

Creighton, Nebraska

Comprehensive Development Plan Update
2007 to 2027





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Introduction

Introduction

- ✦ Location
- ✦ Climate
- ✦ Topography and Soils
- ✦ History

Purpose of Comprehensive Planning

- ✦ Comprehensive Planning Process
- ✦ Comprehensive Planning Components
- ✦ Governmental and Jurisdictional Organization



View from the Watertower, 1910

Source: Creighton Historical Center, www.rootsweb.com/~neknox/chc/other.htm

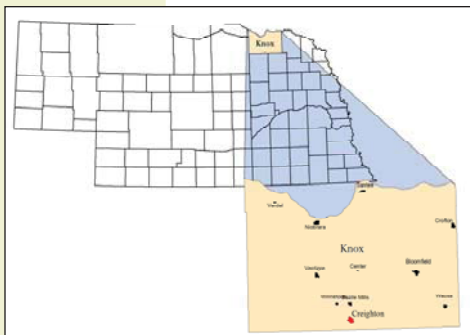
Introduction

INTRODUCTION

Creighton is located in the heart of all things that make rural life the best. The security of small town living in combination with a national award winning school system, good people, and an excellent local health care system makes Creighton a truly premium town. (Source: Creighton, Nebraska Informational Guide).

LOCATION

Creighton is located on the Bazile Creek in east central Knox County, which is bounded by the Missouri River and the South Dakota State Line on the north, Antelope and Pierce Counties on the south, Boyd and Holt Counties on the west and Cedar County on the east. State Highways 59 and 13 intersect on the east side of Creighton. Other nearby highways includes US Highway 20 which is 8 miles to the south and Nebraska Highway 14 seven miles to the west. The Santee Indian Reservation is 11 miles north of Creighton. The city is situated approximately 43 miles northwest of Norfolk, 160 miles northwest of Omaha, 85 miles west of Sioux City, Iowa and 45 miles southwest of Yankton, South Dakota.



CLIMATE

The temperature for Creighton and Knox County is varied, ranging from an average low of 8.8 degrees during the month of January to an average high of 89.5 during the month of July. The average annual precipitation is 26.17 inches.

TOPOGRAPHY AND SOILS

The terrain in the City and surrounding areas is level to gently rolling. The elevation of Creighton is 1,600 feet above sea level. Throughout Knox County the terrain is quite diverse, ranging from level to hilly. The soils in the area around Creighton are sandy to silt loam, but Knox County has over 25 varied soils and mixed topography. Drainage is generally to the north by numerous creeks which flow into the Missouri River. Creighton is located in the Lewis and Clarke Natural Resources District.

HISTORY

The first settlements were made in Creighton by the “Bruce Colony” in 1871. This colony was organized by Orin A. H. Bruce, Joseph H. Bruce and Joseph A. Bruce on January 31, 1871 in Omaha. Meetings of the colony were held and finally a satisfactory location was found where Creighton is now situated. In April 1871, about 20 families of this colony arrived. Creighton was incorporated in 1874.

Sod houses were the first type constructed. The first frame house was built in 1871 and for some time it was used as a church, school and other purposes. A post office was established during the winter of 1871-1872 and the first store erected in 1874. The railroad was established by 1881, and a bank and newspaper by 1882. By 1885 Creighton became an important shipping point in northeast Nebraska. Water, gas, electric and sewers were added to the community by the turn of the century, with the aid of the inventor Fred C. Largen. By 1907 Creighton had two elevators, a mill and stockyard. Bruce Park was established in 1910. Largen Manufacturing Company was established in Creighton in 1914.

The American National Bank was chartered in 1931. It is still located in Creighton, but has since been sold to Midwest Banks. The airport was constructed in 1948 and extended in 1976. The hospital was established in 1953 with a ten bed addition completed in 1967. The Creighton Care Centre was built in 1966. Creighton’s main street, one hundred feet in width, always attracts the attention of visitors.

THE PURPOSE OF COMPREHENSIVE PLANNING

The Creighton Comprehensive Development Plan is designed to promote orderly growth and development for the City, provide policy guidelines, and enable citizens and elected officials to make informed decisions about the future of the City.

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

The Plan will assist Creighton in evaluating the impacts of development (i.e. economic, social, fiscal, service and amenity provision, health, safety and general welfare) and encourage appropriate land uses throughout the jurisdictional area of the City. The Plan assists the City in balancing the physical, social, economic, and aesthetic features as it responds to private sector interests. Planned growth will make Creighton 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

Comprehensive planning begins with the data collection phase including demographic information from the 2000 Census, information obtained from city staff, public input, and field data collection. Data are collected that provide a snapshot of the past and present City conditions. 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 policies, based upon the issues facing the City prioritized by the community through public input. These are practical guidelines for improving existing conditions and guiding future growth. The Comprehensive Development Plan is a vision presented in text, graphics, and tables that represent the desires of the City for the future.

The Comprehensive Development Plan 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, and utilities. The Comprehensive Development Plan contains recommendations that when implemented will be of value to the City and its residents.

Implementation is the final phase of the process. A broad range of development policies and programs are required to implement the Comprehensive Development Plan. This Plan identifies the tools, programs, and methods necessary to fulfill the recommendations. Nevertheless, the implementation of the development policies contained within the Comprehensive Development 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.

The Plan was prepared under the direction of the Creighton Planning Commission with the assistance and participation of the Creighton City Council, the Plan Review Committee, and citizens of Creighton. The planning time period for achieving goals, programs, and developments identified in the Creighton Comprehensive Development Plan is 20 years. However, the City should review the Plan annually and update the document completely every ten to fifteen years, or when a pressing need is identified. Updating the Comprehensive Development Plan will allow the City to incorporate ideas and developments that were not known at the time of the present comprehensive planning process.

The Plan acts as a tool to
“Develop a road map that
guides the community through
change”

COMPREHENSIVE PLAN COMPONENTS

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

- Profile Creighton
- Envision Creighton
- Achieve Creighton
- Implement Creighton

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 Creighton 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 Development Plan for the future, to enhance the quality of life, and to raise the standard of living for all residents.

The Comprehensive Development Plan records where Creighton 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 Development 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 Creighton’s evolution as it achieves its physical, social, and economic goals.

GOVERNMENTAL AND JURISDICTIONAL ORGANIZATION

The planning jurisdiction of the City of Creighton includes the area within one mile of the corporate limits as authorized under the authority of Section 17-001, Nebraska Revised Statutes, 1943 (amended). The City may enforce zoning and subdivision regulations including building, electrical, and plumbing codes within its planning jurisdiction.

The Creighton City Council, which is a board of elected officials that includes the Mayor, performs the governmental functions for the City. The planning and zoning jurisdiction of Creighton, 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.

Profile Creighton

Population, Housing, Economic
Conditions, and Trends
Population Projections
Housing Profile
Economic and Employment Profile
Community Facilities
Public Safety
Communication Facilities
Public Utilities
Transportation Facilities
Medical Facilities
Environmental Conditions
Existing Land Use
Transportation System



Main Street, Creighton, date unknown

Source: Creighton Historical Center, www.rootsweb.com/~neknox/chc/other.htm

Profile

POPULATION, HOUSING, ECONOMIC CONDITIONS, AND TRENDS

DEMOGRAPHIC PROFILE

Population statistics aid decision-makers by developing a broad picture of the City of Creighton, NE. The majority of this information is derived from the 2000 United States Census. It is important for the city to understand past trends and possible future trends for the next 20 years. The long-term population of the community is the driving force behind its housing, local employment, economic, and fiscal stability. Historic population conditions assist in developing demographic projections, which in turn assist in determining future housing, retail, medical, employment and educational needs within the community. In addition, future population projections provide an estimate to base future land-use and development decisions. However, population projections are only estimates and unforeseen factors may effect projections significantly.

POPULATION TRENDS AND ANALYSIS

Table 1 indicates the population for Creighton and Knox County (including the communities within Knox County) from 1990 to 2000 and Census Bureau population estimates from 2004. This information provides residents with a better understanding of their past and present population trends and changes. Knox County's population in 1990 was 9,534 persons. The County's population in 2000 was 9,374 a decrease of 160 persons, or -1.6%, from 1990. This is a common trend among rural counties in the Midwest.

Table 1 indicates that Creighton's population increased by 47 people or 3.8%, between 1990 and 2000. According to the population estimates for 2004, the community has decreased by 64 people, or -5%. The population estimates for 2004 also show a total decrease of 618 people in Knox County, or -4.9% since 2000. This estimate, however, may not correctly reflect the actual changes that are occurring. The estimates are based from the American Community Housing Survey that was done from 1997 to 2003; these numbers can be distorted if a city has removed several vacant households and lacked a significant amount of new construction during the study period, such as the situation in Creighton, over the last 10 years.

TABLE 1: POPULATION TRENDS, CREIGHTON AND KNOX COUNTY, 1990 TO 2004

Community	1990	2000	% Change 1990-2000	2004	% Change 2000-2004	% Change 1990 to 2004
Bazile Mills	34	26	-23.5%	25	-3.8%	-26.5%
Bloomfield	1,181	1,126	-4.7%	1,066	-5.3%	-9.7%
Creighton	1,223	1,270	3.8%	1,206	-5.0%	-1.4%
Center	112	90	-19.6%	84	-6.7%	-25.0%
Crofton	820	754	-8.0%	717	-4.9%	-12.6%
Niobrara	376	379	0.8%	360	-5.0%	-4.3%
Santee	365	302	-17.3%	296	-2.0%	-18.9%
Verdel	59	58	-1.7%	56	-3.4%	-5.1%
Verdigre	607	519	-14.5%	494	-4.8%	-18.6%
Wausa	598	636	6.4%	597	-6.1%	-0.2%
Winnetoon	59	70	18.6%	67	-4.3%	13.6%
Unincorporated areas	4,100	4,144	1.1%	3,948	-4.7%	-3.7%
Knox County	9,534	9,374	-1.7%	8,916	-4.9%	-6.5%

Source: U.S. Census Bureau, Census of Population and Housing, STF-1A and DP-1, 1990 - 2000.

AGE STRUCTURE ANALYSIS

Age structure is an important component of population analysis. An analysis of age structure can show which age groups (cohorts) in Creighton are being affected by population shifts and changes. Each age cohort affects the population in a number of different ways. Larger young cohorts (20-24 years) have a greater ability to sustain future population growth than the older cohorts (ages 75 and older). However, if the large, young cohorts maintain their relative size, but do not increase the population as expected, they will tend to strain the resources of a community as they age. Understanding what is happening within the age groups of the city's population helps project future needs, which in turn is necessary to effectively plan for the community's future.

TABLE 2: AGE-SEX CHARACTERISTICS: CREIGHTON, 1990-2000

Age	1990		2000		1990-2000		1990 - 2000	
	Male and Female	% of Total	Male and Female	% of Total	Net Change	% Change	Cohort Change	% Change
0-4	77	6.3%	56	4.4%	-21	-27.3%	56	-
5-9	80	6.5%	81	6.4%	1	1.3%	81	-
10-14	65	5.3%	102	8.0%	37	56.9%	25	32.5%
15-19	56	4.6%	72	5.7%	16	28.6%	-8	-10.0%
20-24	40	3.3%	37	2.9%	-3	-7.5%	-28	-43.1%
25-29	85	7.0%	45	3.5%	-40	-47.1%	-11	-19.6%
30-34	69	5.6%	47	3.7%	-22	-31.9%	7	17.5%
35-44	120	9.8%	178	14.0%	58	48.3%	24	15.6%
45-54	112	9.2%	138	10.9%	26	23.2%	18	15.0%
55-64	140	11.4%	138	10.9%	-2	-1.4%	26	23.2%
65-74	174	14.2%	146	11.5%	-28	-16.1%	6	4.3%
75+	205	16.8%	230	18.1%	25	12.2%	-149	-39.3%
Total	1223	100.0%	1270	100.0%	47	3.8%	47	3.8%
Selected Characteristics	1990			2000			1990 - 2000	
							Change	% Change
	Total 19 yrs and under		278	Total 19 yrs and under		311	33	11.9%
	% of total population		22.7%	% of total population		24.5%	-	1.8%
	Total 65 yrs and over		379	Total 65 yrs and over		376	-3	-0.8%
	% of total population		31.0%	% of total population		29.6%	-	-1.4%
	Median Age		46.8	Median Age		46.0	-0.8	-1.7
	Total Females		681	Total Females		685	4	0.6%
Total Males		542	Total Males		585	43	7.9%	

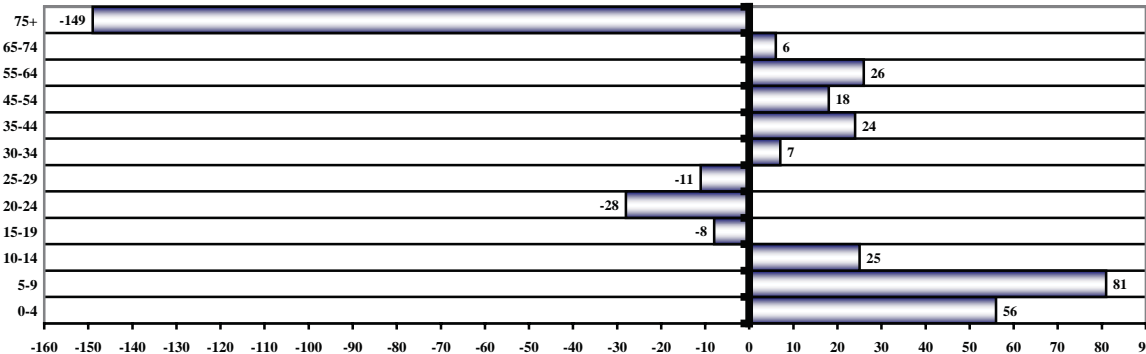
Source: U.S. Census Bureau, Census of Population and Housing, DP-1, 1990-2000

Table 2 shows the age cohort structure for Creighton in 1990 and 2000. Examining cohort structure allows the city to see significant changes affecting various population segments. Realizing the number of persons in each age cohort, and the rate the age cohorts are changing in size, provides decision-makers with the information necessary to maximize the use of future resources.

One method of analyzing cohort movement in a population involves comparing the number of persons in a particular cohort in 1990 with the same group of persons in the next age cohort 10 years later. For example, there were 77 children between the ages of 0 and 4 in 1990, and in 2000 there were 102 children between the ages of 10 and 14, an increase of 25 children. A review of population by this method permits a detailed analysis of which cohorts are moving in and out of the community. The positive change in this cohort indicates in-migration of persons in this age group.

Creighton experienced growth in eight of its age cohorts. The 0 to 4 and 5 to 9 cohorts always indicate an increase, since the persons in those cohorts were not born when the previous census was completed. Additionally, some of the changes within a cohort can contain more than one age group because of the range of ages included. Increases in the cohorts occurred in six other age groups between 1990 and 2000, as shown below:

FIGURE 1: CHANGE IN COHORTS: CREIGHTON, 1990 TO 2000



Source: U.S. Census 1990 and 2000

TABLE 3: POSITIVE COHORT CHANGE: CREIGHTON, 1990 TO 2000

1990 Age Cohort	Number	2000 Age Cohort	Number	Change
		0-4 years	56 persons	+ 56 persons
		5-9 years	81 persons	+ 81 persons
0-4 years	77 persons	10-14 years	102 persons	+ 25 persons
20-24 years	40 persons	30-34 years	47 persons	+ 7 persons
25-34 years	154 persons	35-44 years	178 persons	+ 24 persons
35-44 years	120 persons	45-54 years	138 persons	+ 18 persons
45-54 years	112 persons	55-64 years	138 persons	+ 26 persons
55-64 years	140 persons	65-74 years	146 persons	+ 6 persons
Total Change				+243 persons

The remaining age-cohorts declined in number. While the population increased during this ten-year span, an analysis of the changes will lead to an understanding of what services will be needed the most during this planning period. The cohorts that where decreased between 1990 and 2000 are shown in the following table.

TABLE 4: NEGATIVE COHORT CHANGE: CREIGHTON, 1990 TO 2000

1990 Age Cohort	Number	2000 Age Cohort	Number	Change
5-9 years	80 persons	15-19 years	72 persons	- 8 persons
10-14 years	65 persons	20-24 years	37 persons	- 28 persons
15-19 years	56 persons	25-29 years	45 persons	- 11 persons
65+ years	379 persons	75+ years	230 persons	- 149 persons
Total Change				-196 persons

It is important to remember the information presented above shows how age cohorts have changed over time by comparing a particular group of residents in 1990 to itself in 2000. These comparisons provide different information about Creighton. For example, the community experienced a decrease in population of those between ages 20 and 29 and age 65 and older, but gained in the age cohorts that contain those individuals aged between 30 and 64. When these two factors are looked at together, a pattern emerges that suggests young adults (college age) and those who are in their older years are leaving Creighton, while working age adults have remained in the community.

The median age of the Creighton population was 46 years in 2000, compared to 46.8 in 1990. The proportion of people under age 18 increased by 1.7% between 1990 and 2000, and those age 65 years and older decreased by 1.4%. The decrease in the median age suggests the total population of Creighton became slightly younger. However, the population decline in cohorts between ages 5 and 19, as well as the declines in the number of people age 65 and older indicate the community has lost both the very young and retirement age adults. The increases in the age groups between 30 and 64 indicate that there are a number of both young and older families moving into the community.

A number of factors including economic and educational opportunity, as well as a desire to obtain necessary services, can contribute to population change. To prevent future population decreases in any cohorts, the city will need to incorporate items into its economic development and/or community growth strategy that are designed to provide services and opportunities to local residents, on both a regional and citywide scale.

POPULATION PROJECTIONS

Population projections are estimates based upon past and present circumstances. Population projections allow Creighton to estimate the population for future years by looking at past trends. By scrutinizing population changes in this manner, the community will be able to develop a baseline of change from which they can create various future scenarios. A number of factors (economic considerations, social factors, etc.) may affect projections positively or negatively. At the present time, these projections are the best tool the community has for predicting future population changes. While there are many methods to project the future population trends, the two methods used hereafter are intended to give Creighton a broad overview of the possible population changes that could occur in the future.

TREND LINE ANALYSIS

The trend line analysis is a process of projecting future populations based on changes during a specified period of time. In the Creighton analysis, three different trend lines were reviewed: 1940 to 2000, 1970 to 2000, and 1990 to 2000. Two of the three trends show that Creighton will decrease in population through 2030. The trend that reviews the most recent data shows a population increase. This is because this time

period showed only an increase in population, where the others had both increases and decreases. The following figures show the future population predictions made by each trend analysis.

CREIGHTON TREND ANALYSIS

Year	Trend: 1960 to 2000	Trend: 1970 to 2000	Trend: 1990 to 2000
2010	1,237 persons	1,208 persons	1,308 persons
2020	1,210 persons	1,154 persons	1,353 persons
2030	1,183 persons	1,103 persons	1,400 persons

The worse case scenario, with regard to the trend lines, indicates that the population will decline to 1103 persons in 2030. The increase in the younger age groups and the child bearing adults could modify these trends during the planning period, but this trend will need to continue in the 2010 census.

