforts to retain the school-age population as they enter the workforce as well as target new residents as they enter the workforce and start families.

Considerable planning must be given to serve the existing population as they age. The “graying” population represents baby boomers, or those currently aged from approximately 50 to 70. This age group represents almost 25% of St. Paul’s population. As this generation ages, their employment, housing, and quality of life needs will change. The community must be prepared to support these residents as they desire to age in place and leave the workforce. Similarly, in order to sustain the local economy, St. Paul must be prepared to fill the vacated occupations as baby boomers transition into retirement.

## 2 Profile

FIGURE 6. ST. PAUL COHORT TREND



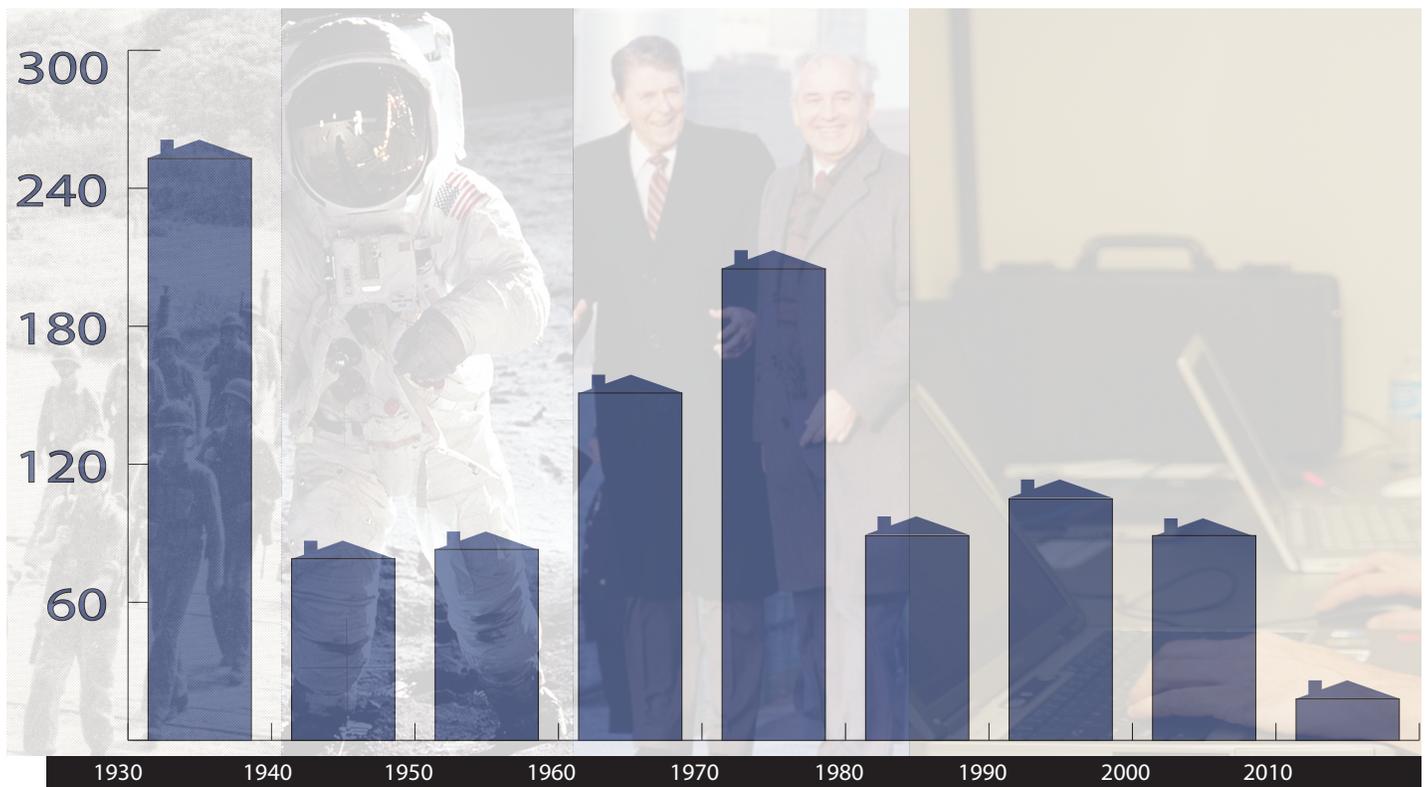
While many Nebraska communities have seen a dramatic increase in racial diversity, St. Paul's population remains predominantly white. The national trend follows an increase in racial diversity throughout its population. While there has been no local stimulus for an increase in diversity, St. Paul may experience, and should prepare for, an increase in Hispanic, Latino, and African American population.

A shift in St. Paul's racial composition will need to be continually evaluated to ensure its population's needs are met. This will include an analysis of public services. Supporting and marketing to bilingual families and workforce will help ensure population and economic growth. The library may become even more important as an information resource. The St. Paul Public School system will see new challenges to address its curriculum and develop a workforce. Public information and notices may need to be altered to be inclusive for a shift in demographics as well.

# HOUSING

The historical development of St. Paul's housing stock has mirrored that of its population's growth. The comparative majority of households in the community were built prior to 1939. But major development peaks occurred in the 1960's through 1970's coinciding with the baby boomers entering the workforce. Another housing boom occurred in the 1990's coinciding with rapid population growth.

FIGURE 7. ST. PAUL HOUSING BY YEAR CONSTRUCTED



Utilizing 2010 Census data and complemented by city reports, there is an estimated 1,072 households in St. Paul. Since 2010, city staff reports that 28 new households have been constructed; ten substandard households have been demolished in that time. Census data reports that 69% of households are owner-occupied while 31% of households are renter-occupied. Of all households, 10% are vacant. However, the 2014 Community Needs Assessment Survey reports that 77% (including vacancies) of households are owner-occupied. Due to the likelihood that lower-income renters are less likely to return a Needs Assessment Survey, the ratio of owner-occupied households to renter-occupied likely lies around a healthy 75/25% split.

## 2 Profile

FIGURE 8. ST. PAUL HOUSING OCCUPANCY TRENDS

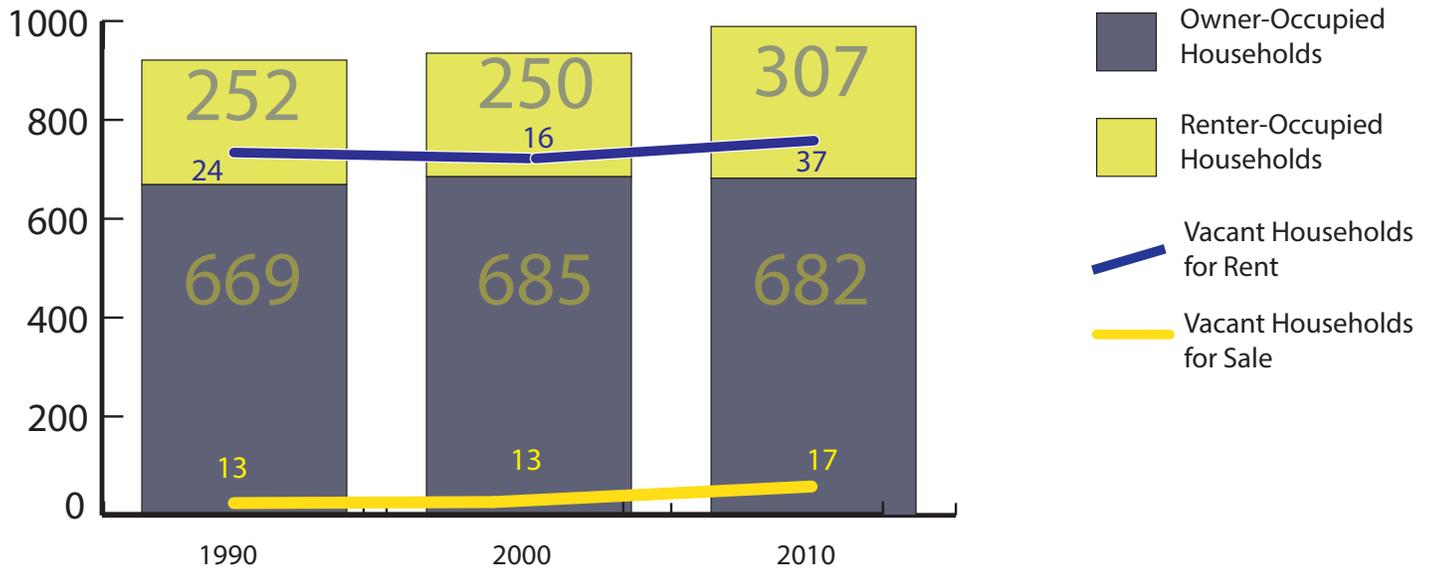
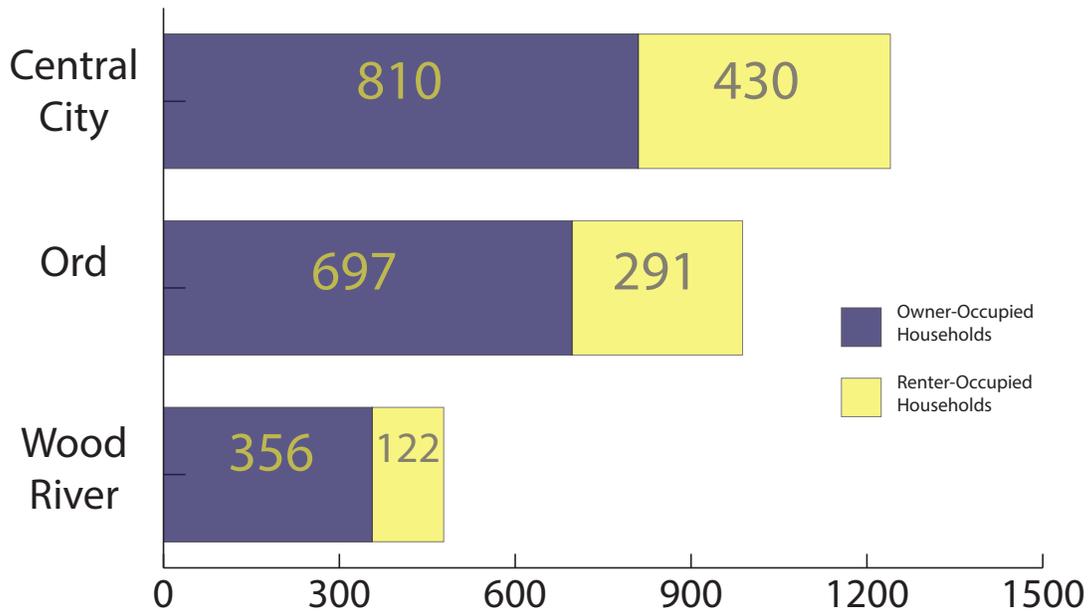


FIGURE 9. COMPARISON CITY HOUSING OCCUPANCY (2010)

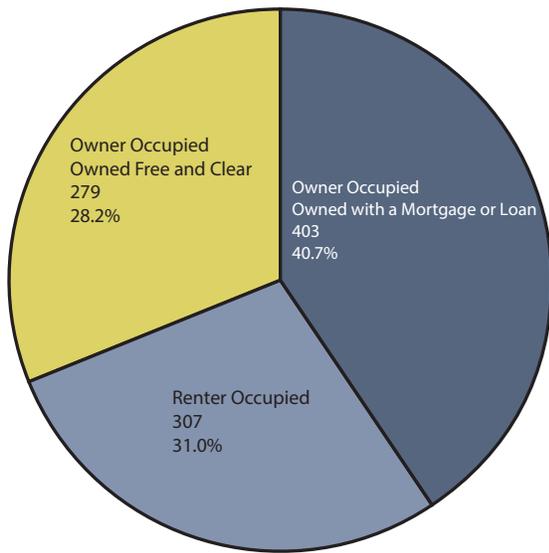


According to 2010 Census data owner occupied households made up 69.00% of total households in St. Paul. Of the 104 total vacant housing units, just 2.5%, or 17 units were available for sale. The remaining 37% were available for rent, or either not available or not suitable for occupation. A 69% homeowner rate is consistent with the average for the State of Nebraska, or 66.00%.

The upward trend of owner-occupied households is likely explained by an increase in the national trend of homeownership following the recession of the late 2000's.

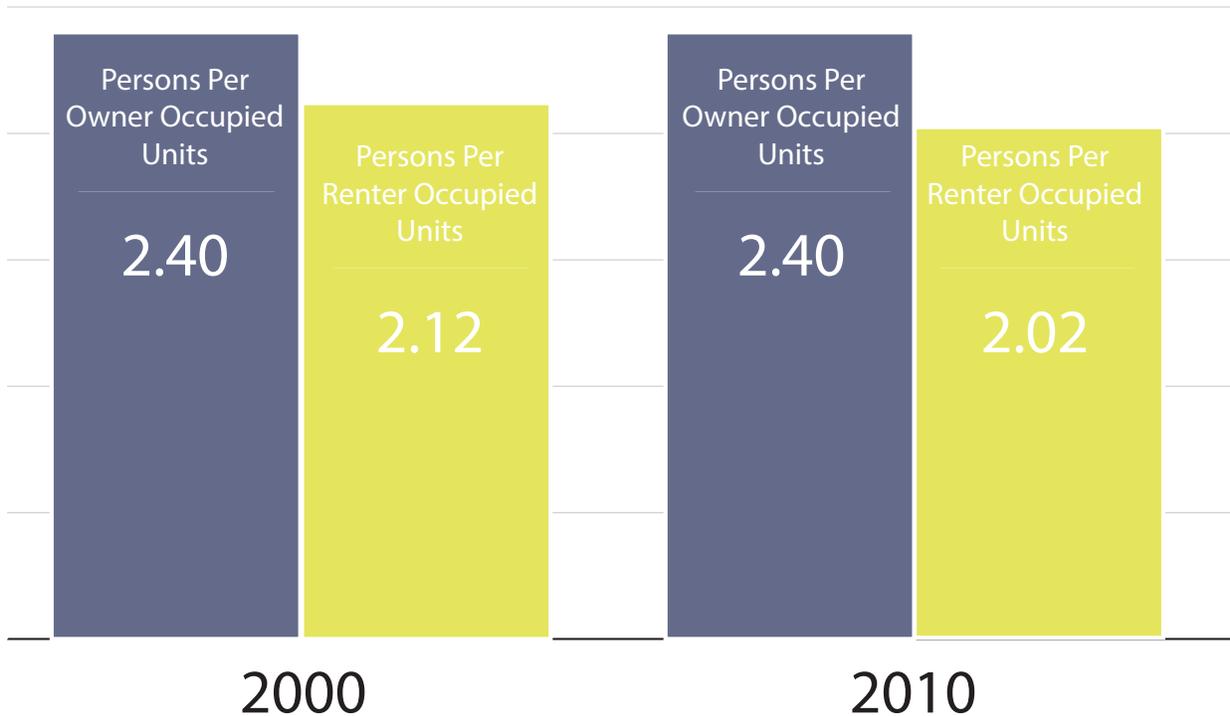
FIGURE 10. ST. PAUL HOUSING OCCUPANCY (2010)

989 Total Occupied Housing Units



Of occupied housing units, the US Census estimates that 28.2% are owned free and clear of mortgage obligations.

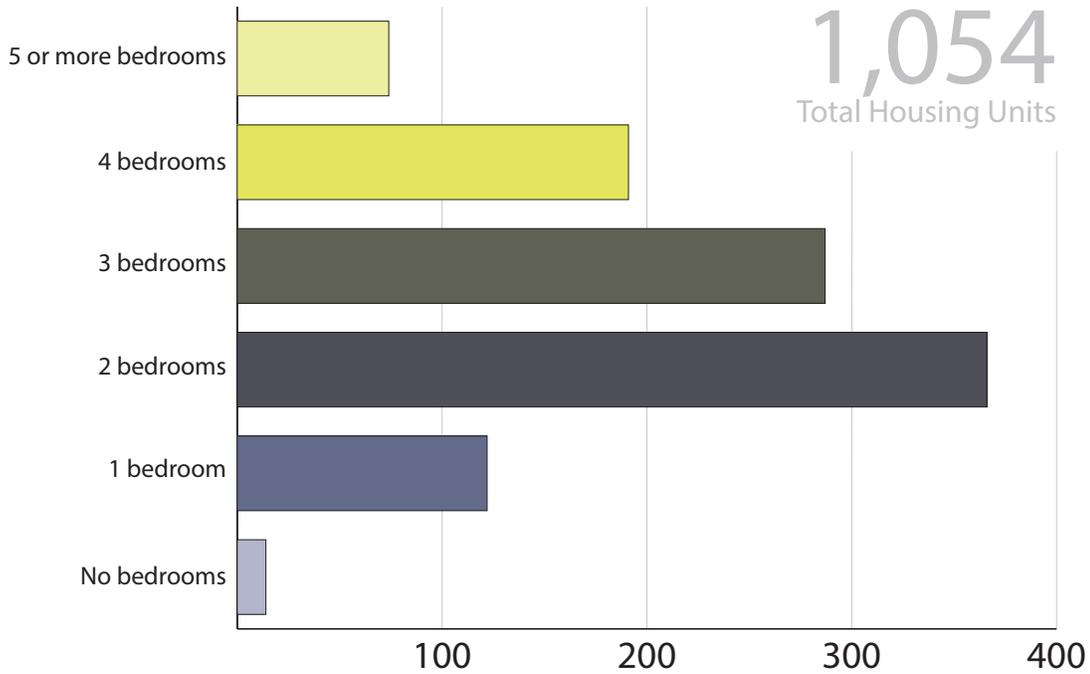
FIGURE 11. ST. PAUL PERSON PER HOUSEHOLD



The number of persons per household has been consistent over the past decade. However, the demands of homeowners have evolved to include more bedrooms per resident. The majority of houses in St. Paul have 2-3 bedrooms. As St. Paul looks to draw young families to the community, it will have to frequently evaluate the size of households for appropriateness to the desires of those families.

## 2 Profile

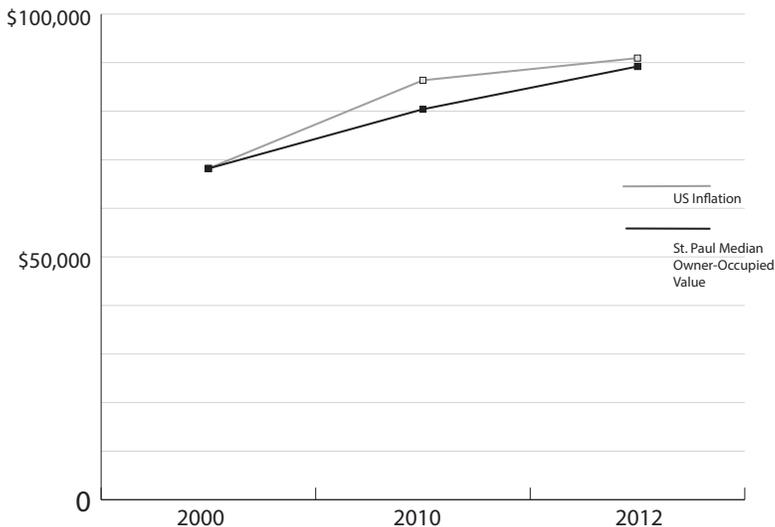
FIGURE 12. ST. PAUL HOUSEHOLDS BY BEDROOMS (2010)



224 housing units or 32.8% of owner-occupied households are held by individuals above the age of 65. As the housing needs of this population shifts and these households become available, significant efforts will be required to ensure that these households will then meet the needs of following generations to acquire.

The condition of housing in St. Paul rates favorably community wide. In both a self-certification conducted within the 2014 Community Needs Assessment and a windshield survey, the vast majority of residents rated “Good” or needs “Minor Repairs”.

FIGURE 13. ST. PAUL HOUSEHOLD VALUE



As seen in Figure 13, the median value of households in St. Paul has steadily increased since 2000. And while the rate of growth has not exceeded that of nationwide inflation over the same period, the rate of growth has experienced relative growth since 2010. While the national economy had struggled in the period of 2010 to 2012, the value of St. Paul’s households still increased. The community was sheltered from the housing crunch that crippled the national economy.

FIGURE 14. ST. PAUL OWNER OCCUPIED UNIT VALUE

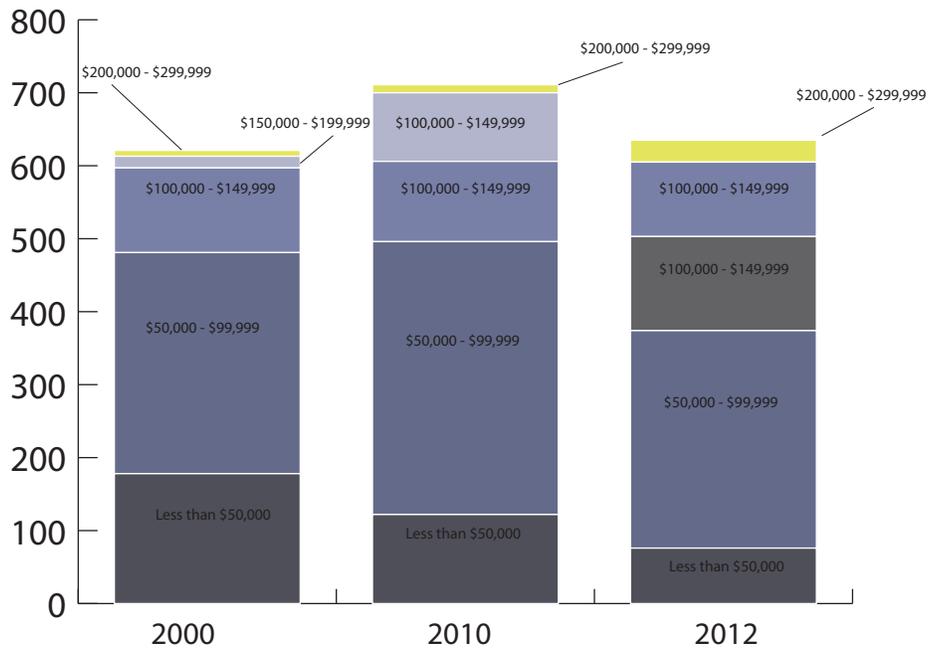
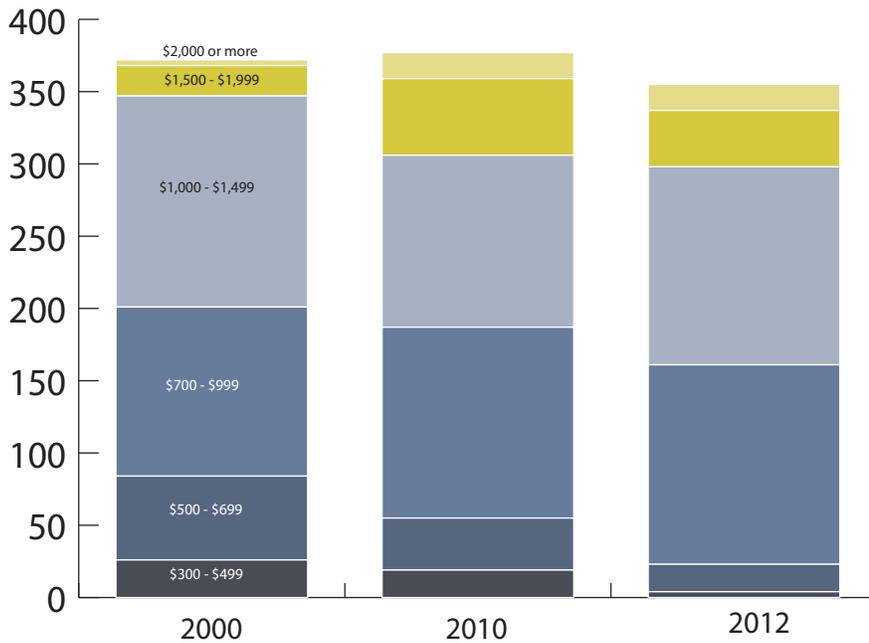


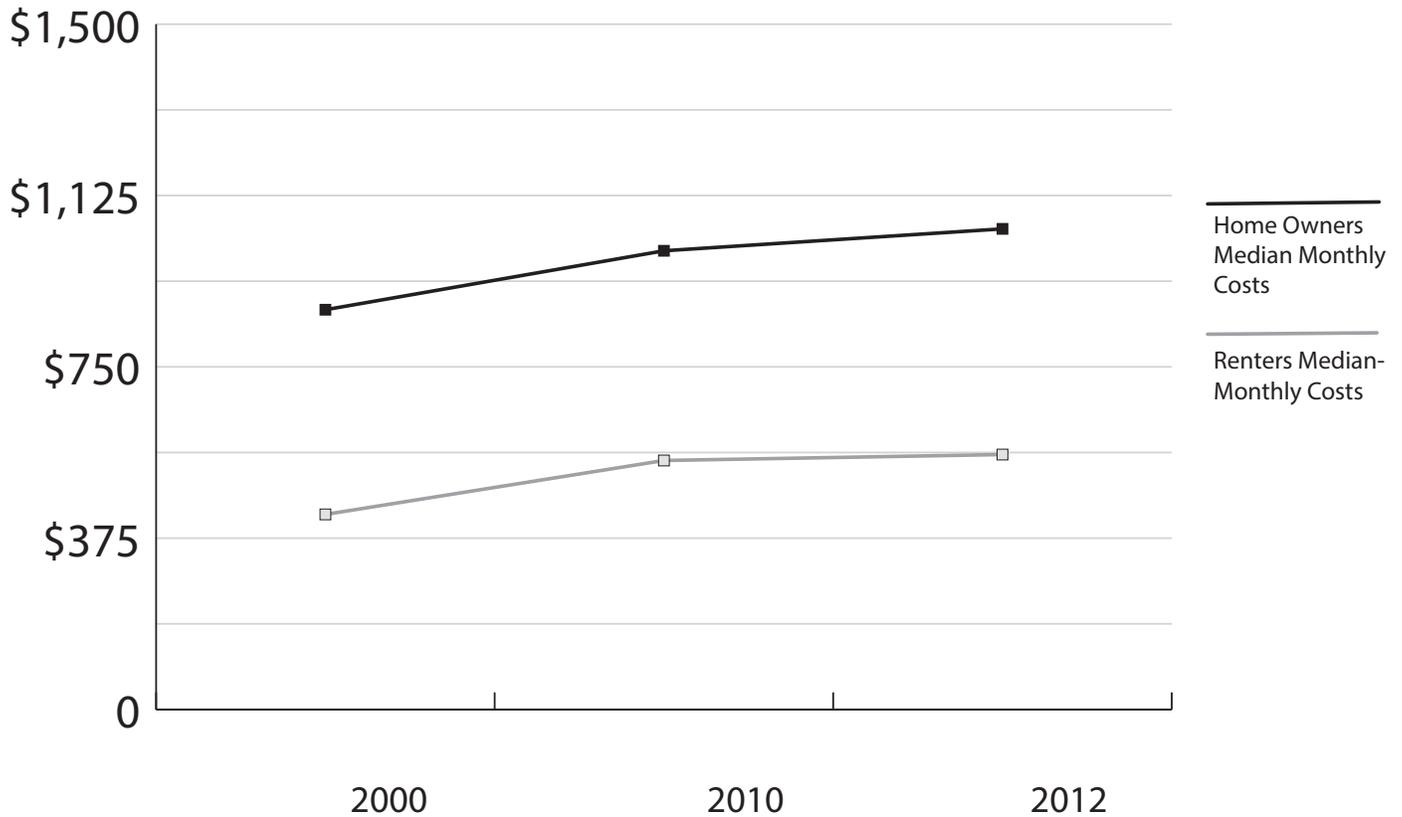
FIGURE 15. ST. PAUL MONTHLY OWNER COSTS



U.S. Census reports Select Monthly Owner Costs, or the sum of the payment for mortgages, real estate taxes, insurance, utilities, fuels, mobile home costs, and condominium fees. This item is used to measure housing affordability and excessive shelter costs. An excess is defined as costs that exceed 30 percent of household income. The estimated median monthly cost of homeownership has increased 16.8% in the period of 2000 to 2012. This number is lower than the corresponding increase in the value of owner occupied units according to Census information. The estimated increase in owner occupied units is 23.5% over the same period.

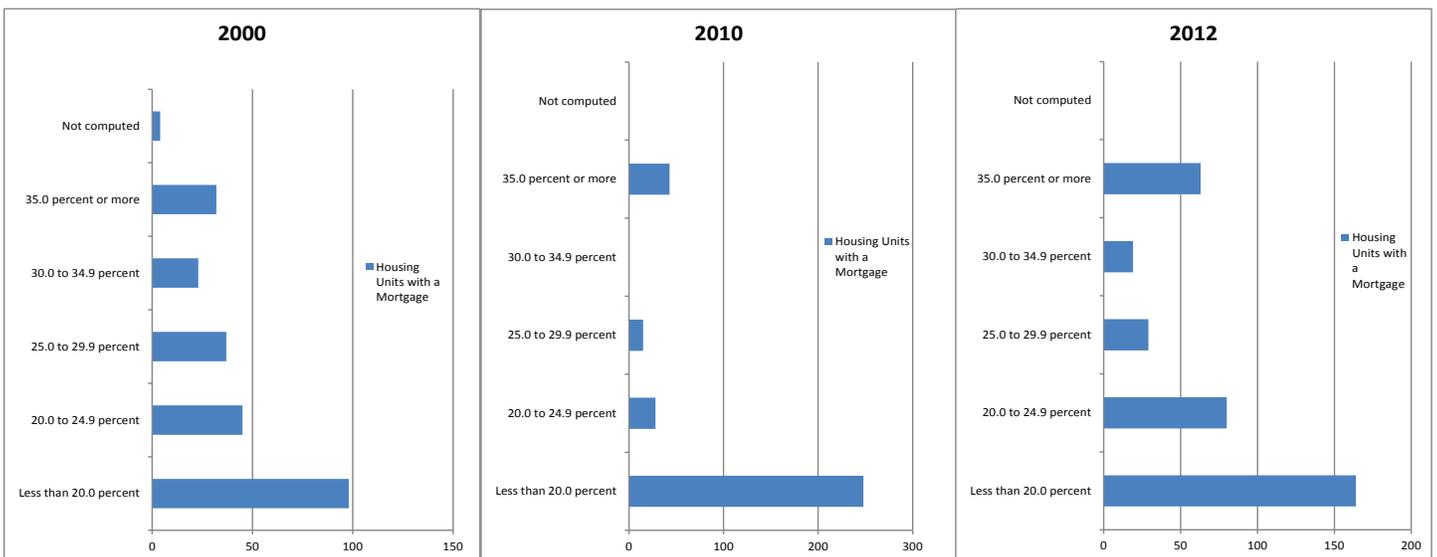
## 2 Profile

FIGURE 16. ST. PAUL MEDIAN HOUSING COSTS



The relationship of overall housing costs of home owners and renters have stayed constant since 2000. These increases coincide with both the median value and rents of households over the same period of time. The selected housing costs utilized by US Census for reporting processes include mortgage/rent, taxes, and utilities.