COHORT ANALYSIS

Year	Cohort Analysis
2010	1022 persons
2020	1044 persons
2030	1120 persons

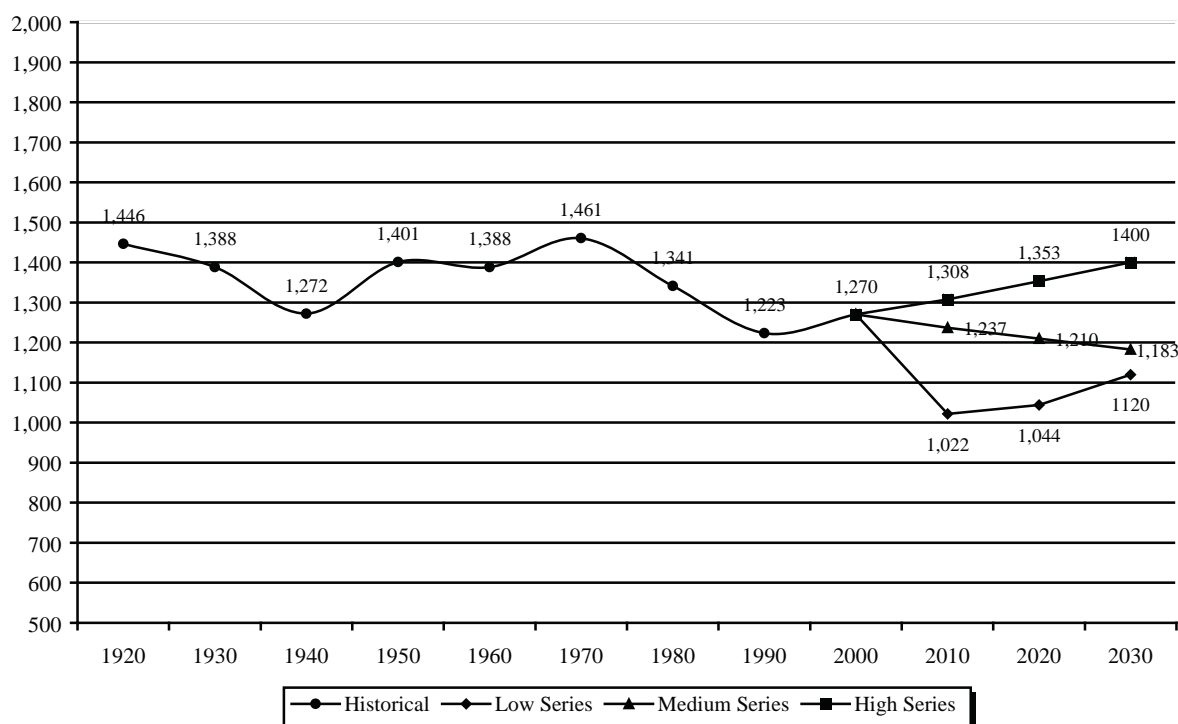
The cohort analysis calculates future populations by examining existing age groups and analyzing the life expectancy of these age groups. This accounts for females that will be entering into their child bearing years, and finally calculates the potential for a male or female birth. This process is completed for three decades within the planning period. Based on this analysis, the population changes for Creighton indicate a sharp decrease in 2010 and then a gradual increase for 2020 and 2030.

SUMMARY OF POPULATION PROJECTIONS

Using the modeling techniques discussed in the previous paragraphs, a summary of the population projections for Creighton through the year 2030 is shown in Figure 2. Three population projection scenarios were also selected and include (1) a Low Series; (2) a Medium Series; and, (3) a High Series. The following population projections are based on these different scenarios that may be encountered by Creighton through the year 2030.

Year	Low Series = Cohort	Medium Series = 1960-2000	High Series = 1990-2000
2010	1,022 persons	1,237 persons	1,308 persons
2020	1,044 persons	1,210 persons	1,353 persons
2030	1,120 persons	1,183 persons	1,400 persons

Figure 2 also reviews the population history of Creighton between 1920 and 2000, and identifies the three population projections into the years 2010, 2020, and 2030. Figure 2 indicates the peak population for Creighton occurred in 1970 with 1,416 people. Beginning in 1970, Creighton experienced a sharp decrease in its population over the next two decades. While the population decreased between 1970 and 1990, it rebounded slightly in 2000. From 1920 to 2000, Creighton lost 176 people, an average decrease of 2.2 persons per year for the past 80 years.

FIGURE 2: POPULATION TRENDS AND PROJECTIONS: CREIGHTON, 1920 TO 2030

Source: U.S. Census Bureau, Census of Population and Housing, DP-1, 1890-2000, JEO Consulting Group, Inc.

RACE CHARACTERISTICS

Another component of the population is the racial composition of Creighton. Table 5 illustrates the racial characteristics for the city from 1990 to 2000.

TABLE 5: RACIAL COMPOSITION, CREIGHTON, 1990-2000

Race	1990		2000		1990-2000	
	Number	% of total	Number	% of total	Net Change	% change
White, not Hispanic	1,215	99.3%	1,246	98.1%	31	2.6%
Am. Indian & AK. Native	5	0.4%	14	1.1%	9	180%
Black	0	0.0%	5	0.4%	5	500%
Hispanic	1	0.1%	2	0.2%	1	100%
Asian & Pacific Islander	2	0.2%	1	0.1%	-1	-50%
Other	0	0.0%	2	0.2%	2	200%
Total	1,223		1,270			

Source: U.S. Census Bureau, Census of Population and Housing, DP-1, 1990-2000

Table 5 indicates the population of Creighton during the past 10 years has remained primarily White, accounting for 98.1% of the total population in 2000. The second largest group in 2000 was the “American Indian and Alaska Native” category with 14 people. While the population composition has experienced some change in the other race populations, they still make up less than 2% of the total population.

HOUSING PROFILE

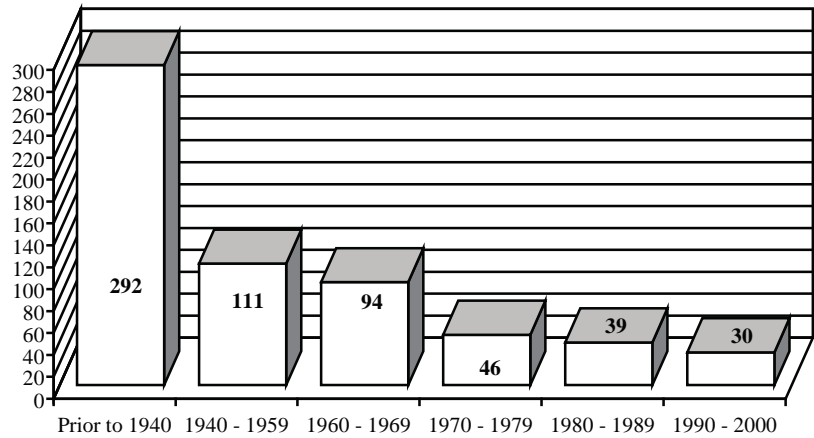
The housing profile identifies the existing housing characteristics and projected housing needs for Creighton. The primary goal of the housing profile is to provide the community with the necessary information related to safe, decent, sanitary and affordable housing for every family and individual residing within the city. The housing profile is an analysis that aids in determining the composition of owner-occupied and renter-occupied units, as well as the existence of vacant units. It is also important to evaluate information on the value of owner-occupied housing units and monthly rent for renter-occupied housing units to determine if housing costs are a financial burden to residents.

To project future housing needs, several factors must be considered. These factors include population change, household income, employment rates, land use patterns, and residents’ attitudes. The following tables and figures provide the information to aid in determining future housing needs. In addition, this information will help to develop policies designed to accomplish the housing goals for the City of Creighton.

AGE OF EXISTING HOUSING STOCK

An analysis of the age of housing stock in Creighton provides a great deal of information about population and economic conditions of the past. The age of the housing stock may indicate the need for rehabilitation, demolition, or new construction. Examining the housing stock is also important in understanding the quality of housing as a component of the overall quality of life in the community.

FIGURE 3: AGE OF EXISTING HOUSING STOCK: CREIGHTON, 2000



Source: U.S. Census Bureau, Census of Population and Housing, DP-4, 2000

Data presented in Figure 3 shows the age of the existing housing stock, in 2000. The data indicates there was a total of 612 housing units in Creighton in the year 2000. Of these, 403 units, or 65.8%, were constructed prior to 1960. An additional 140 units, or 22.9%, were built between 1960 and 1980. The remaining 69 units, or 11.3%, were built after 1980. Considering nearly 89% of the housing units in Creighton are more than 20 years old, great care should be exercised by the city to ensure these older units remain viable housing options for residents. Aside from developing and enforcing housing and building codes, the city could implement housing rehabilitation and/or maintenance programs if they are not already part of the municipal code. Furthermore, if specific housing units are uninhabitable, they should be demolished and replaced so as not to become a blight upon the city. There are also a number of programs and financing strategies available to assist communities and residents with providing new housing units. Examples of these programs include Community Development Block Grants, HOME Investment Partnership, Nebraska Affordable Housing Trust Fund, Historic Preservation Tax Credits, and USDA Rural Development programs.

HOUSING TRENDS

An analysis of housing trends presents information regarding the relationship between housing and the population of the community. An examination of housing trends may indicate the potential demand for additional owner- or renter-occupied housing, but can also provide additional insight regarding overall diversity of the population and impact of housing on the quality of life in Creighton.

TABLE 6: COMMUNITY HOUSING TRENDS; CREIGHTON, 1990 - 2000

Selected Characteristics	1990	2000	% Change 1990-2000
Population	1,223	1,270	3.8%
Population in households	1,179	1,226	4.0%
Population in group quarters	44	44	0.0%
Persons per Household	2.16	2.19	1.4%
Total Housing Units	626	614	-1.9%
Occupied Housing Units	547	559	2.2%
Owner-occupied units	404	435	7.7%
Renter-occupied units	143	124	-13.3%
Vacant Housing Units	79	55	-30.4%
Owner-occupied vacancy rate	3.3%	3.1%	-6.1%
Renter-occupied vacancy rate	16.9%	13.3%	-21.3%
Single-Family Units	550	544	-1.1%
Duplex/Multifamily units	60	61	1.7%
Mobile Homes, trailer, other	16	7	-56.3%
Median Contract Rent			
Creighton	\$139	\$258	85.6%
Knox County	\$132	\$264	100.0%
Nebraska	\$282	\$412	46.1%
Median Value of Owner-Occupied Units			
Creighton	\$28,800	\$40,200	39.6%
Knox County	\$24,900	\$42,100	69.1%
Nebraska	\$50,400	\$88,000	74.6%

Source: U.S. Census Bureau, Census of Population and Housing, DP-1, SF-1, 1990-2000

The City of Creighton had 79 vacant units in 1990 and 55 units in 2000, for a change of -30.4%. The vacancy rate for owner-occupied units decreased from 3.3% in 1990 to 3.1% in 2000, a change of -6.1%. The vacancy rate for renter-occupied units experienced a similar trend, decreasing from 16.9% in 1990 to 13.3% in 2000 for a change of -21.3%. These are both positive and negative trends for the community. There are fewer units vacant, but lower vacancy rates begin to create problems due to a lack of available housing units on the market. These vacancy rates do not typically allow for new residents to easily move into the community due to a lack of available housing.

Concerning the types of dwelling units, Table 6 increases single-family homes accounted for the majority of the housing units in Creighton. The number of duplexes and multiple family units had an increase of one unit between 1990 and 2000. Mobile homes decreased by 9 units over the ten-year period. This suggests that low cost rental housing is in short demand, which means that the majority of the town is earning enough money to purchase homes. It also means there is a lack of available low rent housing for employees of potential new businesses.

Table 6 also indicates the cost of housing for Creighton. The median contract rent for the community rose from \$139 in 1990 to \$258 in 2000, an 85.6% increase in 10 years. However, the median contract rent for the community was still lower than the

average for both Knox County and the State of Nebraska, making this large increase less of an issue than it might have been.

By comparing changes in monthly rents between 1990 and 2000 with the Consumer Price Index (CPI), the city is able to compare the local housing market with regional or national economic conditions. When values and income exceed the CPI then the community has seen strong economic conditions. On the other hand, when values and income are below the CPI, this indicates an inability to keep up in terms of real dollars for a specified period of time. Inflation between 1990 and 2000 was 31.7% and contract rent increased 85.6%. This shows rent in the community increased a great deal more than the rate of inflation. Because of this, residents of Creighton were paying higher monthly rents in 2000 than they were in 1990 in terms of real dollars. However, since the 2000 average rent is still lower than the county and state average, this suggests Creighton was well behind the region in 1990.

The median value of owner-occupied housing units in Creighton increased from \$28,800 in 1990 to \$40,200 in 2000, which represents an increase of 39.6%. As such, housing values in Creighton increased just above the rate of inflation, meaning housing values in the community increased slightly in terms of real dollars. Which for the State of Nebraska as a whole, was a minor increase considering some communities saw sky rocketing housing prices through the 1990's.

TABLE 7: SELECTED HOUSING CONDITIONS: CREIGHTON, 1990-2000

Housing Profile	Creighton		Knox County		State of Nebraska	
	Total	% of Total	Total	% of Total	Total	% of Total
1990 Housing Units	626	---	4,799	---	660,621	---
2000 Housing Units	614	---	4,773	---	722,668	---
Change in Total	-12	-1.9%	-26	-0.5%	62,047	9.4%
1990 Occupied Housing U nits	547	87.4%	3,817	79.5%	602,363	91.2%
2000 Occupied Housing Units	559	91.0%	3,811	79.8%	666,184	92.2%
Change in Occupied	12	2.2%	-6	-0.2%	63,821	10.6%
Housing Condition 1990						
Units Lacking Complete Plumbing	0	0.0%	116	2.4%	5,242	0.8%
Units Overcrowded	4	0.6%	57	1.2%	9,404	1.4%
Housing Condition 2000						
Units Lacking Complete Plumbing	4	0.7%	23	0.5%	2,408	0.3%
Units Overcrowded	5	0.8%	57	1.2%	17,963	2.5%
Substandard Units						
1990 Total	4	0.6%	173	3.6%	14,646	2.2%
2000 Total	9	1.5%	80	1.7%	20,371	2.8%

Source: U.S. Census Bureau, Census of Population and Housing, SF-3, 1990-2000

Table 7 indicates changes in housing conditions and includes an inventory of substandard housing for Creighton, Knox County, and the State of Nebraska. Creighton experienced an 11.6% increase in housing units from 1990 to 2000, which totals 64 houses. This compares to a -26 house difference, or -0.5% for the entire county. The statewide increase from 1990 to 2000 was 6.8%.

The housing occupancy for Creighton increased 12 units from 1990 to 2000, but the percentage of occupancy went down 8.5%. This means there was a greater increase in housing stock than there were people moving into the community. However, the occupancy household rate did not change significantly when compared to Knox County.

According to the U.S. Department of Housing and Urban Development (HUD) guidelines, housing units lacking complete plumbing facilities or those that are

overcrowded are considered substandard housing units. HUD defines a complete plumbing facility as hot and cold-piped water, a bathtub or shower, and a flush toilet. HUD defines overcrowding as more than one person per room. Creighton had a total of four substandard housing units in 1990, and nine in 2000. The change in status for the plumbing issue is very unusual for this period. Typically, communities have seen a lack of plumbing facilities in 1990 but not in 2000. Two potential explanations are incomplete information in 1990 or a misunderstanding of the question by the resident when they filled out the Census form.

Beyond what is considered as part of the Census analysis of substandard housing, housing units containing major defects requiring rehabilitation or upgrading to meet building, electrical, or plumbing codes should also be included in an analysis of substandard housing. To gain a better understanding of housing conditions in the community, an analysis of the entire housing stock should be completed on a regular basis, such as every five years, to determine and identify those housing units that would benefit from remodeling, rehabilitation, or demolition. Aside from such a survey, the city needs to enforce housing codes and work with property owners to keep buildings in habitable condition.

Another important component of any community-wide housing strategy is the minimization of the amount of household income utilized toward the provision of housing. The U.S. Department of Housing and Urban Development (HUD) states that a household spending more than 30% of its income has a housing cost burden. This issue is addressed in the following economic and employment profile.

ECONOMIC AND EMPLOYMENT PROFILE

Economic data are collected in order to understand area markets, changes in economic activity and employment needs and opportunities in Creighton. In this section, household income statistics are reviewed for both the city and the State of Nebraska. This section analyzes the employment by industry, income, and commuter characteristics. This data allows for a better understanding of the economic forces at work in the community.

INCOME STATISTICS

Income statistics for households are important in determining the earning power of the households within the city. The data illustrates household income levels in comparison with the state. These data sets also indicate whether households are exhibiting income increases at a rate that is comparable to the Consumer Price Index (CPI).

Table 8 illustrates the changes in household income for the City of Creighton between 1990 and 2000. In 1990, the largest income brackets were less than \$15,000 and from \$15,000 to \$24,999, accounting for 44.9% and 21.3% of all households, respectively. In addition, the \$25,000 to \$34,999 income group accounted for 16.7% of the households. Therefore, 82.9% of the households were earning less than \$35,000. This is somewhat different from the trend found statewide in 1990, where the three largest income categories were \$15,000 to \$24,999, \$25,000 to \$34,999, and \$35,000 to \$49,999 indicating that Creighton income levels were below the state average.

The household incomes became more balanced in 2000 than in 1990. By comparison, the households in 2000 earning less than \$35,000 accounted for 61.9% of the total compared to 82.9% in 1990. The number of households earning less than \$15,000 decreased by 79 over the ten-year period, meaning Creighton has seen a general increase in income.

The median household income for Creighton indicated in Table 8, increased by 63.9% between 1990 and 2000 from \$16,944 to \$27,763. The Nebraska state average in 2000 was \$39,250. When comparing these household incomes to the Consumer Price Index (CPI), it is important to remember the CPI increased by 32.1% between 1990 and 2000. The median household income for Creighton increased nearly double the inflation rate. This indicates that households were earning significantly more in real dollars in 2000 compared to 1990. With this above-average increase in income and the average increase in housing cost, the City of Creighton is in an excellent position for residential growth and/or redevelopment.

TABLE 8: HOUSEHOLD INCOME, CREIGHTON AND STATE OF NEBRASKA, 1990 TO 2000

Household Income		Less than \$15,000	\$15,000 to \$24,999	\$25,000 to \$34,999	\$35,000 to \$49,999	\$50,000 to \$74,999	\$75,000 and over
1990	Creighton	244	116	91	55	27	11
	Percent of Total	44.9%	21.3%	16.7%	10.1%	5.0%	2.0%
	Number of Households	544					
	Median Household Income	\$16,944					
	State of Nebraska	160,263	128,454	108,560	107,111	68,479	29,991
	Percent of Total	26.6%	21.3%	18.0%	17.8%	11.4%	5.0%
	Number of Households	602,858					
	Median Household Income	\$26,016					
2000	Creighton	165	89	94	111	71	32
	Percent of Total	29.4%	15.8%	16.7%	19.8%	12.6%	5.7%
	Number of Households	562					
	Median Household Income	\$27,763					
	State of Nebraska	99,255	98,663	97,932	122,654	136,141	112,350
	Percent of Total	14.9%	14.8%	14.7%	18.4%	20.4%	16.8%
	Number of Households	666,995					
	Median Household Income	\$39,250					

Source: U.S. Census Bureau, Census of Population and Housing, File DP-4 (1990) and DP-3 (2000)

INDUSTRY EMPLOYMENT

Analyzing employment by industry assists a city in determining the key components of their labor force. This section indicates the type of industry comprising the local economy, as well as identifying particular occupations that employ residents of the community. The data represents residents and the type of job held by an individual either in Creighton or within another community. Table 9 indicates employment size by industry in 2000 for Creighton and the State of Nebraska for 2000. The use of comparative data from previous years is not possible since the Census Bureau reformatted the types and make up of this data in 2000.

The three largest employment sectors found in Creighton were Educational, Health, and Social Services with 161 persons, or 28.6% of the workforce, followed by Retail Trade with 77 persons, or 13.7%, and Agriculture, Forestry, Fishing, Hunting and Mining with 62 persons, or 11.0%. The table indicates that Creighton is well balanced through all the economic sectors. The more balanced the employment sectors are, the less likely downturns in one or two sectors will negatively impact the community.

TABLE 9: EMPLOYMENT BY INDUSTRY, CREIGHTON AND NEBRASKA, 2000

Industry Categories	Creighton		State of Nebraska	
	2000	% of Total	2000	% of Total
Agriculture, Forestry, Fishing and hunting and Mining	62	11.0%	48,942	5.6%
Construction	41	7.3%	56,794	6.5%
Manufacturing	27	4.8%	107,439	12.2%
Wholesale Trade	23	4.1%	31,265	3.6%
Retail Trade	77	13.7%	106,303	12.1%
Transportation and warehousing and utilities	38	6.8%	53,922	6.1%
Information	10	1.8%	21,732	2.5%
Finance, insurance, real estate, and rental and leasing	19	3.4%	67,370	7.7%
Professional, scientific, management, administrative, and waste management	32	5.7%	63,663	7.3%
Educational, health, and social services	161	28.6%	181,833	20.7%
Arts, entertainment, recreation, accomodation and food services	21	3.7%	63,635	7.3%
Other services (except public administration)	38	6.8%	40,406	4.6%
Public Administration	13	2.3%	33,933	3.9%
Total Employed Persons	562	100%	877,237	100%

Source: U.S. Census Bureau, Census of Population and Housing, File DP-3 (2000)

SALES AND FISCAL PROFILE

Retail trade is an important part of a local economy. Examining the retail economy allows Creighton to analyze the level of retail activity occurring within its corporate limits. Some of the most important economic activities for communities are transactions of goods and services which take place between consumers and local businesses. Table 10 exhibits the net taxable sales generated in Creighton from 1996 to 2004, provided by the Nebraska Department of Revenue. In addition, sales are broken down on a per capita basis from 2000 to 2004, which offers a better indication of positive and negative trends.

TABLE 10: NET TAXABLE SALES, CREIGHTON, 1996-2004

Year	Net Taxable Sales	% Change from Previous Year	Net Taxable Sales Per Capita	% Change from Previous Year
1996	\$11,958,450	---		---
1997	\$12,246,752	2.4%	Not Available	---
1998	\$13,198,621	7.8%	Not Available	---
1999	\$14,078,371	6.7%	Not Available	---
2000	\$12,569,296	-10.7%	\$9,936	---
2001	\$13,344,694	6.2%	\$10,771	8.4%
2002	\$13,524,136	1.3%	\$11,049	2.6%
2003	\$14,720,978	8.8%	\$12,096	9.5%
2004	\$13,961,126	-5.2%	\$11,576	-4.3%
Total Change 1996 to 2004 and 2000 to 2004	\$2,002,676	16.7%	\$11,576	16.5%

Note: Net taxable sales amounts do not include motor vehicle sales. Source: Nebraska Department of Revenue

The amount of net taxable sales has increased by over \$2 million during the period, or 16.7%. When examined on a per capita basis, net taxable sales increased by \$11,576 or 16.5%. The Consumer Price Index (CPI) for the time period equaled 20.4%; therefore, retailers saw total sales and per capita sales increase at a slower rate than that of the rate of inflation. The retail trade within the community, at the time of this plan, appears to be declining slightly in terms of real dollars. A reversal of this trend is necessary to ensure Creighton’s ability to be a lively and productive community.

COMMUTER TRENDS

Travel time to work is a factor used to gauge where Creighton’s labor force is going for their employment. The data may be slightly skewed when comparing the travel time to the actual miles traveled to work due to potential traffic issues during certain times of the day. Table 11 shows the number of Creighton residents that travel to work in each of the different time categories.

57.8% of Creighton’s workforce travels less than 10 minutes to work with another 15.2% traveling 10 to 20 minutes, while 5.7% work from home. This indicates that the majority of people who live in Creighton work in Creighton. It is also a good sign of economic stability that the commuting time has decreased since the last census. Creighton experienced a 52.4% increase in the number of people working at home, likely due to the increased availability of high-speed internet and other technologies.

TABLE 11: TRAVEL TIME TO WORK: CREIGHTON, 1990 AND 2000

Travel Time Categories	1990	% of Total	2000	% of Total	% Change
Less than 5 minutes	119	23.2%	157	28.0%	31.9%
5 to 9 minutes	120	23.4%	167	29.8%	39.2%
10 to 19 minutes	107	20.9%	85	15.2%	-20.6%
20 to 29 minutes	56	10.9%	36	6.4%	-35.7%
30 to 44 minutes	33	6.4%	35	6.3%	6.1%
45 to 59 minutes	19	3.7%	24	4.3%	26.3%
60 minutes or more	38	7.4%	24	4.3%	-36.8%
Worked at home	21	4.1%	32	5.7%	52.4%
Total	513		560		9.2%
Mean Travel Time (minutes)	NA		15.2		

Source: U.S. Census Bureau, Census of Population and Housing, STF-3A, 2000 – SF 3 Table P31

COMMUNITY FACILITIES

The City of Creighton owns and maintains a wide range of buildings, utilities, and public services to support the community. Such facilities are provided to insure the safety, well being, and enjoyment of the residents. These facilities and services, including social, cultural, educational, law enforcement, fire protection, and recreational amenities are designed to meet the needs and desires of the community.

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 and provide a pleasant living environment. The sequential step is to evaluate the ability of the city to meet that future demand and determine at what level services will be provided. The analysis of existing facilities and of future facilities and services is an important component of the Comprehensive Development Plan.

The Facilities Section of the Creighton Comprehensive Development Plan reviews present capacities of all public facilities and services. The section then evaluates these capacities with current demands and accepted standards to determine whether the capacity is adequate. Finally, the plan will provide recommended improvements where public facilities are not considered adequate for present or future needs. For a complete listing and visual inventory of Creighton's community facilities refer to Figure 4.

The facilities element for the Creighton Comprehensive Plan is divided into the following categories:

- ♦ Recreational Facilities
- ♦ Educational Facilities
- ♦ Public Safety
- ♦ Community Buildings
- ♦ Communication Facilities
- ♦ Public Utilities
- ♦ Transportation Facilities
- ♦ Medical Facilities

RECREATIONAL FACILITIES

Bruce Park is Creighton's only park and has the following amenities.

- ♦ Baseball diamond including underground sprinklers, covered bleachers, batting cage, new concession stand.
- ♦ Softball field, including a recently constructed concession stand
- ♦ Swimming pool (Renovated in 2002)
- ♦ Playground equipment
- ♦ Tennis/Sand Volleyball Courts/Horseshoes
- ♦ Campground
- ♦ Picnic Tables and Open Shelter
- ♦ RV Dump Station
- ♦ Home of Santaland

Bruce Park also features a Nebraska Statewide Arboretum started in 1992. The arboretum is considered a green oasis where park visitors can relax. With a unique collection of tree and shrub species the arboretum serves as an outdoor classroom for students in Creighton and as an informal laboratory to test the adaptability of plants in northeast Nebraska extreme climate. In total, the arboretum features 175 different, labeled, woody plants, memorial trees, native grass plantings, and a butterfly garden.









In addition to the recreational facilities located within Creighton, a number of recreational opportunities exist at facilities in the surrounding area a short driving distance from Creighton. These facilities, displayed in Figure 5, are owned and operated by outside entities including private organizations and the Nebraska Game and Parks Commission.

Santa Land

Santa Land is Creighton's annual holiday lights display located in Bruce Park during the month of December. Setting up the display usually begins early November and over 2,000 man hours later, the 300,000 lights and displays are attracting visitors from many miles away. In addition to the large number of outdoor displays, SantaLand also houses Santa's Workshop. Sixteen of Santa's motorized elves can be seen hard at work making toys and packing the sleigh. Visitors to the workshop can visit with Santa and enjoy holiday refreshments provided by local businesses. The display is maintained by the Creighton Area Chamber of Commerce and other volunteers.

Source: www.creighton.org

BerryPepper Days

Creighton's annual celebration, BerryPepper Days, is held in June each summer, on Father's Day weekend. Visitors to the celebration take part in a health walk and run, kiddie parade, a family barbecue in the park, car show and road rally, bathtub races, tractor pull, fly-in breakfast, VFW breakfast and the American Legion chicken feed and baseball tournament. In 2004 and every fifth year, a large parade and fireworks add to the celebration. BerryPepper Days are hosted by the Creighton Area Chamber of Commerce.

Source: www.creighton.org

Elizabeth's Gardens

In 1999, a dream became reality when a garden was created for the City of Creighton. For a long time, residents of the Creighton Care Centre and their families had commented that the view from their windows was rather plain. Helen Borgmann, the daughter of resident Elizabeth Rothenberger, shared this opinion, and approached the Creighton Area Health Services Auxiliary about the possibility of creating a garden for the residents of the Care Centre and the City of Creighton to enjoy.

The project was financed largely by a generous donation from a benefactor, Betty Radosti, given in memory of her sister, Margery Otradovsky who was an avid gardener. Other donations and volunteer help advanced the project quickly, and the new garden was dedicated as Elizabeth's Garden. Large trees provide shade as you stroll through Elizabeth's Garden and the wide, curving walks wind throughout the garden to provide opportunities to get a closer look at the many beautiful annuals and perennials. Guests can relax on one of the comfortable benches and picnic tables or stop in the gazebo, located in the center of the garden. A raised planter even gives Care Centre residents the chance to take part in caring for the flowers and plants. Visitors and citizens of Creighton are welcome in this tranquil haven, found at the Creighton Care Centre, next to the hospital on the west end of town.

Source: www.creighton.org

Ashfall State Historical Park

Located 16 miles west of Creighton, the park is owned and operated by the University of Nebraska State Museum and the Nebraska Game and Parks Commission in a joint effort. Ashfall is a working paleontology excavation site containing animals that were buried by volcanic ash more than 10 million years ago.

Niobrara State Park

Situated at the confluence of the Niobrara and Missouri Rivers, the Niobrara State Park offers modern camping facilities including cabins, picnic shelters, and grills. The park is owned and operated by the Nebraska Game and Parks Commission and provides boat ramps onto the Missouri River and fishing access to both rivers including an ADA accessible pier on the Niobrara River.

Northeast Nebraska Zoo

Just 22 miles southwest of Creighton in Royal, Nebraska is the Northeast Nebraska Zoo. The Zoo has a variety of animals including snow monkeys, lemurs, and mountain lions.

Lewis and Clark Lake State Recreation Area

The Nebraska Game and Parks Commission owns and operates the Lewis and Clark Lake State Recreation Area which is home to Nebraska's second longest lake. Formed by Gavin's Point Dam on the Missouri River, the lake is over 32,000 acres of water and is a popular boating site for both Nebraska and South Dakota residents. The recreation area is located 30 miles north of Creighton along the Nebraska and South Dakota border and is popular among bird watchers, anglers, and cross country skiers, provides modern camping facilities including cabins available onsite.

Grove Lake Wildlife Management Area

Operated by the Nebraska Game and Parks Commission, Grove Lake has some of the best fishing in the state for a lake of its size. Located about 20 miles southwest of Creighton, the lake is 54 surface acres of water with two boat docks and some primitive camping sites. The surrounding area totals about 262 acres of land with nature trails throughout. The lake contains good fishable populations of Bluegill, Bullhead, Channel Catfish, Crappie, Largemouth Bass, and Northern Pike.

Willow Creek State Recreation Area

Willow Creek is located about 31 miles southeast of Creighton and has 1,633 acres of land with a 700-acre lake. Facilities include: 100 camping pads, 64 with 30 amp electrical hookups, 19 with 50 amp electrical hookups. Picnic tables and shelters, fire grates, water, showers, modern restrooms, accessible fishing pier, archery field course, unsupervised swimming, two playgrounds and an 8-mile hiking/horseback trail around the lake. There are also seven rock jetties that provide excellent fishing access.

Missouri River

In addition to the recreation areas listed above, Creighton is located less than 25 miles south of the Missouri River. Missouri River access is available numerous places in Knox County and offers outstanding fishing, hunting, boating, camping, canoeing, and numerous other outdoor recreational opportunities.

Golf Courses

There are a number of public golf courses both within and nearby the community of Creighton. These nine-hole courses include:

- Creighton Community Golf Course in Creighton
- Plainview Country Club in Plainview
- Niobrara Valley Golf Course in Niobrara
- Rolling Hills County Club in Wausa
- Summerland Golf Club in Ewing
- Lakeview Golf Course in Crofton
- Randolph Golf Course in Randolph

This map shows the Niobrara River flowing through South Dakota. Key features include:

- Rivers:** Niobrara River, Missouri River, Lewis and Clark Lake.
- Parks and Reserves:** Niobrara State Park, Lewis and Clark SRA, Willow Creek SRA, Ashfall Historic Park, Grove Lake WMA.
- Towns and Landmarks:** Santee, Verdel, Niobrara, Center, Verdigre, Winnetoon, Bazile Mills, Creighton, Plainview, Osmond, McLean, Randolph, Ewing, Clearwater, Orchard, Royal, Brunswick.
- Counties:** Boyd, Holt, Knox, Lincoln, DeWitt, Antelope, Pierce, Wayne.
- Highways:** US 20, US 81, US 275, N 12, N 13, N 14, N 15, N 16, N 17, N 18, N 19, N 20, N 21, N 22, N 23, N 24, N 25, N 26, N 27, N 28, N 29, N 30, N 31, N 32, N 33, N 34, N 35, N 36, N 37, N 38, N 39, N 40, N 41, N 42, N 43, N 44, N 45, N 46, N 47, N 48, N 49, N 50, N 51, N 52, N 53, N 54, N 55, N 56, N 57, N 58, N 59, N 60, N 61, N 62, N 63, N 64, N 65, N 66, N 67, N 68, N 69, N 70, N 71, N 72, N 73, N 74, N 75, N 76, N 77, N 78, N 79, N 80, N 81, N 82, N 83, N 84, N 85, N 86, N 87, N 88, N 89, N 90, N 91, N 92, N 93, N 94, N 95, N 96, N 97, N 98, N 99, N 100.

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 REVISED BY:
 JEO PROJECT NUMBER: 22-4612





EDUCATIONAL FACILITIES

PUBLIC SCHOOLS

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

Class 1 Any school district that maintains only elementary grades under the direction of a single school board. These districts were dissolved as of June 15, 2006.

Class 2 Any school district with territory having a population of 1,000 inhabitants or less that maintains both elementary and high school grades under the direction of a single school board.

Class 3 Any school district with territory having a population of more than 1,000 and less than 100,000 that maintains both elementary and high school grades under the direction of a single school board.

Class 4 Any school district with territory having a population of 100,000 or more and less than 200,000 inhabitants that maintains both elementary and high school grades under the direction of a single school board.

Class 5 Any school district with territory having a population of 200,000 or more that maintains both elementary and high school grades under the direction of a single school board.

Class 6 Any school district that maintains only a high school under the direction of a single school board. The territory of Class 6 district is made up entirely of Class 1 districts (or portions thereof) that have consolidated with the Class 6.

Creighton Public School District

The Creighton public school facility houses grades K-12 and was built in 1962. Additions to the building were made in 1969, 1973, and 1990. The district added new phone and fire alarm systems in 2004. The elementary school contains 17,240 square feet, the junior high contains 42,000 square feet, and the senior high contains 41,000 square feet. The building facilities are in excellent condition; however, the gymnasium and locker rooms are areas that may need to be considered for upgrading.

Enrollment has leveled off after growing at a steady rate. In 2003, enrollment reached 499 students and currently has an enrollment of 400 students in grades K-12 (168 students in grade K-6, and 232 students in grades 7-12). The district needs to examine ways to increase enrollment. Enrollment capacity for the elementary school is 300 students and 350 in the secondary schools.

The elementary studies program includes basic education in math, language arts, science, social studies, physical education, art, health, and music. Special services include speech therapy, counseling, psychological services, physical therapy, and occupational therapy. The gifted program serves grades 1-6 with accelerated math, leadership, several other programs, and enrichment opportunities. Creighton Community School will add a pre-school program in the fall of 2007.

The high school studies program includes general studies, vocation studies, and college preparation. A wide variety of electives are available to all students, in addition to advanced courses in math, science, and English. Students are required to pass 240 credit hours and have completed 20 hours of community service to graduate. College level courses in psychology, math, and english are offered through Northeast Community College. Juniors and seniors have the opportunity to gain work experience through job shadowing.

The district has purchased 120 multimedia computers and has full internet access. By fall of 2007, a two-way interactive distance learning system will be in place to connect students from across the state. This technology will be shared with the community.

A Literacy Links Program connects community members with students by sharing times, talents, hobbies, stories, and other resources. The community has assisted the school in building projects and work experience.



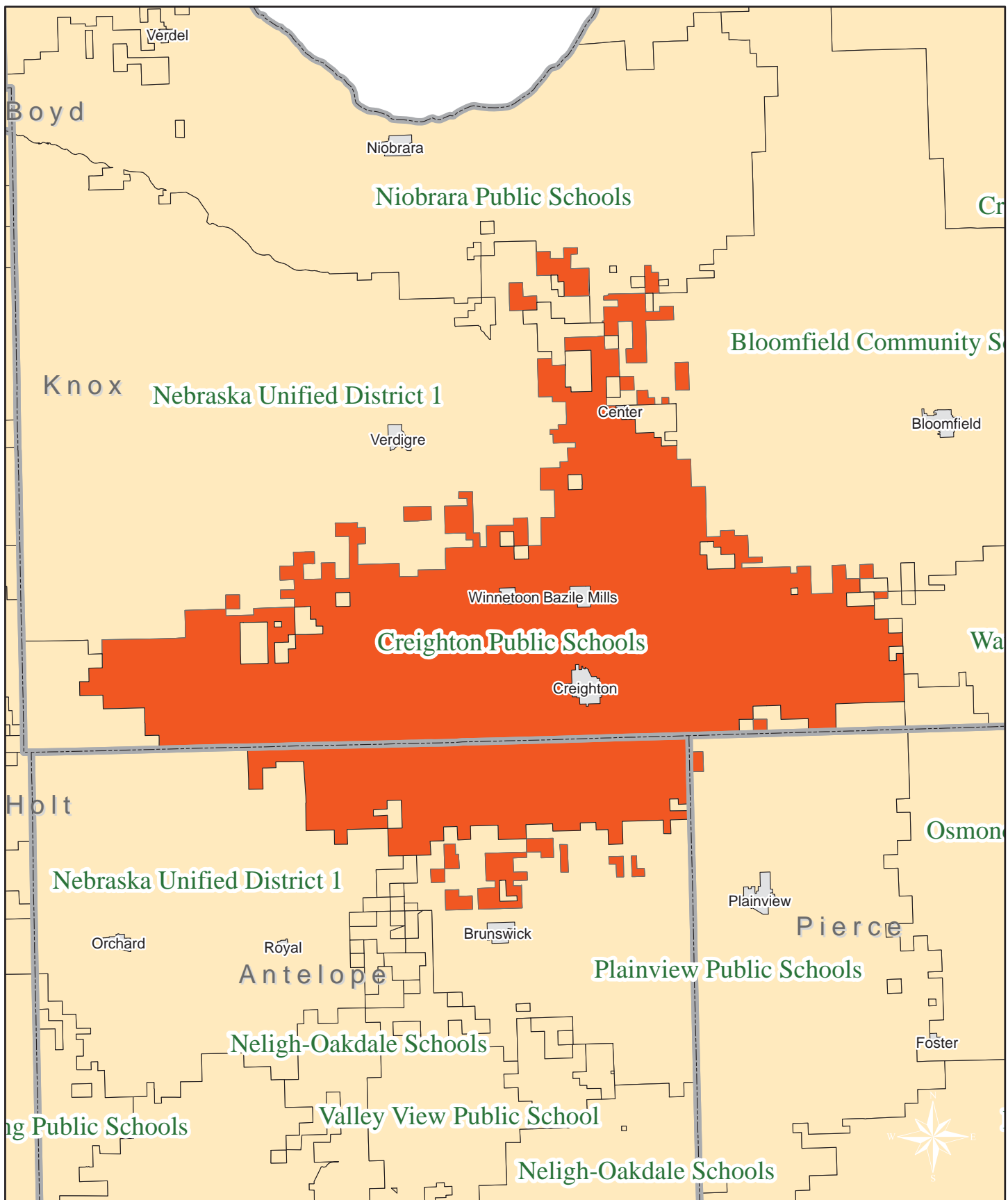
PRIVATE SCHOOLS

St. Ludger Elementary School is also located in Creighton, on Lake Street between Clark and Bryant. This K-6 facility is a Catholic school that offers core subjects, physical education, and religious studies. The school has 2 full time teachers and one part-time teacher with an enrollment of 30 students. The school building has a capacity of 90 students and has recently been renovated.