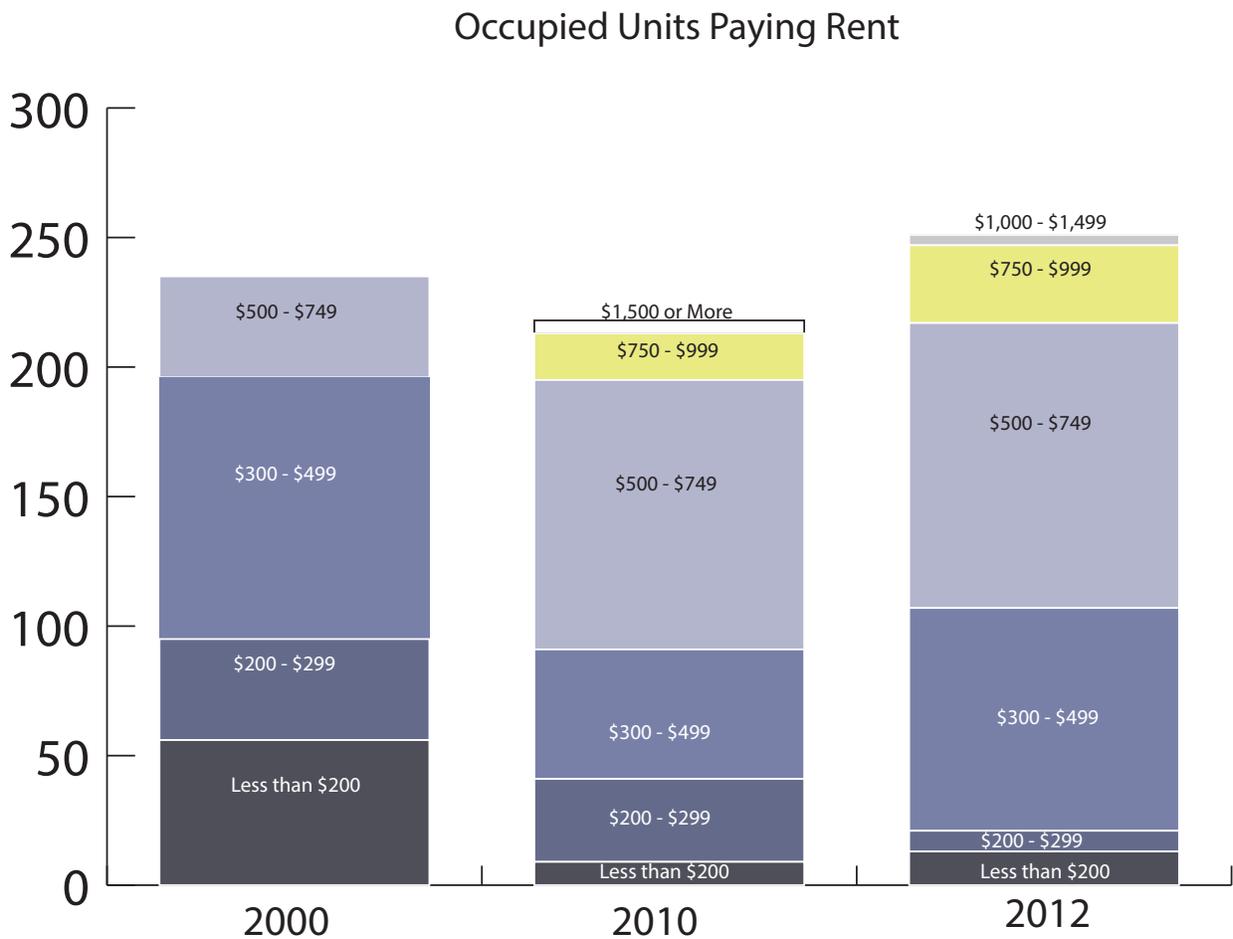
FIGURE 17. ST. PAUL HOMEOWNERSHIP COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME



The relationship between the costs of homes with a mortgage and household income conveys the relative cost of owning a home to the level of income earned within an average household. Between 2000 and 2010, St. Paul residents saw a significant increase in the number of homeowners whose home expenses were less than 20 percent of household income. This number increased from 98 to 248, or 150 housing units, during that period. The total number of housing units with a mortgage also increased from 239 to 334, or 95 units from 2000 to 2010. The difference in these changes indicates that not only did the number of mortgages increase, but also that a greater number of households had less housing expenses relative to their income which equates to greater discretionary income.

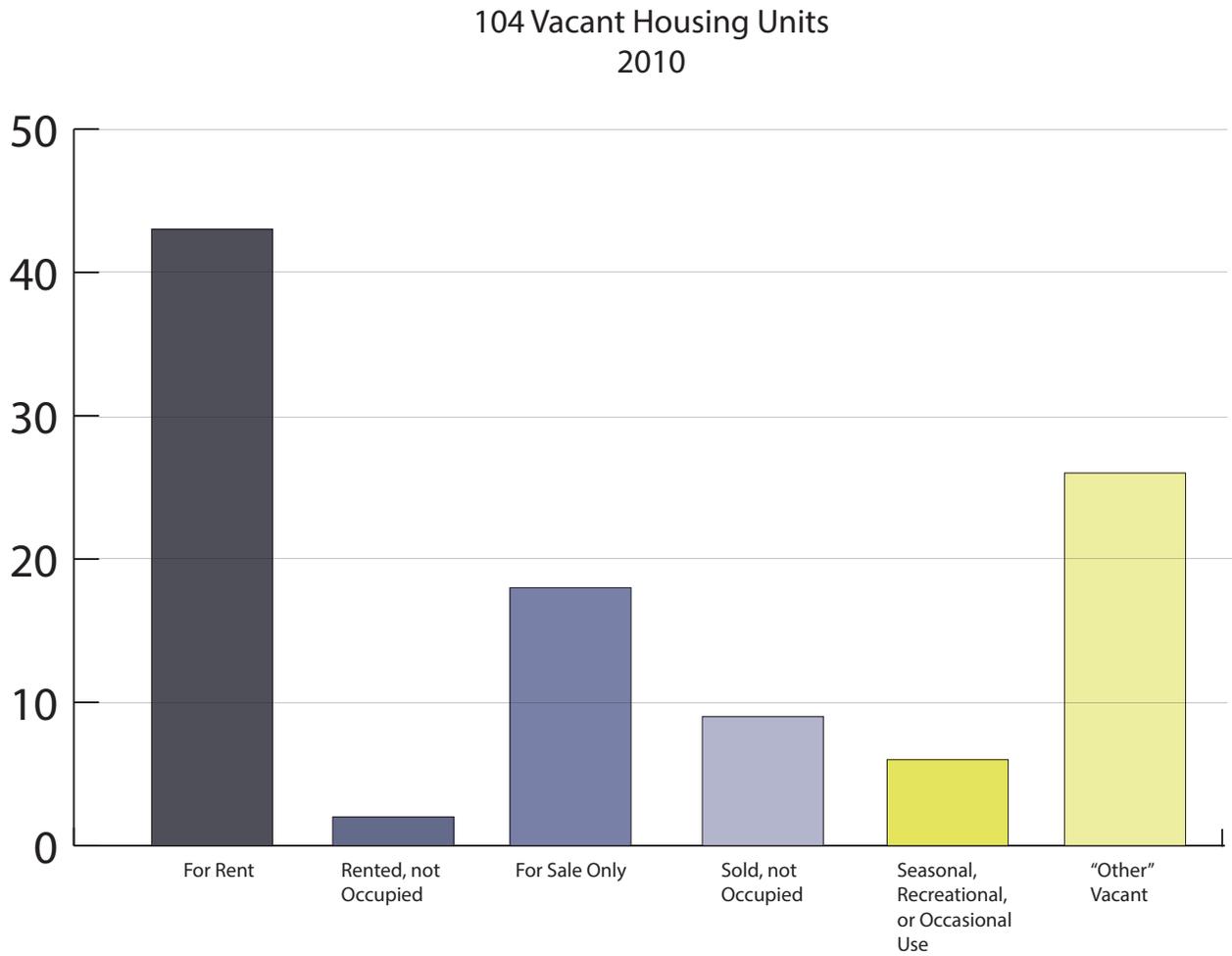
The estimates ranging from 2000 to 2012 indicate a greater proportion of residents paying higher amounts in homeownership expenses. This trend will require monitoring, as the US Census defines that a household paying more than 30% of income is cost burdened. Census estimates for St. Paul indicate that 82 households with a mortgage (23%) were cost burdened in 2012.

FIGURE 18. ST. PAUL RENTER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME



## 2 Profile

FIGURE 19. ST. PAUL VACANCY STATUS (2010)



# ST. PAUL HOUSING STOCK

## HOUSING CONDITION ANALYSIS

A windshield assessment of housing conditions was conducted in the summer of 2014. Housing units were analyzed on structural integrity utilizing the Federal Housing and Urban Development guidelines.

- **Excellent – No improvements required**  
*No surface wear is apparent and structural repairs are not needed*
- **Minor Improvements – Improvements required that a typical homeowner could repair**  
*A sound structure but in need of surface maintenance and possibly showing small signs of structural wear*
- **Major Improvements – Improvements required that would likely be contracted**  
*Significant surface wear is noticeable, structural deficiencies are evident, but otherwise safe*
- **Deteriorated – Severe structural improvements required**  
*Substantial structural improvements are required*



# 2 Profile

FIGURE 20. ST. PAUL HOUSING CONDITION ANALYSIS



- No Problem
- Adequate Condition
- Deteriorating Condition
- Dilapidated Condition

## City of St. Paul, Nebraska

Housing Study

Created By: P. Luebbert  
 Date: 7/14  
 Software: ArcGIS 10

0 500 1,000 2,000 Feet



## 2 Profile

The survey results mirrored both the sentiment of the public participation as well as the age of the housing stock in the community. What is evident in the survey results is a very diverse housing stock in terms of condition. While some trends of housing quality can be identified, there lies no distinct neighborhoods of consistent housing condition throughout the community. Many given block consists of varying housing conditions. There also does not appear to be any one neighborhood that is severely dilapidated or excellent. This may present some challenges for implementing housing improvements, as there is no one area that can be easily identified for prioritization. It also adds to the difficulty of housing choice. The value of a property in good condition could easily be reduced by a neighboring house in poor condition. Several residents cited this situation in the focus group meetings.



# FUTURE HOUSING PROJECTIONS

By utilizing of the existing age cohort, combined with regional birth, mortality, and death rates, age cohort analysis allows for the projection of future population. The assumptions lie in steady trends in these criteria in the future. Immediate projections for the community indicate quick growth. As the current population levels of children grow to the age where they traditionally leave the community for further education and employment opportunities, the population of St. Paul will decline between 2015 and 2020.

Population projections, shown in Figure 21, are important to plan for future needs of community infrastructure, employment, and housing. In this instance, the projections can be measured against current housing occupancy trends to determine future housing demand.

FIGURE 21. ST. PAUL COHORT SURVIVAL MODEL

Age Cohort	2010	*2015	Population Change	*2020	Population Change	*2025	Population Change	*2030	Population Change	*2035	Population Change
0-4	170	282	112	154	-127	151	-4	153	3	170	17
5-9	169	170	1	289	119	158	-131	154	-4	157	3
10-14	164	161	-3	165	3	279	114	153	-126	149	-4
15-19	140	127	-13	125	-2	129	3	218	89	119	-98
20-24	90	123	33	113	-10	111	-2	116	5	196	79
25-29	125	100	-25	136	36	125	-11	123	-2	127	4
30-34	145	133	-12	106	-27	144	39	133	-12	130	-2
35-39	134	144	10	133	-11	105	-28	144	38	132	-12
40-44	120	133	13	143	10	132	-11	104	-28	142	38
45-49	149	105	-44	120	15	129	9	118	-11	94	-24
50-54	122	157	35	111	-46	125	15	135	9	125	-10
55-59	141	125	-16	159	34	112	-47	128	15	137	10
60-64	138	136	-2	119	-17	152	34	108	-45	121	14
65-69	94	141	47	137	-4	119	-18	154	35	110	-45
70-74	97	87	-10	128	41	124	-4	107	-17	140	33
75-79	93	80	-13	69	-12	102	33	99	-3	85	-14
80-84	83	88	5	74	-14	62	-12	93	31	90	-3
85+	116	73	-43	73	0	62	-11	51	-11	77	26
<b>Totals</b>	<b>2290</b>	<b>2365</b>	<b>75</b>	<b>2354</b>	<b>-12</b>	<b>2322</b>	<b>-32</b>	<b>2289</b>	<b>-32</b>	<b>2301</b>	<b>11</b>

FIGURE 22. ST. PAUL POPULATION PROJECTIONS

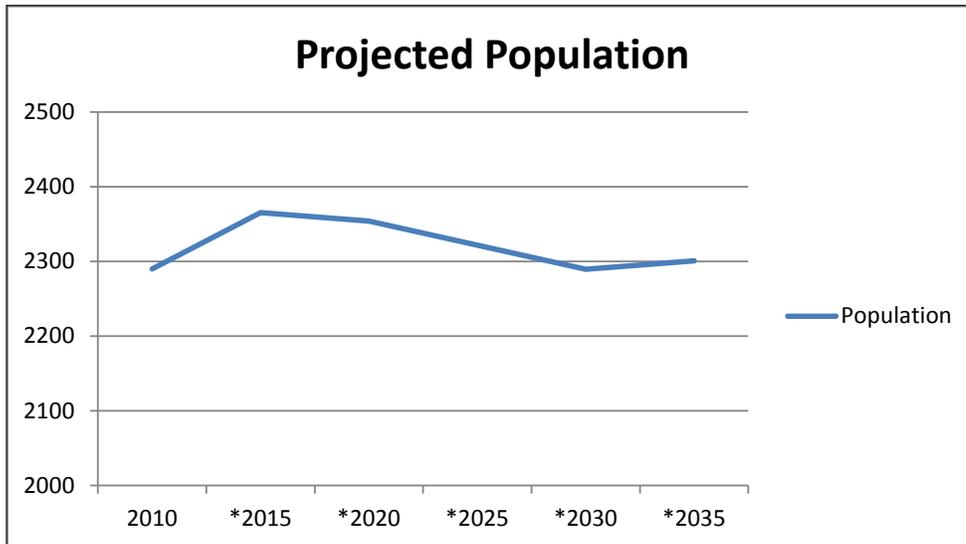


FIGURE 23. ST. PAUL HOUSING NEEDS PROJECTIONS

St. Paul Housing Needs Projections		Year	
		2020	2030
Projected Population		2354	2289
Housing Unit Population			
Renter - 27%		636	618
Owner- 71%		1671	1625
Households Required			
Renter		315	306
Owner		696	677
Households Available (2010)			
Renter		307	307
Owner		682	682
Surplus (Deficit)			
Renter		-8	1
Owner		-14	5

By comparing the projected community population by the ratio of population in owner (71% of St. Paul’s population) and renter (27%) housing units a forecast of the housing unit demand at certain points in time. That number can be contrasted by the current availability of owner and renter housing to determine either a surplus or deficit of housing types.

Figure 23 indicates that based on the increased population projected in 2020 that St. Paul will experience a deficit of 8 rental units and 14 units at that time. By 2030, when population is projected to decline, the community will have a surplus of 1 and 5 units, respectively.

## 2 Profile

# COMMUNITY FACILITIES

## PUBLIC FACILITIES

State and local governments provide a number of services for their citizens. The people, buildings, equipment and land utilized in the process of providing these services are referred to as public facilities.

Public facilities represent a 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 enjoyment of the residents of a jurisdiction, in this case, the city of St. Paul. Facilities and services provide city 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 important 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 city to meet existing and future demand while determining the level of services that will need to be provided. The analyses of existing facilities as well as the future demand for services are contained in the Facilities Plan. Alternatively, in some instances, there are a number of services not provided by the local or state governments but are provided by non-governmental, private or non-profit organizations for the community. These organizations are equally important providers of services to the community and therefore should not be overlooked.

## COMMUNITY FACILITIES

The Community Facilities component of Pitching the Future reviews present capacities of all public and private facilities and services. This section evaluates the current demands and accepted standards to determine whether capacity is adequate, as well as determine what level of service is required to meet future demands within the planning period. Finally, recommended improvements for community facilities and services that are not adequate for present or future needs are provided.

The Community Facilities for St. Paul are divided into the following categories:

- Parks and Recreational Facilities
- Educational Facilities
- Fire and Police Protection
- City Buildings
- Communication Facilities
- Public Utilities
- Health Facilities

## 2 Profile

### PARKS AND RECREATIONAL FACILITIES

Below is a short inventory of existing park and recreational facilities in St. Paul. This portion of the plan will evaluate the existing facilities and make recommendations for all future facilities.

#### ATTRACTIONS, PARKS AND RECREATIONAL OPPORTUNITIES

There are five parks and recreational facilities in the City of St. Paul:

- St. Paul City Park
- St. Paul Water Park
- Grover Cleveland Alexander Ball Field and baseball/softball fields; including St. Paul Public Schools' Playground
- Museum of Nebraska Major League Baseball
- Howard County Historical Village

These amenities equal approximately 20 acres of land dedicated to recreation in St. Paul. The planning standard dictates that two acres of park land be dedicated for every 100 in community population. St. Paul's 2010 population of 2,290 requires 45 acres of dedicated park land. The available park land in St. Paul must more than double to accommodate enough recreation space for its current population.

### PARKS DEFINITIONS

#### MINI PARK

As a guideline, mini-parks should strive to include the following:

- a site between 2,500 square feet to one acre
- a service area of a maximum of 1/4 mile radius
- a site with a less than 4% SLOPE
- a site that takes advantage of vegetation and other natural resources of the area
- a site that is located in residential areas

#### NEIGHBORHOOD PARKS

As a guideline, neighborhood parks should strive to include the following:

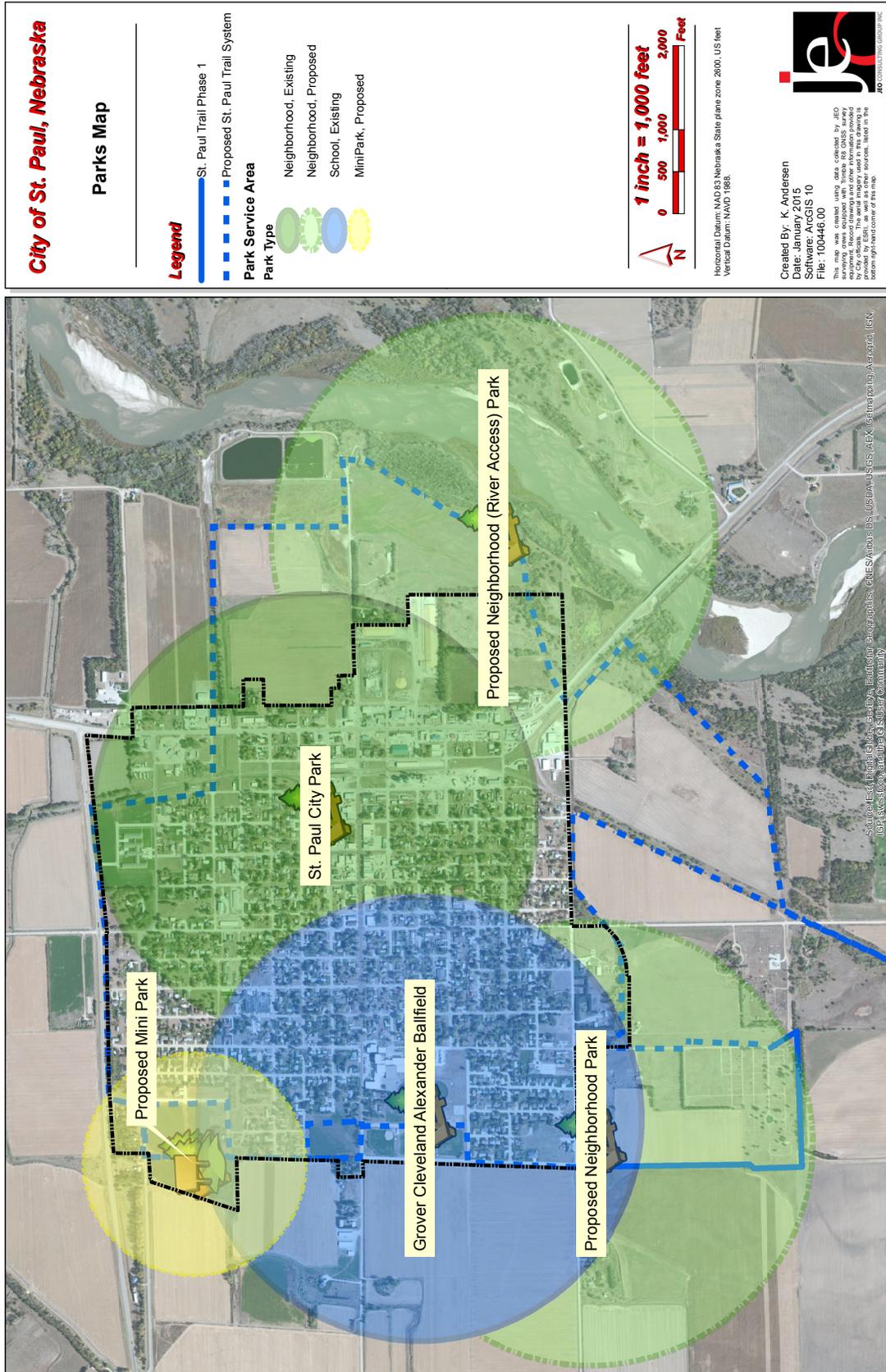
- a site of approximately five to ten acres
- a service area with a maximum 1/2 mile radius
- a site with no more than 50% of the area containing a slope greater than 4%
- a site that takes advantage of vegetation and other natural resources of the area
- a site located in primarily residential areas

Three additional parks are recommended for dedication in the community. A mini-park is being proposed to serve the residential area in the northwest portion of the community. Two neighborhood parks are proposed in the southwest and southeast portions of the community, respectively. Both are recommended uses of floodplain areas effecting the particular locations. A new park in the southeast portion of the community should include river access and other environmental amenities. All park proposals are located along proposed trail routes for access and connectivity throughout the community.

#### TRAILS

Community trails can be an important amenity for both recreation and as a transportation option. A planned trail system is identified in Figure 24. Preliminary plans propose 4.33 miles of trails to be potentially implemented in the first phase of trail development.

FIGURE 24. ST. PAUL PARKS MAP



## 2 Profile

### GOLF COURSES

St. Paul has 4 golf courses within 25 miles of the City.

Course	Location	Number of Holes	Public or Private
St. Paul Country Club	1118 Inman Rd.	9	Public
Dannebrog Golf Course	Dannebrog, NE	9	Public
Centura Hills Golf Course	Cairo, NE	18	Public
Jackrabbit Run Golf Course	Grand Island, NE	18	Public

Source: [www.Golflink.com](http://www.Golflink.com)

### EDUCATIONAL FACILITIES

#### EARLY CHILDHOOD PROGRAMS

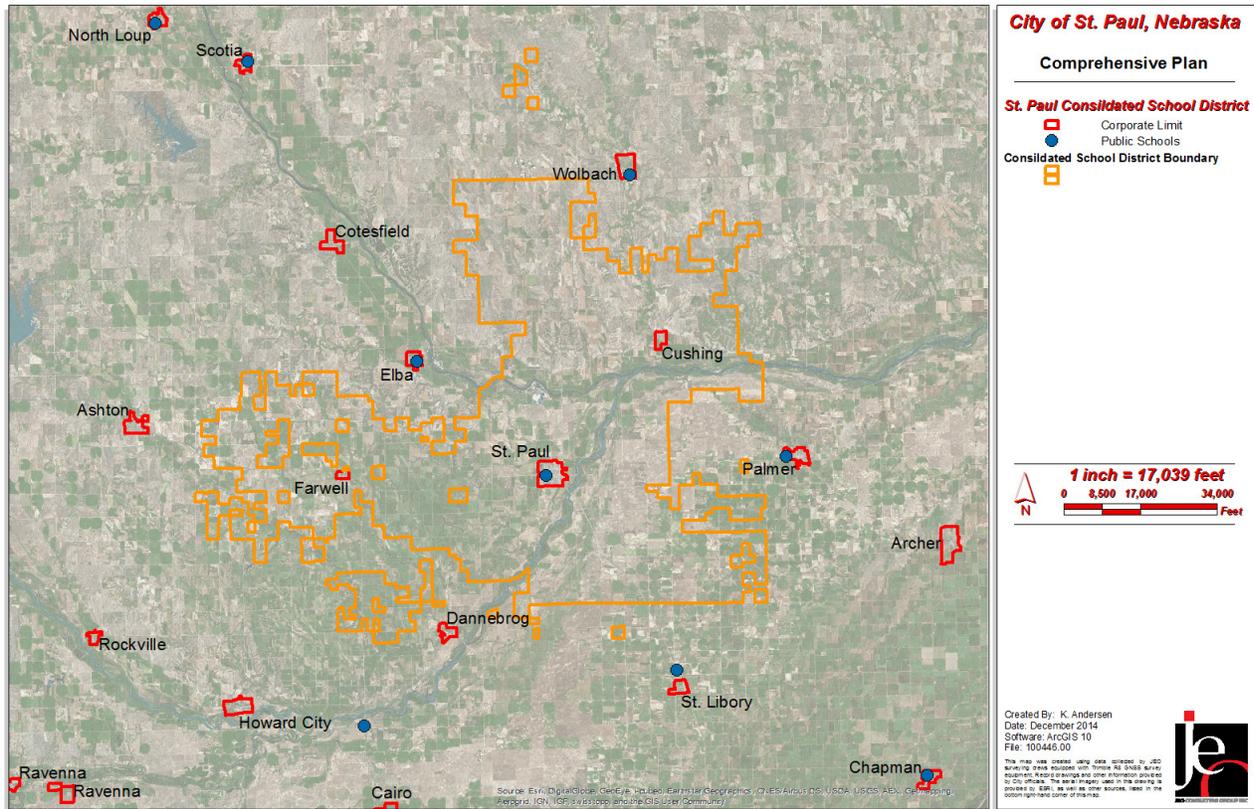
Early childhood programs are available through Central Nebraska Community Services, serving prenatal to Age 5 programming. Other programs available in St. Paul include; Early Head Start and the Sixpene Endowment, which serve families and children prenatal to age 3. Also available in St. Paul is the Head Start – Preschool Partnerships which serves children ages 3 and 4. Two private pre-schools are also available; Creative Hands and Little Lambs Preschool.

#### PUBLIC SCHOOLS

The St. Paul Public Schools are all located within the same building. According to the School Superintendent, less than 5% of all students come from outside of the school district. As the community seeks to grow in population, the capacity of the school district will be required to support the growth of enrollment each year.

School	Enrollment	Capacity
St. Paul High School	190	
St. Paul Middle School	90	
St. Paul Elementary School	391	
Total	671	831

FIGURE 25. ST. PAUL SCHOOL DISTRICT



## POST-SECONDARY EDUCATION

There are numerous educational opportunities in the Omaha, Lincoln, and regional areas for post-secondary education in just about any field of study. Below are a few of the larger enrollment institutions in close proximity of St. Paul offering a wide variety of disciplines for their students.

### Colleges and Universities in the St. Paul Area Over 2,000 Students

Facility	Location	Enrollment	Miles from St. Paul
University of Nebraska at Omaha	Omaha, NE	14,712	128
Creighton University	Omaha, NE	8,019	137
University of Nebraska Medical Center	Omaha, NE	3,486	135
Northeast Community Center	Norfolk, NE	2,268	80
Bellevue University	Bellevue, NE	10,407	146
Central Community College	Grand Island, NE	2,632	23
University of Nebraska at Lincoln	Lincoln, NE	20,702	96
University of Nebraska at Kearney	Kearney, NE	7,052	49
Southeast Community College	Lincoln, NE	6,591	101
Wayne State College	Wayne, NE	3,571	103

Source: www.city-data.com

## FIRE AND POLICE PROTECTION

### FIRE AND RESCUE

The St. Paul Volunteer Fire & Rescue Department responds to fire, vehicle crash, and medical calls within the St. Paul Rural Fire District. This department is located at 824 6th Street in St. Paul, Nebraska.

FIGURE 26. ST. PAUL RURAL FIRE DISTRICT BOUNDARY



### LAW ENFORCEMENT

The City of St. Paul Police Department provides law enforcement and emergency service in the community. The Department currently consists of four full-time officers. The Department Office is located at 514 Grand Street. The St. Paul Police Department has an agreement with the Howard County Sheriff Department for mutual assistance.

### CITY BUILDINGS

#### CITY HALL

City Hall is located at 704 6th Street. Offices located at City Hall include the Mayor’s Office, City Clerk/Treasurer, Utilities Superintendent/Zoning Administrator and the Utility Department.

City Hall also houses a large community room which the St. Paul City Council uses for meetings. The community room is used by various elected and appointed bodies for regular meetings and special events. City Hall is currently serving the needs of the community but as the city continues to grow so will its administrative needs.

#### CITY MAINTENANCE FACILITIES

The City of St. Paul Electric and Street Maintenance Departments are located at 954 13th Avenue, at the intersection of Highway 281 and 13th Avenue. This facility houses offices and equipment for the Electricity and Street Maintenance Departments. Additional utility equipment is housed at the water treatment facility along Custer Street. Parks maintenance equipment and staff is located adjacent to Grover Cleveland Alexander Ball Field along Taylor Street.

#### PUBLIC LIBRARY

The St. Paul Public Library is located at 1301 Howard Avenue, adjoining the public schools building.

The St. Paul Library, which is a combined school/city library was completed in August, 1998. The city and school share operational costs. A Library Board, half appointed by the city and half appointed by the school, governs the library, which operates under an inter-local agreement.

Besides classic literature and children’s books, St. Paul Public Library has a wide selection of audiobooks, movies on DVDs and best-sellers. Computers and a WIFI connection for public use are available. A community room is also located at the library, which may be reserved for daily use.

### COMMUNICATION SERVICES

Service Providers for the City of St. Paul

Service Providers	Natural Gas	Electric	Cable Television	Telephone	Internet	Water & Sewer
Kinder Morgan Gas Company	X					
Century Link				X	X	
Charter Communications			X		X	
City of St. Paul		X				X

## 2 Profile

### RADIO STATIONS AVAILABLE IN ST. PAUL

Strongest AM and FM Stations		
107.7 KSYZ-FM	100.3 KZEN-FM	89.1 KHNE-FM
96.5 KRGI-FM	97.3 KRGY	105.9 KQKY-FM
101.5 KROR-FM	98.9 KKPR-FM	95.7 KROA-FM
95.7 KROA FM	1060 KNLV-AM	1040 WHO-AM
880 KRVN-AM	1110 KFAB-AM	1020 KOIL-AM
1290 KKAR-AM	810 WHB-AM	

### BROADCAST TELEVISION STATIONS AVAILABLE IN ST. PAUL

Strongest Broadcast Stations				
KTVG: CHANNEL 17 (FOX)	KHAS: CH. 5 (NBC)	KHGI: CH. 13 (ABC)	KHNE: CH. 29 (NET)	KOLN: CH. 10/11 (CBS)

### NEWSPAPERS

Listed below are the various newspapers serving the residents of St. Paul.

- Omaha World Herald (daily)
- Lincoln Journal Star (daily)
- The Grand Island Independent (daily)
- The Phonograph Herald (weekly)

### PUBLIC UTILITIES

The City of St. Paul currently provides the following public utility service to its residents:

- Water distribution
- Sanitary sewer collection and treatment
- Solid Waste collection
- Electrical service

### WATER SYSTEM

The City of St. Paul currently owns and operates their public water system. The water system consists of groundwater wells, elevated storage tank and an integral distribution system serving the entire City of St. Paul and several private areas outside the corporate limits. St. Paul also maintains an Iron and Manganese Removal System in the water distribution infrastructure. Over the years the water system has been updated, including water main extensions and new well.