POST SECONDARY EDUCATION

There are a number of higher-level educational opportunities in close proximity under 150 miles to Creighton. These institutions include:

- Northeast Community College (Norfolk)
- Wayne State College (Wayne)
- University of Nebraska-Lincoln
- University of Nebraska-Omaha
- Nebraska Wesleyan (Lincoln)
- Briar Cliff College (Sioux City)
- Union College (Lincoln)
- Midland Lutheran College (Fremont)
- Creighton University (Omaha)
- Bellevue University (Bellevue)
- University of South Dakota (Vermillion)
- College of St. Mary's (Omaha)
- Metropolitan Community College (Omaha)
- Southeast Community College (Lincoln)
- Central Community College (Columbus)



City of Creighton

Knox County, Nebraska

- Area Public Schools
- Creighton Public School District
- Counties
- Cities

Figure 6: Creighton School District

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CREATED BY: C. Wacker
REVISED BY: J. Mohr July 13, 2007
JEO PROJECT NUMBER: 224PL2



PUBLIC SAFETY

CREIGHTON POLICE LAW ENFORCEMENT

The Creighton Police Department, located at 802 Bryant Street, provides full-service, 24-hour police protection for the community with two full-time officers and two part-time officers. Average response time is 10 minutes for non-emergencies and less for emergency calls. In certain situations, the Creighton Police Department has arrangements for mutual aid from the Knox County Sheriff’s Office and the Nebraska State Patrol.

All arrested prisoners (except juveniles and non-status offenders) are taken to the Knox County Jail located in Center, Nebraska, 11 miles north on Highway 13. Juveniles and non-status offenders are taken to Madison, Nebraska, located 58 miles south of Creighton. The City of Creighton is responsible for charges to keep a juvenile in jail at Madison who has committed a status offence, class one misdemeanor, or felony.

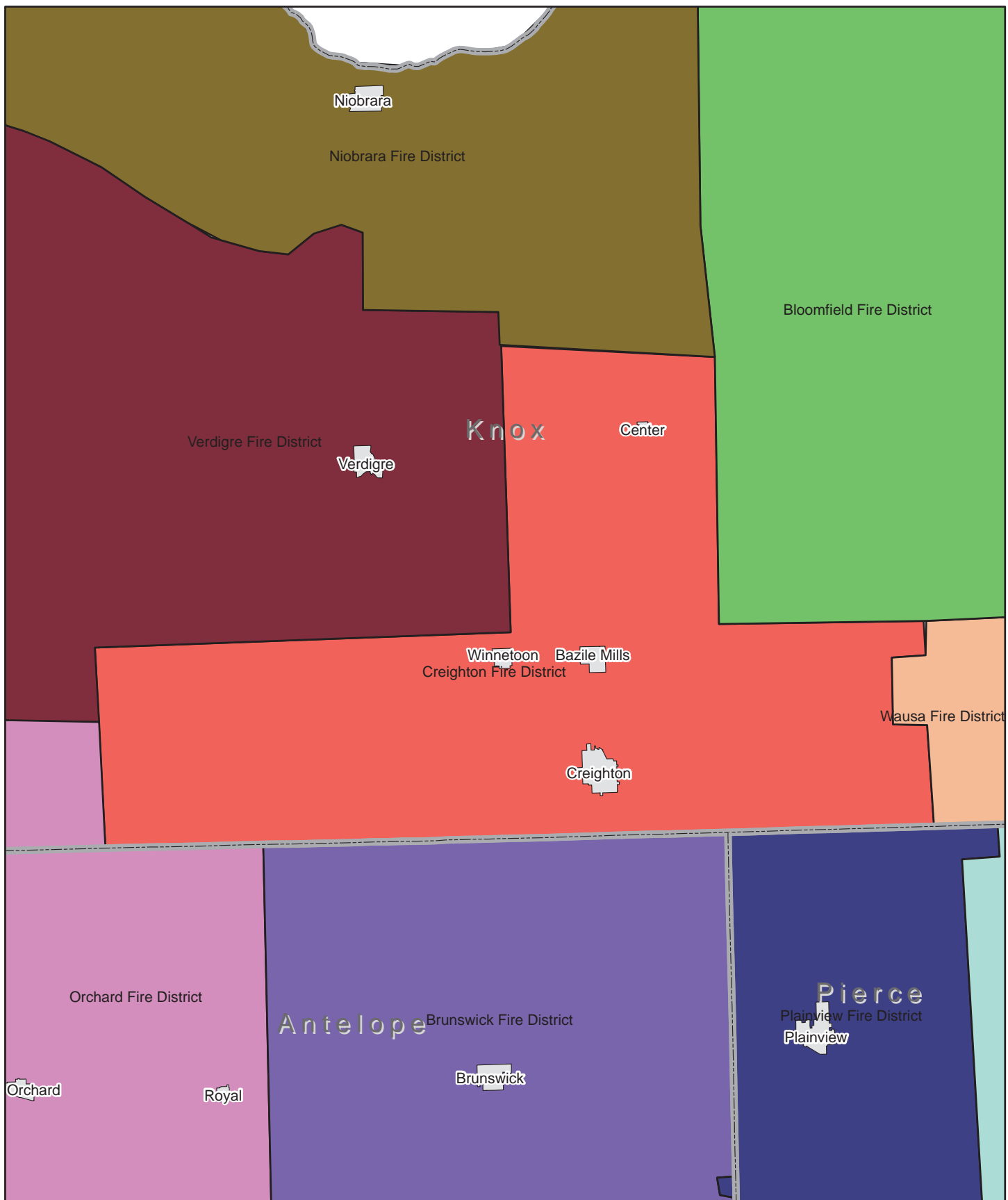
CREIGHTON VOLUNTEER FIRE DEPARTMENT

Creighton’s Volunteer Fire Department building is located at the corner of Redick and Central Avenues. The building was originally constructed in 1965 and remains in an adequate condition to serve the department’s needs. Fire protection for the community and area beyond is provided by a 36 member volunteer force. Training is provided to the volunteers on a monthly basis. The City maintains 90 fire hydrants and falls under a Class 7 insurance classification. On average Creighton spends over \$22,000 a year for fire protection. Table 12 below displays a list of equipment and the condition.

TABLE 12: CREIGHTON VOLUNTEER FIRE DEPARTMENT/EMS EQUIPMENT

MAKE	YEAR	EQUIPMENT TYPE	CAPACITY GPM	CONDITION
Smeal	2008	Pumper	1,250	Excellent
Chevrolet 3/4 T 4x4	2005	Grass Rig	100	Excellent
GMC C 7500	2000	Tanker Truck	100	Excellent
Chevrolet 3/4 T 4 x 4	1999	Grass Rig	100	Good
Ford	1998	Ambulance	NA	Good
Polaris 400 6 x 6	1995	ATV	NA	Okay
LaVerne	1994	Pumper	1,000	Good
International 4 x 4 4900	1993	Tanker	100	Good
Ford	1991	Ambulance	NA	Okay
Chevrolet Suburban	1986	Passenger	NA	Poor
Ford Econo E30	1986	Equipment Truck	NA	Okay
EMC 6000 Truck	1980	Tanker	100	Okay
LaVerne	1965	Pumper	500	Okay

Creighton’s rescue service has 30 Emergency Medical Technicians. Each ambulance is fully equipped including a defibrillator. The city has discussed the need to replace the 1991 Ford ambulance for Emergency Medical Services. The 911 Center for Knox County was new in 1998 and is operated from the Knox County Courthouse in Center. The City needs to continuously recruit new members to the volunteer fire department.



Fire Districts	
	Bloomfield Fire District
	Brunswick Fire District
	Creighton Fire District
	Crofton Fire District
	Niobrara Fire District
	Orchard Fire District
	Osmand Fire District
	Pierce Fire District
	Plainview Fire District
	Verdigre Fire District
	Wausa Fire District
	Counties

Fire Districts Figure: 7

City of Creighton
Knox County, Nebraska

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JEO PROJECT NUMBER: 224PL2

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COMMUNITY BUILDINGS

City Hall/Auditorium

City Hall and Auditorium were originally built in 1916 and house the city offices, and community functions such as receptions, dinners, dances, meetings and fund-raising. Two maintenance buildings used for storage of maintenance vehicles are located directly north of City Hall. At the time of the planning period Creighton had begun looking into cost estimates for a new City Hall building.

The Creighton Public Library

The library facility was constructed in 2000 located at 701 State Street. The public library offers materials for education, information, recreation, and cultural activities. Creighton Library has six computers with high speed connections and two lab top computers with wireless internet. The public can bring personal computers to access the wireless connection. A 35-seat capacity meeting room is available for area organizations, discussion groups, and can be rented for special events. Other services include regular and color copies, scanning, lamination, and an accu-cut machine. The library is open six days a week and does not charge a fee to citizens. City Council meetings are held in the meeting room at the Library.

The Larsen Senior Center

The Senior Center was constructed in 1989 with private funds bequeathed from the Larsen family. The City-owned building is located at Peabody and State Streets and is in good condition. The building is ADA accessible and is used for many different social activities including, games, cards, pot luck dinners, and guest speakers.

COMMUNICATION FACILITIES

PHONE/INTERNET/CABLE TELEVISION SERVICES

All local telecommunications services in Creighton are provided by Great Plains Communications, Dish Network. Windstream, Alltel, and US Cellular provide phone and cellular services as well.

RADIO

There are currently no local television or radio stations located within Creighton, however, there are various radio stations and television stations located in neighboring counties that provide local as well as regional programming for the area including:

- ♦ WNAX 570 AM (Yankton, SD)
- ♦ KRVN 880 AM (Lexington, NE)
- ♦ KFAB 1110 AM (Omaha, NE)
- ♦ KOIL 1020 AM (Plattsmouth, NE)
- ♦ KMMJ 750 AM (Grand Island, NE)
- ♦ KKAR 1290 AM (Omaha, NE)
- ♦ KXRB 1000 AM (Sioux Falls, SD)
- ♦ KYDZ 1180 AM (Bellevue, NE)
- ♦ KSOO 1140 AM (Sioux Falls, SD)
- ♦ WJAG 780 AM (Norfolk, NE)
- ♦ KTIC 840 AM (West Point, NE)
- ♦ KEXL 106.7 FM (Norfolk, NE)
- ♦ KBRX 102.9 FM (O'Neill, NE)
- ♦ KKYA 93.1 FM (Yankton, SD)
- ♦ KNEN 94.7 FM (Norfolk, NE)
- ♦ KGRD 105.3 FM (O'Neil, NE)

BROADCAST TELEVISION

The following is a list of the broadcast television stations in the Creighton area.

- ♦ KLKE Channel 24 (Albion, NE)
- ♦ K33GX Channel 33 (Springfield, SD)

NEWSPAPERS

Creighton has a number of newspapers that serve the community including a local paper, the Creighton News. Other newspapers Creighton residents may receive are: the Sioux City Journal, the Norfolk Daily News, and the Omaha World Herald.



PUBLIC UTILITIES

ELECTRICAL

Electrical service in the City of Creighton is provided by Nebraska Public Power District (NPPD). A 69,000 volt subtransmission line delivers power to the city from the substation which has a transformer capacity of 56MVA.

NATURAL GAS

Source Gas supplies the City of Creighton with natural gas. Their division office is located in Albion, Nebraska.

OTHER FUELS

LP Gas is available for residential, commercial and industrial uses from N and B Gas in Plainview, NE. Oil is available for residential, commercial, and industrial uses at the Central Valley Ag, Creighton Motors and Bomgaars all located in Creighton.

SOLID WASTE

Refuse is collected by Key Sanitation, a private contractor hired by the City of Creighton. The city has contracted with the City of Plainview to haul the waste to the Plainview Transfer Station, from there it is taken to a landfill in Jackson that meets all current regulations for municipal landfills.

WATER SYSTEM

Creighton's water system includes two public water supply wells located east of the City along State Highway 59 which can provide a maximum capacity of 1150 gallons per minute (GPM). Well #2, referred to as the 'Little Well', was originally drilled in 1956. This well had a new casing installed in 2000 and currently produces 450 to 500 GPM. Another was drilled in the early 1980s and produces about 650 GPM. A third well, originally constructed in the 1930s has been abandoned.

The two wells are considered shallow with depths of less than 100 feet. Due to the shallowness of the aquifer the source of water is susceptible to contamination. Since the early 1980s, tests have begun to indicate high levels of nitrate in the groundwater near the municipal wells. Nitrate concentrations have since ranged from just under 10 parts per million (ppm) up to 30 ppm. The EPA drinking water maximum contaminant level is 10 ppm. These high nitrate levels over time resulted in Creighton installing a reverse osmosis (RO) type treatment system at the well field. This facility also provides for iron removal prior to the split stream treatment for nitrate. The process provides for treatment of approximately 50% of the flow to remove all nitrates. This processed water is then blended back with the other 50% of the flow to produce a total flow to the customers of water with nitrate concentration under 10 ppm. Operation and maintenance of this facility has been and will continue to be a major priority and major expense on a regular cycle of three to seven years due to replacement of the RO membranes.

This treatment process is currently working well and has alleviated the need to place a new well. The RO process also removes many other elements and may provide the City with a treatment process that will address quality concerns that may occur in the future.

The distribution system is considered adequate. The entire city is served by the community water system and at the time of the planning period there were no recorded inadequacies. The system includes several small diameter lines, however, these are adequately used as service connections. Areas where the water system is 'nonlooped' should eventually be either looped and/or replaced with larger lines. It is suggested that any future water line be installed with a minimum size of six inches and that the mains be constructed of either ductile iron or AWWA C900 Polyvinyl Chloride (PVC) pipe. In 1996, the city looped a six inch water line from Main Street

to Lake Street.

Water storage capacity is considered to be adequate for the future unless drastic increases in population or commercial/industrial uses occur. The water tower storage tank is structurally sound but continued maintenance is necessary. Regular inspections of the interior must be conducted on a five year maximum frequency, with an inverse relationship to the years since the last coating was applied.

In addition to the system serving Creighton residents, in 1996 the City also started supplying water to 14 connections in Bazile Mills, located three miles north of Creighton. The water is piped there through a three-inch line located in the west ditch of Highway 13. The City manages all billing and maintenance of the Bazile Mills community water service. Creighton is also a member of the Nebraska Rural Water Association.

Potential upgrades to the water system including painting the water tower. Creighton, in cooperation with Lewis and Clarke NRD, will need to closely monitor the plume of nitrate contamination within the 20 year time-of-travel just southeast of the current municipal well field.

SANITARY SEWER

Creighton's wastewater treatment system consists of a total of 6.7 miles of gravity collection mains flowing to a mechanical activated sludge treatment facility located to the northeast of the community near Bazile Creek. The system was originally constructed in 1986. The collection system includes more than 1,700 feet of 12 inch main, 2,000 feet of 10 inch main, 29,000 feet of 8 inch main, and 1,700 feet of six inch main line. In 2000 Creighton extended eight inch sewer mains down Peabody and Oak Streets to meet the needs of new residential development in the southeast corner of the city.

The collection system is considered adequate with no major improvements scheduled at the time of the planning period, however, in the past there has been evidence of inflow/infiltration problems with flows in wet weather being nearly double those in dry weather. It is recommended the city continue to monitor and further study the sewer mains in future planning for sources of infiltration. Infiltration/inflow solutions can considerably add to the life expectancy of the existing wastewater treatment facility.

The treatment system operates as an oxidation ditch style, extended aeration activated sludge process, as manufactured by the Lakeside Corporation. It was designed for a population of 1,480 people and a flow of 200,000 gallons per day. It was put on line in 1986 and has been operating in compliance with the NPDES permit since that time, with few violations.

Only a small area in the southeast corner of the community is not currently served by the WWTF due to gravitational limitations. To serve this area a costly lift station would be required.

TRANSPORTATION FACILITIES

TRUCK LINES

Creighton is served by four inter/intra-state truck lines. The number of trucks daily varies with two of the truck lines providing one truck daily. The nearest terminals are in Norfolk and Omaha. Several independent trucking firms contract to carry fertilizer, grain, equipment and livestock.

BUS SERVICE

There is presently no bus service to Creighton or Knox County. The nearest stops are located in Columbus, Schuyler, and Vermillion SD, through Greyhound Bus Lines.

AIRPORTS

Creighton Municipal Airport has hanger and fuel facilities but no commercial transportation. Passenger air service is provided at Eppley Field in Omaha, the Sioux Falls Regional Airport in Sioux Falls, South Dakota, Lincoln Municipal Airport in Lincoln, NE and Sioux Gateway Airport in Sioux City, IA. Air freight service is available in Omaha at Eppley Field.

The airport has a runway length of 3,700 feet, a width of 60 feet, and will be upgraded to include GPS for use in the approach system.

MEDICAL FACILITIES

Lundberg Memorial Hospital

Creighton Area Health Services (CAHS) is composed of Lundberg Memorial Hospital, a 23 bed critical access Hospital and the Creighton Care Centre, a long term care facility, each located in Creighton. In addition to these facilities, CAHS also includes the Verdigre Clinic, a satellite doctors clinic located at 401 James St. and the CAHS Physicians' Clinic, located within Lundberg Memorial Hospital.

The hospital provides demand-responsive service to the communities of Creighton, Center, Verdigre, Wausa, Bloomfield, Niobrara, Winnetoon, Orchard, Brunswick, rural areas of Knox and Eastern Holt County. The lift-equipped van is available Monday through Friday and is on call weekends. The CAHS staff is composed of approximately 160 persons who serve the entire facility.

Lundberg Memorial Hospital, built in 1953, has undergone several additions and renovations in 1967, 1974, 1980, 1998, and finally in 2006 to make the facility an asset to the community. Four physicians are on the active staff along with three nurse practitioners and one physician assistant. A wide variety of specialists compliment the active staff and provide outreach clinics in the new Outreach Clinic building on a regular basis. Complete laboratory, radiology, and rehabilitation services add to the diagnostic capabilities of the medical staff. CatScans are available on a 24-hour basis. Nuclear medicine, MRI services and bone density exams are also available. Other available services include 24-hour emergency care, home health services, cardiac rehabilitation, respiratory and occupational therapy, and van services.

MEDICAL CLINICS

Creighton Area Health Services Physician's Clinic was established in September 2004 to provide outpatient services. The clinic is affiliated with Creighton Area Health Services but is located outside of the hospital at 1603 Main Street.



NURSING HOME FACILITIES

Nursing home facilities can range from fully staffed assisted-living arrangements to an apartment-like setting staffed by few persons, who may have only basic medical knowledge. These facilities accommodate persons in various health conditions in a setting that provides as much independence as possible to the resident.

Creighton Care Centre

Creighton Care Centre is a 47 bed municipal nursing home with both single and double rooms. The facility was built in 1966, remodeled in 1998, and extensively remodeled and enlarged in 2006. Physically attached to the hospital, the long term care facility provides safe and secure environment for its residents. A wide variety of activities, social services and an excellent dietary make Creighton Care Centre a full service nursing facility. Elizabeth's Garden, constructed in 1999, provides a peaceful outdoor setting for the residents and staff.

ENVIRONMENTAL CONDITIONS

To formulate a truly valid and “comprehensive” plan for the future of Creighton, it is necessary to evaluate the natural and man-made conditions that currently exist. This assessment allows the community to determine the impacts that these factors may have on limiting future land uses in the city. This section of the Comprehensive Development Plan provides a summary of the natural and man-made conditions in the community, and identifies and qualifies the characteristics of each that will directly or indirectly impact future land uses in Creighton.

SOIL CONDITIONS

Soils in the immediate Creighton area consist mostly of a mixture of silty loams and sands. Due to the presence of Bazile Creek there are also areas of fine sand.

TOPOGRAPHY AND DRAINAGE

The terrain around the Creighton area is relatively flat with slightly sloped areas around the community. Slopes in the area range from 0 to 15%. The land use around the community is primarily agriculture. The Bazile Creek runs from the south to the north towards the Niobrara River located at the northern boundary of Knox County. The Bazile Creek floodplain encompasses a large portion of the northern and eastern side of the city and includes only a small portion of the corporate limits. Figure 9 displays the 100-year floodplain as delineated by FEMA. This area has a one percent annual chance of flooding. The City of Creighton should take precautions and closely monitor development within this area and include a floodplain overlay district in the zoning regulations.

AIR QUALITY

Air quality in the Creighton area can generally be considered excellent due to the large amount of natural, undeveloped land and the crop land cultivation techniques used in the area provide adequate ground cover to minimize air pollution from wind blown soils. However, a notable air contamination issue exist near Creighton's southeast corporate limit. Odors are produced and emitted from a livestock operations, specifically a cattle operations just south of Bazile Creek. These types of operations do emit varying levels of odor depending on the size and type of feeding operations and the management of the manure produced.

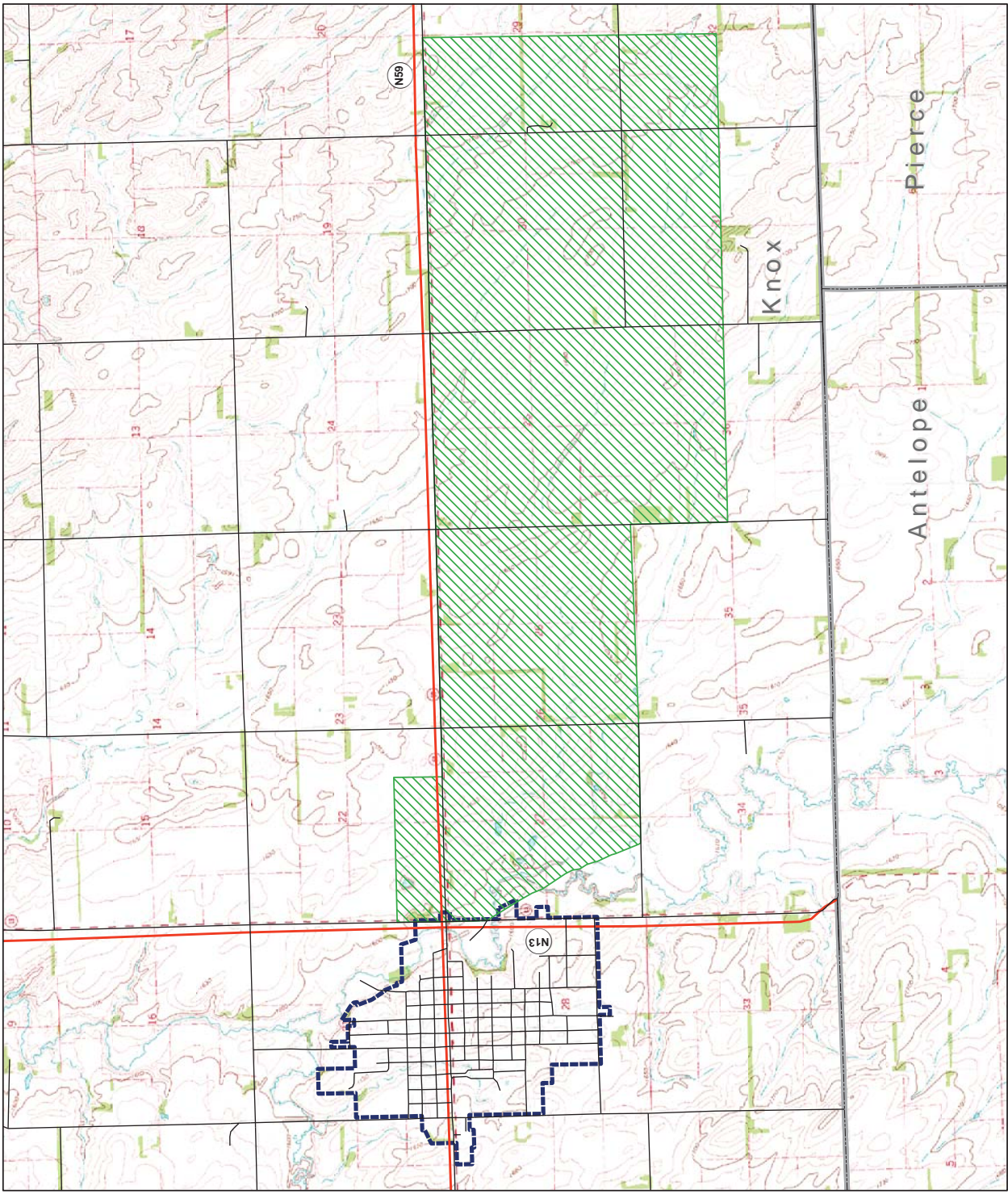
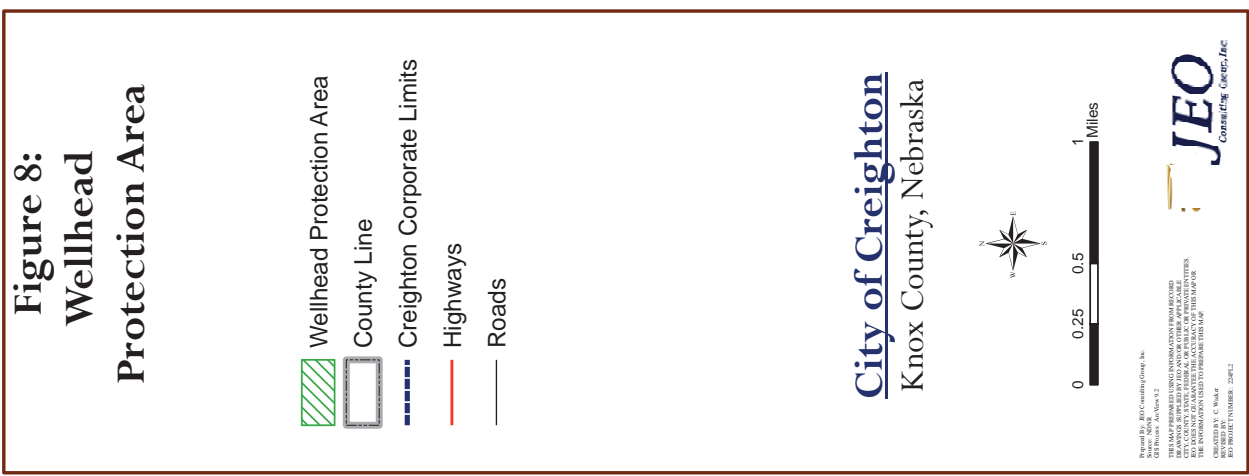
The issue of odors produced by livestock operations is one of the primary reasons many communities and counties have developed Comprehensive Development Plans and Zoning Regulations. It is an issue that can be addressed in the zoning regulations to minimize the conflicts between the livestock feeder and/or industry and neighboring property owners and citizens of Creighton.

GROUND WATER QUALITY

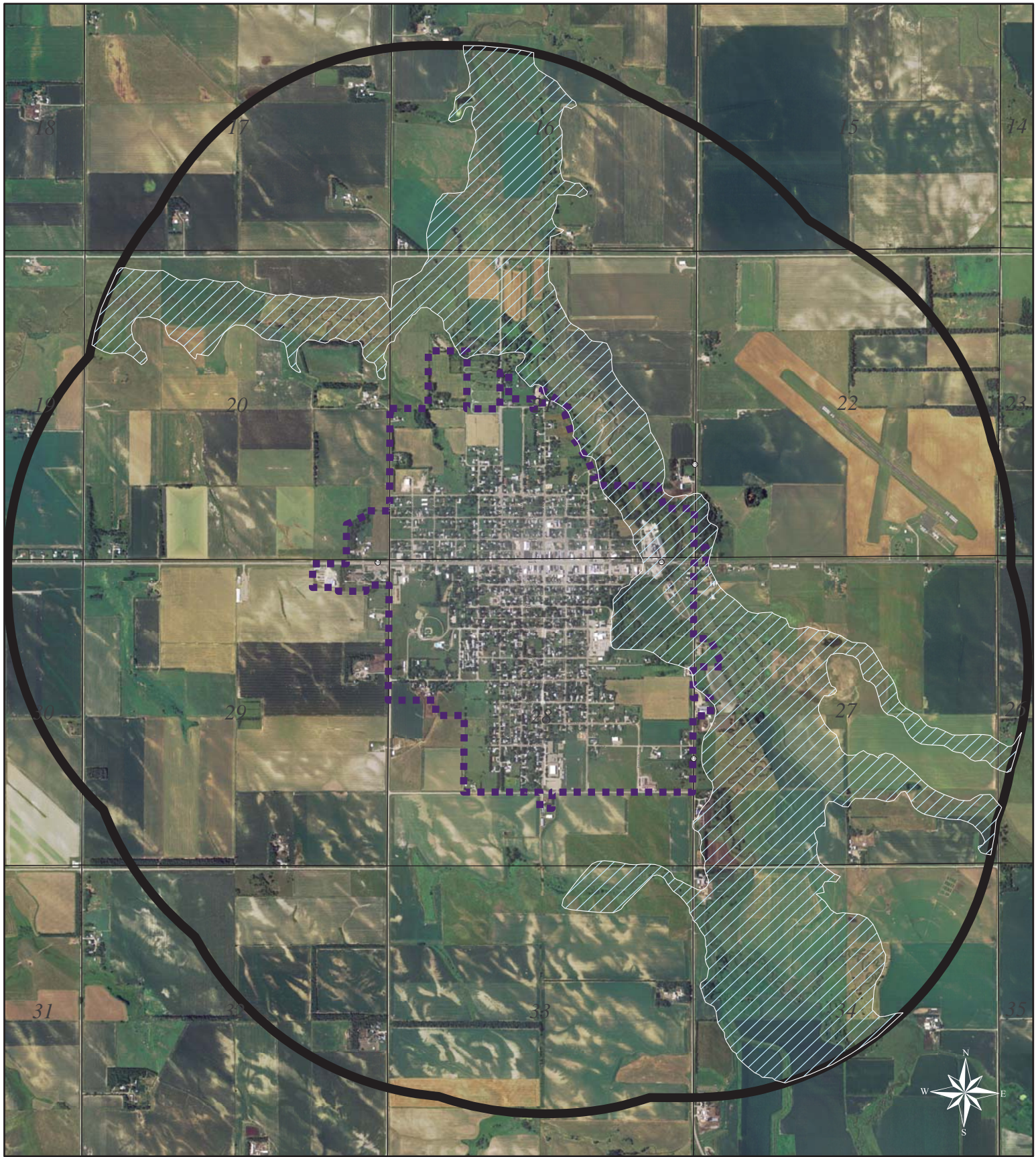
There is a large plume of non-point source nitrogen from agronomic sources immediately east-southeast of Creighton. This plume exceeds the Maximum Contaminate Levels (MCL) for drinking water and is impacting the city of Creighton municipal wells as well as numerous private drinking water wells. A nitrate analysis of vadose zone cores indicate a significant amount of nitrate continues to leach through the sediments beneath irrigated corn fields. This will cause the nitrate concentrations in the ground water to remain the same or continue to increase in the near future.

Currently the city of Creighton has a reverse-osmosis treatment system that reduces the nitrate load by up to 80%. Treated water is then blended with untreated water to meet the demand of the city. If the nitrate concentration continues to increase, the city will be forced to treat more water, which could cause the city to fall short on demand. The city of Creighton has established a Wellhead Protection Area in the hopes of preventing future contamination and reducing the nitrate load on current supplies.












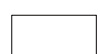
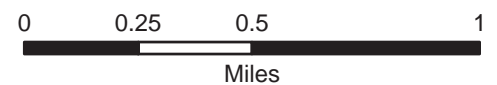
-  100-Year Floodplain
-  Creighton Corporate Limits
-  Creighton ETJ
-  Sections

Figure 9:
100-Year Floodplain

City of Creighton
Knox County, Nebraska



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GIS Process: ArcView 9.2

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CREATED BY: C. Wacker
REVISED BY:
JEO PROJECT NUMBER: 224p12


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EXISTING LAND USE

An inventory and evaluation of the existing land use within the corporate boundaries and zoning jurisdiction of a community is an integral part of the planning process. Land use can be defined as the way a specific parcel of land is being utilized. Such land use can include pastureland, cropland, recreational areas, and any type (commercial, industrial, public, or residential) of developed land. Land uses can also be stacked, similar downtown buildings where people live above commercial areas. The number and type of land uses are constantly changing within a community, and produce a number of impacts that either benefit or detract from the community. As a result, the success and sustainability of the community is directly contingent upon available resources utilized in the best manner given the constraints the city faces during the course of the planning period.

Older communities like Creighton often have fixed patterns of land use, especially in established portions of the community. Such communities often show new development on the fringes of the community that are typical of other development patterns in the area. Overall, development patterns in and around Creighton have followed a similar grid pattern with the allowance for larger lots that have become more desirable in recent years.

EXISTING LAND USE CATEGORIES

Land uses are generally best described in terms of specific categories that provide broad descriptions that numerous businesses, institutions, and structures are grouped. For the purposes of the Creighton Comprehensive Development Plan, the following land use classifications are used:

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

EXISTING LAND USE ANALYSIS WITHIN CORPORATE LIMITS

As part of the planning process, a field survey was conducted by JEO Consulting Group, Inc. staff that noted the land use of each parcel of land within Creighton. The results of the survey are shown graphically on the following figures.

Table 13 is divided into four columns of information from the existing land use survey conducted by JEO in December of 2006 including the total acres, percentages, and acres per 100 persons. The persons per acre establishes a baseline from which land use numbers can be equally compared between communities, as well as to project future land use needs due to population.

TABLE 13: EXISTING LAND USE CORPORATE BOUNDARY: CREIGHTON, 2006

Type of Use	Acres	Percent of Developed Area	Percent of Total Area	Acres per 100 persons
Single-Family	244.1	41.3	32.6	19.2
Multi-Family	4.5	0.8	0.6	0.4
Public/Quasi-Public	54.8	9.3	7.3	4.3
Commercial	29.6	5.0	3.9	2.3
Industrial	67.0	11.3	8.9	5.3
Parks and Recreation	26.4	4.5	3.5	2.1
Transportation	164.8	27.9	22.0	13.0
Total Developed Land	591.3	100.0	78.8	46.6
Vacant/Agriculture	158.7	-	21.2	12.5
Total Area	750.0	-	100.0	59.1

Source: 2007 Comprehensive Development Plan, JEO Consulting Group, Inc.

Note: Acres per 100 is based upon the 2000 population of 1270

According to Table 13, residential uses account for 248.6 acres, or 42.1% of all the developed land in the community. The majority of this land use category is single-family residential. Creighton has very little multi-family development, only 4.5 acres. Residential uses account for 33.2% of the entire area inside the corporate limits, including vacant and agricultural land, which is not considered developed. Single-family residential land uses found in multilevel buildings were taken into consideration during the field survey, and classified as such.

Commercial areas comprise 29.6 acres or 5.0% of the developed area of the community. This includes retail establishments such as restaurants, bars and convenience stores, in addition to services such as professional offices. Industrial tracts account for 67.0 acres, or 11.3% of the developed areas in the city, and include activities such as grain elevators, manufacturing and warehousing.

Public uses include public schools, municipal buildings, and any structure owned by a governmental entity. Churches, cemeteries, private schools, retirement homes, and medical facilities comprise quasi-public uses. Public/Quasi-Public land uses in Creighton cover 54.8 acres, or 9.3% of all developed land. Parks and recreational land uses cover 26.4 acres, or 4.5% of the developed land in Creighton. The majority of this land use is located in the city park on the west side of town.

Transportation related uses such as streets, alleys, and an abandoned rail way comprise the remaining 27.9% of the developed acreage in Creighton. It is important to note that these uses constitute 22.0% of total acreage within the municipal boundary.

Developed land uses comprise of 591.3 acres, or 78.8% of the corporate boundary of Creighton. The remaining 158.7 acres or 21.2% of the land is either vacant or used for agriculture. This figure is especially important when development opportunities come up within the community. If conducive, such land shall be developed as the community grows.

LAND USE COMPARATIVE ANALYSIS

The following table provides a comparison of the acres in each land use category for Creighton and four other communities from the State of Nebraska of similar populations and size.