The components of this water system are discussed in more detail in subsequent sections. Currently, the water supply system for the City St. Paul is capable of adequately supplying water to its consumers.

### SEWER COLLECTION AND TREATMENT

The City of St. Paul owns and operates a sanitary collection system and wastewater treatment facility. The wastewater treatment system consists of an lagoon system. This includes a flow measurement, lift station, and ultraviolet disinfection. The wastewater treatment facility is located east of the City of St. Paul. The rated capacity of the wastewater treatment facility is approximately 2 million gallons per day. The current

wastewater lagoons are servicing the city adequately, but there are concerns over potential future regulations and growth that could require the city to make improvements to the wastewater system, including their current lagoons.

### SOLID WASTE COLLECTION

The solid waste collection is collected by Mid-Nebraska Disposal, Inc. This service is contracted annually. Waste is transported to the Loup Central Landfill, northwest of St. Paul, near Elba.

## HEALTH FACILITIES

### SERVICES

- St. Paul Dental Office – 718 6th Street
- Brehm’s Health Mart (Pharmacy) – 608 Howard Avenue
- Family Eye Care Center - 624 Howard Avenue
- Family Chiropractic Center - 207 Howard

### HOSPITAL

The Howard County Medical Center is located at 1113 Sherman Street in St. Paul. The Medical Center consists of both Howard County Community Hospital and Howard County Medical Clinic. The hospital is a 25-bed critical access hospital since first opening in 1955. There are eight medical providers on staff in both the clinic and emergency room setting. Patients are also offered a variety of outpatient services from numerous specialty physicians from across Nebraska.

### ASSISTED LIVING CENTERS

#### BROOKFIELD PARK SKILLED NURSING AND REHABILITATION

Brookfield Park offers living and skilled nursing specialties for short-term rehabilitation and long-term care.

#### Features:

- Private Rooms
- Semi-Private Rooms
- Chapel
- Dining Room
- Activity Center
- Hair Salon
- Beautifully Furnished Common Areas
- Transportation

#### Staffing:

- Registered Nurses
- LPN’s
- State Registered Nursing Assistants
- Social Services

Professional nursing staff is on duty 24 hours per day. All staff receives ongoing education and training.

### MATELYN RETIREMENT COMMUNITY

Matelyn Retirement Community was opened in 2001 for adults 55 and older. The facility contains 50 apartments for both independent and assisted living. Residents participate in activities and meals together as a community.

# EXISTING LAND USE

### EXISTING LAND USE

This section of the Plan explains the current development patterns and land use types found in the St. Paul planning area. In order for a community to plan for future land uses and land use changes, knowledge of existing land uses must be established. The purpose of this section of the Plan is to establish an inventory and evaluation of the existing land uses found within the planning area. Existing land uses are defined by how a specific parcel of land is being utilized, and does not take into account future land use or land ownership.

Land use categories that will be used later to plan for future development areas are general statements about how the underlying property is being used, and include broad labels such as residential, commercial, and industrial, as well as an identification of vacant or open spaces being used for cropland, recreational areas, and any under- or non-developed land. However, the land uses used here to identify the existing conditions will have more detailed statements in order to fully explain the variety of uses currently found.

Land uses and properties do not have to be arranged in a 1:1 ratio with one land use per parcel. Uses are often mingled within a development, and can be stacked on each other, such as in a downtown building that is used for residential uses on upper floors and commercial uses on the ground floor. The number and type of land uses found in a vibrant community is constantly changing to meet the needs and desires of residents, which can produce a number of impacts that either benefit or detract from the overall sense of community and quality of life. Because of this, the success and sustainability of a community is directly influenced by the manner in which available resources are utilized given the constraints the city faces during the course of the planning period.

Typically, older midwest communities are characterized by a fixed pattern of land use influenced by the consistency of their rural settings relaxed pace. However, St. Paul is experiencing increasing levels of growth and development pressures from Grand Island and surrounding communities, and has seen its surroundings transform from the more common rural setting found throughout Nebraska to an urbanizing extension of the metropolitan area. The community's location along Highways 281 and 92 provide St. Paul with many more opportunities than would be found in a typical town of the same size. The opportunities that result from such external forces create impacts upon the community and its residents, which can drastically affect the land use in and around the St. Paul area and will significantly impact how and where St. Paul grows in the future.

St. Paul currently exercises its statutory authority to enforce planning jurisdiction within one mile of the corporate boundary. An evaluation of land uses within this extraterritorial jurisdiction (ETJ) is important for future development and planning activities. The land uses found outside of the corporate limits are mostly agriculture, agricultural residential, and single-family residential, especially to the south and west of the community. St. Paul also includes a substantial amount of floodplain within its ETJ.

In addition, land uses found within the ETJ should complement uses found within St. Paul. This pattern is influenced by the urban and rural relationship of the area, as well as the land use policies St. Paul has held over time. The presence of similar land use types in the ETJ will encourage greater development activity, which in turn can influence St. Paul's ability to annex and grow at an increased rate in comparison to communities located in more rural settings.

FIGURE 27. ST. PAUL EXISTING LAND USE



**Existing Land Use**

- Single Family Residential
- Multi-Family Residential
- Commercial
- Public / Quasi-Public
- Parks and Recreation
- Industrial
- Vacant
- Railroad
- Agriculture

**City of St. Paul, Nebraska**

Existing Land Use

Created By: P. Luebbert  
 Date: 7/14  
 Software: ArcGIS 10



## 2 Profile

### EXISTING LAND-USE CATEGORIES

Figure 27 details the distribution of land uses found in St. Paul. The community consists of nine unique land uses that are described below:

#### 1 – SINGLE FAMILY RESIDENTIAL (SFR)

Single Family Residential consists of a parcel of land with a residential structure occupied by one family. SFR represents the typical lot size, single-family house surrounded by yards on all sides. This land use represents the greatest dedication of land in St. Paul.

#### 2 – MULTI-FAMILY RESIDENTIAL (MFR)

Multi-Family Residential represents multiple, separate, housing units for residential inhabitants are contained within one building or several buildings within one complex. The multi-family residential category includes many configurations ranging from side-by-side townhomes to apartment or condominium buildings. The Multi-Family Residential land use is intermixed throughout the St. Paul community.

#### 3 – COMMERCIAL

A Commercial parcel has a commercial use which may sell a good, but mostly provides a service, such as automotive repair or fast food restaurants. The Commercial land use is relatively isolated in the eastern portion of St. Paul and includes the central business district and highway corridors.

#### 4 – PUBLIC AND QUASI-PUBLIC

A Public / Quasi-Public parcel of land is owned or maintained by a federal, state, or a local governmental entity and open for enjoyment by public, or a parcel of land containing a use that is generally under the control of a private, religious, or non-profit entity, that provides social benefit to the community as a whole. The public and quasi-public category is mostly represented near the central business district of the community. Community facilities such as the public school and hospital are located in primarily residential areas to best-serve St. Paul's population.

#### 5 – PARKS AND RECREATION

A PR parcel of land contains public or private land available for recreational, educational, cultural or aesthetic use. St. Paul's sole dedicated PR space is located near the central business district.

#### 6 – INDUSTRIAL

A General Industrial parcel contains a commercial use involved in manufacturing or packing, storage, or assembly of products, which does not have a major external effect on surrounding properties or uses. St. Paul's Industrial land use primarily exists along the rail and highway corridors on the eastern portion of the community.

#### 7 – VACANT

Undeveloped property has different land uses associated to the parcel. It may be unbuildable, due to floodplain, and left as open space or a vacant residential lot without a house. This identification was shown on the Existing Land Use Map to provide current opportunities within the corporate limits.

#### 8 - AGRICULTURE

A parcel of land that is not intended for development and is currently used for low intensity agriculture uses, such as pasturing, or contains open spaces such as woodlands or floodplain. St. Paul is bounded by the Agriculture land use.

#### 9 - RAILROAD

A parcel identified as Railroad in land use is entirely located within the railroad right-of-way and likely not developable by other means.

EXISTING TRANSPORTATION

Transportation facilities available to the general public include:

**TRUCK LINES**

The City of St. Paul is served by two state highways. The north and south truck traffic is served by U.S. Highway 281 while the east and west traffic is provided by State Highway 92.

**PUBLIC TRANSIT**

The St. Paul Senior Center currently serves as the office of Howard County Public Transportation. This service is provided by Midland Area Agency on Aging and according the Nebraska Department of Roads directory, this rural public transportation system “operates on a demand-responsive basis and no person will be denied the benefits of this system or be subject to discrimination.” And “all rides are portal to portal on a 24 hour advance dial-a-ride basis.” The service is available from Monday through Friday 8:30AM to 4:30PM. The rates vary with surrounding towns at \$4.25, a round-trip to Grand Island is \$7 and a round trip to Kearney is \$20. Please note, that the directory was updated April 2015.

**RAILROADS**

The Nebraska Central Railroad Company, a network of former Union Pacific and Burlington Northern Santa Fe branches, has a rail line that follows U.S. Highway 281. There is no passenger railroad access with St. Paul. The nearest commercial rail service is the Amtrak station in Hastings. The California Zephyr provides direct daily service to such cities as Chicago, Omaha, Denver, Salt Lake City, Oakland, and San Francisco.

**AIRPORTS**

There is no airport services in St. Paul. There are numerous airports and airfields near St. Paul. Evelyn Sharp Field in Ord, Central Nebraska Regional Airport in Grand Island, and Kearney Regional Airport in Kearney provide opportunities for air travel.

**LOCAL TRANSPORTATION NETWORK:**

The vast majority of travel is on the automobile transportation network. St. Paul’s business areas and regional traffic are connected to other communities to the north and south by accessing U.S. Highway 281. The main east to west regional connections are accessed by Highway 92 and Adams streets moves traffic on the southern edge of the corporate limits. 9th Street has a designation as a collector to move traffic north and south. All other automobile traffic within St. Paul use local roads to access resident’s homes, businesses, and schools.

### ENVIRONMENTAL CONDITIONS

In order to formulate a truly valid and “comprehensive” plan for the future of St. Paul, it is necessary to evaluate the natural conditions that currently exist and discuss how these conditions can either promote or hinder 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 city.

#### WELLHEAD PROTECTION AREAS

Since 2004, every community within the State of Nebraska has a delineated wellhead protection area. St. Paul has wellhead protection areas within their corporate limits as well as within their designated growth areas. While these areas do not severely impact the types of land use that can be allowed in them, care should be taken to ensure the protection of the wells from possible contamination due to development. These areas are depicted on the Environmental Constraints Map (Figure 28).

#### FLOODPLAIN

St. Paul is seemingly land-locked by floodplain enveloping the community (Figure 28). Recent FEMA updates alleviated some floodplain encroachment to the east of the city. However, floodplain around the residential growth areas of the community will significantly handicap any outward growth in these areas.





# ST. PAUL ENERGY ELEMENT

## INTRODUCTION

Energy plays a crucial role in nearly every aspect of our lives. It is used to grow our food, to move us from place to place, to light our homes, and to make the products we buy. The vast majority of our energy is currently supplied by fossil fuels, which will inevitably run out. Federal regulations are tightening emission rules for power plants, thus increasing the cost of using fossil fuels. By planning for energy, St. Paul can save money, have a more resilient economy, help the environment, and be better prepared for the future.

## ACKNOWLEDGMENTS

This energy element was created using data and graphics from the following:

- The Nebraska Energy Office
- National Renewable Energy Laboratories (NREL)
- U.S. Department of Energy (DOE)
- Nebraska Public Power District (NPPD)
- Social Explorer
- AWS Truepower
- City of St. Paul
- U.S. Energy Information Administration (EIA)
- American Wind Energy Association
- U.S. Environmental Protection Agency
- Eastern Interconnection States' Planning Council (EISPC)
- American Community Survey

## NEBRASKA ENERGY POLICY OVERVIEW

### Nebraska Legislation LB997

In 2010, Nebraska Legislators passed LB 997 requiring comprehensive plans to include an energy element. The following energy element is included within St. Paul's Comprehensive Plan in order to fulfill the requirement of LB 997. Energy elements are required to have three components:

1. Energy infrastructure and energy use by sector
2. Utilization of renewable energy sources
3. Energy conservation measures that benefit the community

The following energy element is included within St. Paul's Comprehensive Plan in order to fulfill the requirement of LB 997.

### Nebraska Energy Plan

The 2011 Nebraska Energy Plan outlines 14 strategies for the state to consider in meeting the following objectives:

1. Ensure access to affordable and reliable energy for Nebraskans to use responsibly
2. Advance implementation and innovation of renewable energy in the state
3. Reduce petroleum consumption in Nebraska's transportation sector

## 2 Profile

These strategies include:

- Continue support of Nebraska’s unique public power system
- Increase opportunities for demand-side energy management and energy efficiencies
- Maximize the investment in Nebraska’s coal plants
- Expand Nebraska’s nuclear power generation capacity
- Increase opportunities for industrial and municipal waste-to-energy projects
- Optimize the use of Nebraska’s water resources for hydroelectric power generation
- Improve municipal water and wastewater management strategies and water quality
- Continue building Nebraska’s wind energy through public-private partnerships
- Increase opportunities for methane recovery from agricultural and community biomass resources
- Increase opportunities for woody biomass in Nebraska
- Support distributed generation of renewable technologies
- Increase ethanol production, blended and delivered across Nebraska and to markets outside the state
- Increase development and use of other alternative fuels
- Diversify and expand opportunities for renewable diesel in Nebraska

### **ENERGY CODES**

Under §§81-1608 to 81-1616, the State of Nebraska has adopted the International Energy Conservation Code as the Nebraska Energy Code. Any community or county may adopt and enforce the Nebraska Energy Code or an equivalent energy code. If a community or county does not adopt an energy code, the Nebraska Energy Office will enforce the Nebraska Energy Code in the jurisdiction. Under the Nebraska Energy Code there are no responsibilities to the community but rather it provides assurance to the property owner that energy codes are met in their construction and followed by their contractors. The purpose of the Code, under §81-1608, is to insure that newly built houses or buildings meet uniform energy efficiency standards. The statute finds that:

*there is a need to adopt the International Energy Conservation Code in order (1) to ensure that a minimum energy efficiency standard is maintained throughout the state, (2) to harmonize and clarify energy building code statutory references, (3) to ensure compliance with the National Energy Policy Act of 1992, (4) to increase energy savings for all Nebraska consumers, especially low-income Nebraskans, (5) to reduce the cost of state programs that provide assistance to low-income Nebraskans, (6) to reduce the amount of money expended to import energy, (7) to reduce the growth of energy consumption, (8) to lessen the need for new power plants, and (9) to provide training for local code officials and residential and commercial builders who implement the International Energy Conservation Code.*

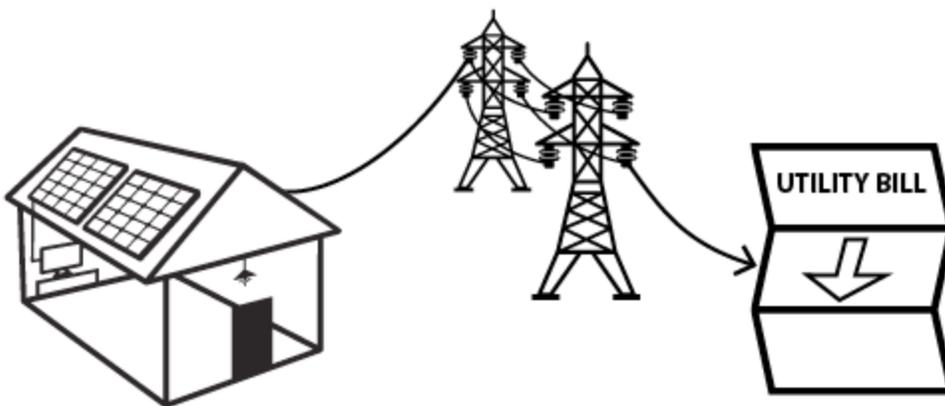
The Code applies to all new buildings, as well as renovations of or additions to any existing buildings. Only those renovations that will cost more than 50 percent of the replacement cost of the building must comply with the Code. There are exceptions to the Nebraska Energy Code including: buildings that are neither heated nor cooled, buildings registered as a historic place, or buildings with very low average energy use. Visit the Nebraska Energy Office website to see all the rules, regulations, and exceptions regarding the Energy Code.

**NEBRASKA LEGISLATION LB436 - NET METERING**

The Nebraska Legislature passed LB436 which allows for net metering (Figure 29). Net metering is the process in which a citizen has the opportunity to generate their own energy and when they generate excess energy, that energy is fed back into the grid. The utility company then purchases the energy from the customer through “credits”. This process is shown in Figure 29. Net metering was found to be in the public interest because it encourages customer-owned renewable energy resources. It can also stimulate economic growth, encourage diversification of the energy resources used, and maintain the low-cost, reliable electric service for the State of Nebraska.

Nebraska Public Power District (NPPD) has offered net metering since 2008. As of December 31, 2013, NPPD had 32 net metering qualified facilities with total generating capacity of 196.2 kilowatts. The total estimated amount of energy produced by these customer generators in 2013 was 251, 188 kilowatt-hours (kWh), and the net kWh received from them was 5,571 kWh.

FIGURE 29. NET METERING

**SOLAR AND WIND EASEMENTS AND LOCAL OPTION RIGHTS LAWS**

Nebraska’s easement provisions allow property owners to create binding solar and wind easements in order to protect and maintain proper access to sunlight and wind. Counties and municipalities are allowed to develop zoning regulations, ordinances, or development plans that protect access to solar and wind energy resources. Local governing bodies may also grant zoning variances to solar and wind energy systems that would be restricted under existing regulations, so long as the variance is not substantially detrimental to the public good.

For summaries of additional programs, incentives and policies in Nebraska visit the Database of State Incentives for Renewables & Efficiency (DSIRE) website: <http://www.dsireusa.org/incentives/index.cfm?re=0&ee=0&spv=0&st=0&srp=1&state=NE>

**ENERGY INFRASTRUCTURE****Local Utility Providers – St. Paul, NE**

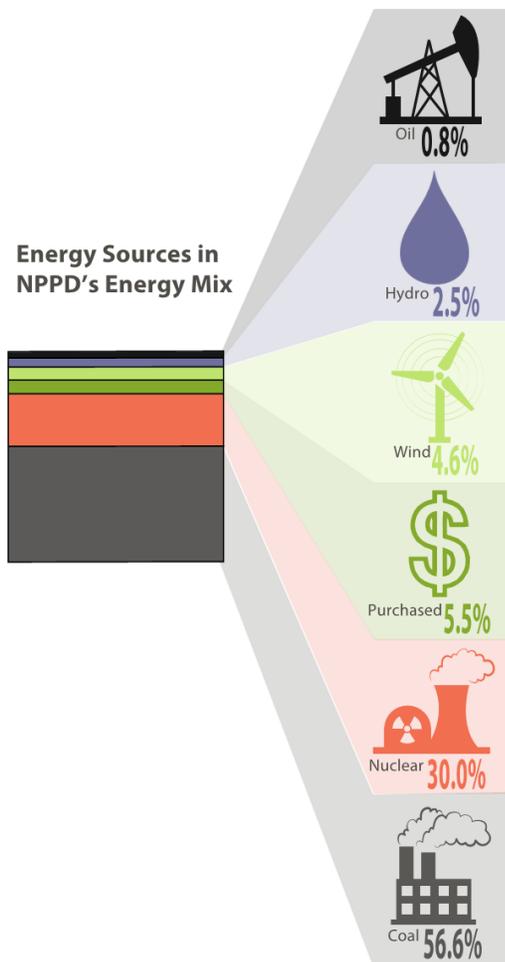
The city of St. Paul owns and operates the city’s electrical distribution system, which is 7200/12,470 volts. The city’s distribution is St. Paul purchases their power from Howard Greeley Rural Public Power District (RPPD). Howard Greeley RPPD’s electric system is a sub-transmission and distribution system consisting of 118 miles of 34.5kV sub-transmission line and 20 substations. Howard Greeley RPPD receives all of its power and energy at five delivery points from Nebraska Public Power District.

## 2 Profile

Natural gas delivery is supplied by Kinder Morgan Gas Company. Natural gas is competitively purchased from suppliers Public Alliance for Community Energy (ACE), Constellation, Asgard, and SourceGas. With approximately 70,000 miles of pipelines, Kinder Morgan is the largest natural gas transporter and storage operator in North America.

As seen in Figure 30, 56.6% of NPPD's electricity generation comes from coal. The emissions from coal and other fossil fuels have been linked with air pollution. Despite this, coal will likely be a large part of NPPD's electricity equation for many years to come because it is cheap, reliable, and abundant. At least 37.1% of NPPD's electricity generation comes from sources that produce little to no carbon dioxide emissions (nuclear, wind, hydro). As concerns for air quality increase, there will likely be a push to rely on these low carbon dioxide emitting technologies for energy.

FIGURE 30. NPPD ENERGY SOURCES



### ST. PAUL ENERGY USE

Examining energy use data allows the community to establish a baseline from which to create goals and objectives. Figure 31 shows St. Paul's electricity consumption from 2009 to 2013. Overall electricity use increased 6.5% over the study period.

The trend of St. Paul's increasing electricity use in the residential sector is similar to other Nebraskan communities; as population increases and as residents use more electronic devices. Commercial use decreased while industrial use increased significantly from 2009-2013. Commercial and industrial sectors should be encouraged to use energy efficiency in order to help their bottom line.

Electricity use in city operations decreased over 12% from 2009-2013. The city is using public funds efficiently by using energy efficiently. The city of St. Paul should strive to set an example for its citizens by continuing to reduce its energy consumption. St. Paul can reduce its energy consumption by following the goals and strategies described later in this energy element.

FIGURE 31. ST. PAUL ENERGY BY SECTOR

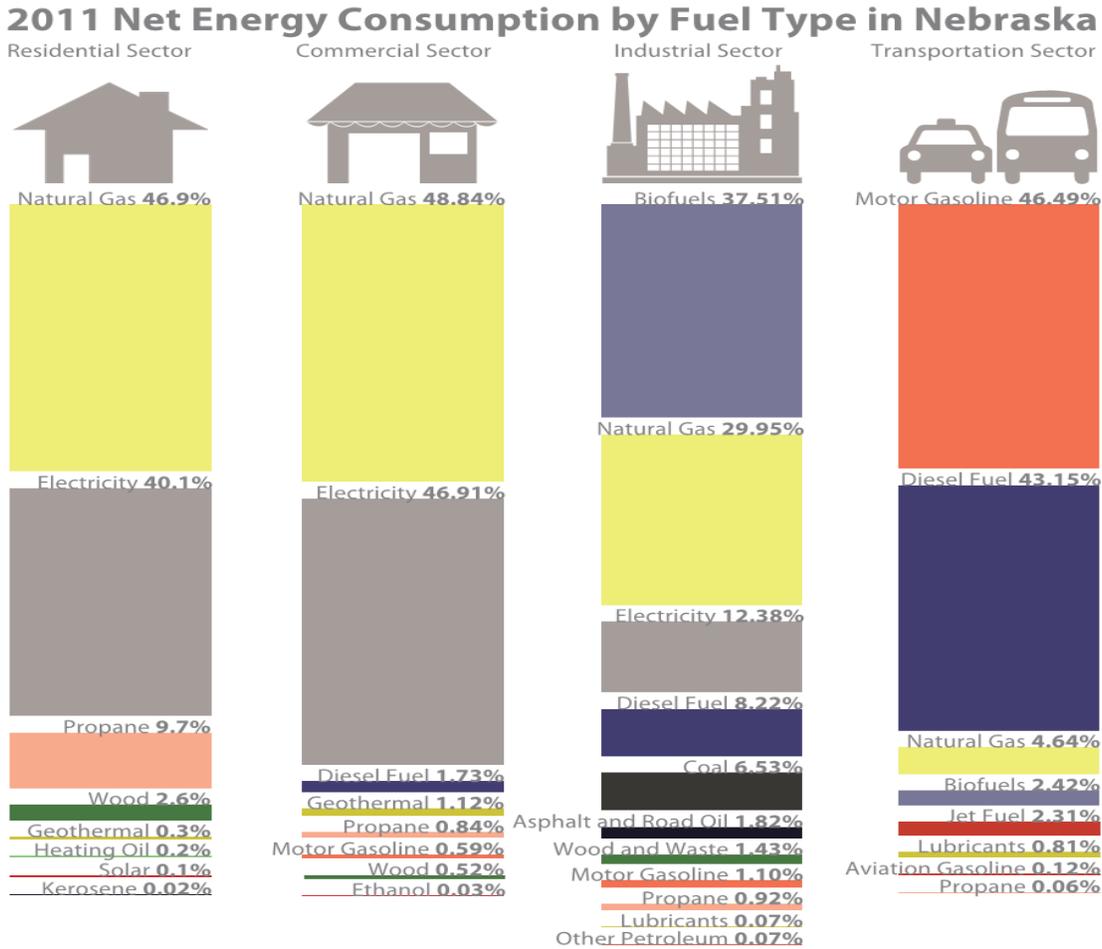
City of St. Paul, Nebraska - Energy in kWh by Year and Sector						% Change from 2009-2013
Sector	2009	2010	2011	2012	2013	
Residential	11,291,417	12,014,008	11,889,573	11,409,057	11,785,384	4.37%
Commercial	4,077,291	3,848,679	3,862,337	3,739,092	3,818,000	-6.36%
Industrial	7,080,760	9,056,680	8,221,990	7,749,097	8,511,997	20.21%
City	777,777	697,626	667,928	675,078	683,041	-12.18%
Final Accts. (moved)	119,325	63,899	72,086	82,028	65,118	-45.43%
<b>Totals</b>	<b>23,346,570</b>	<b>25,680,892</b>	<b>24,713,914</b>	<b>23,654,352</b>	<b>24,863,540</b>	<b>6.50%</b>

### NEBRASKA ENERGY STATISTICS

The following Nebraska energy consumption data is used as consumption data by fuel type was not available for St. Paul. Figure 32 shows the net energy consumption by fuel type in the residential, commercial, industrial, and transportation sectors. A majority of the energy spent in the residential and commercial sectors in the form of natural gas and electricity is for heating, cooling, and lighting buildings. The industrial sector relies on biofuels for 37.51% of its energy consumption.

## 2 Profile

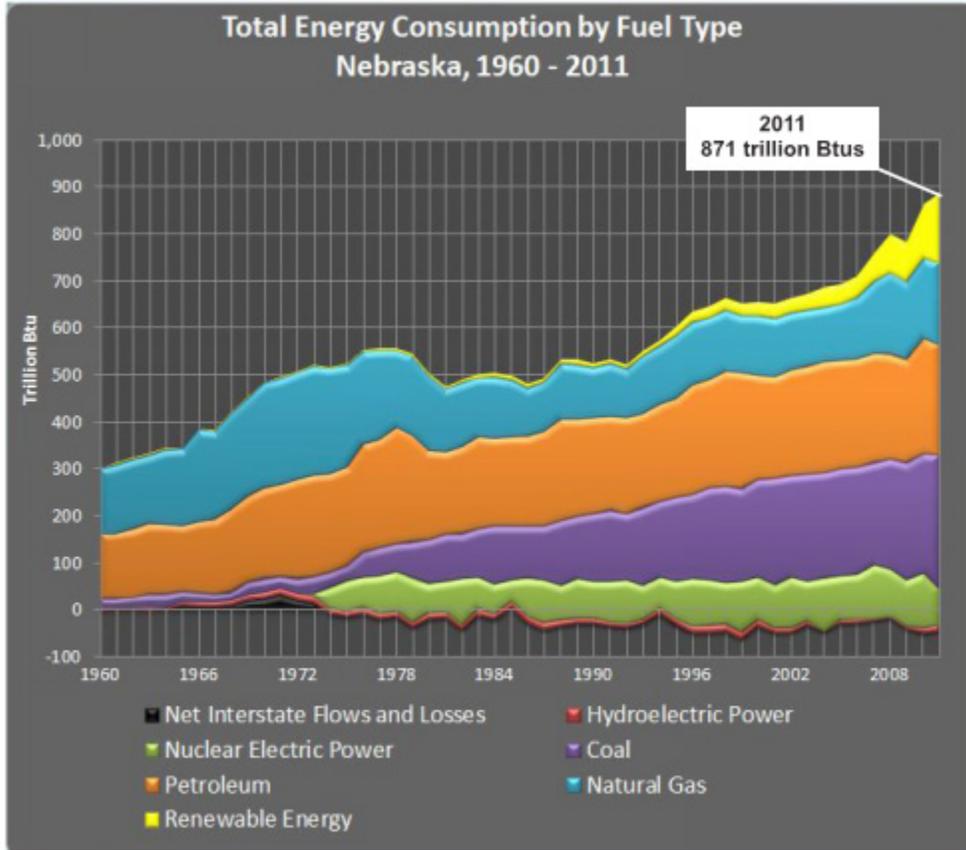
FIGURE 32. NEBRASKA ENERGY CONSUMPTION BY FUEL TYPE



Data for Figure 32 is from the Nebraska Energy Office.

As shown in Figure 33, Nebraskans rely on fossil fuels for an overwhelming majority of their energy needs. Energy consumption continues to increase from year to year with Nebraskan's consumed 871 trillion BTUs in 2011. Natural gas and renewable energy consumption are expected to increase in the future as concerns for emissions increase and as these sources become more economical.

FIGURE 33. NEBRASKA ENERGY CONSUMPTION BY FUEL TYPE

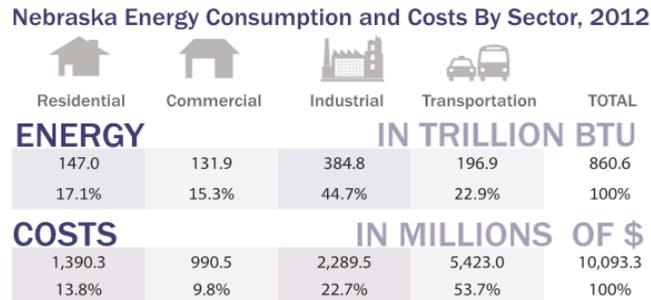


Sources: State Energy Data Report. Energy Information Administration, Washington, DC. Nebraska Energy Office, Lincoln, NE.

Figure 34 shows how much energy Nebraska consumed in 2012 and how much money Nebraska spent on energy in 2012. Total energy consumption decreased by 10 trillion BTUs from 2011 to 2012, or 1%. Even though transportation consumption was just under 23% of the total in 2012, Nebraska spent more money on transportation than residential, commercial and industrial energy uses combined. St. Paul should look into strategies that will lower the consumption and cost of transportation because of the large expenditures of the state and the long average commute time for the city.

## 2 Profile

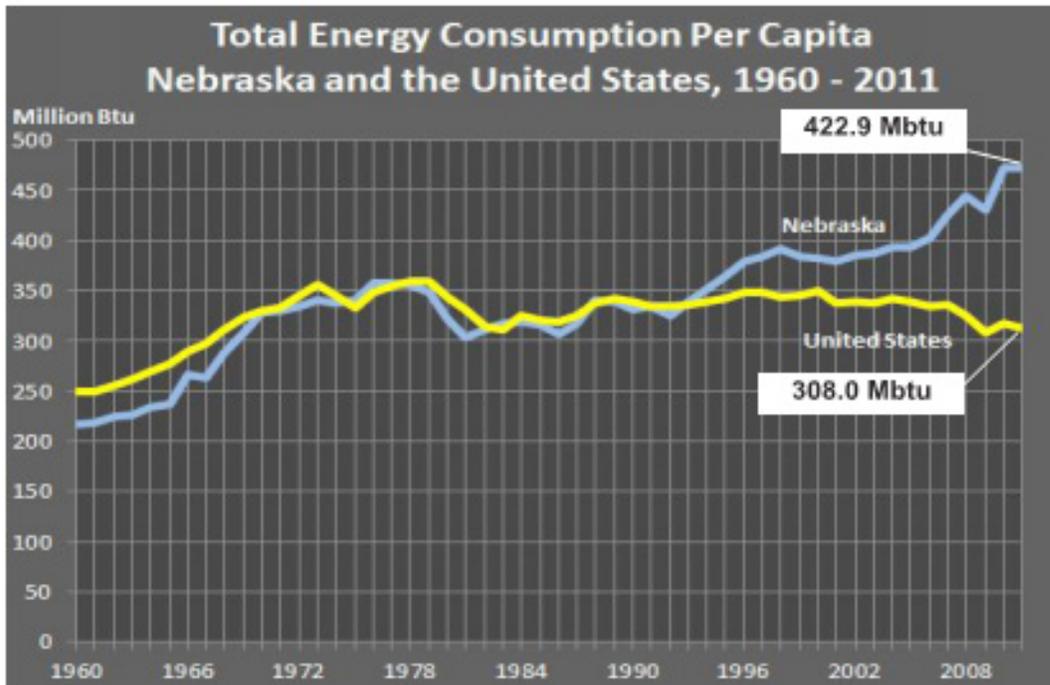
FIGURE 34. NEBRASKA ENERGY CONSUMPTION



### AGRICULTURE

Prior to 1994, Nebraska and the U.S. were relatively parallel in per capita energy consumption, as seen in Figure 35. Between 1994 and 2011, Nebraska's per capita energy consumption continued to outpace that of the nation. One of the causes of this discrepancy was ethanol production. Ethanol facilities use considerable amounts of electricity and natural gas. In 1994, only 78.9 million gallons of ethanol were produced. In 2007, 1.282 billion gallons of ethanol were being produced in Nebraska.

FIGURE 35. ENERGY CONSUMPTION PER CAPITA

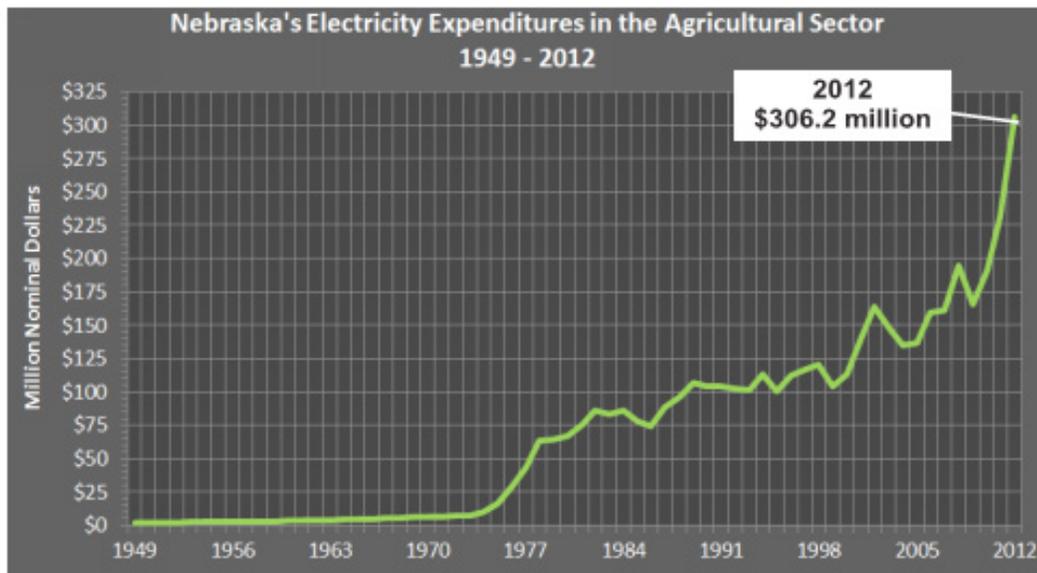


Sources: State Energy Data Report. Energy Information Administration, Washington, DC.  
Nebraska Energy Office, Lincoln, NE.

The increase of ethanol production, along with other circumstances, led agricultural producers to change what was planted. From 2000-2010, Nebraska agricultural producers have routinely surpassed the billion bushel mark for corn harvested, reaching more than 1.469 billion bushels of corn for grain production in 2010. Irrigated corn is a more energy intensive crop than soybeans, wheat or grain sorghum. Another cause of this increase is that many agricultural producers have switched from diesel to electricity to power irrigation systems. Figure 36 shows the rapid increase of electricity use in the agricultural sector.

St. Paul should encourage the use of renewable energy and conservation methods within agricultural production. For example, the solar assisted center pivot irrigation system at the Beller farm near Lindsay, Nebraska.

FIGURE 36. NEBRASKA AGRICULTURAL ELECTRICITY EXPENDITURES



Sources: United States Department of Agriculture. Nebraska Energy Office, Lincoln, NE.

### **OPPORTUNITIES FOR ENERGY CONSERVATION**

#### **Efficiency Improvements**

Energy efficiency is the easiest and most economical method to prepare for the energy future. There are many efficiency improvements that can be made in homes and businesses in order to conserve energy. According to the 2012 American Community Survey, over 47% of the houses in St. Paul were built before 1970. These homes are an opportunity for St. Paul to significantly reduce its energy use. In older homes or businesses, improvements in areas such as insulation, windows and lighting can cause them to be significantly more energy efficient and lower utility bills. Links to resources that describe the many possible efficiency improvements are provided in the education section below.

#### **Transportation**

According to the American Community Survey and Social Explorer, the average commute time for the St. Paul area is 21 minutes. St. Paul residents are spending money and energy commuting over 40 minutes each work day to and from work. The Corporate Average Fuel Economy standards will nearly double vehicle fuel economy by 2025 to 54.5 miles per gallon. Without any action this will lower fuel consumption per capita in St. Paul. Finding strategies to reduce fuel consumption will result in further energy conservation and more disposable

## 2 Profile

income for St. Paul residents. Possible strategies for reducing transportation energy use may include: encouraging carpooling, encouraging multi-modal transportation, and investing in trails and other pedestrian/bicycle infrastructure.

### **Landscaping**

A well-designed landscape not only improves the aesthetics of a home or business, it can reduce water use and lower energy bills. According to the Nebraska Energy Office, a well-designed landscape saves enough energy to pay for itself in less than eight years. For example, when planted in the right spot, trees can provide shade from the sun in the summer and block the cold wind in the winter.

### **Recycling and Composting**

Recycling and composting preserves energy by reducing the energy needed to extract raw materials. These practices also reduce the amount of solid waste that is dumped in a landfill. There is currently only one limited recycling center located in St. Paul. The city should work with private sanitation companies to increase curbside recycling in St. Paul.

### **Local Food**

Food takes energy to grow, harvest, process and transport. Conditions such as the distance from where the food is grown to our table affect how much energy is used to produce our food. Supporting locally grown food reduces the energy needed for food production.

### **OPPORTUNITIES FOR RENEWABLE ENERGY**

Nebraska is the only state in the U.S. that is 100% public power. Since they are not seeking profits, public power districts have been able to maintain some of the lowest electricity prices in the nation. The low cost of energy is one of the reasons that Nebraska has not fully taken advantage of its renewable energy potential. Unlike places such as California, where electricity prices are high, renewable energy systems have historically not been economical for Nebraska.

With new proposed federal regulations, power plants will have to lower their carbon emissions by 30% by 2030. This means that heavy carbon emitters such as coal power plants will require retrofits or improvements in order to meet that goal. Since a large amount of the electrical energy consumed in St. Paul comes from coal, this will most likely affect the price of electricity coming from these power plants. Therefore, it would be in St. Paul's best economic interest to decrease per capita energy consumption and increase the amount of renewable energy produced in St. Paul. Below is a summary of potential renewable energy options for St. Paul. Although the focus of this section is on wind, hydro, solar, geothermal and biomass, all sources of renewable energy should be considered by St. Paul in the future for their feasibility.

### **Wind**

According to the American Wind Energy Association, Nebraska has one of the best wind resources in the United States, 92% of Nebraska has the adequate wind speeds for a utility scale wind farm. Nebraska ranks 3<sup>rd</sup> in the U.S. in gigawatt hour (GWh) wind generation potential, but has been slow in utilizing this resource compared to other states. Nebraska currently ranks 20<sup>th</sup> in total MW installed with 735 MW. According to the National Renewable Energy Laboratory, Nebraska's wind potential at 80 meters hub height is 917,999 MW. Wind Power is capable of meeting more than 118 times the state's current electricity needs.

FIGURE 37. NATIONAL WIND CAPACITY ADDITIONS

2011	124.5 MW
2012	122 MW
2013	74.8 MW
<b>Total</b>	<b>321.3 MW</b>

source: American Wind Energy Association

As Figure 38 indicates, St. Paul and the rest of Howard County have excellent wind resources. St. Paul and the surrounding areas have an average wind power density of 400-500 watts per square meter. Electricity produced through wind power will be most cost effective on the utility/commercial scale. Small scale wind systems for homes and businesses may not be as cost effective, but they should not be discouraged.

FIGURE 38. NEBRASKA WIND POTENTIAL

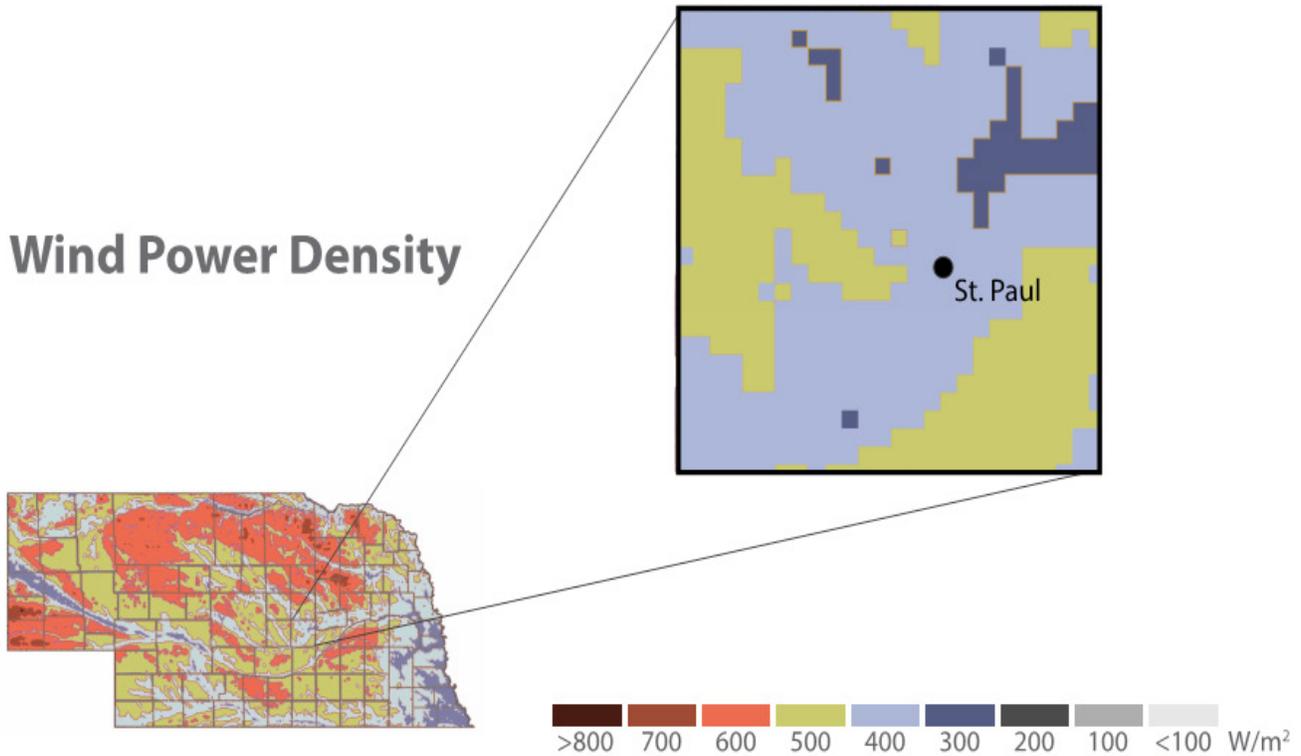


Figure 38 represents the gross estimated annual average wind power density for Nebraska and Howard County. This data indicates how much energy is available for conversion by a wind turbine at a particular location. This map was created by the EISPC with data from AWS Truepower

## 2 Profile

### Hydro Power

The electricity from hydropower consumed in Nebraska comes from the 11 dams in or on the border of the state and purchases from Western Area Power Administration. The amount of electricity produced from hydropower is relatively the same every year, unless affected by drought or an offline facility. According to the Nebraska Energy Office, studies conducted in 1981 and 1997 concluded that nearly all of the potential hydro resources had been developed, and that even under the most optimistic scenarios, less than 150 MW of additional power could be produced from existing or new hydro resources. Despite this, there are indications that micro-hydroelectric dams would be feasible in a number of settings across the state.

### Biomass

St. Paul may want to consider the feasibility of renewable energy generation from biomass due to the agriculture located in proximity of the city. Biomass (biodiesel, ethanol, landfill gas, methane, wood and wood waste) accounted for 81.7% of all renewable energy generated in Nebraska in 2011.

Direct-Fired System- Most biomass plants that generate electricity use direct-fired systems. Simply, these plants burn biomass feedstock directly to produce steam. This steam turns a turbine, which turns a generator that converts the power into electricity. The feedstock for direct systems can be a number of things: wood and wood waste, agricultural residues, municipal solid waste, or industrial waste. Wood fueled systems currently provide energy for a number of manufacturing facilities, two colleges, and other buildings across Nebraska. Wood fueled energy systems have the potential to create significant energy savings versus traditional fossil fuels. The Nebraska Forest Service currently has a grant program to help with the up-front costs of converting to a wood energy system.

Biodiesel- The two current Nebraska commercial scale plants have the estimated production capacity of 5.4 million gallons per year, but both closed in the late 2000s due to the price of soybeans used for feedstock. A joint venture between Flint Hills Resources and Benefuel, Inc. is currently retrofitting a biodiesel plant in Beatrice with plans to start operation of the 50 million gallon per year plant in the summer of 2015.

Ethanol- Ethanol produced from corn and grain sorghum is a growing energy resource in Nebraska. According to the Renewable Fuels Association, Nebraska has the second largest ethanol production capacity in the nation and the second largest current operating production in the nation. Approximately 14% of the nation's ethanol capacity is in Nebraska's ethanol plants. The closest ethanol plant to St. Paul is Abengoa Bioenergy, which produces 55 million gallon per year.

91% of Nebraska's ethanol production goes to U.S. domestic markets, 5% is exported to other countries, and 4% is used by Nebraskans. The state's Ethanol Board estimates that 40% of Nebraska's corn crop and 75% of the state's grain sorghum crop are used in the production of ethanol.

Ethanol consumption is mainly in the form of blended gasoline. Ethanol production and consumption is expected to continue to increase as national legislation continues to affect state policies. The Renewable Fuel Standard, established in 2005 as a part of the Energy Policy Act, requires a minimum of 36 billion gallons of renewable fuel to be used in the nation's gasoline supply by 2022. In 2013, 87 octane fuel without ethanol began to be phased out and replaced with an ethanol-blended 87 octane gas. Nearly all fuel stations in Nebraska and Iowa have phased out 87 octane fuel without ethanol as of 2014.

Biogas- Biogas is a product of the decomposition of manure, via anaerobic digestion, and is typically made of about 60% methane, and 40% carbon dioxide. Biogas can be used to generate electricity, as a boiler fuel for space or water heating, upgraded to natural gas pipeline quality, or other uses. After the production of biogas,

the remaining effluent is low in odor and rich in nutrients. The byproducts of biogas production can be used as fertilizer, livestock bedding, soil amendments or biodegradable planting pots. For additional information about biogas visit: <http://www.epa.gov/agstar/anaerobic/>

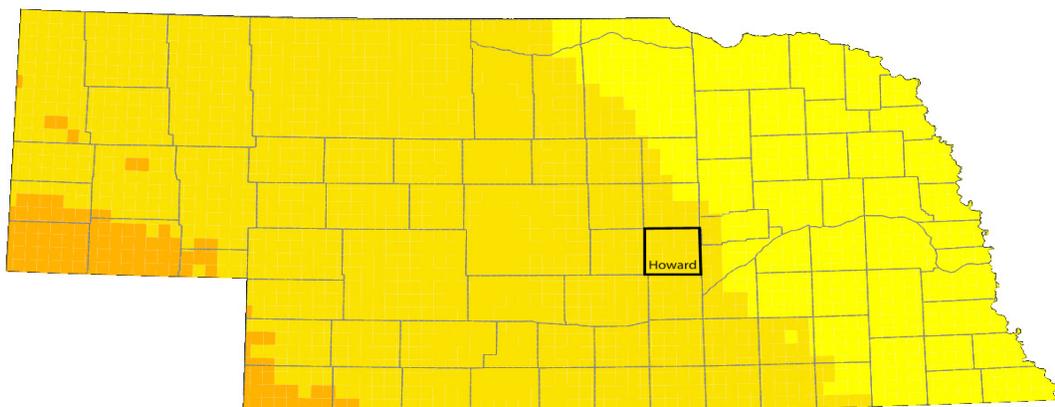
### Solar Power

According to the National Renewable Energy Laboratory, Nebraska is currently ranked 13<sup>th</sup> in solar energy potential. As seen in Figure 39 below, St. Paul has an average solar radiation of St. Paul has an annual solar radiation of 5.0-5.5 kWh per square meter per day. Currently, solar technologies are marginally used in Nebraska because it has historically been difficult for solar technologies to compete with the state's low electric rates.

According to the International Renewable Energy Agency, the cost of solar photovoltaic (PV) panels decreased 80% from 2009 to 2013. As the cost of solar panels continues to decrease, solar can be utilized at an individual home or business scale to help supplement electrical needs. Many utilities have incentives to help with the cost of solar, but additional steps should be taken to increase the amount of solar energy generated in St. Paul.

FIGURE 39. NEBRASKA SOLAR POTENTIAL

#### Global Solar Radiation at Latitude Tilt - Annual



Model estimates of monthly average daily total radiation, averaged from hourly estimates of direct normal irradiance over 8 years (1998-2005). The model inputs are hourly visible irradiance from the GOES geostationary satellites, and monthly average aerosol optical depth, precipitable water vapor, and ozone sampled at a 10km resolution.

This map was produced by the National Renewable Energy Laboratory for the U.S. Department of Energy. September 25, 2007



**Passive solar**- Passive solar design takes advantage of a building's site, climate, and materials to minimize energy use. A well-designed passive solar home first reduces energy use for heating and cooling through energy-efficiency strategies and then meets the reduced need in whole or part with solar energy. In simple terms, a passive solar home collects heat as the sun shines through south-facing windows and retains it in materials that store heat, known as thermal mass.

### Geothermal

The geothermal application that is most practical and economical for the residents of St. Paul is the use of geothermal heat pumps. Geothermal heat pumps discharge waste heat into the ground in the summer months and extract heat from the ground in the winter months. Closed loop systems move fluids through continuous pipeline loops that are buried underground at depths where the temperature does not fluctuate much. Heat picked up by the circulating fluid is delivered to a building through a traditional duct system.

Geothermal heat pumps are slowly becoming a popular method of heating and cooling buildings. There are six residential and five commercial geothermal units located in St. Paul. Heat pumps use much less energy than traditional heating and cooling systems. This translates into energy and money savings while also reducing air pollution. There are many state and utility level incentives to help with the initial cost of geothermal energy.

### EDUCATION

St. Paul will not be able to achieve its energy goals without the help of its citizens. St. Paul should educate the public on the benefits of energy efficiency and the most feasible renewable energy systems. In the following subsections there are resources provided that St. Paul can use to raise awareness regarding energy efficiency and renewable energy systems.

#### Energy Saving Tips

St. Paul and its residents and businesses are encouraged to take advantage of the following energy saving information:

The Nebraska Energy Office has listed ways to save money on energy bills for the home, farm, business, or vehicle. Options for energy savings are listed on the Nebraska Energy Office's website at <http://www.neo.ne.gov/tips/tips.htm>.

The U.S. Department of Energy created the *Energy Saver Guide* that explains tips on saving money and energy at home: [http://energy.gov/sites/prod/files/2014/05/f16/Energy\\_Saver\\_Guide\\_PhaseI\\_Final.pdf](http://energy.gov/sites/prod/files/2014/05/f16/Energy_Saver_Guide_PhaseI_Final.pdf)

On their homepage, [www.nppd.com](http://www.nppd.com) Nebraska Public Power District has a Save Energy Section which has more informational energy tips and incentives for your home and business.

#### Jobs and Economic Development Impact Models (JEDI)

Developed for the National Renewable Energy Laboratory, the JEDI models were created to demonstrate the economic benefits associated with renewable energy systems in the United States. This model can be used by anyone: government officials, decision makers, citizens. The model is simple, the user enters in information about the project and it will generate economic impact data such as jobs, local sales tax revenue etc.

**FUNDING****Financial Incentives**

Nebraska has a number of financial incentives for renewable energy production and energy efficiency including: tax credits, tax exemptions, loan programs, and rebate programs. For summaries of additional programs, incentives and policies in Nebraska visit the Database of State Incentives for Renewables & Efficiency (DSIRE) website: <http://www.dsireusa.org/incentives/index.cfm?re=0&ee=0&spv=0&st=0&srp=1&state=NE>

**Energy Assistance Programs**

Residents wanting help paying their utility bills can visit this website with links to many programs in Nebraska: <http://nebraskaenergyassistance.com/assistance/>

The Weatherization Assistance Program helps lower income families save on their utility bills by making their homes more energy efficient. The Nebraska Energy Office administers the federally-funded program. This website describes the program and how to apply: <http://www.neo.ne.gov/wx/wxindex.htm>

**Grants**

There are a number of grant opportunities from federal, state, and non-profit agencies that distribute funding for energy efficiency improvements and renewable energy. The city of St. Paul should explore grant opportunities to help fund energy conservation or renewable energy projects.

**Green Funds**

The city of St. Paul could create a program to help fund municipal energy projects. One such program could be a revolving green fund. First, the city would establish a baseline year for municipal energy use. After making energy improvements, track the energy savings, and then use the money from the energy savings to create funding for continued energy improvements. A program such as this can help fund energy saving projects at the same cost as if the city did nothing. Many universities have created a green revolving fund such as this.

**DEFINITIONS**

**LEED:** Voluntary LEED certification provides independent, third-party verification that a building, home or community was designed and built using strategies aimed at achieving high performance in key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality. Building to LEED standards does not require LEED certification. (<http://www.usgbc.org/DisplayPage.aspx?CMSPageID=1988>)

### GOALS AND STRATEGIES

The following are goals and strategies suggested for St. Paul.

1. Reduce energy use per capita in St. Paul
  - a. Encourage Multi-Modal Transportation
    - i. Increase use of trails, walking, and bicycling as alternative modes of transportation
    - ii. Plan trails and sidewalks to connect neighborhoods and provide access to commercial areas and community facilities
  - b. Ensure efficient use of land resources
    - i. Encourage new development adjacent to existing development
    - ii. Encourage infill development
    - iii. Encourage mixed use development
  - c. Increase local jobs to decrease average commute time and energy use
  - d. Encourage recycling in St. Paul
  - e. Increase the energy efficiency of buildings within St. Paul
    - i. Take advantage of programs and incentives offered by state agencies and NPPD
    - ii. Educate homeowners regarding practical energy efficiency measures
    - iii. Encourage meeting current LEED standards for new buildings and renovations in St. Paul
    - iv. Partner with utility companies to enhance St. Paul's understand of energy use patterns, rates, programs, and incentives
    - v. Encourage residential and commercial energy upgrades
    - vi. Encourage energy conservation through the siting of development and landscaping
    - vii. Encourage the use of green roofing systems
  - f. Educate citizens regarding energy element
    - i. Implement education, outreach and citizen engagement strategies
      1. Establish a webpage where the city can inform citizens of its energy related efforts, as well as provide energy saving tips
      2. Develop a demonstration garden at a highly visible public facility
    - ii. Raise St. Paul's residents' awareness of the wise use of energy
    - iii. Recognize local projects that support the goals and strategies of the energy element

2. Increase the amount of renewable energy generated in St. Paul
  - a. Inform citizens about practical renewable energy options
  - b. Examine and remove unintended barriers for appropriate renewable energy generation
  - c. Evaluate the feasibility of producing energy from a city owned facility
  - d. Encourage renewable energy use in buildings
3. Reduce energy consumption within the city of St. Paul's operations
  - a. Conduct building energy audits on priority city buildings to identify energy retrofit and improvement opportunities
  - b. Educate city staff regarding energy consumption
  - c. Educate city staff on latest trends, energy codes, and systems
  - d. Explore feasible on-site renewable energy applications in appropriate city facilities and projects
  - e. Research funding opportunities to finance energy efficiency improvements
  - f. As city vehicles are decommissioned, consider replacing them with alternative fuel or fuel efficient vehicles
  - g. Work with public power districts to regularly review and evaluate distribution systems, and other energy infrastructure.



# ENVISION ST. PAUL

This portion of the planning process creates a “wish list” of items identified within the public input process. The development of a comprehensive plan is an on-going process of goal setting and problem solving. The desired results will encourage and enhance economic opportunities and quality of life. The planning process focuses on ways of solving existing issues within the community and providing a management tool enabling citizens to achieve their vision for the future.

Successful comprehensive plans involve the community to represent their needs and vision. The overarching goal of participatory comprehensive planning is to provide a variety of opportunities for the public to become involved in the decision-making process. Community members are well informed and have intimate knowledge to make the most of St. Paul’s potential.

The public participation process of Pitching the Future included several elements designed to create a partnership between city leaders, stakeholders, citizens and the consultant. Key components of the Envision public participation program included a town hall meeting and more specific focus group meetings.

## FOCUS GROUPS

These public meetings were conducted to allow specific stakeholders to participate along with the general public. Six focus group meetings were held over a two-day period with specific invitations going to identified stakeholders with knowledge and experience in each of the subject areas.

### **ECONOMIC DEVELOPMENT – ST. PAUL DEVELOPMENT CORPORATION**

The first of six focus groups was held during a regular meeting of the St. Paul Development Corporation. The well-attended meeting focused on specific economic development needs and opportunities for St. Paul; while exploring existing initiatives and programs for local economic development.

### **COMMUNITY ASSETS**

The community strengths discussed during this session covered many segments of community and economic development. The people of St. Paul were the first asset identified by participants. St. Paul residents have displayed a high level of volunteerism and engagement in the community. The result is a lot of community pride in the small-town quality of life that St. Paul offers.

The geographic location of the city was identified as an asset in and of itself. The community finds itself situated in very good farmland with ease of irrigation access. The transportation corridors of Highways 281 and 92 provide great linkages to metro areas and markets. Specifically, St. Paul’s proximity to Grand Island provides both economic and social opportunities.

## 3 Envision

Specific economic industries were identified as strong contributors to the community's economic success over the past decades. First and foremost, the local economy was identified as based in agriculture. Fertile, irrigated land yields fantastic opportunities for crop growth, while the strong transportation corridors provide direct access to markets. The Green Plains ethanol plant is a 55 mmgy (million gallons per year) ethanol producer located 35 miles northwest, near Ord, Nebraska. Green Plains is another accessible market for corn sales. The sustainability and future growth of the local St. Paul economy is further supported by strong secondary industries. Education and medical care were acknowledged as fantastic assets for the community. With comprehensive care available throughout the community, most healthcare needs are available in St. Paul. The stability and growth opportunities of these two industries have the ability to provide additional economic opportunities in the future. They also directly contribute to the overall quality of life available in the community.

Other factors contributing to the quality of life in St. Paul were highlighted in the meeting. Specifically the overall safety of the community was touted in this session. Recreation opportunities were seen as plentiful in the area.

### COMMUNITY NEEDS

Overall needs for the community were not as easily identified in this session, but specific items were discussed as opportunities for improvement for the community economically. Certain retail sectors were found to be lacking in St. Paul. A variety of clothing and household appliance stores were specifically mentioned as unavailable in St. Paul.

### ECONOMIC DEVELOPMENT ASSETS

There were specific areas that were discussed as strengths for economic development efforts in St. Paul. Assets ranged from human to geographic capital, and specific programs and incentives available for business development. The St. Paul Development Corporation (SPDC), and their executive director, Mike Feeken, were commended for their dedication and efforts. The community itself was praised for their commitment to economic development. The community has seen exemplary collaboration between the city, SPDC, and the St. Paul Public Schools.

The incentives available for business development include the LB 840 Local Option Sales Tax, Tax Increment Financing, and US Department of Agriculture Rural Economic Development Loan and Grant (REDLG). The use of LB 840 was commended during this meeting for its utilization throughout the community. Specifically the use of LB 840 for the recent Bomgaars and Runza developments were touted as highly successful.

By providing an additional market for area farms as well as creating employment opportunities, nearby ethanol plants provide a great resource for local agriculture producers.

Attendees agreed there were some needed improvements for local economic development. First and foremost, a new city and SPDC website were desired for additional marketing efforts. The balance between additional marketing and available assets should be a priority moving forward. In order to facilitate growth, the community must provide available residences, new jobs, as well as additional inventory and availability of land for both industrial and residential development.

### TARGETED DEVELOPMENT

The most effective economic development efforts are targeted to specific developments that fulfill existing needs/opportunities without negatively effecting surrounding development or industries. The attendees agreed that the community should target light manufacturing that supports agriculture processing and value-added agriculture.

Specific retail and service opportunities were mentioned as overall community needs:

- Truck Stop
- Sit-down restaurant
- Laundromat
- Civic and Conference Center

### BARRIERS TO GROWTH

When growth opportunities exist but remain unfulfilled, a community should look at the barriers to private investment in these areas. A number of potential barriers were identified that may be deterring growth. These items should be explored moving forward.

The availability and access to infrastructure and utilities were discussed as a barrier to investment. Utility system expansion and upgrades are required for any outward growth of the community. Providing direct access to water/wastewater systems to lots would help incentive development. The overall availability of buildable land is an issue due to floodplain prevalence and land prices. High property taxes were also seen as a potential barrier to growth.

### COMMUNITY WISH LIST

All participants in the planning processed are asked the “Magic Wand Question”. In other words, if cost were not a factor, what would you like to see developed in St. Paul. This allows the consultant to gain an understanding of the public vision for St. Paul residents.

Much of the vision of the Economic Development Focus Group was focused on preserving and enhancing St. Paul’s economic development assets. The group expressed strong desire that the LB 840 tool be reauthorized by public election. Protecting some of the existing economic drivers was another priority of the group, singling out the hospital and public school systems. By working to provide the necessary workforce and resident base, St. Paul can help cultivate the success of these facilities.