TABLE 14: LAND USE COMPARISONS (PERCENTAGE): CREIGHTON AND OTHER COMMUNITIES, 2007

	Creighton	Hooper	Grant	Beaver Crossing	Eagle
Total Acres	750	386.1	487.0	437.2	418.7
Acres per 100 persons	59.1	46.7	39.8	95.7	37.9
Land Use Category					
Residential	33.2%	32.4%	38.6%	16.4%	52.5%
Single-family	32.6%	31.3%	37.8%	15.2%	50.8%
Multi-family	0.6%	1.1%	0.8%	0.0%	0.2%
Manufactured Housing	0.0%	0.0%	0.0%	1.3%	1.4%
Commercial	7.3%	2.6%	5.5%	0.7%	1.6%
Industrial	3.9%	3.7%	12.3%	12.0%	5.1%
Public/Quasi-Public	8.9%	8.9%	23.6%	1.7%	1.7%
Parks/Recreation	3.5%	15.2%	1.8%	3.3%	6.9%
Transportation	22.0%	24.8%	12.5%	14.3%	21.6%
Total Developed Land	78.8%	87.7%	94.5%	48.5%	89.4%
Vacant/Agriculture	21.2%	12.3%	5.5%	51.5%	10.6%
Total Area	100.0%	100.0%	100.0%	100.0%	100.0%

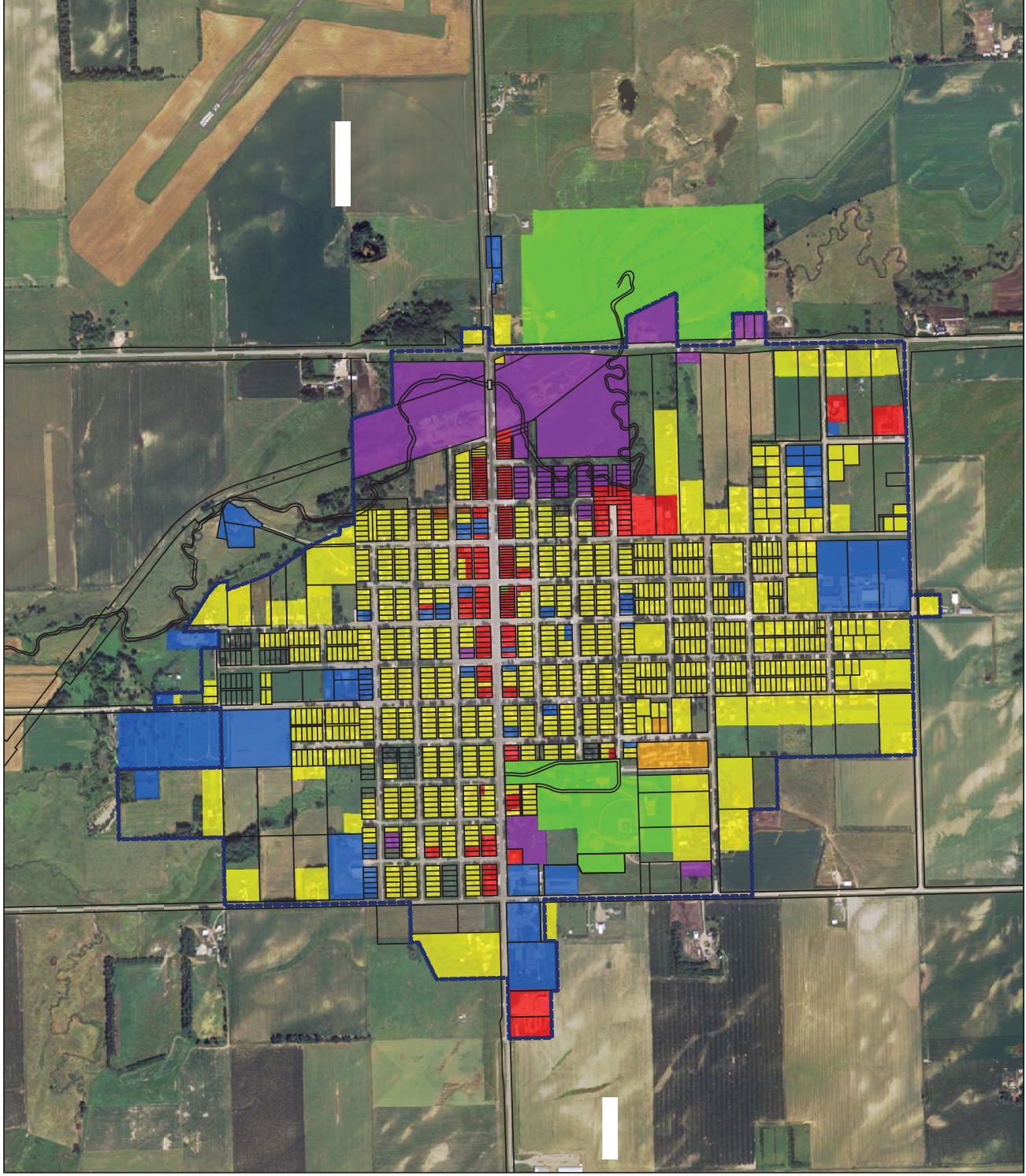
Source: 2006 Hooper, and Eagle, Comprehensive Development Plans - JEO Field Survey
2005 Grant, and Beaver Crossing Comprehensive Development Plan - JEO Field Survey

The data in Table 14 compares the existing land use of Creighton against the communities of Hooper, Grant, Beaver Crossing and Eagle, Nebraska. Manufactured housing was not listed as part of the existing land use field survey for Creighton, Hooper or Grant. The above mentioned communities are either similar in size or population to Creighton, and allow the City to begin comparing its development patterns against those of similar communities across the state. Each comprehensive plan for the other communities was prepared by the consultant, ensuring a similar methodology between land use plans when possible.

Creighton has a larger percentage of vacant/agriculture land than most of the communities examined in the table. Only Beaver Crossing has more vacant/agriculture land than Creighton. Creighton is similar to most of its peers in terms of residential land use aside from the extremes of Eagle and Beaver Crossing. The existing land use map is graphically displayed in Figure 10.

EXISTING LAND USE ANALYSIS WITHIN THE ETJ

State statute allows Creighton to have zoning jurisdiction within one mile of its corporate boundary. An evaluation of land uses within the one mile extraterritorial jurisdiction (ETJ) is important for future development and planning activities. The majority of the existing land use within the ETJ is agriculture; however the golf course and airport are also located in the ETJ.



**Figure 10:
Existing Land Use**

- Corporate Limits
- Vacant/Open Ag
- Single Family
- Multi Family
- Manufactured
- Commercial
- Industrial
- Public / Quasi Public
- Parks / Recreation

City of Creighton
Knox County, Nebraska



0 0.125 0.25 0.5 Miles

Prepared by: JEO Consulting Group, Inc.
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THIS MAP PREPARED USING INFORMATION FROM RECORDS
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EXISTING LAND USE CONSTRAINTS

Every community is presented with issues that will impede its potential for development. Among the primary factors that will influence development in Creighton is location of Bazile Creek, which flows through the city, and its flood plain and wetlands associated with the creek. Many communities have chosen to use flood prone areas as open space/park land, due to the difficulty of development, insurance issues, and the natural aesthetics of the areas. Creighton's growth will also be restricted by the airport, located immediately east of town. While industrial and some commercial development could occur near the airport, it is unlikely that residential will want to be too close to the facility. Airports simply take up a lot of land that could be developed otherwise. Neither of these constraints greatly hinders Creighton's potential to grow. There are still many areas that have little or no major constraints for development.

TRANSPORTATION SYSTEM

Typical of many smaller communities, the surface transportation system is based primarily upon the system of local streets that are connected to the network of state highways. The existing highway system is the typical grid system that is present in most small communities. These roadways are an essential aspect of community development for the residents of Creighton as they provide for movement of goods and services into and throughout the city.

LOCAL AND REGIONAL HIGHWAY SYSTEM

Creighton is located at the intersection of State Highways 59 and 13. Nebraska State Highway 59 runs east to west and Highway 13 runs north and south. The closest US Highway is 20, which runs east/west, 8 miles south of Creighton on State Highway 13.

Transportation on these highways is the primary means of providing the community with necessary goods and services, and to move people into and through the city. Because these roadways are connected to the national network of highways and interstates, external routing of goods is provided to nearly all major markets within the continental United States between one and four days time. However, because these highway corridors are situated in the central part of the community, great care should be taken throughout the planning period to ensure that they not only provide for the efficient movement of traffic, but also do not detract from the city with regard to aesthetics and safety.

COMMUNITY STREET SYSTEM

The street system for the City of Creighton is comprised of a network of arterial, collector, and local streets that provide access to locations within the community and state highways that travel through the center of the community. The street system in the city utilizes a typical grid pattern developed on the four cardinal directions. This grid pattern is representative of the way many communities in the Great Plains developed and reflects the cultural heritage of community designers who brought European design influences with them during the early periods of settlement.



Envision Creighton

Town Hall Meetings

Goals and Objectives

- ✦ Economic Development
- ✦ Land Use
- ✦ Transportation
- ✦ Housing
- ✦ Infrastructure
- ✦ Community Facilities
- ✦ Public Health and Safety
- ✦ Parks and Recreation



Main Street, Creighton, 2007
Source: Randy Foster

Envision

MEETING SUMMARY

02.19.2007Kick-Off Meeting
02.19.2007Town Hall Meeting
03.19.2007Steering Committee Meeting
04.16.2007Work Meeting
04.16.2007Steering Committee Meeting
05.23.2007Steering Committee Meeting
06.18.2007Steering Committee Meeting
07.13.2007Steering Committee Meeting
10.01.2007Planning Commission Public
Hearing
10.22.2007City Council Public Hearing

CREIGHTON’S TOWN HALL MEETING

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

A town hall meeting was scheduled and held at the Creighton City Hall on February 19, 2007 with 25 participants. The meeting allowed the public to voice their opinions on issues (both positive and negative) facing the community. During the meeting, all those attending were asked to participate in a brainstorming session. The residents who attended had four questions introduced, which were designed to stimulate discussion and feedback on their perception of Creighton.

These questions were designed to provide input regarding major issues and needs facing the City by looking at the strengths and weaknesses, and desire it faces. The group was asked to vote for what they felt were the most important answers to the four questions that were answered. The four questions, in order, are:

1. What are some of the positives of Creighton?
2. What needs to be improved in Creighton?
3. What is the 20 year vision for Creighton?
4. How does Creighton achieve the vision?

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

Once the four questions had covered, and the four brainstorming sessions were concluded, the participants were given the opportunity to vote for the top three responses they felt most strongly about. All responses remained on the list, and will be presented in this Plan, whether they received votes or not. The point totals were tabulated to determine prioritized issues in the community. Note that point totals for each question may differ, as participants may not have voted for three responses. The results of the tabulations are as follows:

TABLE 15: POSITIVES OF CREIGHTON

What are some of the positives of Creighton?	Points	% of Points
Hospital	11	13.8%
Blue Ribbon Schools	10	12.5%
Interest in Economic Development	9	11.3%
Airport Expansion	6	7.5%
Newspaper	6	7.5%
Great Churches	5	6.3%
Excellent Recreation Facilities	4	5.0%
Being a Small Town	4	5.0%
Low Crime Rate	3	3.8%
Museum	3	3.8%
Diversity of Businesses	3	3.8%
Recycling	2	2.5%
Santa Land	2	2.5%
Historical Buildings	2	2.5%
Building Boom in Residential Housing	1	1.3%
Doctors and Dentists	1	1.3%
Park and Pool Facilities	1	1.3%
142 Businesses	1	1.3%
Room for Expansion	1	1.3%
Tourist Attractions (Ashfall SP)	1	1.3%
Outdoor Recreation (Hunting & Fishing)	1	1.3%
High Speed Internet	1	1.3%
Available Lots in Town Limits	1	1.3%
Cleared Out Dilapidated Lots	1	1.3%
Community Entrances	0	0.0%
Good Water	0	0.0%
Library	0	0.0%
Fire Department	0	0.0%
Good Labor Force	0	0.0%
Missouri River	0	0.0%
Niobrara State Park	0	0.0%
Large Employers in Town	0	0.0%
TOTAL	80	100.0%

Source: Creighton Town Hall Meeting, February 19, 2007, JEO Consulting Group, Inc.

Participants brought up 31 positives for their community and voted on 23 of them. Table 15 indicates that the participants of the Town Hall meeting like the Hospital in the community as it received the most votes with a total of 11. Other high ranking positives include the 'blue ribbon schools' and the community's overall interest in economic development. In general participants voted the basic community services and the quality of life issues the highest.

TABLE 16: IMPROVEMENTS NEEDED IN CREIGHTON

What needs to be improved in Creighton?	Points	% of Points
Youth Retention	16	21.9%
Employment Opportunities	12	16.4%
Attorney	7	9.6%
LB 840 A Sales Tax for Economic Development	7	9.6%
Industry	4	5.5%
Chiropractor	4	5.5%
Small Business Incentives	4	5.5%
Rental Housing	2	2.7%
More Housing in General	2	2.7%
Expansion/Improve Water & Wastewater	2	2.7%
Business Retention and Transition	2	2.7%
Update City Hall	2	2.7%
Community Storm Shelter	2	2.7%
Curb and Gutter Streets	2	2.7%
More Cultural Events	2	2.7%
Streets	1	1.4%
Movie Theater	1	1.4%
Communication Among Residents	1	1.4%
Cell Phone Service	0	0.0%
Population Diversity	0	0.0%
Multifamily Housing	0	0.0%
Youth Winter/Non-Sport Related Activities	0	0.0%
Stop Light at Redick and Main	0	0.0%
Unsafe Rental Housing	0	0.0%
Improve State and National Identity	0	0.0%
Update Website	0	0.0%
TOTAL	73	100.0%

Source: Creighton Town Hall Meeting, February 19, 2007, JEO Consulting Group, Inc.

Table 16 displays 25 items identified by the Town Hall meeting participants needing improvement in the community. Participants voted on 17 of the items. Receiving the most votes was improving youth retention which received 16 votes, or 21.9% of the total 73 votes. Other high ranking improvements were new employment opportunities with 12 votes, attracting an Attorney to town and utilizing LB840 (if passed in the State Legislature) which would imposed a sales tax to specifically benefit economic development.

TABLE 17: THE 20 YEAR VISION FOR CREIGHTON

What is the 20-year vision for Creighton?	Points	% of Points
New Employment	14	22.6%
Population Growth	11	17.7%
Thriving and Well Funded Economic Development System	9	14.5%
Rural Outsourcing/Technology Based Businesses	7	11.3%
Business Development Park	3	4.8%
Replace Water and Waste Water Facilities	3	4.8%
Street Improvements	2	3.2%
East/West US Highway Connecting O'Neill to Sioux City along 59	2	3.2%
Trail System	2	3.2%
Cultural Activities	2	3.2%
Auditorium for the Arts	2	3.2%
Larger Rental Housing	1	1.6%
Tree Replanting	1	1.6%
Planned Housing Development	1	1.6%
Restaurants	1	1.6%
Better Gymnasium at the High School	1	1.6%
Housing Associations	0	0.0%
25% Increase in the Town Footprint	0	0.0%
Industrial Park	0	0.0%
Motel	0	0.0%
New Fire Hall and City Hall	0	0.0%
TOTAL	62	100.0%

Source: Creighton Town Hall Meeting, February 19, 2007, JEO Consulting Group, Inc.

Of the 21 issues discussed by the participants for the vision of Creighton, 16 of them received votes. The top four ranked responses all deal with overall economic growth within the community; new employment, population growth, thriving and well funded economic development system, and rural outsourcing/technology based businesses. These four responses accounted for 66.1% of the total votes for this question.

TABLE 18: HOW TO ACHIEVE CREIGHTON'S VISION

How does Creighton achieve the vision?	Points	% of Points
Promote and Market the City	11	16.4%
Lifelong Learning Programs Offered in Creighton	11	16.4%
LB 840 Sales Tax for Economic Development	10	14.9%
Hire an Economic Development Coordinator	7	10.4%
Research Amenities that Attract Young Families	5	7.5%
Community Involvement in Achieving Goals	5	7.5%
Attract Business	4	6.0%
Funding (Private, Local, State, Federal)	4	6.0%
Planning and Goal Setting	3	4.5%
Reorganize and/or Improve the Chamber of Commerce	2	3.0%
Promote Buying Locally	2	3.0%
Collaborate with Knox County Economic Development	1	1.5%
New Resident Welcome Package	1	1.5%
Promote the Endowment Foundation	1	1.5%
Brochures at Regional Tourist Attractions	0	0.0%
TOTALS	67	100.0%

Source: Creighton Town Hall Meeting, February 19, 2007, JEO Consulting Group, Inc.

There were 14 potential projects discussed by participants at the Town Hall meeting, 13 of which received votes. Receiving the most votes for how to achieve the vision of Creighton were promoting and marketing the city and offering life long learning programs in Creighton, both receiving 16.4% of the votes. The following two projects dealt directly with economic development, the first being the sales tax earmarked for economic development through LB840, the Local Option Municipal Economic Development Act, and next for the city to hire an economic development coordinator, which Creighton has already done.

CREIGHTON'S VISION

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

Developing a future vision through a process called visioning allows the City to evaluate present conditions, identify problem areas, and build a consensus among City residents for the best way to manage future change. The result of the visioning process is a picture of how the residents of Creighton would like to see the community evolve over the next twenty years. The next step is an evaluation of strengths and weaknesses in the city. Once identified, the City is able to determine specific items that need to change so the City can achieve its future vision. This provides the city with a “roadmap” to the future.

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

CREIGHTON'S VISION STATEMENT

“Creighton is committed to maintaining and improving the quality of life for its citizens, by working to expand its existing economic base in order to attract young families to locate within the town.”

CREIGHTON'S GOALS AND OBJECTIVES

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

- ♦ **Goals** are broad-based statements of the ultimate result of the change being undertaken. Goals are desires, necessities and issues to be attained in the future and should be established in a manner that allows them to be accomplished. Goals are the end-state of a desired outcome that play a factor in the establishment of policies within a community. To attain certain goals, the City may need to modify or change some aspects of them through the course of time.
- ♦ **Objectives** are the steps or actions performed in order to attain specific goals. Objectives should be measurable through both specific levels of achievement and in terms of time. Objectives can be established in a way that assigns specific activities to specific individuals and/or public bodies. Policies can also be a derivative of objectives where regulations are implemented.

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

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

ECONOMIC DEVELOPMENT

Goal: The City of Creighton will promote and encourage economic activity through participation in programs supporting existing businesses while searching for incentives and mechanisms that will direct new business opportunities.

Objectives:

1. Develop an incentive program for business development in the community.
2. Promote the development of businesses that are unique to the regional economy, and that can provide needed services to the community.
3. Identify future growth areas and provide incentives to expand the existing industrial and commercial base.
4. Identify future growth areas for new residential development.
5. Develop a marketing campaign utilizing the Internet and traditional methods that will attract travelers to Creighton and its surrounding recreational opportunities.
6. Encourage home-grown businesses that supply needed goods and services to the residents and visitors.
7. Encourage technology based businesses through rural outsourcing to locate in Creighton.
8. Continue to utilize the community webpage to promote community attractions, activities, attract new businesses, opportunities, and increase communication within the community.

LAND USE

Goal: The City of Creighton will manage land uses in a cost-effective and efficient manner that supports economic development while preserving the character of the town.

Objectives:

1. Encourage commercial businesses in areas that are adjacent to major thoroughfares such as Highway 59 and Highway 13, as well as any other major arterial streets.
2. Provide for proper development of commercial and industrial areas by identifying appropriate areas to support these zoning districts.
3. Locate commercial and industrial development in areas of the community that have adequate infrastructure present.
4. Work with shareholders to ensure there are areas in or around Creighton with adequate infrastructure to promote commercial and industrial development.

5. Provide protection for residential areas from inappropriate commercial and industrial development using screening, landscaping, and other buffering methods.
6. Provide for land use policies that are flexible and will allow certain uses to be mixed together; these uses typically include certain commercial uses mixed with lighter industrial or residential uses.
7. The development of new land use districts should minimize nonconformities with existing uses.