Other magic wand projects were to increase buildable lots in the community and to complete the expansion of Highway 281 to four lanes all the way to Grand Island. Another desire of the group was year-round recreation opportunities including a YMCA, indoor pool, and local/regional trails.

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### CITY STAFF AND SERVICES

This focus group, attended by municipal employees, was aimed at gaining information regarding community infrastructure, utilities, and services. City employees generally have the best insight to the “bones” of the city as they’re working on utilities, parks, and other public services everyday. This was a well-attended session that provided key insights into the proper areas to grow, and where infrastructure investments will be required in the future.

St. Paul is bounded for growth in most directions. A floodplain envelopes the city in all directions except to the southwest. However, elevation changes would require a sanitary sewer lift station to service any growth to the southwest. Additional infrastructure upgrades will soon be needed within the western portion of the community, around St. Paul Public Schools due to wear and tear.

Other future investments were identified as long-term capital improvements:

- New fire station
- Wastewater Treatment Facility
- Water Storage Facility upgrade

### FAITH LEADERS

Local church and faith leaders often have a unique insight of a community. The nature of the work yields a lot of mobility and experience in several communities nationwide. Four churches were represented during the Faith Leaders focus group. Conversation topics revolved around community culture and quality of life.

Generally, the quality of life for families was praised by faith leaders during the meeting. A few recommendations came out of the group to continue to develop St. Paul as an excellent community for families. First, the leaders stated that within their respective congregations, many families were interested in moving to St. Paul, but could not find available homes or lots. The community should also explore additional family-oriented recreational opportunities outside of athletics.

Faith leaders also expressed a growing concern for alcohol and drug use around the community. The leaders also discussed additional mental health services are needed for continued care for St. Paul residents.

### HOUSING

Housing is a major component of the St. Paul Comprehensive Plan. High demand for infill and new housing developments have led to a backlogged demand from those working in St. Paul and commuters alike. Representation for the Housing Focus Group covered private real estate as well as the St. Paul Public Housing Authority. Conversation was centered on the opportunities and challenges for housing development in St. Paul.

### COMMUNITY ASSETS

There are a number of factors that make St. Paul an attractive place to live – even if working outside of the community. In close proximity to Grand Island and other markets, St. Paul is home to a number of commuters. The quality of neighbors and neighborhoods reflect a unique small town feel and provide a quality of life in high demand. The quality of medical facilities and St. Paul Public Schools serve all generations, leading to a family-oriented community that residents are able to enjoy over a lifetime.

The demand for housing in the community combined with the difficulties of outward growth for residential development leads to continued growth in property values. When available, home-ownership has proven a good investment in St. Paul.

### COMMUNITY WEAKNESSES

Areas needing improvement, as identified by the housing group, included high property taxes, lack of buildable lots, and overall limitations on existing housing choice. Other desires included community initiatives for sustainability. Programs for recycling and conservation of water and energy were specifically named. Support for residential solar generation options were also voiced during the participatory process.

### BARRIERS TO GROWTH

The price for acquiring and maintaining utility service was highlighted as a major barrier for low income owners and renters. Service deposits and fees were seen as an unfair burden for low income individuals looking to begin service.

Overall housing choice was seen as another barrier for potential residents. The amenities available in the current housing inventory are regarded as fairly uniform community-wide. The concern is that the current residential inventory does not meet the needs of current homeowners. Specifically, the number of bedrooms and garage stalls are not meeting the demands of families looking to move in to St. Paul.

Potential strategies for overcoming these barriers were also deliberated. Incentivizing infill development was seen as a way to increase the housing inventory without outward expansion of the community. Third-party enforcement of nuisance codes would assist in improving the existing housing stock. An examination of the codes to allow for more density in residential zoning could also increase inventory. Specifically, duplex development was requested in these areas.

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### PARKS AND RECREATION

To discuss recreational opportunities, the Parks and Recreation Focus Group consisted of representation from the cemetery board, a property owner, St. Paul Parks and Rec Department, and the St. Paul Utilities Department.

### COMMUNITY ASSETS

The Parks and Recreation Focus Group echoed previous sentiments regarding the assets of St. Paul. The level of human capital in the area provides a consistent source of volunteers and skills available for parks development and events. The community's proximity to Grand Island was also repeated as an asset to the community.

### PARKS ASSETS

A number of assets specific to recreation were discussed and highlighted throughout the meeting. The public swimming pool was emphasized as a huge amenity for families in the area. The ball complex and youth sports programs were highlighted as a success. Baseball fields see consistent use throughout the summer.

The overall condition and integrity was greatly valued by meeting participants. The parks have been well planned and maintained.

### COMMUNITY WEAKNESSES

The only area in need of improvement, as identified by the Parks and Recreation Focus Group, was that additional ballfields may be needed. The current demand for playing fields exceeds the current availability during season.

Beyond areas needing improvement, participants discussed other programming and services they'd like to see offered in the community. Leagues and playing field availability for adults would be greatly utilized by parents and other adults in the community. Additional athletic opportunities for girls would also be highly utilized by those commuting to Grand Island for the same opportunity. Ballfield lights will soon need to be replaced on at least one of the little league fields. Finally, trap and rifle shooting facilities was included as a desired amenity.

# TOWN HALL MEETING

During the evening of August 27, 2014 St. Paul Public Schools hosted the St. Paul Envision Town Hall Meeting. Over 40 residents and stakeholders were in attendance. The input gathered during this process was invaluable as a general representation of the community. Many issues and concerns from the focus group meetings were echoed during the town hall. But the well-attended town hall meeting also provided additional insight and ideas.

## COMMUNITY ASSETS

Overall, the citizens of St. Paul were repeated as a noted community asset. The level of community involvement and pride yields good neighbors and neighborhoods. This sentiment was also shared regarding the involvement and commitment from the business community. Participants described St. Paul as being not too big and not too small. Residents strongly value the opportunities provided by a larger community, but without the expense of a small-town feel.

St. Paul markets itself largely on its small-town appeal. The cleanliness and aesthetics of the community, complemented by its word-of-mouth reputation, has been the community's most successful marketing opportunity. The quality of the housing stock and amenities like brick streets in select areas are factors that directly contribute to the community's attractive appearance.

Another asset echoed from the focus group meetings was the community's location. It was highly recognized throughout the public participation process that the proximity to Grand Island provides a lot of amenities and opportunities that may not otherwise be available. The community's situation along the Highway and railroad corridors provides great access for social and economic benefit.

The citizens of St. Paul take a lot of pride in the availability of medical and educational facilities. While St. Paul Public Schools were mentioned several times in the focus group meetings, the town hall meeting specifically highlighted the joint public/school library facility. The common facility complemented public value towards community collaboration. Community collaboration was also celebrated amongst the local service organizations and overall sense of volunteerism.

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### COMMUNITY WEAKNESSES

St. Paul's proximity has been discussed in detail as a benefit to the community. However, during the town hall meeting, a lot of discussion reflected that this relationship serves as both an asset and liability to St. Paul. The Profile chapter reflects economic data that indicates that St. Paul does retain a lot of economic independence from Grand Island, but not complete independence. The reliance on Grand Island socially and economically was mentioned as a weakness for St. Paul. Socially, adult recreation opportunities in St. Paul are limited and more accessible in Grand Island. The fact that St. Paul has Grand Island to compete with for jobs is an economic threat.

High property taxes, specifically the city's levy, was viewed as a weakness and potential barrier to growth for St. Paul. At the same time, there was some concern regarding the community's infrastructure and the ability to proactively maintain city utilities.

The challenges for outward expansion and growth of the community were once again mentioned as a constraint for St. Paul. The floodplain provides a natural barrier to community growth. An economic barrier for growth is the overall cost of development. The price and availability of land, coupled with limits to the return on investment, makes new development a very difficult investment. The limitations on return on investment contradict the community's largest housing needs – affordable housing and market-rate, entry-level homes.

### HOUSING NEEDS

One goal of the comprehensive planning process is a plan for housing development. Housing is a crucial element to sustaining the historic growth of St. Paul. An action plan is warranted based on the unique challenges St. Paul will face in facilitating growth. One of the first items mentioned was that St. Paul needs entry-level housing opportunities to support young families in the community. Typically, town hall participants state that entry-level housing should include 3-4 bedrooms and a 2-car garage. Additionally, overall market-rate housing was also seen as a need. General market-rate housing may span the entire spectrum of the market, from entry-level to higher end housing options.

The community would like to increase the population's ability to age in place. Age in place refers to a house, or even a community's ability to support the needs of a(n) individual(s) as they age. The needs of a young parent differ from that of an elderly individual. To facilitate aging in place, a community must be able to serve the spectrum of an aging community. For an individual home, this means that the home must initially be, or be able to convert, to ADA accessibility. For a community aging in place means the ability to downsize from home ownership with or without having to move into assisted living or a long-term care facility. Aging in place requires a broad spectrum of housing choice.

Market-rate condominiums were introduced as a housing alternative not currently seen in St. Paul. Condominiums can be an attractive investment for young adults and seniors alike. It allows a housing choice for young adults that build equity but do not carry the need for a lot of maintenance. Condos also offer seniors the ability to downsize from large, single-family homes while alleviating the burden of home maintenance.

With the community being figuratively land-locked by development constraints like floodplains, elevation (infrastructure), and land prices; increasing density was discussed as an alternative method for community growth. Additional medium density development was identified as an attractive addition to housing choice. It was felt that attached single-family housing like duplexes and tri-plexes, would fit into the context of the existing residential community in St. Paul. St. Paul consists of primarily single-story houses and outside of select areas, multi-family developments have been discouraged.

Downtown housing provides another opportunity to increase density and utilize existing real estate. Town Hall participants felt that upper-story housing would be an attractive amenity for the community. Housing in a downtown district not only provides a unique housing opportunity, but also directly contributes to the viability of commercial activity downtown.

### MAGIC WAND

Similar to the focus group session, participants of the Town Hall meeting were asked what they would like to see in the community if cost were not an issue. The “Magic Wand Question” provides insight into community priorities.

A large employer of about 20-30 employees was expressed as an economic desire for the community. Otherwise, most other potential projects revolved around quality-of-life issues. An indoor swimming pool and/or comprehensive fitness center similar to a YMCA would provide a desired year-long recreation opportunity. Other requested recreation amenities included a recreational trail, and an auditorium/performance space. Additional restaurant options were echoed on the town hall wish-list. An ADA compliant, sit-down restaurant would fill a big void, according to town hall participants.

### BARRIERS TO GROWTH

As discussed previously, the floodplain is an imposing natural barrier for community growth and development. Other monetary barriers were also highlighted in the conversation. The availability of both public and private investment capital hindered private development opportunities and more public fundraising projects. The limitations on investment capital was compounded by a general intolerance for risk and exposure from development financing.

Other specific threats for business development concerned many at the town hall meeting. Specifically, business startup and succession opportunities were limited or non-existent. Peer-to-peer business mentoring was discussed as one possible solution for business development needs.

# GOALS AND OBJECTIVES

The community vision can be further delineated and translated into broad based goals and objectives that will be referred to guide, direct, and base future decisions on growth and development in St. Paul and its one mile extraterritorial jurisdiction. The goals will help show the broader view for the decision makers to evaluate and consider its decision based upon the growth of the entire city and not just one small land transaction of St. Paul. The objectives in this update will create consistency in decision making to help make smooth transitions as St. Paul grows and develops. Goals, objectives, and policies also reiterate the residents view of St. Paul and their input of how they prefer to see the city grow.

The goals and objectives will also be further developed into policies with action plans, which aim to provide the kind of “day-to-day” direction and monitoring that will be useful in implementing “Pitching the Future” and realizing its vision. Consensus on “what is good land use?”, and “how to manage change in order to provide the greatest benefit to the city and its residents?” is formed. St. Paul’s goals, objectives and policies attempt to address various issues, regarding the question of “how” to plan for St. Paul’s future.

### **“A BROAD-STROKE COMMENT OR ASPIRATION”**

Goals are the desires and projected state of affairs which the community intends to achieve. Goals are the most general statement of future preferences and outcomes, and set a broad framework for objectives and policies. Goals should be established in a manner that is clearly understood and allows them to be accomplished. It is noted that the goals may need to be modified or changed from time to time to continue to reflect community preferences.

### **“WHAT IS THE DESIRED OUTCOME?”**

Objectives provide the intermediate steps that guide the community in its future decisions. Objectives provide direction and benchmarks that can be used to monitor progress. Objectives also help maintain support and interest in Plan implementation by providing tangible actions that provide perceptible results. By actually observing and participating Plan activities and their results, community residents are allowed to involve themselves in the evolution of their community, which enhances their support for the Plan and instills excitement for continued involvement.

### **“HOW TO MAKE IT HAPPEN OR WHAT NEEDS TO BE DONE?”**

Policies give more detail and describe the actions needed to achieve the desired goal of the community. Policies are part of the value system linking goals with action. Policies represent plans of action that guide decisions in order to achieve rational outcomes, and are concerned with defining and implementing the goals and objectives of “Pitching the Future”. The adopted policies synthesize the information from the existing growth condition and responses from the public input process in order to develop solutions or actions that will achieve the various goals. Policies are a means to achieving the goals established by the community and they imply a clear commitment to the city’s future development.

The following goals, objectives, and policies have been developed through public input and assigned to relevant categories including community image, residential, downtown, commercial and office, industrial, transportation, community facilities and services, economic development, and plan implementation. Additional goals and objectives related to energy are provided within the Energy Element section of the Profile chapter.

COMMUNITY IMAGE

GOAL: The unique community identity and sense of place that is recognized by the residents of St. Paul and characterized by its setting and history will be respected by policy decision makers.

## OBJECTIVES AND POLICIES:

- CI.1 The qualities that make St. Paul unique, including the important built and natural environments of the Loup River corridor and its established Main Street/Downtown, should be identified and protected.
- CI.1.1 Major entryways into St. Paul will be identified, protected and enhanced in order to emphasize and preserve the natural setting and appearance of the community. Such entryways should incorporate welcome signage, decorative lighting, street medians, and additional landscaping where feasible and appropriate to create a visible invitation into the community.
  - CI.1.2 New developments should reinforce and complement existing community aesthetics and the historical character of downtown.
  - CI.1.3 New developments should provide continuity and interconnectivity between developments through the use of pedestrian trails and shared access to the river.
  - CI.1.4 Local events that celebrate St. Paul and attract visitors should be encouraged to improve civic pride and increase community recognition.
- CI.2 The Loup River is an important amenity which the community can strengthen a sense of place and promote a positive image, and should be incorporated into public projects when appropriate.
- CI.2.1 When public, private and economic development projects are being considered, a portion of the project budget should be allocated to create river access and a park like elements to be incorporated into the project that enhance a corridor to downtown, when appropriate.
- CI.3 The design of individual urban and rural areas should be improved through innovative development practices.
- CI.3.1 Developments along the corporate limits of St. Paul should provide clear urban boundaries.
  - CI.3.2 Development proposals that include multiple land uses or are located in areas characterized by multiple land uses should provide open land buffers to separate conflicting uses.
  - CI.3.3 Large-scale residential developments should provide vital activity centers for residents.
  - CI.3.4 Developments proposed in areas having environmental assets should include the preservation of critical natural areas and vistas.
  - CI.3.5 Commercial developments, neighborhoods, and public open spaces should be linked by appropriate connections with the transportation system.
  - CI.3.6 Arterial and collector streets should be designed as efficient travel corridors that include detached sidewalks.

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- CI.3.7 Development across the community should provide a balanced distribution of housing and job opportunities.
- CI.3.8 Residents of St. Paul should be provided with a broad range of diverse housing types, sizes, and price ranges.
- CI.3.9 Developments that require the extension of public infrastructure should be designed to maximize the conservation of physical and social resources.

### ENVIRONMENTAL PRESERVATION

**GOAL:** St. Paul will encourage the conservation and protection of natural resource areas and open spaces through reasonable, controlled growth and development that incorporates environmental amenities. Natural resources in and around St. Paul will be protected and managed to insure long term quality, availability, and sustainability for the current and future residents.

#### OBJECTIVES AND POLICIES:

- EP.1 Areas that include significant native ecosystems and environmentally sensitive areas should be conserved, protected and/or restored through appropriate land use planning techniques.
  - EP.1.1 Wetland areas should be preserved or mitigated when the filling of wetlands cannot be avoided.
  - EP.1.2 Areas that possess a potential risk to the health, safety, or welfare of the public should be developed only when guidelines exist that promotes the safe and reasonable development of those areas.
  - EP.1.3 Areas with particular topographic features that present substantial barriers to development should be maintained in a natural or passively developed condition.
  - EP.1.4 Healthy natural vegetation should be protected and preserved through creative development design and the creation of an outdoor classroom.
  - EP.1.5 Trees are encouraged throughout the community in public areas and street rights-of-way in order to improve the appearance of St. Paul's public spaces. The city should create a set of standards to promote the planting of recommended tree species and develop a plan for removal of those posing a hazard.
  - EP.1.6 Protect all water supplies and aquifers from development activities that may affect the quality and/or quantity of water.
  - EP.1.7 In making land use decisions relative to industrial or other uses likely to pose a threat to air quality, the city will consider proximity of the proposed use to residential areas and meteorological factors such as prevailing wind direction and velocity.
- EP.2 St. Paul will collaborate with other local, county, regional, and state agencies to preserve the 100-year floodplain, areas prone to inundation by storm water, and natural drainage ways, in order to protect the community's ability to appropriately disperse storm water runoff.
  - EP.2.1 Natural drainage areas, floodplains, and wooded areas along the Loup River and creeks should be utilized as greenways that define and connect neighborhoods within the community.

- EP.2.2 Sources of water pollution, both point and non-point, should be controlled through the promotion of best management practices.
- EP.2.3 Federal standards for air and water quality should be followed strictly, and strengthened when appropriate.
- EP.2.4 Energy conservation and sustainable development practices should be encouraged through education and site design and building orientation techniques.
- EP.2.5 Incorporation of adopted storm water policies into every new development.
- EP.2.6 Zoning and design standards should be created or enhanced to protect the natural resources of St. Paul through the encouragement of preservation and conservations practices.
- EP.2.7 As St. Paul continues to grow, the city will evaluate the benefits of participation in the FEMA National Flood Insurance Program to prevent flood-caused loss of life and property, by applying identified mapped areas showing the floodplain and floodway and regulating development in those areas. Development within floodplains and areas subject to storm water inundation should be discouraged, unless accepted and required safety measures are enforced to protect human safety.
- EP.2.8 St. Paul should participate and actively encourage it citizens to implement resiliency projects identified in the Lower Loup Natural Resource District’s Hazard Mitigation plan.

## PARKS AND RECREATION

**GOAL 1:** St. Paul will support the development of recreational opportunities that enhance our environmental amenities and provide citizens with opportunities to interact with the natural environment.

### OBJECTIVES AND POLICIES:

- P/R.1 Natural open spaces, drainage ways, and green corridors should be preserved to delineate a continuous pedestrian transportation system that interconnects the community and provides access to regional public access areas.
  - P/R.1.1 Creative development patterns should be encouraged that incorporate natural open spaces and greenways in a way that maintains their visibility and accessibility.
  - P/R.1.2 Floodplain areas along the Loup River, Mill Creek and drainage areas should be used to provide park and recreation opportunities within passive open spaces, land use buffers, and storm water detention and drainage facilities. Preserve the natural attributes of both the floodplain and floodway to avoid loss of life and property while providing open space.
  - P/R.1.3 Parks, open spaces, greenways, and recreation areas should be used to buffer incompatible land uses from one another.
  - P/R.1.4 Park and recreation facilities should be designed to accommodate the particular needs and interests of area residents while protecting, preserving, and conserving the environmental character and quality of the area.

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**GOAL 2:** St. Paul will provide appropriate parkland, recreation, and open space facilities that meet the diverse desires of its citizens and visitors and the needs created by additional growth and expanding development. These facilities should be a combination of the expansion/ updating of existing facilities and the establishment of new facilities.

### OBJECTIVES AND POLICIES:

**P/R.2** Local park land and amenities should be maintained and improved to reflect a high community appearance standard and project citizen pride.

**P/R.2.1** Funding mechanisms for park purposes, such as maintenance, improvements, and land acquisition should be created to facilitate the further development of passive and active recreational area.

**P/R.2.2** The location level of service provided for active and passive recreational areas, fields, and other amenities should enable pedestrian access within a five-minute walk from all residences.

**P/R.2.3** The quantity level of service provided for active and passive recreational areas, fields, and other amenities should be a rate of approximately one developed park acre per 14 acres of zoned residential area.

**P/R.2.4** Park land shall be dedicated in each development according to the Parks Map or park fees shall be paid in lieu of land dedication.

**P/R.2.5** Existing parks should be upgraded to their level of service and amenities according to the according to the approved park and recreation section of this plan.

**P/R.2.6** Provide parks and recreational facilities that are reasonably accessible and have the necessary amenities including open spaces/sports fields for the residents and visitors of St. Paul.

**P/R.3** New recreational facilities and programs should be encouraged and developed to respond to the particular needs and desires of residents of all ages.

**P/R.3.1** The potential to create, enlarge or rehabilitate outdoor recreation facilities should be explored, and pursued if reasonable. The City of St. Paul will need to explore the development and expansion of recreational opportunities in the future including, but not limited to: a new ball field complex to meet the growing needs of the residents of St. Paul and as a regional attraction; new neighborhood parks; connections to any regional trail systems; and updating all the city parks equipment.

**P/R.3.2** The feasibility of providing a system of trails in conjunction with city utility easements and city streets should be reviewed, and implemented if reasonable.

**P/R.3.3** Encourage private developers to actively contribute to the city's park, recreation and open space system and encourage the development of private recreational facilities to supplement those provided by the city. Explore the utilization of a park impact fee to assist with the cost of the parks.

**P/R.3.4** Establish new set of standards requiring or promoting dedication of parks and open space and fees in lieu of such dedication.

- P/R.3.5 New residential developments should provide adequate public recreational facilities to serve their anticipated residents as well as the community as a whole.
- P/R.3.6 New parks and open space sites should be identified within established growth areas, and constructed prior to development and before acquisition becomes too expensive.
- P/R.3.7 Usable parks and open spaces should be located in highly visible areas accessible by pedestrian and vehicle, rather than located behind development or on remnant tracts of land.
- P/R.3.8 Public acquisition and development of additional park sites should be limited to those with substantial recreation potential.
- P/R.3.9 Location of new school facilities should generally coincide with location of proposed neighborhood parks according to the adopted Parks Map based upon future land use and development. Such locations would eliminate duplicate amenities or inefficient construction
- P/R.3.10 Develop a recreational/community center that offers year round use.
- P/R.3.11 Promote recreation as a means of economic development opportunity for St. Paul. Regional parks or recreational facilities should be explored, including flood control structures with recreational amenities and/or a regional recreational facility or themed park near the Loup River. Coordination with Nebraska Games and Parks Commission is encouraged to establish a boat launch and river access as an extension of downtown St. Paul.

### BUILT ENVIRONMENT

**GOAL 1:** Development sites in St. Paul will adhere to appropriate design standards that ensure compatibility with their proposed and surrounding uses and particular locations.

#### OBJECTIVES AND POLICIES:

- BE.1 The community should ensure an appropriate balance of uses.
  - BE.1.1 Long term growth areas for the city should be preserved in order to facilitate future urban development.
  - BE.1.2 Acreage developments should be directed to areas outside of future urban growth areas in order to minimize conflicts between urban and acreage uses and so the city may provide urban services as efficiently as possible. Urban development should occur in areas immediately abutting the city that reflect a logical and timely extension of urban infrastructure.
  - BE.1.3 The use of existing land features, vegetation, and stream corridors should be promoted as natural buffers.
- BE.2 The quality of existing neighborhoods and defined districts within the community should be strengthened by enhancing neighborhood identities through revitalization efforts.
  - BE.2.1 The historical, cultural, and institutional resources of the community should be preserved, protected, and promoted.

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BE.2.2 As St. Paul grows, new development should distinguish itself from the cities of Ord, Grand Island, Wood River, and Central City.

BE.2.3 Within the historical downtown and along the highway corridor, St. Paul should consider design guidelines for structures and signage.

GOAL 2: St. Paul will grow and develop in a balanced manner that respects private rights and promotes public benefit.

### OBJECTIVES AND POLICIES:

BE.3 Development should take place in an orderly fashion, take advantage of existing urban services, and avoid, to the extent possible, patterns of leapfrog, noncontiguous, and scattered development.

BE.3.1 Contiguous and infill development should be encouraged as preferred practices, and sprawling development patterns should be discouraged.

BE.3.2 Infill growth and development should be strongly encouraged in areas served by existing and available infrastructure in order to maximize infrastructure system efficiency.

BE.3.3 Higher intensity and/or less compatible commercial uses should be located in areas not adjacent or in close proximity to residential neighborhoods.

BE.3.4 Higher density residential development should be used as a transitional land use between commercial developments surrounding low-density residential neighborhoods; compatible low-intensity office development should be encouraged as an alternative transitional land use into low-density residential neighborhoods.

BE.3.5 Annexation decisions should ensure fiscally responsible boundary expansions.

## RESIDENTIAL

GOAL 1: St. Paul will enable the development of a mix of housing types and residential densities to provide housing opportunities for, and meet the needs of, its various socioeconomic groups.

### OBJECTIVES AND POLICIES:

R.1 Land development regulations should be developed and implemented to guide high quality new residential environments.

R.1.1 Many activities of daily living should occur within walking distance. Neighborhoods should include homes, stores, workplaces, open space, schools and parks and recreation opportunities.

R.1.2 New housing development proposals should protect and incorporate existing environmental features.

R.1.3 Residential areas should be protected from incompatible land uses that may create adverse impacts. New and existing residential development should be separated from more intensive uses, such as heavy agriculture and industrial development, by the use of setbacks, buffer zones, or impact easements.

- R.1.4 Adequate screening and buffering should be provided between residential areas and adjacent commercial and industrial development, including highways, streets, parking and service areas.
  - R.1.5 The housing needs of the elderly and disabled should be addressed in a way that allows aging residents to remain in St. Paul. Such housing opportunities shall be located where compatible with the residential neighborhood.
  - R.1.6 Multi-family and elderly housing should be encouraged and located nearest to commercial areas.
  - R.1.7 Residential areas should be designed with a pedestrian orientation, including interior trails that connect to the public sidewalk system. Such trails and sidewalks should be designed to encourage walking and bicycling and provide multiple connections within and between neighborhoods and to commercial areas. Sidewalks should be provided on both sides of streets, or in alternative locations as allowed through design standards.
  - R.1.8 Parks and open space should be within walking distance of all residences.
  - R.1.9 The city shall encourage energy/water efficient development in all housing units; this includes the use of energy/water efficient appliances, proper insulation, and retention of all old growth trees when possible for shading purposes.
- R.2 New housing developments should be served by public infrastructure.
- R.2.1 The efficient use of infrastructure should be promoted by focusing well-designed new and redeveloped housing on vacant, infill, or under-developed land.
  - R.2.2 Develop subdivision regulations that provide for a quality living environment while avoiding inefficient and expensive public infrastructure expansions, such as implementing cluster developments.
- R.3 Neighborhood revitalization programs should be developed to promote successful neighborhoods.
- R.3.1 The city should explore providing a city-sponsored organization that utilizes grant funds or tax increment financing and volunteers to assist with the repair, removal, replacement, or winterization of homes of low income families, disabled residents or senior citizens on limited incomes.
  - R.3.2 The aesthetic viability and quality of existing residential neighborhoods should be encouraged to influence and be reflected by new developments.
  - R.3.3 Promote the preservation, maintenance and renovation of existing housing and neighborhoods throughout the city. The appearance and condition of existing quality housing should be preserved to prevent the negative impact of poorly maintained property upon the viability of neighborhoods.
  - R.3.4 Assess, enhance and maintain infrastructure and services in existing neighborhoods.

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**GOAL 2:** New neighborhoods will be designed and developed with a sense of community that reflects St. Paul's history, culture, and individual character.

### OBJECTIVES AND POLICIES:

- R.5 New neighborhoods should provide a sense of place with a mix of compatible uses that serve residential needs.
- R.5.1 Streets should interconnect neighborhoods with limited dead-end and cul-de-sac streets, and encourage walking, reducing the number of automobile trips, and conserving energy by reducing the length of automobile trips.
- R.5.2 Proposed street layouts should respond to local topography, water courses and greenways.
- R.5.3 Neighborhoods should be defined with a center that serves as a gathering space for residents.
- R.5.4 Higher building densities and higher intensity residential land uses should be encouraged to separate single-family and low density residences from commercial uses.
- R.5.5 New housing developments should provide an aesthetic character that represents traditional "neighborhood" design.
- R.5.6 The City of St. Paul will review and consider, whenever possible, any new or alternative development concepts or proposals, provided such concepts or proposals are consistent with and do not compromise in any way the established disposition of the adopted land use and goals, objectives and policies of this plan.
- R.5.7 The city's development regulations should be flexible enough to allow for unique housing products and creative development design, while limiting the mass produced form of past development trends, and encourage neighborhoods to maintain the small town feel that is important to the city's residents.

### DOWNTOWN

**GOAL:** St. Paul should enhance its current Downtown as a mixed use economy that will serve the city.

### OBJECTIVES AND POLICIES:

- D.1 The Downtown area should be supported by an aggressive attempt to maintain properties in order to help Downtown grow in its appeal and preserve its historic and aesthetic character.
  - D.1.1 The use of development incentives tailored to attract uses to properties within Downtown should be explored as a means to encourage appropriate reinvestment in the area.
  - D.1.2 Infrastructure improvements in the Downtown area should be designed to enhance the appearance of Downtown, streets, parking, utilities, lighting, signage and streetscaping.
  - D.1.3 Downtown development should promote pedestrian access through the use of sidewalks and trails that connect the core to the rest of the community and Loup River.

- D.1.4 The city shall coordinate with all available resources, including the USACOE Silver Jackets, Lower Loup NRD, Nebraska Emergency Management Agency, and the Federal Emergency management Agency, to develop a mitigation plan that addresses the viability of downtown and mitigates the potential loss of life or property damage associated with the flood risks.

## COMMERCIAL AND OFFICE

GOAL: St. Paul will maintain and expand the variety of retail and commercial service activities and densities available to residents as well as visitors to the community.

### OBJECTIVES AND POLICIES:

- C/O.1 New office, retail and commercial development should be provided in locations within the existing city boundaries that conveniently serve existing neighborhoods, downtown, or in areas designated on the Future Land Use Map such as along Highways 281 and 92.
- C/O.1.1 New or established commercial uses should not encroach upon, or expand into, existing residential neighborhoods, unless otherwise designated as mixed use.
- C/O.1.2 Strip commercial development should not be developed in a linear strip along a roadway nor be completely auto oriented, but rather locate parking to the inside and create more pedestrian orientation. In areas where linear commercial development occurs due to existing parcels, topography constraints, or other factors, such developments be encouraged to build according to the established guidelines of the area or corridor. Creativity in construction of such developments is encouraged while meeting minimum guidelines.
- C/O.2 Site design for new commercial areas should incorporate elements that promote high quality development that incorporate public amenities.
- C/O.2.1 The impact of commercial activities on neighboring land use areas, particularly residential ones, should be minimized through site design strategies, appropriate building orientation, and buffering.
- C/O.2.2 Appropriate transitional methods should be considered at all locations where the development or expansion of commercial land use abuts existing or planned residential development.
- C/O.2.3 Signage used within and around commercial areas should be designed to complement the materials and scale of surrounding development.
- C/O.2.4 Commercial development along arterial roads shall be strategically located so as not to compromise the character of the area. Development percentages shall be established for commercial land uses at major intersections.
- C/O.2.5 Commercial districts should be located:
- i. Where urban services and infrastructure are available or planned for in the near future;
  - ii. In sites supported by adequate road capacity – commercial development should be linked to the implementation of the transportation plan;

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- iii. So that they enhance entryways or public way corridors, when developing adjacent to these corridors; and
- iv. In a manner that supports the creation and maintenance of green space.

C/O.3 Commercial and Office areas should be supported by an attempt to promote quality retail commercial and business park uses within St. Paul's jurisdiction.

- C/O.3.1 The use of development incentives tailored to attract uses to properties should be explored as a means to encourage appropriate investment and reinvestment in certain areas.
- C/O.3.2 Infrastructure improvements should be designed to enhance the potential of commercial growth, including water, sewer, and streets.
- C/O.3.3 Small business development and employment growth should be supported throughout the community.
- C/O.3.4 Future commercial retail and business park development should be coordinated and encouraged along the Highway 281 corridor.

### INDUSTRIAL

GOAL: St. Paul will continue to provide opportunities for new business and industrial development as an important source of revenue and employment for the community.

#### OBJECTIVES AND POLICIES:

- I.1 Site design for new industrial areas should incorporate elements that promote high quality developments.
  - I.1.1 The impact of industrial activities on neighboring land use areas, particularly residential ones, should be minimized through site design strategies, appropriate building orientation, and buffering.
  - I.1.2 Appropriate transitional methods should be considered at all locations where the development or expansion of industrial land use abuts existing or planned residential development.
  - I.1.3 Signage used within and around industrial areas should be designed to complement the materials and scale of surrounding development.
  - I.1.4 Industrial districts should be located:
    - i. Where urban services and infrastructure are available or planned for in the near future;
    - ii. In sites supported by adequate road capacity – industrial development should be linked to the implementation of the transportation plan;
    - iii. So that they enhance entryways or public way corridors, when developing adjacent to these corridors; and
    - iv. In a manner that supports the creation and maintenance of green space.

- I.2 The impact of industrial activities, including increased traffic, noise, and pollution on neighboring land uses should be minimized through appropriate site design measures, and on should be mitigated to lessen environmental hazards.
  - I.2.1 New industrial development should be located in areas of similar or compatible use.
  - I.2.2 New industrial development should be located in areas where adequate public services, facilities and infrastructure already exists or can be provided in an efficient manner.
- I.3 Industrial areas should be supported by an aggressive attempt to promote quality light industrial type uses within St. Paul's jurisdiction.
  - I.3.1 The use of development incentives tailored to attract uses to properties should be explored as a means to encourage appropriate investment and reinvestment in certain areas.
  - I.3.2 Infrastructure improvements should be designed to enhance the potential of industrial growth, including water, sewer, and streets.
  - I.3.3 Small business development and employment growth should be supported throughout the community.
  - I.3.4 Future light industrial and employment development should be coordinated and encouraged in southern St. Paul.

## TRANSPORTATION

**GOAL:** The transportation network for St. Paul will provide interconnected access between neighborhoods and commercial areas, a balance of opportunities for vehicular, pedestrian, and other forms of transportation, and levels of service that respond to and influence land use needs.

### OBJECTIVES AND POLICIES:

- T.1 A variety of funding mechanisms and sources should be identified to fund street improvements.
  - T.1.1 The city should explore the use of development fees review them on an annual basis to ensure the appropriate relation between actual costs and revenue is maintained.
  - T.1.2 The city should continue to look at joint project funding with the NRD, county, State and Feds for various transportation and trail projects. Research and consideration of new funding programs should be exhausted.
- T.2 Street intersections should be designed or improved to minimize vehicular/pedestrian conflicts and eliminate dangerous driving conditions.
  - T.2.1 Efficient pedestrian movement throughout the city should be encouraged through site design, development patterns, and land use strategies.
  - T.2.2 Safe and well-maintained curbs and sidewalks should be provided throughout the city.
  - T.2.3 Pedestrian access through sidewalks and trails should be incorporated into the design of city streets when appropriate.

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- T.3 Transportation-related decisions should be made in consideration of land use impacts including, but not limited to, adjacent land use patterns, both existing and planned, and their designated uses and densities.
- T.3.1 Commercial and wayfinding signage (both permanent and temporary) along major arterials and other streets should be kept to a minimum and be low profile in order to minimize distraction of motorists, and meet the aesthetic guidelines of the corridor.
  - T.3.2 Adequate vehicular circulation and interconnectivity within commercial developments should allow access among adjacent commercial developments without the need to drive on the public streets.
  - T.3.3 Traffic within residential neighborhoods should not include substantial pass-through trips that originate and end outside the neighborhood.

### COMMUNITY FACILITIES AND SERVICES

GOAL 1: St. Paul will provide and maintain a high level of governmental and civic services and facilities that sustain and enhance the quality of life for all residents and businesses.

#### OBJECTIVES AND POLICIES:

- CF/S.1 Public buildings and structures should be well built, functional, and designed to blend attractively with in the context of surrounding development and to serve as a guide for future development or redevelopment. In addition, critical facilities shall be enhanced or mitigated to maintain functionality during and after a natural disaster.
- CF/S.1.1 Public facilities and services should be provided in a timely, orderly and efficient arrangement that support existing and planned land use patterns and densities.
  - CF/S.1.2 Public personnel and equipment should be located throughout the community to provide timely and effective response and service.
  - CF/S.1.3 All public sites, buildings, and landscaping should be kept attractive and well-maintained.
  - CF/S.1.4 Sustainability development programs should be implemented within public building projects.
  - CF/S.1.5 Facilities should be provided that offer emergency services, meals, lodging, social activities and special events for the special needs and elderly residents in the community.
  - CF/S.1.6 Conservation programs and energy-efficiency practices and programs should be encouraged that reduce operating costs for energy, sewer, and water usage.
  - CF/S.1.7 A Facilities Management Study/Plan should be completed to assess public facility needs.
  - CF/S.1.8 All critical facilities should be protected to maintain operations during a natural or man-made disaster in accordance with the Lower Loup NRD's Hazard Mitigation Plan.

CF/S.2 Work to repair/update the public infrastructure so as to create an inviting environment for attracting new residents and businesses into St. Paul. All improved properties should be connected to the public sewer and public water systems. The extension of city services will be controlled so as not to over extend the system while not hindering appropriate development.

CF/S.2.1 The provision of additional public services should be utilized to encourage future land development patterns that promote efficiency.

CF/S.2.2 Existing infrastructure systems should be maintained and improved to enhance the economic value of existing neighborhoods and other development areas.

CF/S.2.3 Work to replace deteriorating streets as opposed to patching them.

GOAL 2: St. Paul will provide new infrastructure and community facilities, and conduct improvements and upgrades, in a fiscally responsible manner.

#### OBJECTIVES AND POLICIES:

CF/S.3 Infrastructure projects should be planned, funded, and constructed in a manner that maximizes the public benefit and minimizes the public cost.

CF/S.3.1 Infrastructure should be built to a size and capacity that will serve the full development potential of a particular area in order to minimize the need to replace or improve facilities too soon after construction.

CF/S.3.2 Infrastructure should be maintained in a safe and operational condition through regular inspection and preventative maintenance.

CF/S.3.3 The infrastructure necessary to support future development should be provided concurrently with that development.

CF/S.3.4 The costs of offsite infrastructure impacts and improvements should be financed by developers rather than the community as a whole.

CF/S.3.5 Cooperative relationships with the development community should be sought to identify and implement creative methods of financing for infrastructure improvements.

CF/S.3.6 Site designs should encourage compatibility with the natural characteristics of a site, minimize grading and impervious cover, and preserve site hydrology to the maximum extent possible.

CF/S.3.7 Annexation requests should address the various impacts upon public safety and community facilities prior to final consideration.

CF/S.3.8 Annexation policies should encourage contiguous development.

CF/S.3.9 Opportunities to co-locate community facilities should be sought to maximize efficiencies in service provision and reduce capital and operating costs.

CF/S.3.10 Water and sewer should be provided to areas south of town in a way that is financially responsible to allow for further development.

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- CF/S.3.11 Evaluate all possible alternatives to continue to provide sufficient services to current and future residents.
- CF/S.3.12 Identify all funding mechanisms and sources to fund new infrastructure or improve existing services. Research and consideration of new funding programs should be exhausted.

### ECONOMIC DEVELOPMENT

GOAL: St. Paul's focus for economic development will combine tourism with retention and expansion of existing businesses and the pro-active attraction of high impact businesses. St. Paul will promote and welcome a broad variety of businesses; develop its entrepreneurial capacity through public and private partnerships, while leveraging its unique strengths in quality of life, location and education.

#### OBJECTIVES AND POLICIES:

- ED.1 Economic development partnerships between local entities, Howard County, and private companies should be encouraged and sought in order to assist existing and expanding business enterprises. The City of St. Paul shall work with Economic Development to encourage and promote economic development within the city and the surrounding jurisdiction.
  - ED.1.1 An identity for St. Paul should be developed that can be utilized as a marketing tool for new business and residents.
  - ED.1.2 The recreational and entertainment opportunities within St. Paul should be expanded so they may be promoted as quality-of-life and lifestyle amenities to new residents.
  - ED.1.3 A regional recreational development should be identified and considered to compliment the recreational opportunities near the Loup River to serve a growing population in the Grand Island Metro Area.
  - ED.1.4 St. Paul's location north of Grand Island and Lincoln with access to I-80 via Highway 281 should be continually promoted regionally and nationally.
  - ED.1.5 The youth of St. Paul should be encouraged to remain in St. Paul or return to the city after completion of their post-secondary education. The youth of the community should be involved in the identification and development of city projects.
  - ED.1.6 Encourage, promote and develop economic development partnerships between local entities and private companies to assist existing and expanding business enterprises.
  - ED.1.7 The city needs to be involved in all economic development ventures.
  - ED.1.8 Encourage and promote the development of home-based businesses and telecommuting based upon high technology communication infrastructure.

## CITIZEN PARTICIPATION

**GOAL:** The citizens and residents of St. Paul will be informed about the planning process, included in policy guidance activities, and encouraged to become involved in the creation of the future of St. Paul described in this Plan.

### OBJECTIVES AND POLICIES:

- CP.1 Citizen volunteers, the St. Paul School District, and Howard County should be encouraged to participate in ongoing plan implementation activities.
- CP.1.1 The city should utilize multiple methods and utilize technology to provide education about the planning process to its citizens, including the city’s website and surveys.
  - CP.1.2 Citizen committees and focus groups should be used when appropriate to address specific issues as needs and desires continue to change.
  - CP.1.3 Ongoing citizen involvement programs should be created that provide residents the opportunity to be involved in all phases of the planning process.

## PLAN IMPLEMENTATION

**GOAL:** St. Paul will implement this Plan through a joint effort of the citizens and leaders of the community. This Plan will be reviewed and updated as necessary to reflect changing public preferences and needs.

### OBJECTIVES AND POLICIES:

- PI.1 This Plan should be reviewed on an annual basis for necessary updates, and should be reviewed in detail every five to ten years for potential significant updates.
- PI.1.1 When major new, innovative development opportunities present themselves and have the potential to impact several elements of the Plan and which are determined to be of importance, an amendment to the Plan should be considered.
- PI.2 The policies and vision of this Plan should be supported by additional planning projects during the planning period.
- PI.2.1 The city should utilize subarea planning studies to address the particular land use, infrastructure, or other needs of a defined area.
  - PI.2.2 Zoning, subdivision, and other regulations and development guidelines should be developed/amended and implemented that support and further the policies of this Plan.
- PI.3 Public resources are scarce and should be conserved and used efficiently, meaning infrastructure should not be built or developed if it is not needed.
- PI.3.1 Public infrastructure, including transportation facilities, water, sewer, parks, schools, and libraries, are essential to the health, safety, and welfare of the community; as the community grows, these systems and facilities should be developed concurrently.
  - PI.3.2 Private capital is a significant part of the funding used to construct infrastructure in new developments and the city should pursue partnerships with private developers, investors, and other private funding sources to offset the costs of new growth.

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# ACHIEVE ST. PAUL

The Achieve Chapter informs the public of the direction St. Paul wants to go. This includes the analysis of the Profile Chapter and desires of the Envision Chapter. In order to achieve future success and fiscal responsibility, the main emphasis for the comprehensive plan update is to provide an environment for new housing options, desirable jobs and office space, as well as encourage new commercial development.

## FUTURE LAND USE

The Future Land Use component focuses on the development of St. Paul as it expands and redevelops within the corporate limits as well as its extraterritorial jurisdiction. The existing land use conditions and analysis were covered in the previous *Profile* chapter of “Pitching the Future.”

Because of the challenges of outward expansion, the city of St. Paul will need to maximize opportunities within its boundaries with infill developments. The objective to supply alternative housing options is consistent with nationwide changes found in household and population demographics. Additional housing options will assist the city in supporting a growing population and ease residential demand and backlog.

Comprehensive Plans generally project into a twenty year time period with Future Land Use as an important component of the document. Future Land Use resembles the desires, wishes, and collective ideas of participating citizens. The Future Land Use Map (Figure 40) resembles those intentions with a long-range view and will be used as a guide for best land use choices. Variables and unforeseen changes may change this map. It is meant to ‘lay a foundation’ with information that supports its findings. When that information changes, it is expected that the map will be adjusted accordingly.

The Future Land Use Plan assists the community in determining the type, direction, and timing of future growth. The criteria established in this Plan reflect the following:

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

The Future Land Use designations are based upon St Paul’s current land uses with the desired intentions of the community. Future Land Use applies a best-use strategy that includes natural and man-made limitations. A simple example is identifying the floodplain boundaries and using this land with agricultural uses, open space, or park designation. It is easier to replace park equipment and goal posts than housing units.

There are 7 general land use categories used to define different use types, characteristics, and densities. These categories have been chosen to reflect the basic use and intensity to which land in the city and its jurisdiction is proposed to be developed. While the categories define land uses, they are intended to do so in a very general way; these land use categories are the basis for the zoning districts, but they are not the same as zoning districts. Any of a number of zoning districts may be appropriate in a single land use category.

## 4 Achieve

### THE FUTURE LAND USE CATEGORIES INCLUDE:

- **Agricultural Residential**
- **Low Density Residential**
- **Medium Density Residential**
- **Downtown Commercial**
- **Highway Commercial**
- **Industrial**
- **Public/Quasi-Public**

The Commercial land use includes St Paul's highway corridor, downtown, and other areas that encompass all retail, office and service uses. Commercial uses vary widely in their intensity of use and impact, varying from low intensity offices, specialty shops, and indoor storage to more intensive uses such as gas stations, restaurants, grocery stores, sales and service, or automobile repair. The lots in the downtown area are usually small and the area offers higher pedestrian access. Parking in the downtown area is handled by on-street parking while other commercial areas have parking lots that are often shared by adjacent uses.

Each area designated as commercial in the land use plan may not be appropriate for every commercial zoning district. The appropriateness of a commercial district for a particular piece of property will depend on a review of all the elements of the Comprehensive Plan.

### **AGRICULTURAL RESIDENTIAL**

The Agricultural Residential Land use is intended to accommodate continued agricultural uses while allowing for residential acreages with lower intensity land uses. This designation is applied to determine that the land is best suited as productive farmland with farmsteads and acreages, less than ideal locations for city infrastructure, and lack of current development pressures. As current conditions provide, these less demanding land uses are best serviced by individual septic and water. Characteristics of this category include:

- Location of Agricultural Residential is found surrounding the outer limits of contiguous urban land use and typically less accessible to the transportation network. These areas may be near the transportation network but have additional financial difficulties being supplied with city services.
- Accessory buildings are at a scale between typical Low Density development and farm buildings.
- Uses within this area include agricultural uses (with the exception of livestock feeding operations), wineries, single-family residential, parks, recreation, open space, and associated accessory uses.
- Typical zoning is AGR.

### **LOW DENSITY RESIDENTIAL**

The Low Density Residential land use area is intended for typical suburban scale residential development densities. This category represents one of the most common residential land use types, and is located throughout town and in the one-mile zoning jurisdiction. Characteristics of Low Density Residential category include:

- Locations adjacent of contiguous development to provide convenient access to transportation routes, commercial areas, jobs, schools, parks and recreation areas, and public services.
- Accessory structures should be limited in size to reinforce the pedestrian scale of neighborhoods.
- Pedestrian connectivity is important; the public sidewalk and trail system should provide adequate opportunities for residents to walk to destinations or for enjoyment.

- The area will include densities ranging from one to four dwelling units per acre.
- Uses within this area include single-family residential dwellings, public and quasi-public use, and parks.
- Typical zoning includes R-1.

### **MEDIUM DENSITY RESIDENTIAL**

The Medium Density Residential land use area is intended to provide higher residential densities than the lower density residential. This land use is considered the majority of St. Paul's traditional residential land use and density and commonly found within urban neighborhoods. This area will also have a significant role as a transitional use between most commercial areas and lower density residential development. Characteristics of the medium density residential category include:

- Locations within corporate limits where uses can serve as transitions that buffer and/or screen lower density residential uses from commercial uses and major streets.
- All areas should provide a mixture of housing styles, types, and occupancy levels in order to meet the housing needs and socio-economic abilities of all residents.
- Neighborhood parks and open spaces should be included in all new developments and provided with access to the city's trail system.
- Pedestrian connectivity is important; the public sidewalk system should provide adequate opportunities for residents to walk to destinations or for enjoyment.
- The area will include densities ranging from one to ten dwelling units per acre.
- Uses within this area include single-, two-family, and multi-family residential dwellings, public and quasi-public uses, group homes, and home occupations.
- Typical zoning includes R-1, R-2, R-3, R-M, and NR.

### **DOWNTOWN COMMERCIAL**

This commercial land use includes the area of St. Paul located in original downtown. The lots are usually small and the area offers higher pedestrian access. Characteristics of this category include:

- The intensity of particular uses should be suited to the character of the surrounding area.
- District should be served by small-scale commercial developments, providing uses that serve the convenience and daily needs of nearby residents, while offering a destination cultural flare.
- Commercial businesses of all types should design at the pedestrian scale. Pedestrian linkage of this area to other neighborhoods shall be incorporated through sidewalk and trail connections.
- The design and exterior surface treatments should reinforce existing development patterns consistent with the character of the area and of St. Paul.
- Landscaping, fences, and walkways should be used to screen and buffer commercial uses from residential uses; the scale of which should be appropriate to the relationship between the uses.
- Uses within this area do not include those generally associated with big box stores, large open parking lots, or industrial uses, such as warehousing/distribution, manufacturing and production, etc.
- Typical zoning is B-1 and NR.

### **HIGHWAY COMMERCIAL**

Commercial uses may vary widely in their intensity of use and impact, varying from low intensity offices, specialty shops, and indoor storage to more intensive uses such as gas stations, restaurants, grocery stores, sales and service, or automobile repair. Each area designated as highway commercial in the land use plan may not be appropriate for every commercial zoning district. The appropriateness of a commercial district for a particular piece of property will depend on a review of all the elements of the Comprehensive Plan. Characteristics of Highway Commercial category include:

- Located throughout town along major corridors, the intensity of particular uses suited to the character of the surrounding area.
- Larger, more intense commercial developments located nearer to major streets.
- Neighborhoods should be served by small-scale commercial developments where appropriate, providing uses that serve the convenience and daily needs of nearby residents.
- Commercial businesses of all types and sizes should design at the pedestrian scale. Commercial areas shall be connected to residential neighborhoods by sidewalks and/or community trails.
- The design and exterior surface treatments should reinforce existing development patterns. In newly developing areas design themes should strengthen the overall image of the development consistent with the character of Springfield.
- Strict control over signage, landscaping, and design is necessary for locations nearer to lower intensity uses and along transportation corridors.
- Landscaping, berms, fences, and setbacks should be used to screen and buffer commercial uses from residential uses; the scale of which should be appropriate to the relationship between the uses.
- Uses within this area do not include those generally associated with industrial uses, such as warehousing/distribution, manufacturing and production, etc.
- Typical zoning is HC.

### **INDUSTRIAL**

The Industrial land use area focuses on the light to heavy industrial designation. Location is important, as proximity to major streets and highways can help ensure heavy traffic avoids residential areas and prominent pedestrian activity centers. Careful consideration shall be given before designation of any industrial uses so as not to encroach upon, or conflict with less intrusive uses, or destroy important new corridors.

The Industrial land use area is intended to accommodate smaller, less intensive to more intensive industrial uses. Characteristics of the Industrial designation include:

- Locations that cater to the specific needs of the user, providing a level of water, sewer, and electrical capacity, closeness to major transportation routes, and lot sizes necessary to accommodate initial development and potential future expansions.
- Uses shall emit a minimal amount of noise, odor, waste, and other operational byproducts and incorporate adequate buffering and separation from adjacent uses.
- Significant landscaping and buffering should be used to screen industrial uses from view of nearby residential areas, other conflicting land uses and important view corridors.
- The design and exterior surface treatments should reinforce existing development patterns; in newly developing areas design themes should strengthen the overall image of the development consistent with the character of Springfield.

- Strict control over signage, landscaping, and design is necessary for locations nearer to lower intensity uses and along transportation corridors.
- Uses within this area include warehousing, distribution, light manufacturing, light assembly, production companies, employment centers, self-storage facilities, etc.
- Typical zoning includes I-1 and I-2.

#### **PUBLIC/QUASI-PUBLIC**

The Public/Quasi-Public land use areas are intended to provide easy, convenient access for residents the common activities of daily life. However, the areas identified on the map tend to be already developed with uses specific to this category. The reason for this is that speculation with respect to future public and quasi-public uses can artificially inflate the underlying land value to the detriment of the city finances and community residents. In addition, not all existing or proposed public and/or quasi-public land uses are identified by way of Public/Quasi-Public Land Use designation since these uses are typically allowed outright or by conditional use in varying residential and commercial zoning districts. Characteristics of this category include:

- Locations dispersed throughout town, near activity centers and major streets.
- Locations that provide an opportunity to share facilities between uses, such as library, park, community center, or post office.
- Uses within this area include public facilities, churches, municipal properties, and schools.
- Structures should model appropriate architectural design elements, high quality construction techniques, and appropriate materials and finishes.
- All zoning districts may apply.



# TRANSPORTATION PLAN

Adequate circulation systems are essential for the safe and efficient flow of vehicles and pedestrians to all parts of the community. Communities need to be able to provide adequate transportation services to move people and goods around and through the community. In addition, access to facilities, industries, and businesses should facilitate efficient traffic patterns while minimizing conflicts between vehicular and pedestrian traffic.

## **TRANSPORTATION RELATIONSHIP TO LAND USES**

Land use and transportation work together to create the pattern for future development. An improved or new transportation route generates a greater level of accessibility and determines how adjacent land may be utilized. Land use shapes the demand for transportation routes and alternatives, while transportation projects can direct new development locations and intensities to areas where the transportation infrastructure can best accommodate their needs.

The adequacy of St. Paul's transportation system will have 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 St. Paul's comprehensive plan, careful, consistent long-range planning efforts are required. The transportation needs, in terms of both location and capacity, will change as land uses are proposed, altered, and constructed. It is important that future land use patterns be considered along with the existing street pattern when street improvements are identified. In general, the greater the transportation need or demand generated by a particular land use, the more important it is for that land use to be located near major transportation facilities.

Commercial uses and activities are most sensitive to accessibility since their survival often depends upon the ease with which potential customers can travel to their location. In this case, accessibility refers not only to the distance which must be driven, but also the ease with which the site can be found and accessed, as well as the availability of convenient parking. Therefore, commercial land uses are generally located near the center of their market area, along highways and arterials, and at major intersections. Clustering commercial uses together is also an advantage because it creates an image that is memorable, allows the community to control the flow of high traffic volumes, can provide shared parking facilities, and will allow a pedestrian connection between the uses.

Residential uses are very sensitive to traffic patterns. Commercial and industrial traffic should not travel through residential areas in order to access their destination. In residential areas speeds are slower, and roads are typically narrower to encourage heightened driver attentiveness. Pedestrian safety is paramount when planning transportation routes through residential areas.

Industrial uses are also highly dependent on transportation access, but in a different way. For example, visibility is not as critical for an industrial business as it is for most commercial uses. Industrial uses often need access to more specialized transportation facilities, which is why they tend to be located near railroad lines, highways, and reinforced roadways built to handle heavy truck traffic.

Public uses, such as city offices and parks, also require efficient and clear access routes. The public should be able to locate and use public services without difficulty. Facilities such as community centers and regional parks may generate significant traffic loads, especially during community events, and need to be located near arterial streets. Pedestrian accessibility to these public uses is also very important and trails should be designed to connect such uses to residential areas of the community.

### **THE FUTURE TRANSPORTATION PLAN**

The Future Transportation Plan is the collective result of the intentions and predictions of where St. Paul will develop and logical areas for city investment. The Future Land Use is the driving force behind the planning of the future transportation network in and around St. Paul.

Streets are classified based upon the function they serve. All St. Paul streets fall within one of three classifications. Utilizing street classifications allows a community to examine their transportation system and identify weaknesses. Using a hierarchical classification system, street facilities and improvements can be planned to address existing and future transportation needs as well as influence land use patterns.

#### **ARTERIAL**

This functional class of street serves the major portion of through-traffic entering and leaving the community and is designed to carry the highest traffic volumes. These serve intra-area traffic such as between the intense commercial areas and outlying residential areas or traffic between major community facilities. Managing and controlling access to these types of roadways is very important. This access must respect and reflect the land uses and development context adjacent to each major arterial. For example, managing and controlling access to and from a roadway in the established parts of St. Paul differs from that in developing locations, because of the varying character of these areas.

Arterial roads permit traffic flow through urban areas and between major destinations. Principal arterials carry a high proportion of the total urban travel, since movement and not necessarily access, is the primary function. Highways 281 and 92 are identified as arterials serving St. Paul. Adams, 12th Ave, and Jansen Road are considered other arterials for St. Paul.

#### **U.S. HIGHWAY 281**

Locally known as 2nd Street, U.S. Highway 281 runs north-south on the eastern edge of St. Paul's corporate boundary. Union Pacific Railroad runs parallel to the highway and limits access from the highway to most of St. Paul. Highway 281 provides the primary access to the City of Grand Island and Interstate 80.

#### **NEBRASKA HIGHWAY 92**

NE 92 allows highway access into St. Paul from the east and west and is carried by U.S. Highway 281 north and south through St. Paul.

#### **ADAMS STREET, 12TH AVE, AND JANSEN ROAD**

A lesser arterial, known as other arterial, is Adams Street and 12 Ave that travels east and west on the southern edge of town. This other arterial is designated to circulate traffic and carry more vehicles to and from the southwest part of St. Paul.

**COLLECTOR STREETS**

These streets serve as a link between local streets and the arterial system. Collectors provide both access and traffic circulation within residential, commercial, and industrial areas. Collector streets also provide more direct routes through neighborhoods for transit, pedestrians, and cyclists. Moderate to low traffic volumes are characteristic of these streets. There should be one north/south and one east/west continuous, but not necessarily straight, collector street within a developing square mile.

Paul Street, Taylor Street, Howard Avenue, and Adams Street are designated as future collectors serving current and future developments in St. Paul.

**LOCAL ROADS**

Local roads offer the lowest level of mobility and highest level of local property access. Local streets typically make up the largest percentage of street mileage and provide direct access to adjacent land uses.

**LOCAL RIGHT-OF-WAY CONSIDERATIONS**

As St. Paul develops, it will be important to plan for the necessary street improvements to support the development. To facilitate these street improvements, the appropriate right-of-way will need to be acquired. Right-of-way will be obtained through purchase, either outright or through condemnation. However, when land subdivision projects are proposed along routes identified for future improvement, the city can require the dedication of the right-of-way necessary to support the improvement.

The required right-of-way width will vary according to the classification of the street being developed or improved, the nature of any public utilities that will share the right-of-way with the street, and any sidewalk and trail requirements along the corridor. Additional right-of-way may be needed for boulevards where landscaping is required or encouraged. Future right-of-way on proposed road classifications should be protected through corridor protection overlays and increased setbacks should be implemented to reduce potential conflicts.

**ST. PAUL'S ONE- AND SIX-YEAR PLANS (2014- 2019)**

At the beginning of each year, the Nebraska Department of Roads (NDOR), municipalities, and counties must submit a one- and six-year transportation plan to the Board of Public Roads Classifications and Standards. This identifies the transportation projects to be completed within the following six years. The one-year transportation is created and budgeted for specific projects and procedures to be completed within that fiscal year. The long term projects also have specific intentions and procedures addressed but are subject to priority or budgeting changes. The long range plans help coordinate municipalities, counties, and NDOR "based on priority of needs and calculated to contribute to the orderly development of an integrated statewide system of highways, roads, and streets." 39-2155

**NEBRASKA DEPARTMENT OF ROAD'S ONE- AND SIX-YEAR PLANS (2014- 2019)**

St. Paul is involved in the one-year roads plan for District 4. U.S. Highway 281 is scheduled to be resurfaced north of St. Paul and into Greeley County. The segment of St. Paul's corporate limits will see improvement along U.S. 281/ NE-92 to Nebraska Highway 92 branch south of town.