TRANSPORTATION

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

Objectives:

1. Identify a long-range plan for improving the street system throughout the community including a curb and gutter system, or similar storm water management system.
2. Promote the development of a community pedestrian trail system that will connect recreation facilities to other sections of the city and community facilities such as the school and park.
3. Identify specific locations where crosswalks and other pedestrian transportation improvements are needed along arterial roadways.
4. Through community participation, an inventory of the existing sidewalk conditions needs to be completed.
5. An improvement program for the sidewalk system needs to be developed that improves the sidewalks in the community and makes intersections handicapped accessible.
6. Continue to establish specific maintenance schedules for the streets within the community in the one and six year plans.

HOUSING

Goal: The City of Creighton will work to provide adequate affordable housing, ensure the existing housing stock in the community is maintained and preserved, while working with developers to provide land use areas for new housing opportunities.

Objectives:

1. Utilize available grants and low-interests loans from the Nebraska Department of Economic Development Nebraska Affordable Trust Program and/or CDBG program for housing improvements.
2. Promote single-family housing for both renting and homeownership in the community.
3. Continue work with NEHI to further develop an incentive program for first time homebuyers in the community.
4. When available, utilize CDGB funds to develop a housing program that assists in clean up, repair, and maintenance of housing stock that is in disrepair.
5. Develop a program of identifying owners of vacant lots and/or deteriorated properties to work towards putting these properties into the ownership of individuals that intend to improve the properties.
6. Promote the development of vacant lots to aid in the city's ability to see new housing units while minimizing the need for new infrastructure.

INFRASTRUCTURE

Goal: The City of Creighton will continually evaluate the existing infrastructure to determine the necessity for updates and improvements to provide adequate services to the citizens of Creighton and ensure systems have the capacity to support future growth and development.

Objectives:

1. Develop a short and long term program for improvements to the city's community water service.
2. Identify funding sources that will assist the community in upgrading infrastructure such as the water system and sanitary sewer system.
3. Identify a long-range plan and funding plan for improving the street system throughout the community including a storm water management system, such as curb and gutters.
4. Establish and maintain maps of the city's water, sanitary, and stormwater systems.

COMMUNITY FACILITIES

Goal: The City of Creighton will operate and maintain the community facilities to meet both current and future demand.

Objectives:

1. The City of Creighton should complete an evaluation of all existing community facilities to determine if upgrades or improvements are necessary.
2. Identify funding sources to assist in the redevelopment of City Hall.
3. Evaluate the possibility of building a city auditorium to host cultural events and possible funding sources available.

PUBLIC HEALTH AND SAFETY

Goal: The City of Creighton will continue to support the volunteer fire department, rescue squad, and police department to ensure adequate services and response times to the citizens of Creighton. The city will continually evaluate and update the water and wastewater systems as needed.

Objectives:

1. The City Council will continue to support and promote community efforts in fundraising for continuous upgrades of equipment and provide training to support the volunteer fire department.
2. Promote enforcement of nuisance and other existing City ordinances relating to issues such as noise, weeds, unsafe and dilapidated housing.
3. Continue to identify structures in need of demolition and work with stakeholders in the community to complete this process on an ongoing basis.
4. Develop an Emergency Management Plan for the City that will guide necessary procedures in the event of natural and/or manmade disasters.
5. Work with the North Central District Public Health Department to ensure all available services and public health programs available are accessible to the citizens of Creighton.
6. Work with either Knox County or Lewis and Clark Natural Resources District to establish a hazard mitigation plan.

PARKS AND RECREATION

Goal: The City of Creighton will continue to provide excellent park and recreation opportunities for residents of all ages and visitors to the city.

Objectives:

1. Perform an annual analysis of the park and recreation facilities to determine if any updates or expansions are needed.
2. Examine the possibility to construct a trail system that connects recreation areas to other sections of the city.
3. Ensure that new sections of the community have adequately sized park facilities to meet the recreational needs of the population.
4. Work cooperatively with the school district to identify recreation programs and facilities that can be jointly developed.

ENVIRONMENTAL

Goal: The City of Creighton will continuously recognize the importance of maintaining environmental conditions within and surrounding the community such as surface water and groundwater sources, flood plains, and air quality.

Objectives:

1. Future developments should be constructed while maintaining natural topographical features, drainage ways, and tree cover.
2. Work to create a wellhead protection plan and later adopt an ordinance that allows the community to enforce more stringent land use regulations to protect the community's supply of drinking water.
3. Continue to promote the community recycling program by constructing the planned recycling facility.
4. Organize a 'spring cleanup' to include collection of household hazardous waste.
5. Recognize the 100-year floodplain boundary and develop special restrictions for any type of development that may occur within or have an impact on the floodplain.

IMPLEMENTATION, EVALUATION, AND REVIEW

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

Objectives:

1. Execute an annual review of the Comprehensive Development Plan, Zoning Ordinance, and Subdivision Regulations.
2. Develop an ongoing educational program relating to community planning and development issues so that residents are informed about planning decisions and become more familiar with any new developments in and surrounding the city.
3. Continually recruit and educate residents for service on the planning commission, board of adjustment, and other city bodies as needed.
4. Pursue and utilize revenue sources other than the City operating budget for planning projects whenever possible.





Achieve Creighton


Population, Housing, and Economic
Future

Transportation Plan

Future Land Use Plan

Land Use Suitability Criteria

Phasing Plan



Achieve

POPULATION, HOUSING, AND ECONOMIC FUTURE

HOUSING PROJECTIONS

An analysis of housing trends presents a wealth of information regarding the relationship between housing and the population of the community. An examination of housing trends may indicate the potential demand for additional owner- or renter-occupied housing, but can also provide additional insight regarding overall diversity of the population and impact of housing upon the quality of life in Creighton.

Future Housing

Analyzing future housing demand based on population projections will assist Creighton in determining the potential need for additional housing or removal of dilapidated units. Housing rehabilitation and/or removal programs may be needed when a city is faced with large numbers of vacant properties. On the other hand, if a community is faced with an overall shortage, new home construction assistance programs should be considered. Whatever the housing situation, Creighton will know where it stands and where they want to go in the future. This analysis will also be an important component in the allocation of future land use areas.

TABLE 19: HOUSING PROJECTIONS: CREIGHTON, 2000 THROUGH 2020

Housing Statistic	2000	Low Series		Medium Series		High Series		% of Total Housing
	Total	2010	2020	2010	2020	2010	2020	
Population	1,265	1,208	1,154	1,237	1,210	1,308	1,353	
Persons Living in Households	1,226	1,171	1,118	1,199	1,173	1,268	1,311	96.9%
Persons per Household	2.19	2.19	2.19	2.19	2.19	2.19	2.19	
Occupied Housing Units	559	535	511	547	535	579	599	91.0%
Owner Occupied	435	416	397	426	417	450	466	70.8%
Persons per Owner Occupied	2.30	2.30	2.30	2.30	2.30	2.30	2.30	
Renter Occupied	124	119	113	121	119	128	133	20.2%
Persons per Renter Occupied	1.82	1.82	1.82	1.82	1.82	1.82	1.82	
Vacant Housing	55	53	50	54	53	57	59	9.0%
Housing Units	614	587	561	601	588	636	658	
Single family	544	520	497	533	521	563	583	88.6%
Multi-Family	61	58	56	60	58	63	65	9.9%
Mobile Home, Trailer, Other	7	7	6	7	7	7	7	1.1%
Potential Change from 2000								
		2010	2020	2010	2020	2010	2020	
Population		-57	-111	-28	-55	43	88	
Persons Living in Households		-55	-108	-27	-53	42	85	
Occupied Housing Units		-24	-48	-12	-24	20	40	
Owner Occupied		-19	-38	-9	-18	15	31	
Renter Occupied		-5	-11	-3	-5	4	9	
Vacant Housing		-2	-5	-1	-2	2	4	
Housing Units		-27	-53	-13	-26	22	44	
Single family		-24	-47	-11	-23	19	39	
Multi-Family		-3	-5	-1	-3	2	4	
Mobile Home, Trailer, Other		0	-1	0	0	0	0	

Source: 2000 U.S. Census, JEO Consulting Group



Table 19 shows projected housing needs based on the three population projections presented previously in the Profile Creighton section on page 5. There were several assumptions used in the development of Table 19. These assumptions are:

- ✦ The overall number of persons per household will remain the same at 2.19.
- ✦ The number of persons per owner- and renter-occupied housing will remain the same.
- ✦ The percentage of housing dedicated to owner- and renter-occupation will remain the same at 70.8% and 20.2% respectively.
- ✦ The percentage of vacant housing will remain constant at 9.0%.
- ✦ The percentage of housing dedicated to single- and multi-family use will remain constant at 88.6% and 9.9% respectively.
- ✦ The percentage of mobile homes and trailers will remain constant at 1.1%.

These assumptions were used to project future housing needs based on past trends and present conditions. Thus, Table 19 provides an estimated guess of what could happen with regard to Creighton's housing. Due to the percentages used, the figures do not add up to the totals. There can be no exact way of knowing what development will actually produce, or how likely it is that these ratios will be maintained over the planning period. However, the information in this table is presented for the purpose of illustrating the potential impact of population changes on the housing stock within Creighton over time.

The following graphic illustrates the Total Change in Housing Units from 2000 to 2020, based on the information in Table 20. This potential change can vary greatly depending on which population projection is analyzed. The number of new housing units needed in the next twenty years, based on each population projection, would be:

TABLE 20: TOTAL CHANGE IN HOUSING UNITS; CREIGHTON, 2000 THROUGH 2020

Characteristic	Low Series	Medium Series	High Series
Total Housing	-53	-26	+44
Single Family	-47	-23	+39
Multi-Family	-5	-3	+4
Mobile Home, Trailer, Other	-1	0	0
Owner-Occupied	-38	-18	+31
Renter-Occupied	-11	-5	+9
Vacant Housing	-5	-2	+4

TRANSPORTATION PLAN

INTRODUCTION

Across the country, communities are becoming actively involved in enhancing the connections between transit and local quality of life. Local governments are implementing transit supportive policies such as mixed-use zoning, parking management, and traffic calming. Additionally, special attention is being given to the creation of accessible transit for people with disabilities and the elderly.

Transportation networks tie a community together and link a community to the outside world. Adequate circulation systems are essential for the safe and efficient flow of vehicles and pedestrians to all parts of the community. The Transportation component of this Plan focuses on four areas:

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

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

TRANSPORTATION PLANNING AND LAND USE

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

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

In general, the greater the transportation demands for a particular land use, the greater its need for a site near major transportation facilities. Commercial activities are the most sensitive to accessibility since their survival depends on the ease in which potential buyers can travel to their location. In this case, accessibility refers not only to the distance which must be driven but also to the ease with which the particular site can be found and convenient parking. Thus, commercial land uses

are generally located near the center of their market area along highways or at the intersection of arterial streets. The clustering of commercial uses is also an advantage because it creates an image, which is more easily remembered and it allows the joint use of parking facilities (i.e. strip malls and business downtown areas).

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

CONNECTIVITY DESIGN STANDARDS

The following Connectivity Design Standards are recommended to create a better transportation pattern in Creighton as well as surrounding areas within Knox County.

A road classification system works to match corresponding land uses with graduated levels of roadway function. Specific design standards for the City's Transportation System would also benefit the community's effort in handling and controlling growth and would create a better transportation network. The following text and figures represent the process of controlling access points along roadways in and around Creighton. The overall goal of these policies is to better integrate future development with existing and planned development in Creighton and Knox County.

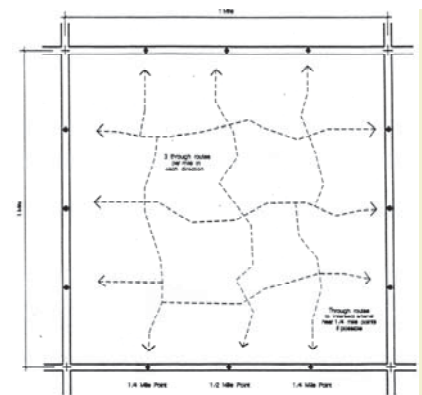
THREE THROUGH ROUTES PER SECTION POLICY

As seen in Figure 11, requiring three through routes per section would require future subdivisions in the same section to connect local streets thus creating a better traffic flow between neighborhoods. These routes should fall as close as possible to the quarter, one-half, and three-quarters mile along each section (every mile). Simply, this would reduce confusion while traveling through neighborhoods, eliminate dead ends, and would direct concentrated traffic flow to specific intersections in the community. Considering these recommendations of three through routes, minimal offsets of roadway design should also be implemented to discourage high speed cut through traffic. This would introduce a form of traffic calming to the area.

TRAILS AND PEDESTRIAN WALKWAYS

Creighton has expressed a desire for a recreational trail network within the city that would give residents another option for outdoor recreation and create a safer place for pedestrians and cyclists to traverse the city. The trail proposed in the Future Transportation Plan would run through the City Park by the School out to and around both the golf course and the Airport and then follow the Bazile Creek stream corridor to the north edge of the city. In the areas where the trail follows an existing road it should be placed within the road right-of-way but separated from the road whenever possible.

FIGURE 11: THROUGH STREET DIAGRAM



TRANSPORTATION AND CIRCULATION FINANCING ISSUES

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

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

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

STREET AND ROAD CLASSIFICATION SYSTEM

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

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

- **Interstate**, which shall consist of the federally designated National System of Interstate and Defense Highways;
- **Expressway**, which shall consist of a group of highways following major traffic desires in Nebraska which rank next in importance to the National System of Interstate and Defense Highways. The expressway system is one which ultimately should be developed to multilane divided highway standards;
- **Major Arterial**, which shall consist of the balance of routes which serve major statewide interests for highway transportation. This system is characterized by high-speed, relatively long distance travel patterns;
- **Scenic-Recreation**, which shall consist of highways or roads located within or which provide access to or through state parks, recreation or wilderness areas, other areas of geographical, historical, geological, recreational, biological, or archaeological significance, or areas of scenic beauty;
- **Other Arterial**, which shall consist of a group of highways of less importance as through-travel routes which would serve places of smaller population and smaller recreation areas not served by the higher systems;
- **Collector**, which shall consist of a group of highways which pick up traffic from many local or land-service roads and carry it to community centers or to the arterial systems. They are the main school bus routes, mail routes, and farm-to-market routes;
- **Local**, which shall consist of all remaining rural roads, except minimum maintenance roads; and

- **Minimum Maintenance**, which shall consist of (a) roads used occasionally by a limited number of people as alternative access roads for areas served primarily by local, collector, or arterial roads, or (b) roads which are the principal access roads to agricultural lands for farm machinery and which are not primarily used by passenger or commercial vehicles.

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

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

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

- **Interstate**, which shall consist of the federally designated national system of interstate and defense highways;
- **Expressway**, which shall consist of two categories: **Extensions of Rural Expressways** and some **Additional Routes** which serve very high volumes of local traffic within urban areas;
- **Major Arterial**, which shall generally consist of extensions of the rural major arterials which provide continuous service through municipalities for long-distance rural travel. They are the arterial streets used to transport products into and out of municipalities;
- **Other Arterial**, which shall consist of two categories: **Municipal Extensions of Rural Other Arterials**, and **Arterial Movements Peculiar to a Municipality's Own Complex**, that is streets which interconnect major areas of activity within a municipality, such as shopping centers, the central business district, manufacturing centers, and industrial parks;
- **Collector**, which shall consist of a group of streets which collect traffic from residential streets and move it to smaller commercial centers or to higher arterial systems; and
- **Local**, which shall consist of the balance of streets in each municipality, principally residential access service streets and local business streets. They are characterized by very short trip lengths, almost exclusively limited to vehicles desiring to go to or from an adjacent property.

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

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

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

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

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

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

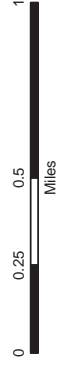
FUTURE TRANSPORTATION PLAN MAP

The Transportation Plan Map, Figure 12 identifies existing and future road classifications for Creighton. These classifications should integrate with the future land use identified within this plan. Road improvement projects identified by the “One and Six Year Program for Street Improvements” as well as the County and State plans need to be addressed so they will coincide with this circulation plan, thus lessening the congestion on streets and enhance the overall circulation system in Creighton. This approach ensures the financial burden placed on the City is limited and developments are not publicly financed without the corresponding tax revenue and developer investment.

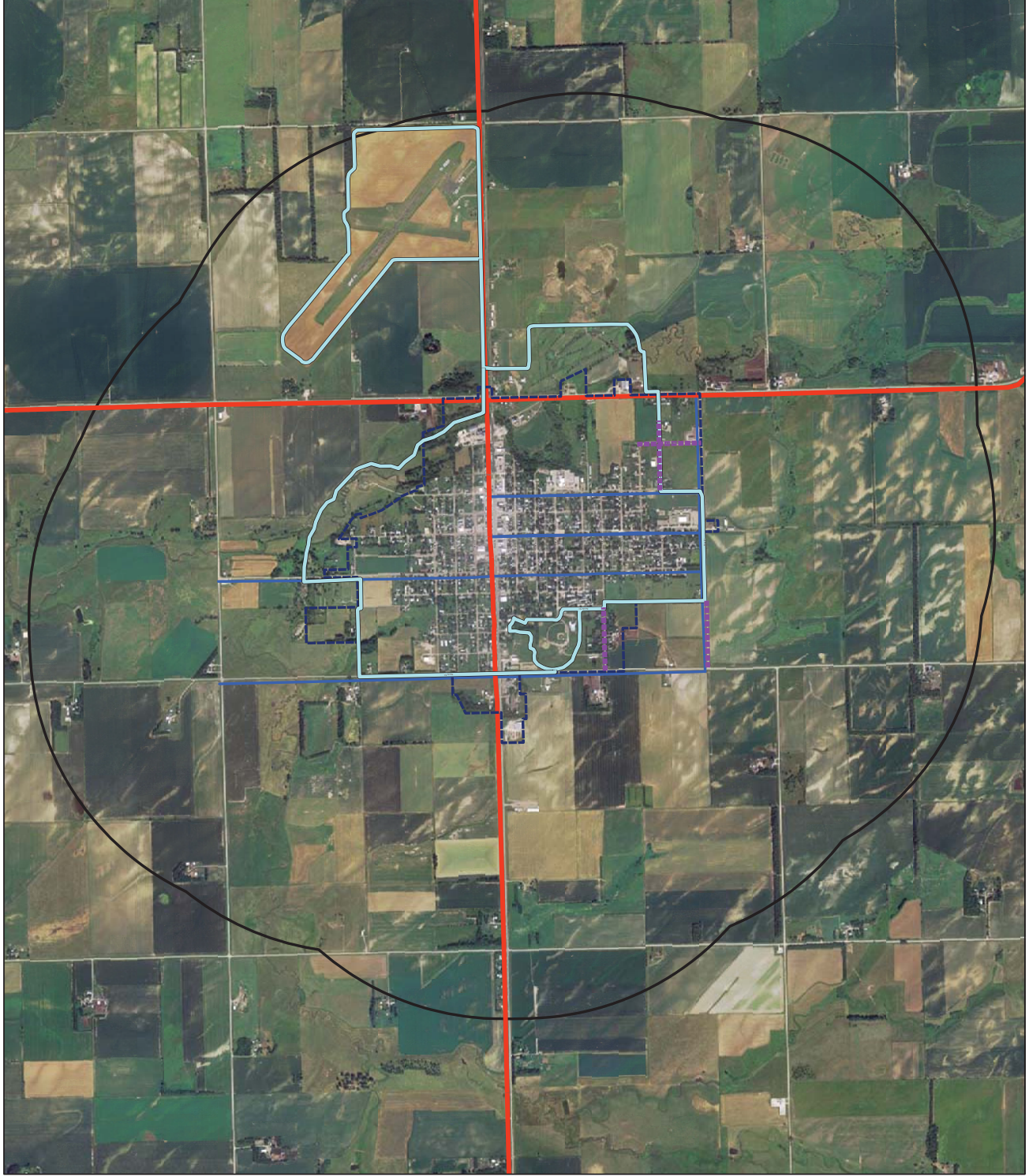
**Figure 12:
Transportation Plan**

- Corporate Limits
- Major Arterials
- Minor Arterials
- Creighton ETJ
- Improvements**
- Pavement
- Future Trails

City of Creighton
Knox County, Nebraska



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GIS Review: Action 12
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JEO PROJECT NUMBER: 20862





FUTURE LAND USE PLAN

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

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

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

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

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

Table 21 indicates the amount of new land in acres required to adequately satisfy the forecasted population projections outlined in the Profile section of this Plan. Because two out of the three projections predicted a population decrease we will only be using the high projection to estimate future land use. Table 21 indicates the amount of land needed to meet projected future land uses by decade, with an estimate of land required for each land use type shown in the far right column. These projections are based on the percentage of existing land uses found in the City combined with the population projections for the community.