## 4 Achieve

### TRAILS

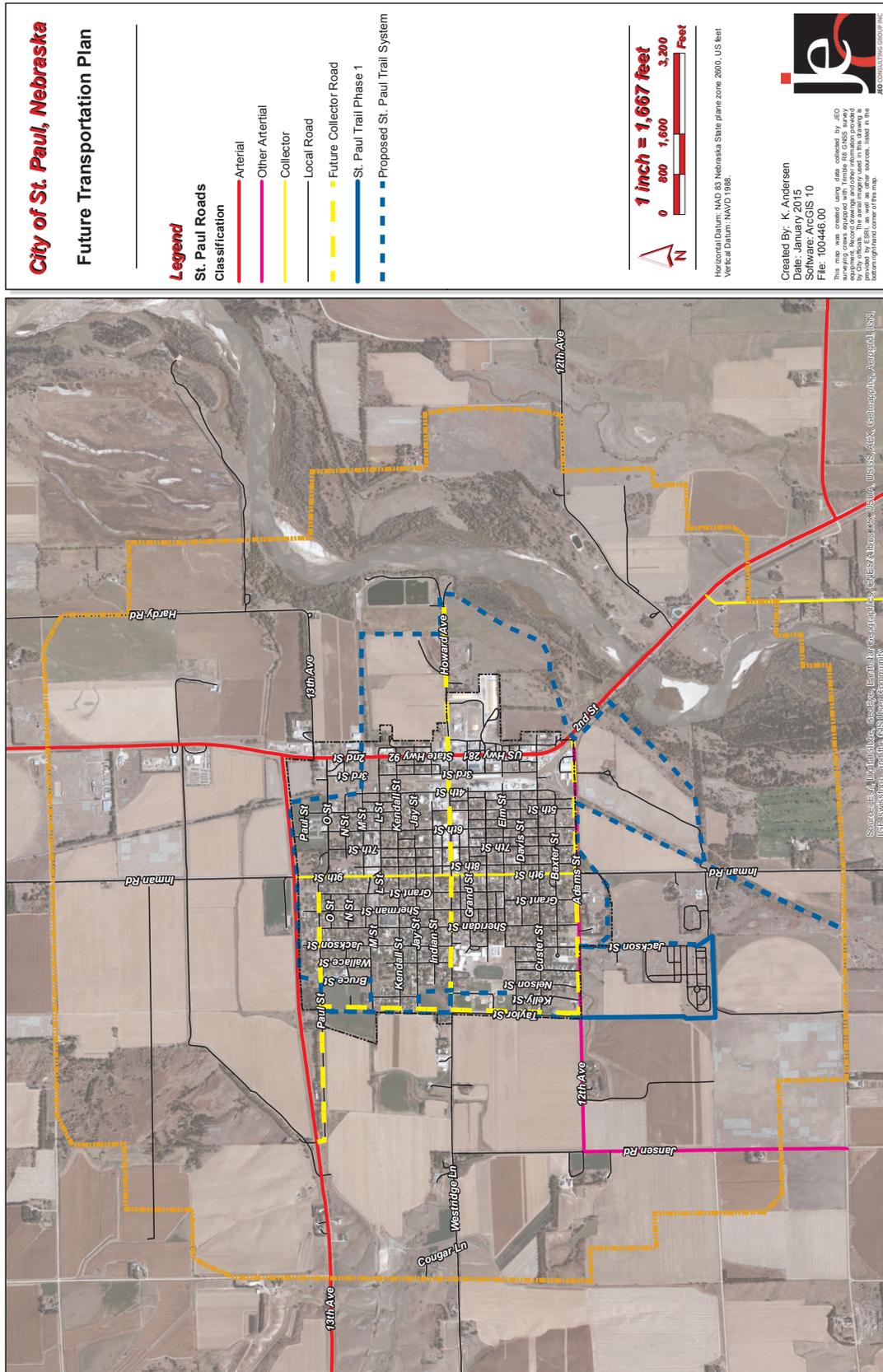
Another goal of the city is to improve upon existing trails within St. Paul and enhance the trail network with new trails throughout the city. Such trails should connect parks, public facilities, and residential developments throughout St. Paul and its one mile extra-territorial jurisdiction. Trail connections will provide safe routes to schools, parks, public facilities, and shopping areas which are extremely important to those who are unable, or choose not to drive (children, elderly, etc.)

As St. Paul grows and expands its corporate limits, drainageways and streams are recommended to be developed as both common areas and multi-purpose recreational trails. Figure 41 identifies the Trails Map for the City of St. Paul. This map illustrates both the existing and proposed trails and the connections made to existing public facilities, neighborhoods, and parks. Although the map identifies a number of proposed trails, there may be additional trails desired and their exact locations may vary depending upon developments, drainage improvements, etc. The location of proposed trails is based on future land use, future parks, and existing parks and facilities.

As sidewalks need repairs or as streets and highways are improved, consideration shall be made to incorporate and construct the trails system as proposed on St. Paul's Trail Map. In addition, as the city grows and subdivisions are platted, such developments shall incorporate trails that will benefit their development and connect to other community facilities as identified in the Trails Map. These trails shall meet current design standards, shall be concrete or asphalt, and all trails shall be ADA accessible and constructed to standards that allow for safe pedestrian and bicycle use. Additional recommendations regarding trails (on-road and off-road facilities), sidewalks, and pedestrian ways are provided in the Transportation Plan.

Figure 41, the Future Transportation Plan, details existing and proposed trails along with future road designations.

FIGURE 41. ST. PAUL TRANSPORTATION MAP





# IMPLEMENT ST. PAUL

## INTRODUCTION

Implementation refers to the specific issue/project objectives, policies and actions that have been identified to carry out Pitching the Future. This portion of the comprehensive plan includes actions designed to improve the long-range planning process, strengthen links between the plan and capital improvement budgeting, establish a process reporting system to monitor the progress of Pitching the Future, and a schedule for updating and amending the plan in the future.

Successful comprehensive plans are ones that are implemented. While the role of the Planning Commission is to ensure the orderly growth of the community by adherence to the Comprehensive Plan, it is up to the citizenry to champion the projects envisioned to implement the plan. Developing a plan is relatively easy compared to the implementation of it. What happens with the plan, how it is used in day-to-day decision-making, and the extent to which it is followed over time will all influence its overall success. Pitching the Future is a living, breathing document; it is not the end of a planning process but the beginning of a coordinated effort to direct growth and development in ways that are important to the citizens of St. Paul.

Rarely will a single tool or category of tools be sufficient to achieve the goals in a comprehensive plan. Most policies, and most of the preferred mix of land uses shown on the future land use map, require the use of several tools from different categories in order to be realized, obtained, and sustained. The City of St. Paul must develop its own set of implementation tools and strategies, recognizing that each has unique strengths and weaknesses.

## IMPLEMENTATION TOOLS

The city of St. Paul has a number of tools at its disposal to shape development patterns, protect natural resources and human infrastructure, and protect the quality of life for its residents. Implementation strategies can be separated into several distinct tool categories and programs, each with its distinct characteristics that make it suitable for specific goals and circumstances.

## SUPPORT PROGRAMS

Four programs will play a vital role in the success of Pitching the Future. These programs are:

- **Capital Improvements Plan**--an annual predictable investment plan that uses a one to six-year planning horizon to schedule and fund projects integral to the plan's implementation.
- **Zoning Regulations**--updated zoning districts and regulations, including design guidelines, can assist the city to provide direction for future growth.
- **Subdivision Regulations**--establish criteria for erosion control and runoff and dividing land into building areas, parks, trails, utility easements, and streets. Implementing the Transportation Plan is a primary function of subdivision regulations.
- **Plan Maintenance**--an annual and five-year review program will allow the city flexibility in responding to growth and a continuous program of maintaining the plan's viability.

## 5 Implementation

### **PUBLIC EDUCATION**

In addition to the identified programs, 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 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 City Council and Planning Commission of St. Paul should annually strive to implement an active public participation process by creating an educational process on land use issues. The city should continue to use and enhance its website and make the comprehensive plan and development regulations available online. Ongoing education and promotion will be an important factor in sustaining interest and motivation from community members.

Some of the objectives of the comprehensive plan cannot be achieved unless the actions of 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 St. Paul.

### **MANAGING PUBLIC PROCESSES AND RESOURCES**

Public investments also include the time and effort that go into management decisions for infrastructure, public services, public lands, and public processes. Such investment or decisions can include:

- Coordinating capital improvements planning throughout all departments to meet the comprehensive plan goals and remain consistent with plan policies.
- Investments and improvements in water and wastewater infrastructure made by the city.
- The acquisition, sale, or exchange of land for the purpose of preservation or development.
- Decisions on expenditures for public resources such as streets, parks, and trails, property management and the provision of public services.

### **SPECIAL STUDIES AND PLANS**

Additional studies and plans can be helpful to further explore and define a vision of a certain area, corridor, or development site. Conducting studies and making decisions area by area can enhance the Comprehensive Plan. Some examples of additional planning efforts that can further develop ideas expressed in Pitching the Future include:

- Housing Master Plan
- Facilities Management Plan
- Parks and Recreation Master Plan
- Site Development Plan for city property

**LAND USE SUITABILITY**

How will Pitching the Future be implemented? The 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, 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 should be installed along streets, alleys, or natural features (streams, railroads, etc.) whenever possible.

**NEIGHBORHOOD 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 present or future entrances to the neighborhood. This, in turn with appropriate sign regulations, along the major transportation corridors into and from the city, will promote a better community image and improve the quality of life in St. Paul. Neighborhood and community entrance policies, guidelines and locations are identified in the Goals and Objectives Section.

**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 city 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 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 and around St. Paul. The city's Land Use Plan is based on existing conditions and projected conditions for the community.

The need for residential uses will be driven by the future population, the ratio of owner-occupied to renter-occupied housing units, and the projected number of future dwelling units needed. New residential development can drive the need for additional commercial development, additional streets, public and park facilities, and industrial development. Therefore, decisions regarding future residential development will have a direct impact on other uses throughout the entire community. Conversely, commercial and industrial development in a community will lead to further economic development and the need for more residential units. St. Paul currently has the potential to grow in population which can contribute to some commercial growth, the possibility of industrial and business park developments along major transportation corridors, including the eastern portion of the community, may lead to additional opportunities and population growth.

# ANNEXATION

As the city grows in size it must look for opportunities to extend its borders to continue to provide a high 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.

There are three ways annexation can be pursued. These include:

1. Property owners can request annexation.
2. The municipality can annex any contiguous or adjacent tracts, lots, or streets/roads that are urban or suburban in nature.
3. At the time land is platted adjacent to St. Paul's corporate limits it could be annexed at the time of approval of the final plat with a pre-annexation agreement.

In the case of the first method, the property owner must submit a plat prepared by a licensed surveyor. The plat must be approved by the city engineer and filed with the clerk along with a written request signed by all owners of record for the proposed annexation properties. Annexations must be approved by both the Planning Commission and City Council.

To adopt an annexation ordinance, a majority of affirmative votes are required by the governing body at each reading of the ordinance. Then the certified map is filed with the County Assessor, County Clerk, and Register of Deeds along with a certified copy of the ordinance. The city then has one year to adopt a plan for the extension of services to the annexed area, if needed.

### **AREAS FOR POTENTIAL ANNEXATION FOR ST. PAUL**

Within St. Paul's extraterritorial jurisdiction, the areas adjacent to the existing corporate limits will likely be the first areas considered for annexation in the future. St. Paul's annexation policy should include all urban development once it becomes adjacent and contiguous to the corporate limits. Future annexation policies for subdivisions not developed as SID's, should be to annex these properties into the corporate limits as soon as they meet the State Statutes of adjacent and contiguous as well as urban and suburban in character, and are financially feasible for the city's goals.

The city of St. Paul has identified several areas adjacent to the corporate boundaries as potential areas of annexation. The Planning Commission shall review these areas and others annually to consider future growth and annexation. Areas for potential annexation are displayed in Figure 42.



## 5 Implementation

### ACHIEVING ST. PAUL'S FUTURE PLAN

In order to solve community problems or concerns, successful city comprehensive plans have the key ingredients of consensus, ideas, hard work, and the application of each of these. This section of the plan contains the inspiration of the many city officials, school district, chamber, economic corporation, and concerned citizens who have participated in the planning process. Nevertheless, the ultimate success of Pitching the Future remains in the dedication offered by each and every resident.

There are numerous goals and objectives in this plan and it is recommended to review the relevant goals and objectives during the city planning and budget sessions. However, it is also recommended that the city select elements of the plan for immediate action; the goals or projects of highest priority which will ultimately lead to the success of other goals and objectives. It will be critical to earmark the specific funds to be used and the individuals primarily responsible for implementing the goals, objectives and policies in Pitching the Future.

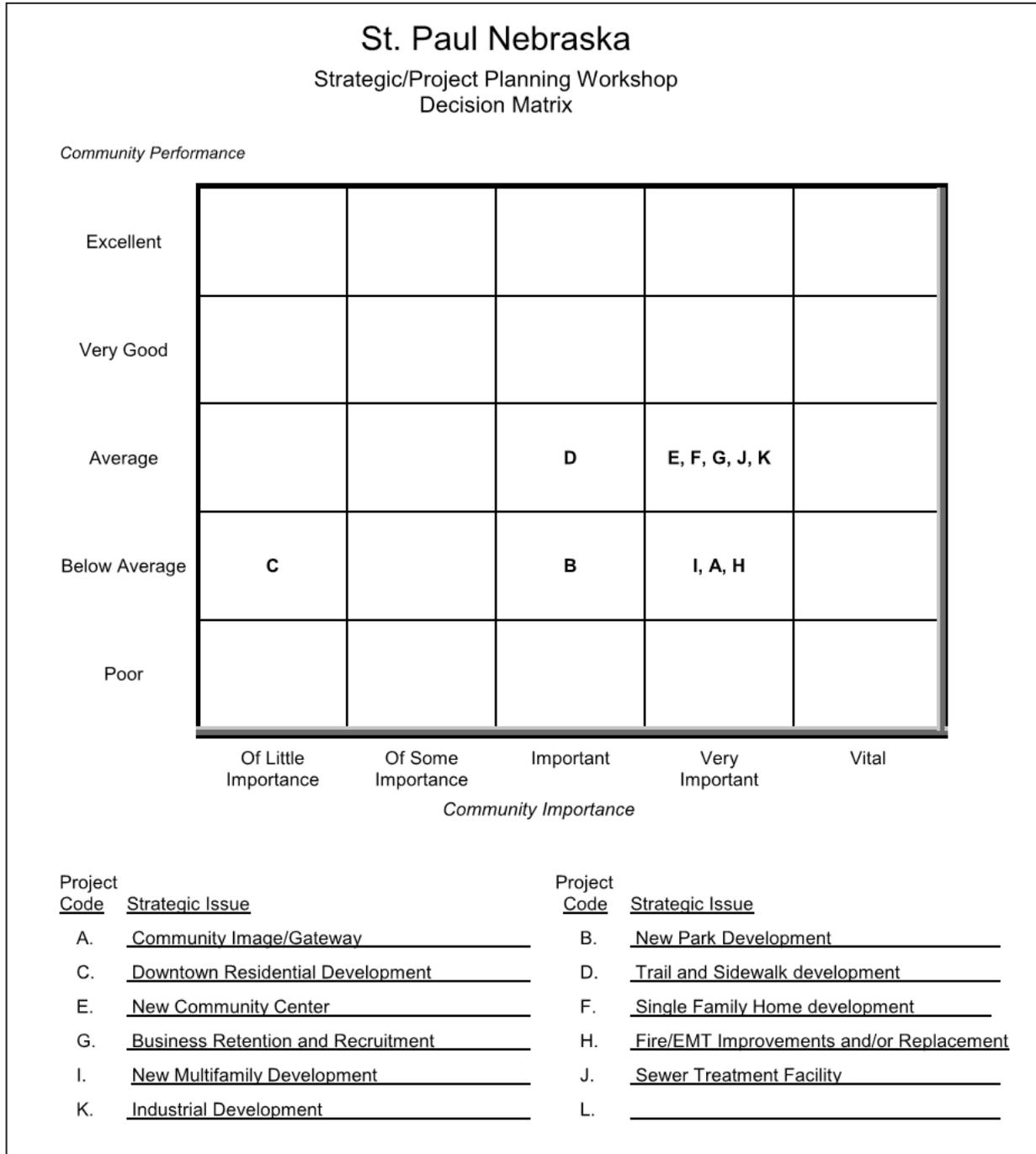
As a comprehensive plan prepares a community for future growth and development; a community's strategic plan helps identify and prioritize the specific projects that will assist the city to reach its ultimate destination. These projects do not happen overnight, nor are they accomplished by one person. Careful planning and consideration should be given to each. The city should rely on staff, appointed officials, elected officials, community groups, and other organizations to help achieve these identified projects planned for the benefit of the entire community. The projects may include those necessary to maintain status quo, while others will be necessary or desired for continued community growth. Pitching the Future will identify the top projects or goals of the community and list individual concerns, objectives, actions, timelines, responsible groups/agencies, potential resources, and measurable outputs for each goal.

On December 17, 2014 a planning implementation meeting was held to discuss and prioritize various projects in and around St. Paul. The Planning Consultant facilitated the workshop which followed an agenda geared to inform, educate and build consensus of the group. The group reviewed the current city issues identified throughout the planning process and examined others that were identified by the Steering Committee. The goal of the meeting was to establish consensus on civic betterment initiatives so the city could formulate strategies and target local resources (both human and financial) to accomplish the goals. It was agreed that a formal plan of action is needed to keep St. Paul moving forward and to provide efficiency in its resources, regardless of personnel changes. This plan will be reviewed and referenced for ongoing consistency in future planning initiatives.

Based upon the workshop discussion, the top eleven (11) projects identified were (in no particular order):

- Community image/gateway
- New park development
- Downtown residential development
- Trail and sidewalk development
- New community center
- Single family home development
- Business retention and recruitment
- Fire/EMT improvements and/or replacement
- New multifamily development
- Wastewater treatment plant
- Industrial development

The next step of the workshop prioritization process included a decision matrix assignment. Two judgments were necessary to complete the decision matrix: 1) the strategic issue’s importance to the community; and 2) how well St. Paul is doing to address that issue. A high ranking indicates that the community is doing an excellent job at addressing that particular strategic issue, while a vital ranking illustrates that particular strategic issue’s high importance to the community. The result of the Strategic Issues and Priority Setting Matrix exercise is summarized in the following figure:



## 5 Implementation

Special attention should be given to those projects that are very important or vital to the residents of St. Paul. Issues in which the City was given credit as doing a “very good job” with should be continued, while those ranking very important - but falling behind in performance - should be considered, consistent with their overall importance to the community.

Based on input from the exercise, the issues that are valued highest, while perceived to be lacking execution, from the participants include:

- Community image and/or a gateway corridor
- Fire/EMT improvements and/or replacement, and
- New multifamily residential development

The identified community betterment strategies were developed based on participant input to strengthen the St. Paul community and improve the quality of life for the citizens of the City. This plan will empower St. Paul residents and businesses to look towards the future with confidence and resolve and fully commit to undertaking the identified issues.

Strategies and corresponding projects were divided into short-term (defined as 1-3 years), mid-term (defined as 4-6 years), and long term-term (defined as 7-10 years) development timeframes. For timeframe purposes, the Community Center, and project was divided into two phases. The timeframe for priority projects include:

### Short-Term

- Community image and a gateway corridor
- New community center (planning and fundraising)
- Single family home and multi-family development
- Business retention/recruitment and industrial development (economic development)

### Mid-Term

- New community center (construction)
- Fire/EMT improvements and/or replacement
- Wastewater treatment plant

### Long-Term

- New park development
- Downtown residential development
- Trail and sidewalk development

The Implementation planning process identified nine (9) strategies of the City of St. Paul and lists individual concerns/needs, objectives, actions, timelines, responsible parties, resources, and measurable outputs for each strategy. Although the following strategies are numbered, it is realized that such strategies may take on different forms, be consolidated with other strategies/projects or be re-prioritized based upon timely issues or opportunities. In such cases, this strategic plan shall be re-examined and adopted to provide proper guidance. At a minimum, the city should conduct an annual review of the adopted St. Paul Comprehensive Plan to assure all goals, objectives and actions are kept current.

**STRATEGY #1: IMPROVE THE COMMUNITY IMAGE WITH A GATEWAY CORRIDOR.****Concerns/Needs**

- The current entrances into the community are not appealing, uninviting, and do not reflect the quality of life available in St. Paul.
- Gateway signs would be an aesthetic welcome to the community
- Lighted and landscaped
- Set back from intersection
- Highway entry locations
- South of River
- North of fairgrounds
- West of Paul Street

**Objective #1: Design and install directional and “Welcome to St. Paul” community signs.**

- Action Step #1: Identify the most appropriate/visible location for community signs.
- Action Step #2: Contact the Nebraska Department of Roads and Howard County Highway Superintendent about necessary permits and restrictions to install the community signs.
- Action Step #3: Acquire rights to use said property (acquisition/easement).
- Action Step #4: Conduct a town hall meeting to raise awareness of the new “Welcome to St. Paul” community sign.
- Action Step #5: Engage local stakeholders or competition to design the welcome sign and landscaping plan for the site.
- Action Step #6: Incorporate a community branding message/logo into the design of the welcome sign and site plan.
- Action Step #7: Develop cost opinions for the sign(s).
- Action Step #8: Obtain all necessary permits.
- Action Step #9: Secure the necessary resources to implement the project.
- Action Step #10: Install the sign(s).
- Action Step #11: Dedicate sufficient resources for ongoing operation and maintenance of the signs and sites.

**Timeline: 2015-2016.**

**Responsible Groups/Agencies**

St. Paul city council, private businesses, residents, civic leaders, St. Paul Public Schools, Howard County, Nebraska Department of Roads, and St. Paul Development Corp.

**Potential Resources**

City funds, local donations, private foundations, in-kind services, Lower Loup Natural Resources District, UNL - County Extension Service, and Local Option Sales Tax.

## 5 Implementation

### Measurable Outputs

Just as homeowners often decorate the entrance of the house or yard with seasonal door wreaths, colorful plants and flowers in the garden, or interesting address plaques and door mats, communities also place attractive signs at entrance points into the community, to make visitors feel more welcome. Municipal signs and community entrance signs provide distinctive recognition for the community.

Entrance signs enable a community to identify itself and welcome visitors with a custom-made sign which often reflects some aspect of the community's character. They should be permanent in nature and constructed with building materials that can withstand the elements. Strategic use of rock materials, metal and wood could provide the basis for a scale appropriate, aesthetically-pleasing sign that will entice visitors to explore the community.

Finally, the community sign should display a simple message containing the following:

- "Welcome" message,
- The name and a symbol or logo (community brand) of the community

The sign structure is often accompanied by an LED message board and/or attractive landscaping which may include flowerbeds arranged to display a community message and appropriate lighting to ensure proper illumination during the evening hours.

### STRATEGY #2: CONSTRUCT A NEW COMMUNITY CENTER.

#### Concerns/Needs

- Size will ultimately depend on the facility's amenities.
- Currently there are no facilities in St. Paul able to host larger events.
- Need an activity center or a traditional Community Center for social and civic events.
- Community pride.
- Possible basketball court
- Include a catering kitchen
- Community meeting room

#### **Objective #1: Determine the physical and spatial needs of the new Community Center.**

- Action Step #1: Form a St. Paul Community Center Steering Committee to explore all options for the development of a future multipurpose community center. This committee will report directly to the city council.
- Action Step #2: This committee will be responsible for identifying the future usage of the new multipurpose facility, including special demands and needs for physical amenities.
- Action Step #4: Inventory community centers recently built in the region. Visit with local officials to determine their likes, dislikes and regrets with their new facility.

Action Step #3: Present the physical needs and expectations of the planned Community Center to the residents of St. Paul and to the local decision-makers.

Action Step #4: Determine all financing mechanisms available to fund the center and collaborate with city council on both capital costs and future operational and maintenance costs.

**Timeline: 2015**

**Objective #2: Design a concept facility which will accommodate the physical and spatial needs of the St. Paul Community Center.**

Action Step #1: Procure the services of a licensed, professional architectural/ engineering consultant to assist in assessing all potential options for the new community center.

Action Step #2: Hold an informational meeting of local stakeholders (business community, school district, St. Paul residents) to solicit expectations for the new facility.

Action Step #3: Review with the consultants the list of available vacant structures/lots that are suitable for the future multipurpose venue. Consider the pros and cons of each site, including access, parking, utilities, traffic and price.

Action Step #4: Prepare professional schematics and opinion of costs for renovating potential structures, or for the construction of a new facility, emphasizing energy-efficiency and accessibility.

Action Step #5: Present the draft results of the schematics/opinion of costs to the local stakeholders for their review and consideration. Incorporate any revisions into the final draft.

Action Step #6: Present the final design schematic/opinion of cost to the St. Paul public for their review/consideration/comments. Revisit and modify design schematics/cost estimates, as necessary, to reflect the comments of local residents.

Action Step #7: Select the most cost-effective future location for the St. Paul Community Center.

Action Step #8: Identify and secure site of the facility.

Action Step #9: Conduct a town hall meeting to discuss and solicit public input on the St. Paul Community Center, as proposed.

**Timeline: 2015.**

**Objective #3: Determine the long-term ownership and operational structure of the new St. Paul Community Center.**

Action Step #1: Based upon the programming of the St. Paul Community Center facility, conduct a meeting of local stakeholders and the city of St. Paul to determine the most appropriate entity to eventually own and operate the new facility, once constructed.

Action Step #2: Identify the organizational/operational structure for the future facility and use.

Action Step #3: Identify financial means for the ongoing operation/maintenance of the St. Paul Community Center.

**Timeline: 2015.**

## 5 Implementation

### **Objective #4: Identify potential resources (both human and financial) for the construction of the new St. Paul Community Center.**

- Action Step #1: Meet with the Fiscal Agent for the city of St. Paul to determine the long-term debt capacity of the community.
- Action Step #2: Develop a capital campaign based off the financing gap from city resources and facility costs.
- Action Step #3: Identify local, regional, state, federal and in-kind resources for construction of the future St. Paul Community Center.
- Action Step #4: Commence fundraising efforts to solicit public and private contributions for the construction of the new St. Paul Community Center.
- Action Step #5: Achieve maximum project impact by leveraging local funds with “outside” resources.
- Action Step #6: Package all financial resources for the construction of the new venue.

**Timeline: 2016.**

### **Objective #5: Construction of the new Community Center.**

- Action Step #1: Conduct an environmental review process, as required by the project’s public funding agencies.
- Action Step #2: Enter into a professional services contract with a professional architectural/engineering firm to develop plans and specifications for the project, as well as for construction observation/management services.
- Action Step #3: Develop plans and specifications for the future St. Paul Community Center
- Action Step #4: Submit plans and specifications to the public agencies (as appropriate) for their review/ approval.
- Action Step #5: Secure necessary permits/approvals from public agencies.
- Action Step #6: Bid phase to include advertising, letting and contract award to lowest responsible/ responsive bidder.
- Action Step #7: Construction related activities.

**Timeline: 2017.**

### **Responsible Groups/Agencies**

Established steering committee, St. Paul city council, residents, St. Paul Public School System, St. Paul Economic Development Corporation and senior citizens.

### **Potential Resources**

General obligation bonds, St. Paul general fund, Local option sales tax, private donations, local volunteers, local fundraising events, local monies, private foundations, USDA Rural Development Community Facility Loan Program, Community Development Assistance Act, Civic and Community Center Financing Fund, Keno funds, and fee for usage.

### Measurable Outputs

A community center is a public location where members of a community may gather for group activities, social support, public information, recreational activities, and other purposes. It's more than a building, however. It's a community focal point that offers unmatched value in personal enrichment and community connection through life-long-learning, leisure activities, special community events, outreach activities and facility rentals.

High priority items identified and discussed at great length throughout the planning process was a desire to construct a new, multipurpose facility that would:

- provide a safe, accessible community space for activities and programs that meet community needs;
- strengthen and unite the community by bringing together its diverse elements;
- raise consciousness through public education, art, music, culture, craft, communication, civic discourse and debate;
- enrich personal leisure by providing space for an indoor fitness center, and basketball courts;
- advance the full inclusion of all persons in the community.

Due to the complexity of funding, siting and spatial layout of a new community center, an Architectural Program Plan is one of the most important investments a city can make. The plan will serve as a basis for the future development of the facility, including: public input and expectations, spatial analysis, supporting amenities, spatial requirements, site layout, floor plan layout, facility design, opinion of costs and projected operating costs.

A Community Center Steering Committee comprised of younger families, seniors, youth, public school administrators, business-owners and civic organizations should be organized to select a consultant to lead the planning process, make critical recommendations about the facility, review projected operating costs and revenues, and investigate viable funding options that would offset the cost of construction of the center. The committee should conduct public meetings and town hall sessions to disseminate information and garner public support for the project.

Once constructed, the new St. Paul Community Center will restore a positive community atmosphere and offer St. Paul residents a safe, aesthetically-pleasing, scale-appropriate, energy-efficient, fully accessible facility to host private functions and civic/athletic events. Organizers of larger events will no longer be forced to seek facility accommodations in neighboring communities for local events. Equipped with appropriate amenities (kitchen, handicap-accessible restrooms, conference rooms, indoor recreation facilities, etc.) and scale-appropriate spatial accommodations, the new facility will be a perfect location for meetings and social gatherings of all sizes.

## 5 Implementation

### STRATEGY #3: DEVELOP SINGLE FAMILY AND MULTI-FAMILY HOUSING IN ST. PAUL

#### Concerns/Issues

- Lack of quality housing throughout the community
- Older homes need substantial rehabilitation
- Lack of code enforcement/nuisance abatement
- If a mobile home park is developed it should meet the required standards
- Infill development is a possibility
- High lot prices
- Need to extend public infrastructure to new areas to promote housing development
- City nearly landlocked by floodplain
- St. Paul is in need of townhouses, and other multi-family residential

#### **Objective #1: Improve the quality and appearance of the existing housing stock in St. Paul with a housing rehabilitation program**

- Action Step #1: Assess the need for housing rehabilitation within the city of St. Paul.
- Action Step #2: Conduct a city-wide community attitude survey, soliciting information on individual housing conditions.
- Action Step #3: Conduct a physical survey of existing housing conditions.
- Action Step #4: Conduct a town hall meeting to gather public input on the need for a housing rehabilitation program.
- Action Step #5: “Pre-market” a proposed St. Paul Housing Rehabilitation Program by accepting applications for housing rehabilitation assistance.
- Action Step #6: Establish long-term community housing rehabilitation objectives.
- Action Step #7: Formulate and officially adopt guidelines which will govern the fair and efficacious implementation of St. Paul Housing Rehabilitation Program. Include specific language that addresses the responsibilities of the homeowner during the compliance period.
- Action Step #8: Identify local, regional, state and federal resources available for housing rehabilitation activities.
- Action Step #9: Package and secure funding for housing rehabilitation activities.
- Action Step #10: Structure resources to accommodate pay back potential of low- and moderate-income homeowners.
- Action Step #11: Solicit participation from St. Paul homeowners for housing rehabilitation activities.
- Action Step #12: Advertise the St. Paul housing rehabilitation activities.
- Action Step #13: Conduct a town hall meeting to discuss eligibility requirements for participation in the Program.
- Action Step #14: Accept applications from eligible homeowners; verify eligibility.
- Action Step #15: Conduct housing quality inspection.
- Action Step #16: Inspect structural, mechanical, electrical, plumbing, and energy efficiency of housing units.

- Action Step #17: Determine housing deficiencies, utilizing Minimum Housing Quality Standards and the International Property Maintenance Code.
- Action Step #18: Qualify unsafe conditions that exist on the property (e.g., inoperable automobiles, appliances, machinery, and unsightly debris). Inspect to ensure that conditions are alleviated prior to proceeding with work write-ups.
- Action Step #19: Prepare plans and specifications (work write-ups) for housing repairs and advertise for housing contractors.
- Action Step #20: Explore sources to provide financial assistance to those homeowners who could not otherwise afford a conventional home improvement loan.
- Action Step #21: Inspect rehabilitation work/property for compliance with specifications.

### Timeline: 2016-2017

#### **Objective #2: Provide an environment that encourages and promotes residential development within the community.**

- Action Step #1: Develop a housing market study to quantify and qualify the housing needs of St. Paul. Present the results of the Study to the public and private housing developers.
- Action Step #2: Hold a Housing Developers/Builders Summit to discuss housing demand opportunities and local policies.
- Action Step #3: Upload the study to the city's website and disseminate it to housing developers.
- Action Step #4: Review the goals and policies contained within the adopted St. Paul Comprehensive Plan and Zoning Ordinance, and Subdivision Regulations that support housing development.
- Action Step #5: Develop public/private partnerships, where necessary, to facilitate new housing development.
- Action Step #6: Consider all public financing option that may be used to promote, incentivize, and stimulate housing development on infill properties.

### Timeline: 2016-2017

#### **Objective #3: Provide financial assistance to those homeowners who could not otherwise afford a conventional home improvement loan.**

- Action Step #1: Discuss any issues that hindered the efficient and effective implementation of past housing rehabilitation programs.
- Action Step #2: Where appropriate, formulate and officially adopt revised guidelines which will govern the fair and efficacious implementation of St. Paul Housing Rehabilitation Program. Include specific language that addresses the responsibilities of the homeowner during the compliance period.
- Action Step #3: Continue to identify local, regional, state and federal resources available for housing rehabilitation activities.
- Action Step #4: Consider applying for funding to establish the Program.
- Action Step #5: Package and secure funding for housing rehabilitation activities.

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Action Step #6: Structure resources to accommodate payback potential of low- and moderate-income homeowners.

**Timeline: 2018 - Ongoing**

**Objective #4: Provide financial assistance to landlords to incentivize reinvestment into their rental properties.**

Action Step #1: Consider Program Guidelines that would govern the implementation of a Renter-Occupied Housing Rehabilitation Program. Review Guidelines from previous Programs implemented in other communities. Discuss any issues that may have hindered the implementation of those programs.

Action Step #2: Formulate and officially adopt revised guidelines which will govern the fair and efficacious implementation of St. Paul Renter-Occupied Housing Rehabilitation Program. Include specific language that addresses the responsibilities of the landlord during the compliance period.

Action Step #3: Identify resources available for housing rehabilitation activities.

Action Step #4: Consider applying for funding to establish the Program.

Action Step #5: Secure funding for a renter-occupied housing rehabilitation program.

Action Step #6: Structure assistance to accommodate payback potential/return on investments for landlords that own rental properties in the study area.

**Timeline: 2018 - Ongoing**

### Responsible Groups/Agencies

City of St. Paul, St. Paul Planning Commission, St. Paul residents, SCEDD, city staff, property owners, media outlets, social service agencies, St. Paul Housing Authority, private developers, St. Paul Economic Development Corp., and local lending institutions.

### Potential Resources

Local lending institutions, Tax Increment Financing, private funds, Nebraska Energy office, Fannie Mae Programs, Nebraska Department of Economic Development Housing Programs, Nebraska Investment Finance Authority (NIFA), and U.S.D.A. Rural Development Programs.

### Goal Rationale

The community's housing stock is one of its largest total physical investments. The neighborhood's quality as a living environment is largely determined by the quality of its housing structures. Public entities are limited in what they can accomplish towards housing development. A city and its partners can only take steps to encourage the private investment necessary to develop housing in the community. For this reason the strategies for implementing single-family and multi-family housing were combined into one strategy.

Since most of the housing supply that will be present by the end of 2030 is already standing today, conservation of the existing housing supply is very important to the vitality of the community. Consequently, the city of St. Paul should consider establishing another owner-occupied, single family housing rehabilitation program and a renter-occupied housing rehabilitation program, if demand warrants. The investment of these

resources could provide the financing to significantly improve living conditions of low and moderate-income homeowners of area; property-owners who could not otherwise afford a conventional loan. Strategically utilizing public/private resources will allow financial assistance to be provided to lower-income homeowners/landlords, at a rate which will accommodate their payback capacity.

To further expand housing choice, St. Paul should sponsor a Housing Market Study that will qualify and quantify the future housing needs of the community. The Study will help the city and local developers better understand the strengths and weaknesses of its residential housing market. The ultimate goal of the study is to help create a balanced community, one that adequately serves its residents with the greatest needs, and offer new and exciting housing opportunities for existing and potential residents of the city.

Improving the quantity, quality and appearance of the study area's housing stock is a short-term and ongoing priority of the community.



# 5 Implementation

## STRATEGY #4: ECONOMIC DEVELOPMENT

### **Concerns/Needs**

- Build on success of St. Paul Development Corporation
- Recent renewal of LB 840
- Industrial land development needed
- Alleviated floodplain adjacent to industrial park
- Community laundromat needed
- Sit-down restaurant needed
- Diverse, ethnic food as a restaurant opportunity

### **Objective #1: Examine the economic profile in and around the study area.**

- Action Step #1: Hold focus group session to identify economic trends in the St. Paul business community with SCEDD and NEDED (e.g., start-ups, expansions, business failures, etc.).
- Action Step #2: Review and evaluate economic indicators (housing starts, employment, unemployment, per capita income, net taxable sales, and existing business make-up).
- Action Step #3: Survey the business community to gather information on product/service, number of employees, salary ranges, fringe benefits, plans for the future, and strengths/barriers to economic development.
- Action Step #4: Survey of the community and review recent studies to gather information on pertinent demographics, income, commuting patterns, purchasing characteristics and economic leakages within St. Paul.

### **Objective #2: Develop strategies for promoting/fostering economic development in the study area.**

- Action Step #1: Develop strategies to promote the success of existing businesses, and for providing technical assistance to existing businesses that have retention or expansion needs.
- Action Step #2: Identify business that have growth potential within the local economic environment, including new businesses, value-added businesses, businesses that slow economic leakage, and businesses primed for diversification.
- Action Step #3: Outline intervention strategies that respond to specific barriers and opportunities of economic development, including job training/labor market skills, housing affordability/availability, labor market skills, new marketing strategies, public infrastructure, and economic development resources.
- Action Step #4: Identify growth areas within the community which are suitable for economic development.
- Action Step #5: Identify partners for economic development, including: financial providers, technical assistance providers, educational and job training providers, business and government leaders, industry coalitions, and local residents.
- Action Step #6: Review activities that may enhance the economic impact of annual community events. Actively promote any of the civic and cultural celebration on a regional basis.
- Action Step #7: Promote the historic baseball theme to attract visitors, tourists, and develop a community identity.

Action Step #8: Offer ongoing training and education to small business and entrepreneurs about accessing capital, preparing business plans, effectuating niche markets, expanding market share, fostering economic clusters, or developing effective marketing strategies.

Action Step #9: Consider business attraction strategies such as a business incubator, artists' studios/colony, acquiring and marketing speculative space, and revolving loan programs.

**Timeline: 2015 - Ongoing**

### **Responsible Groups/Agencies**

St. Paul city council, St. Paul Economic Development, SCEDD, NEDED, St. Paul residents, local lending institutions, St. Paul businesses

### **Potential Resources**

Local funds, local lending institutions, private monies, Tax Increment Financing, local option sales and use tax, U.S.D.A. Rural Development Programs, utility providers, Nebraska Department of Economic Development, Federal Home Loan Bank, U.S. Department of Commerce - Economic Development Administration, and the U.S. Small Business Administration.

### **Goal Rationale**

Community and government leaders across the country have, for the past 15 to 20 years, come to the realization that they not only can, but must initiate programs to enhance their local economies. Governments have sometimes provided enormous subsidies to try to entice large businesses to build manufacturing plants within their communities; while others have started small loan funds to encourage "micro-enterprise" businesses, or created "incubators" that provide office space and services to a variety of small businesses. Results of these rural economic development efforts have been mixed.

"Smokestack chasing" has lost favor with many rural economic development practitioners because of the unintended impact it has had on community systems and local fiscal restraints. In these difficult environments, the city of St. Paul must have a clearly focused and structured economic development strategy that is consistent with the vision and values contained within the St. Paul Comprehensive Plan and complements the region. This guide is an important first step in attaining the city's long-term commitment of job creation, increased pedestrian traffic within the downtown area, filling vacant store fronts, sales tax revenues, promotion of St. Paul as an attractive place to visit, live, work, and invest.

Most often, successful organizations are achieving their goals as a result of having community support for a well-conceived "plan of action" that serves as a blueprint for an economic development program. The Economic Development Plan for St. Paul is a powerful yet focused guide for the community in formulating intervention strategies that will allow St. Paul to achieve economic prosperity. Likewise, the Plan emphasize the importance of preserving the high quality of life enjoyed by local residents and support community values such as environmental preservation, small town atmosphere, recreational facilities, and human resources.

In the extremely competitive field of economic development, those with the highest degree of readiness are most likely to succeed.

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### STRATEGY #5: CONSTRUCTION OR EXPANSION OF THE ST. PAUL CITY FIRE DEPARTMENT/RESCUE BUILDING.

#### Concerns/Issues

- A larger facility will be needed in the future
- Location of new site
- The community has a small daytime population – volunteers are scarce during working hours

#### **Objective #1: Determine the physical and spatial needs of St. Paul Fire Department.**

- Action Step #1: Procure the services of a licensed architectural firm to analyze the physical condition and capacity of the existing Fire Hall/Rescue building.
- Action Step #2: Hold an informational meeting between Architect and Fire Department stakeholders to evaluate the needs and aspirations of the Department/Rural Fire District/Rescue; or a Program Plan.
- Action Step #3: Inventory the assets of the St. Paul City Fire Department/Rescue to assess the physical and spatial needs of the future fire/rescue hall.
- Action Step #4: Discuss future equipment purchases, including fire trucks, rescue squads, equipment.
- Action Step #5: Discuss the future training needs of firefighters/EMTs to determine required training space.
- Action Step #6: Discuss the technology needs of the fire/rescue facility for training, dispatching volunteers, and security.

**Timeline: 2019.**

#### **Objective #2: Design a structure which will accommodate the physical and spatial needs of the St. Paul City Fire Department, Rural Fire District and Rescue.**

- Action Step #1: Calculate the spatial requirements of the future fire/rescue facility.
- Action Step #2: Consider the availability of land for expansion at the current site.
- Action Step #3: Consider the availability of land for the construction of a new fire/rescue hall.
- Action Step #4: Examine ease of access, impact to surrounding land uses and availability of public infrastructure systems to support the new development.
- Action Step #5: Develop and present opinion of cost for an expanded and new facility.
- Action Step #6: Determine the most cost-effective solution to the needs of the fire department/rural fire district/rescue service.
- Action Step #7: Design architectural renderings for expanded/new facility for review and selection by the Fire Department stakeholders.
- Action Step #8: Present final Plan to the residents of St. Paul and fire department/rural fire district.

**Timeline: 2020.**

**Objective #3: Determine the long-term debt capacity of the St. Paul Fire Department/Rural Fire District/Rescue and identify potential resources for the expansion or construction of a new fire/rescue barn.**

- Action Step #1: Meet with the Fire Department/Rural Fire/Rescue’s fiscal agent.  
 Action Step #2: Identify local, regional, state and federal resources for fire/rescue barn construction.  
 Action Step #3: Maximum project impact by leverage local funds with “outside” resources.  
 Action Step #4: Hold fundraising events to solicit donations for the construction of the new fire barn.  
 Action Step #5: Package all financial resources for maximum public benefit.

**Timeline: 2020-2021.**

**Objective #4: Expansion or construction of the new fire/rescue barn.**

- Action Step #1: Prepare plans and specifications for the expansion or construction of the fire/rescue barn.  
 Action Step #2: Bid phase to include advertising, letting and contract award to lowest responsible/responsive bidder.  
 Action Step #3: Undertake construction related activities.

**Timeline: 2022.**

### **Responsible Group/Agency**

St. Paul Fire Department/Rural Fire District/Rescue, St. Paul City Council, residents, Rural Fire District residents.

### **Potential Resources**

Conventional general obligation bonds, St. Paul Department Capital Improvement Fund, St. Paul general fund, U.S.D.A. Rural Development Community Facility Loan Program, NEDED Community Development Block Grant, local donations, and fund raising events.

### **Measurable Output**

Volunteer fire fighters and members of volunteer rescue squads are the first line of defense in coping with fires and other emergencies in rural communities. These volunteers – who literally risk personal safety for the public good – are on call 24-hours a day, and as a part of a mutual aid agreement with neighboring Districts, also respond to calls in other portions of the region.

Most communities are served by volunteer fire departments. In fact, more than one-half of all volunteer fire departments nationwide extend their services to a community of fewer than 2,500 people. As one might expect, volunteer fire departments of that size have a great deal of difficulty in acquiring – through local resources exclusively – sufficient funds to undertake large-scale capital improvements to meet their ongoing operation and storage needs.

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### STRATEGY #6: IMPROVE THE MUNICIPAL WASTEWATER SYSTEM WITHIN THE CITY OF ST. PAUL

#### Concerns/Issues

- Federal mandates
- The potential for a rate adjustment

#### **Objective #1: To evaluate the physical capacity of the existing municipal sewer system and determine the long-term feasibility of compliance upgrades.**

- Action Step #1: Conduct a Wastewater System Preliminary Engineering Report and Utility Mapping Plan.
- Action Step #2: Evaluate the City's municipal wastewater system in terms of physical condition, capacity, security, vulnerability, efficiencies and inefficiencies, and reliability.
- Action Step #3: Identify deficiencies within the wastewater system.
- Action Step #4: Smoke test or televise sanitary sewer mains to isolate sources of inflow/infiltration.
- Action Step #5: Establish population projections to estimate the future wastewater needs of St. Paul.
- Action Step #6: Calculate future wastewater capacity requirements for the city.
- Action Step #7: Outline recommended wastewater system upgrades, offer other feasible alternatives to correct deficient conditions, and provide an opinion of costs for recommended up grades.
- Action Step #8: Create a GIS mapping system showing the precise location of the municipal wastewater system.
- Action Step #9: Prepare a Preliminary Engineering Report in accordance with the criteria set forth in NDEQ Title 131, Ch. 4.004, and the most recent guidelines for Preliminary Engineering Reports as outlined by the Nebraska Water and Waste Water Advisory Committee.

**Timeline: 2019-2020.**

#### **Objective #2: Determine the City's fiscal capacity for financing wastewater system up grades.**

- Action Step #1: Meet with the City's fiscal agent to determine the long-term debt capacity of the City.
- Action Step #2: Identify local, state and federal resources for wastewater system upgrades.
- Action Step #3: Maximize project impact by leveraging local funds with outside resources.
- Action Step #4: Adjust user rates to make the wastewater system financially self-supportive.
- Action Step #5: Secure appropriate financing to make long-term improvements to the municipal sewer system at a rate that is affordable to the average St. Paul households.

**Timeline: 2020.**

**Objective #3: Develop plans, specifications and opinion of cost for long-term wastewater system improvements.**

Action Step #1: Enter into a professional services agreement with the City Engineer.

Action Step #2: Prepare plans and specification for wastewater system improvements, pursuant to the Preliminary Engineering Report.

Action Step #3: Obtain all necessary permits from regulatory agencies.

**Timeline: 2021.**

**Objective #4: Construct long-term wastewater system improvements.**

Action Step #1: Bid phase to include advertising, letting and contract award to lowest responsible/responsive bidder.

Action Step #2: Coordinate subterranean utilities replacements with sanitary sewer improvements.

Action Step #3: Undertake construction related activities.

**Timeline: 2022-2023.**

**Objective #5: Long-range operation and maintenance of the St. Paul municipal wastewater system.**

Action Step #1: Develop a long-range Capital Improvements Plan for the wastewater system to ensure that future improvements follow a planned schedule of capital expenditures, rather than suddenly calling upon taxpayers to finance large-scale wastewater system upgrades all at once.

Action Step #2: Conduct annual wastewater user rate studies to ensure self-sufficient operation of the municipal wastewater system.

Action Step #3: Conduct annual review of operating procedures to make sure that the wastewater system is properly maintained and operating efficiently.

**Timeline: Ongoing.**

**Responsible Group/Agency**

St. Paul City Council, city wastewater system users, City Engineer,

**Potential Resources**

St. Paul City sewer fund, increased wastewater usage fee, Community Development Block Grant, U.S.D.A. Rural Development, Nebraska Department of Environmental Quality Clean Water State Revolving Fund Program, municipal revenue bonds.

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### **Measurable Outputs**

A period of consistent policy, planning and action will be required for the city to make progress towards replacing aged facilities that are nearing the end of their useful life, as well as providing capable backup facilities. This can be realized if there is an effective, “holistic” and professional evaluation of the entire municipal wastewater system.

This planning approach will allow the Professional Engineer to clearly describe the community’s current wastewater situation, document specific current and future wastewater infrastructure needs, and develop computer models to analyze the economic and environmental impact that recommended upgrades will have on the remainder of the integrated wastewater system. From this “holistic” analysis, the Professional Engineer will proffer to the City targeted projects and a specific course of action over the next five to ten years. Recommended improvements will be prioritized and each phase will include an opinion of cost so the City can follow a planned schedule of capital expenditures, rather than suddenly calling upon rate payers to finance major wastewater system upgrades all at once.

The final Preliminary Engineering Report will be detailed and sufficient in scope to fully address the criteria set forth in NDEQ Title 131, Ch. 4004, and the most recent Guidelines for Preliminary Engineering Reports, outlined by the Nebraska Water and Wastewater Advisory Committee.

To further compliment the Preliminary Engineering Report, they will create a GIS utility mapping system showing the precise location of the various components of the water distribution system and wastewater collection system. This information will enable city utility officials to quickly respond to concerns in their water distribution and sanitary sewer collection system, should an emergency exist.

A Preliminary Engineering Report and utility mapping plan will be a focused and deliberate public investment into the community’s future. Not only will the planning initiative provide the framework to ensure that St. Paul is able to provide sanitary sewer service to its customers for the next twenty years, but it will also support and compliment the City’s efforts to promote the ongoing community, housing, and economic development.

**STRATEGY #7: DEVELOP ADDITIONAL CITY PARKS IN ST. PAUL****Concerns/Issues**

- New ballfields are needed by the school
- Additional playgrounds are needed in the community
- Residential accessibility
- River access park should be utilized
- Parks should be connected by trail system

**Objective #1: Develop a new park closely accessible to existing and future residential development**

Action Step #1: Utilize the Comprehensive Plan to identify available space adjacent to existing residential land uses as well as areas identified as residential in the Future Land Use Plan.

Action Step #2: Acquire control of potential sites by acquisition or options to purchase

Action Step #3: Update Subdivision Regulations to account for park space in new residential plats or the use of park fees for new developments.

**Timeline: 2022-2023****Objective #3: Encourage increased planned open spaces / recreational areas in St. Paul. Focus should be on additional athletic fields and linear trails connecting individual parks, schools and other public facilities.**

Action Step #1: Continue efforts to fully develop the new park facilities in conjunction with future development of residential growth areas identified in the south and southwest portion of the City. Concurrently, existing parks and recreational facilities are in need of rehabilitation, as well as upgraded playground equipment to accommodate the needs of persons with disabilities.

Action Step #2: Maintain a program of sufficient open spaces and parklands in St. Paul at such locations as is necessary to provide outdoor recreation, to conserve natural resources and to preserve historical sites and as a means of giving the Community a sense of identity.

Action Step #3: Encourage the development of a trails system in St. Paul that serves the residents of the Community and provides connections to any planned regional trail systems.

**Timeline: 2022-2024****Responsible Group/Agency**

St. Paul City Council, St. Paul Planning Commission, city parks department, St. Paul residents, developers

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### Potential Resources

General Fund, Impact Fees, Nebraska Game and Parks Department, U.S.D.A. Rural Development, Nebraska Department of Environmental Quality C, municipal revenue bonds, Community Development Assistance Act.

### Measurable Outputs

Parks can serve all types of people, making them a very attractive community amenity for children, families, and visitors. Parks and corresponding recreation programs can increase property values in a community and provide an excellent resource for community health and social activity.

Parks can be an excellent use of undevelopable land like floodplains, taking advantage of land that would be very costly or impossible to utilize otherwise.

A St. Paul Parks and Trails Master Plan would serve as a long-range guide to St. Paul residents, property owners, government agencies, developers, and decision makers about the location of parks throughout the community. Parks would be best utilized when integrated and connected with local trails. The plan can document and analyze existing and preferred park locations and recreational service areas which will improve park utilization where people live, work, and recreate.

### STRATEGY #8: DEVELOP ADDITIONAL RESIDENTIAL UNITS IN THE DOWNTOWN DISTRICT.

### Concerns/Issues

- Availability of outside funding and investment
- Utilizing Tax Increment Financing for public improvements

### Objective #1: Analyze a market for downtown housing

Action Step #1: Utilize a Housing Market Study to quantify and qualify the housing needs of St. Paul.

Action Step #4: Review the goals and policies contained within the adopted St. Paul Comprehensive Development Plan and Zoning Ordinance, and Subdivision Regulations that support housing development.

Action Step #5: Develop public/private partnerships, where necessary, to facilitate new housing development.

Action Step #6: Consider all public financing option that may be used to promote, incentivize, and stimulate housing development on infill properties.

**Timeline: 2022-2023**

**Objective #2: Analyze building inventory and vacancies suitable for residential investment in upper stories.**

Action Step #1: Develop an inventory of buildings which includes information on:

- Ownership
- Square footage
- Code features (accessibility, sprinklers, etc.)
- Etc.

Action Step #2: Conduct and architectural review of building integrity to develop cost estimates and code requirements for residential renovation

Action Step #3: Provide database to property owners, code officials, developers, and contractors

**Timeline: 2023**

**Objective #3: Determine applicable funding sources to offset equity investments in renovation and redevelopment projects**

Action Step #1: Compare/contrast funding sources and amounts with building inventory to develop suitable financial packages for each property available for residential development

Action Step #2: Identify funding gaps that would be filled by investment equity into each property

Action Step #3: Develop pro forma spreadsheets assigning costs to sources for suitable properties

**Timeline: 2023**

**Objective #4: Market redevelopment opportunities to property owners, developers, investors, and potential residents**

Action Step #1: Conduct informative meetings with vested interests educating about the redevelopment process

Action Step #2: Produce marketing material that can be access online or distributed to potential residents, potential property owners, developers, and contractors.

**Timeline: 2025**

**Responsible Group/Agency**

St. Paul Development Corp., downtown property owners, downtown businesses, city zoning and building officials, St. Paul residents

**Potential Resources**

Local option sales tax, Tax Increment Financing, NEDED housing grants, Nebraska Investment Finance Authority programs, State Historic Preservation Office programs

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### Measurable Outputs

St. Paul has prioritized housing development as a means to promote growth and vitality to the community. Downtown housing options can provide a unique housing option while promoting investment in the downtown district. Investment and development in the existing upper-stories of downtown buildings can be an effective form of infill development - providing additional housing options with minimal impact on land-use and public infrastructure. Increasing the resident population in a downtown district helps to promote business vitality in the area as well as ensuring the maintenance and upkeep of the community's historic building stock.

### STRATEGY #9: DEVELOP MORE TRAILS IN ST. PAUL AND CONNECT THEM TO OTHER LOCAL AND REGIONAL TRAILS AND PARKS.

#### Concerns/Needs:

- A trail project has been started in the southern portion of the community.
- Outdoor classroom should be utilized
- Restroom would be needed
- Funding would be required
- Sidewalk maintenance needs to be enforced

#### **Objective #1: Determine the need for trails in St. Paul and the surrounding area.**

Action Step #1: Evaluate the existing trail system and demands for development of new and improved trails.

Action Step #2: Develop a Parks and Trails Plan for the City of St. Paul.

**Timeline: 2015**

#### **Objective #2: Incorporate trails into new land developments.**

Action Step #1: Work with developers to assure trails and parks are programmed into their development as indicated in the Comprehensive Plan.

Action Step #2: Require certain amount of land to be dedicated for parks and trails or a fee in lieu of through the administration of the City's Subdivision Regulations and Subdivision Agreements.

Action Step #3: Solicit political/public support for trail development.

Action Step #4: Review plans and specifications for trail project.

Action Step #5: Conduct a public hearing to solicit public comment on the designs.

Action Step #6: Make necessary revisions.

Action Step #7: Finalize plans and specifications.

Action Step #9: Programming of private and/or public funds for the construction of the project.

**Timeline: Ongoing.**

**Objective #3: Design of public trails in St. Paul and surrounding area.**

Action Step #1:	Develop preliminary design plans for new or expanded trails.
Action Step #2:	Solicit political/public support for trail development.
Action Step #3:	Conduct an informational meeting on trail plans.
Action Step #4:	Acquire necessary rights-of-way or easements for trails.
Action Step #5:	Prepare plans and specifications for trail project.
Action Step #6:	Conduct a public hearing to solicit public comment on the designs.
Action Step #7:	Make necessary revisions.
Action Step #8:	Finalize plans and specifications.
Action Step #9:	Programming of public funds for the construction of the project.

**Timeline: 2023 - Ongoing**

**Objective #4: Implement construction of trails.**

Action Step #1:	Continue ongoing political/public support for the trail development.
Action Step #2:	Conduct an environmental review process, as required by the project's public funding agencies.
Action Step #3:	Secure necessary permits/approvals.
Action Step #4:	Bid phase to include advertising, letting and contract award to lowest responsible/responsive bidder.
Action Step #5:	Undertake construction related activities.
Action Step #6:	Complete construction and project close-out.

**Timeline: 2025 - Ongoing**

**Responsible Group/Agency:**

City of St. Paul, St. Paul residents, St. Paul Public School System, Lower-Loup NRD, City of St. Paul – Parks and Recreation, St. Paul businesses, St. Paul Economic Development Corporation.

**Potential Resources:**

St. Paul capital improvement fund, St. Paul general fund, Lower Loup Natural Resources District monies, federal transportation funds, developers, park dedication land/fees, private donations, local volunteers, and local fund raising events.

**Measurable Outputs:**

Trails can serve all types of people, with many different interests and capabilities – seniors, children, families, people with disabilities, and visitors to the area. Indeed, in the future, new user groups and requirements are likely to emerge.

The City of St. Paul seeks to increase the overall mobility and wellness of its citizenry by providing an integrated, non-motorized network of bicycle and pedestrian facilities throughout the community, connecting every subdivision and neighborhood to the downtown, recreational complex, city parks and other St. Paul

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amenities and to the regional trails and parks. The city can achieve maximum public benefit, with limited local resources by constructing trail facilities in a planned, phased and coordinated manner.

A St. Paul Parks and Trails Master Plan will serve as a long-range guide to St. Paul residents, trail users, property owners, governmental agencies, developers and decision makers about the location of trails throughout the community. The plan documents and analyzes existing and preferred trail locations and recreational service areas which will inevitably improve connectivity between where people live and where they learn, work, recreate and relax.

# PLAN MAINTENANCE

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

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. The City Council or Planning Commission shall compile a list of proposed amendments received during a year in preparation for a report to provide pertinent information on each proposal, and recommend action on the proposed amendments. The comprehensive plan amendment process should adhere to the adoption process specified by the Nebraska State Statutes and should provide for organized participation and involvement of interested citizens.

Since this plan is a living, breathing document, it needs to be monitored for continued relevancy. Although Pitching the Future uses a 20-year planning time period, intervening time points should be utilized to measure progress toward long term goals, to make adjustments based on changed conditions or preferences, and to provide short-and mid-term guidance for land use decisions. In doing so, the ultimate planning time period will move as well, constantly advancing into the future as the currency and relevancy of the plan is maintained by a cycle of periodic updates and amendments.

Once every five years, the Comprehensive Plan should undergo a major update. Five years is recommended as the appropriate time interval for major updates for several reasons. Experience in other communities suggests that more frequent major updates are too much of a burden on staff, while less frequent updates lead to plans that can become seriously out of date. Finally, federal census data is available every decade, making a five year review schedule that falls at the mid-point between census years reasonable and logical. The common elements of a five-year update include reviewing and extending growth projections, reviewing community goals, and analyzing amendments.

## **ANNUAL REVIEW OF THE PLAN**

A relevant, up to date plan is critical to the on-going planning success. To maintain the confidence of both public and private sectors, evaluate the effectiveness of planning activities and, most importantly, to make mid-plan corrections on the use of city resources, the plan must be current. Thus, an annual review should occur where the Comprehensive Plan Steering Committee, Planning Commission, City Council, residents, and staff are able to review the plan and recommend 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. The annual review process needs to involve regularly monitoring trends and changes in the local, regional, state and federal landscape. Such trends and changes may include changes in development activity and use, trends in development regulation amendments, and changes in planning and zoning law. At the beginning of each year at the annual review, a report should

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be prepared by the Comprehensive Plan Steering Committee and/or the Planning Commission that provides information and recommendations on whether the plan is current in respect to population and economic changes and if the recommended policies are still valid for the city and its long-term growth. The Planning Commission should hold a public hearing on this report to:

1. Provide citizens or developers with an opportunity to comment and/or present possible changes to the plan;
2. Identify any changes in the status of projects or action items 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 Pitching the Future that would be processed by staff, recommended by the Planning Commission and considered by the St. Paul City Council.

### **CONDITIONS FOR PLAN AMENDMENT**

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

- A request for increases in residential density or non-residential floor area in excess of the guidelines established in the plan, depending upon the degree of increase, may require a plan amendment.
- Land use request involving minor differences in boundaries from those shown in the plan should be considered in conformity with the plan unless precedent would be set for more extensive and non-conforming changes in adjacent areas.
- Requests for variations or changes in the alignment of designated roadways should be considered in conformity if the continuity of the roadway is maintained, the alignment does not result in traffic safety problems or reductions in needed capacity, does not constrain the proper development of contiguous properties, and does not conflict with or preempt other planned uses or facilities.
- Requests to deviate from plan-specified requirements such as open space and traffic reduction measures generally should not be permitted in order to ensure equitable treatment of all property owners and to avoid arbitrary decisions which would undermine the legal foundations of the plan. If changes are to be made, they should be done through a plan amendment process.
- The final criteria must always be whether the request, whatever its nature, will set a precedent for cumulative changes which are not consistent with the plan. Therefore, in those instances where the implications of the request are not easily observed or detected, a request for a plan amendment should be required.

### **METHODS FOR EVALUATING LAND DEVELOPMENT PROPOSALS**

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

If a development proposal is not consistently supported by Pitching the Future, 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 city at large, if the request is approved
- The impact of the proposal on public utilities and facilities
- The length of time that the subject and adjacent properties have been utilized for their current uses
- The benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not approved
- Comparison between the existing land use plan and the proposed change regarding the relative conformance to the goals and objectives/policies
- Consideration of professional staff recommendations

### **RECOMMENDATIONS**

As part of the implementation process for Pitching the Future, various recommendations or actions are suggested. These recommendations are based upon public input, staff input, observations, and experience. Such recommended actions are classified as immediate, short-term, long-term and continuing. These actions are only recommendations and may change annually.

#### **IMMEDIATE RECOMMENDATIONS**

1. Adopt Pitching the Future.
2. Evaluate and update current zoning and subdivision regulations and zoning districts based upon the adopted comprehensive plan.
3. Pursue funding opportunities to provide improvements/development of city infrastructure.
4. Work with the St. Paul Development Corporation, St. Paul Chamber, and other groups to market St. Paul for quality commercial and industrial developments.

## 5 Implementation

### SHORT TERM RECOMMENDATIONS

1. Work with the St. Paul Development Corporation, the Chamber, and business owners to identify and develop a welcome sign for identified locations for a gateway welcome sign.
2. Develop a firm strategy and funding sources for the development of a community center.
3. Consider a detailed Housing Market Study to provide analysis of the area housing market and recommendations with marketing strategies for additional housing development.

### MID TERM RECOMMENDATIONS

1. Analyze the current and future needs of the community emergency response for consideration of expansion requirements associated with potential community growth.
2. Develop a Facilities Management Plan to determine needs for all city facilities, specifically the wastewater treatment facility.

### LONG TERM RECOMMENDATIONS

1. Integrate a parks development and management plan with any current and future trails projects.
2. Work with downtown property owners and businesses to evaluate the potential for upper-story residential renovation projects.
3. Develop a trails master plan for a systematic plan for implementing and expanding trails into the community that would connect with any potential regional trails projects.

### CONTINUING RECOMMENDATIONS

1. 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.
2. 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.