TABLE 21: PROJECTED LAND USE REQUIREMENTS (ACRES): CREIGHTON

High Series	2010 (acres)	2030 (acres)	2030 (acres)	Total (acres)
Residential	3.02	3.12	3.23	9.37
Commercial	0.35	0.37	0.38	1.10
Industrial	0.81	0.84	0.87	2.52
Public/Semi-Public	0.66	0.69	0.71	2.06
Parks/Recreation	0.32	0.33	0.34	0.99
Transportation	2	2.07	2.14	6.21
Other	1.93	1.99	2.06	5.98
New Developed Land	9.09	9.41	9.73	28.23

Source: JEO Consulting Group, Inc., 2006

FUTURE LAND USE DISTRICT CLASSIFICATIONS

TRANSITIONAL AGRICULTURAL (TA)

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

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

LOW DENSITY RESIDENTIAL (LDR)

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

- Single-family dwellings, including accessory uses
- Elderly and/or retirement housing facilities
- Public and Semi-Public uses
- Neighborhood parks should be encouraged so residents may enjoy recreation without traveling across town and encountering major thoroughfares. These neighborhood parks should be centrally located within a close distance to a number of subdivisions

MEDIUM DENSITY RESIDENTIAL (MDR)

The Medium Density Residential area is intended to accommodate denser residential development typical of what already exists within Creighton's corporate boundaries. The location of these areas are such that they act as a buffer between more intensive uses, (i.e. Commercial and Industrial) as well as acting as an extension of the typical neighborhoods that exist in present day Creighton. The developed density of these areas should comprise approximately 3 to 6 dwelling units per acre, or a minimum lot size of 7,000 square feet to 14,500 square feet. Types of allowable uses within this area include:

- Single-family dwellings (minimum lot of 6,000 sq. ft. per dwelling)
- Multi-family dwellings
- Duplexes, Triplexes, etc.
- Elderly and/or retirement housing facilities
- Neighborhood parks should be encouraged so residents may enjoy recreation without traveling across town and encountering major thoroughfares. These neighborhood parks should be centrally located within a close distance to a number of subdivisions.
- Maintain a quality residential living environment
- May allow for the location of Mobile Home Parks, as defined by Nebraska State Statutes
- Public and Semi-Public

HIGH DENSITY RESIDENTIAL (HDR)

A High Density Residential area is intended to accommodate a very dense type of residential development. The locations of these areas are such that they are protecting existing uses within Creighton. There are a couple other areas identified for future high density development to provide the citizens of Creighton the opportunity to have more low income housing and rental options.

The land use district will mostly accommodate large scale developments, specifically apartment complexes. These areas should be located so they:

- ✦ Act as a buffer between more intensive uses
- ✦ Create a buffer between lower density uses and intensive transportation areas
- ✦ Be located along a collector or arterial street, as indicated on the Transportation Plan Map.
- ✦ The developed density of these areas should be 10-35 or more housing units per acre

RESIDENTIAL TRANSITIONAL DISTRICT (RT)

This district is intended to be a transitional area from primarily residential uses to commercial uses surrounding the existing downtown area. The following uses are recommended within this district:

- ✦ Single-family units
- ✦ Small retail, professional office uses
- ✦ Small retail and office space must make use of existing residential style buildings
- ✦ If new structures are required, architectural style must meet neighborhood character
- ✦ Density shall not exceed seven units per acre

GENERAL COMMERCIAL (GC)

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

Uses that would be acceptable include:

- ✦ Personal services such as dry cleaners, hairdressers, optical services
- ✦ Finance, insurance, real estate, banks, securities brokers, insurance agents
- ✦ Small real estate brokerage offices, title companies
- ✦ Other services such as video rental, fitness centers, convenience stores with or without gasoline, small eat-in/carry out restaurants
- ✦ Larger commercial developments requiring on site (off-street) parking
- ✦ Supplying goods and services to residents requiring fast transactions such as:
 - Convenience stores
 - Laundry mats
 - Restaurants
 - Car wash
 - Car repair

Within the existing downtown area, further limitations include:

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

One potential option might be the development of mixed uses areas. A mixed use area offers more options for developing land. In exchange for flexibility in use, the developer would be required to adhere to more stringent standards that are intended to resolve compatibility issues. Design standards improve the function and appearance of development. They are also supportive of property values, favorable occupancy rates, and creation of a sense of place.

Possible commercial design standards could include:

- Placement, scale, and orientation of commercial, residential, and mixed use buildings
- Size, location, and landscaping of parking
- Building articulation, building materials, roof pitch, and buffering from streets

INDUSTRIAL

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

- Small scale production/machining
- Operations with minimal odors, noise, and other pollution, and water usage
- Full scale wholesaler / distributors
- Grain storage facilities
- Operations that are intensive in terms of noise, odor, and the use of chemicals
- Warehousing facilities
- Operations that produce a large amount of pollution and/or use large amounts of water

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

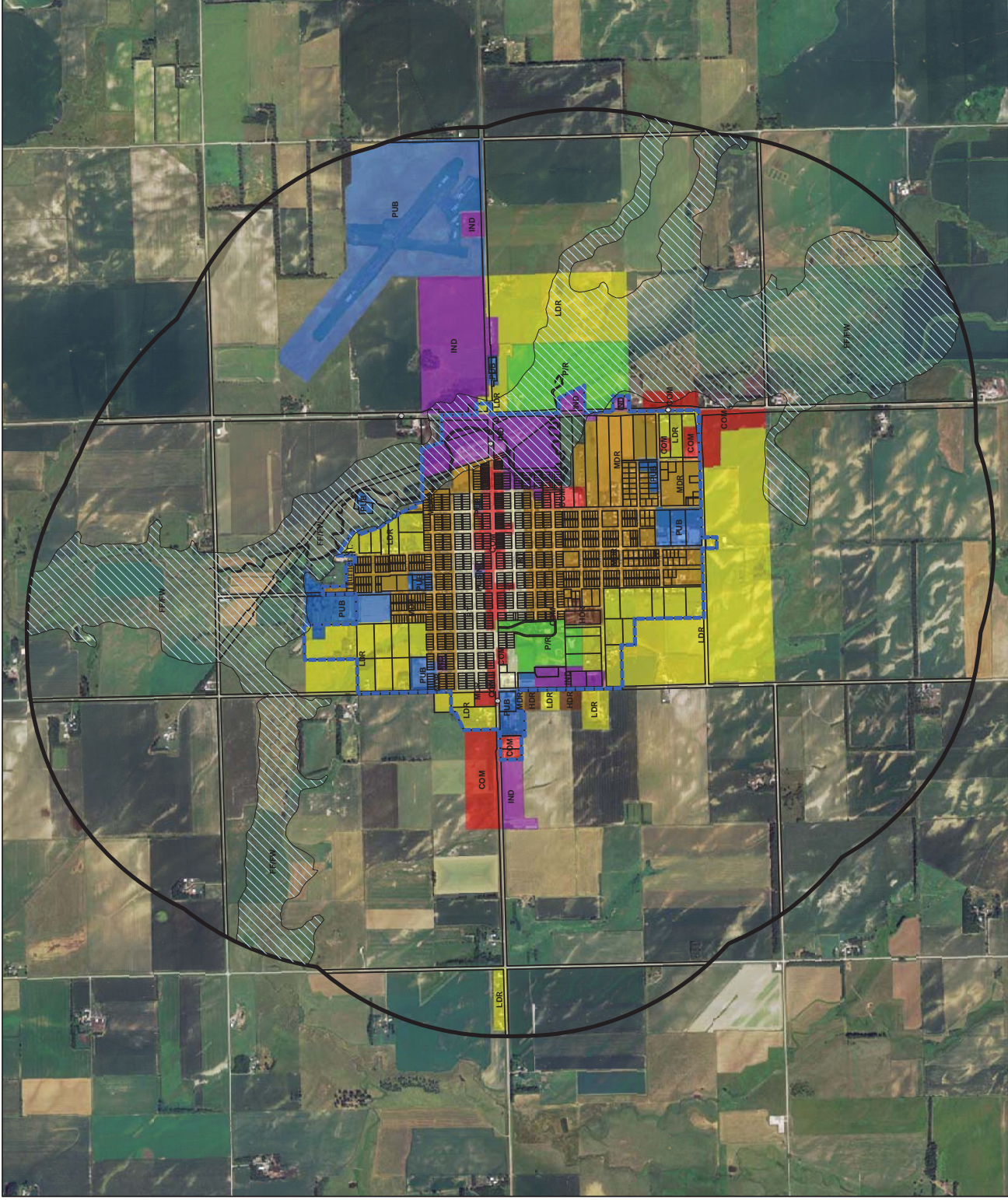
PUBLIC/QUASI-PUBLIC (P)

The public and quasi-public area is located where a large amount of land is required for public uses. Depending on compatibility with surrounding land uses, public and semi-public land uses may be allowed within all land uses areas. These areas include the public school's campus, city facilities, the water and wastewater treatment facilities, and the cemetery. There are other smaller public facilities scattered around the City and these will be accommodated within the particular land use area where they are located. Types of allowable uses within this area include the continuation of existing public uses.

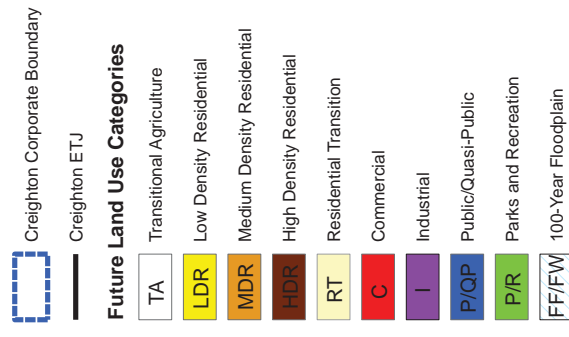
PARKS / RECREATION (PR)

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

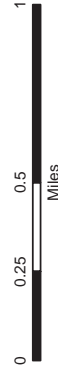




**Figure 13:
Future Land Use**



City of Creighton
 Knox County, Nebraska



Prepared by: 2017 Creighton, Nebraska
 Date: 10/10/2017
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 EXCLUDED BY: C. R. Rupp
 PROJECT NUMBER: 2017-2





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

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

These criteria will be specific statements that:

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

LAND USE TRANSITIONS

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

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 three statutory requirements of a Comprehensive Development Plan, as stated in the Nebraska State Statutes. The Land Use Plan, along with the Transportation Plan provides the necessary tools to direct future development in Creighton. The 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. The development of new residential units drives the need for additional commercial development, additional streets, public and park facilities, and industrial development. Residential development is the primary force driving all other uses in smaller communities. Therefore, decisions regarding future residential development will have a direct impact on other uses throughout the entire community.

COMMUNITY ENTRANCES

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

ANNEXATION

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

There are three ways annexation can be pursued:

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

In the case of the first method, the property owner must submit a plat prepared by a licensed engineer or surveyor. The plat must be approved by the 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 pass 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 residents of the annexed area.

AREAS FOR POTENTIAL ANNEXATION NEAR CREIGHTON

The city has identified three areas adjacent to the corporate boundaries as potential areas of annexation including areas to the south, an industrial tract to the west, and a small tract on the northwest side of town. Extension of services could be made contiguous to existing areas, the portion of town that has seen the most development in recent years. Areas for potential annexation are displayed in Figure 14.

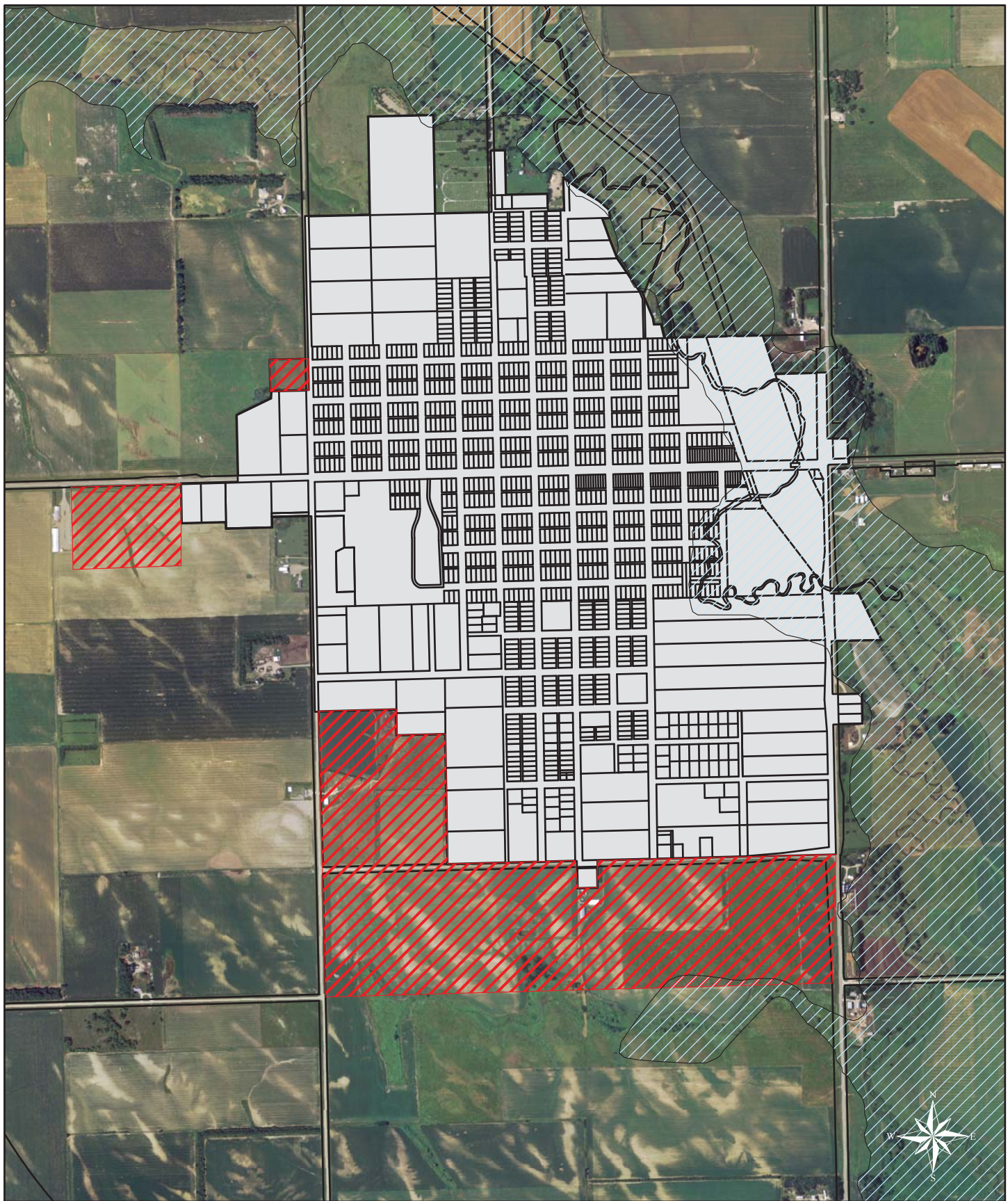





Figure 14:

Areas of Potential Annexation

-  100yrFloodPlain
-  Potential Annexation Areas
-  Creighton Corporate Boundary

City of Creighton
Knox County, Nebraska

0 0.15 0.3 0.6
Miles

Prepared By: JEO Consulting Group, Inc.
Source: NDNR
GIS Process: ArcView 9.2

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CREATED BY: C. Wacker
REVISED BY:
JEO PROJECT NUMBER: 224p02

JEO
Consulting Group, Inc.

PHASING PLAN

Development in Creighton should occur on an incremental basis to expand services in a cost effective manner. This approach will allow the city to avoid areas of development that are not served by roads, water, sewer, or other utilities. The phasing plan is intended to serve as a guideline to developers and the city to avoid unnecessary costs and promote positive development.

PHASE ONE DEVELOPMENT

This area includes infill development within the corporate limits and a 10-acre industrial site adjacent to the corporate limits to the west located south of Highway 59. Not all of the existing vacant properties within Creighton's corporate limits will be capable of Phase One development. Development constraints, such as flood plain, will not be suitable for residential development; however, this area may be suitable for a park or trail system. The primary concern within this area should include the following:

- Development of vacant lots already served by established utilities and community infrastructure
- Redevelopment of substandard or underutilized properties
- Observation of 100-year flood plain rules and regulations pertain to construction of any residences or accessory structures

PHASE TWO DEVELOPMENT

This area includes land located contiguous to the Phase One area of development generally south of the corporate limits. The area is free of the 100-year flood plain and has some capability to be served by sewer without the installation of a lift station. The primary concern within this area should include the following:

- Construction of a sanitary sewer trunk line.
- Where necessary, installation of a lift station and force main
- Construction of service lines for sewer and water
- Observation of 100-year flood plain rules and regulations pertaining to construction of any residences or accessory structures

PHASE THREE DEVELOPMENT

Phase Three includes land west, south, and southeast of both Phase One and Phase Two. Opportunities may be available for development of the Phase Three area prior to completion of Phase Two development; however, these areas may be more difficult and costly to install new services in the near future. These areas, if developed ahead of schedule, should have services constructed with either the developer assisting with financing the infrastructure upgrades or the developer creating on-site infrastructure that meets Creighton's, Knox County's, and the State of Nebraska specifications.

Primary concerns with Phase Three include:

- Continued extension of a trunk line sewer
- Where necessary, a lift station and force main due to changes in topography
- Service mains to collect wastewater and deliver to the lift station
- Extension of water distribution lines and continued looping of the system to allow for adequate pressure
- Observance of 100-year flood plain requirement

PHASE FOUR DEVELOPMENT

Phase Four areas are considered adequate for development but would have a much higher cost than other phases closer to existing development. These areas, if developed ahead of schedule, should have services constructed with either the developer assisting with financing the infrastructure upgrades or the developer creating on-site infrastructure that meets Creighton's, Knox County's, and the State of Nebraska specifications.

The phased development map can be found in Figure 15.

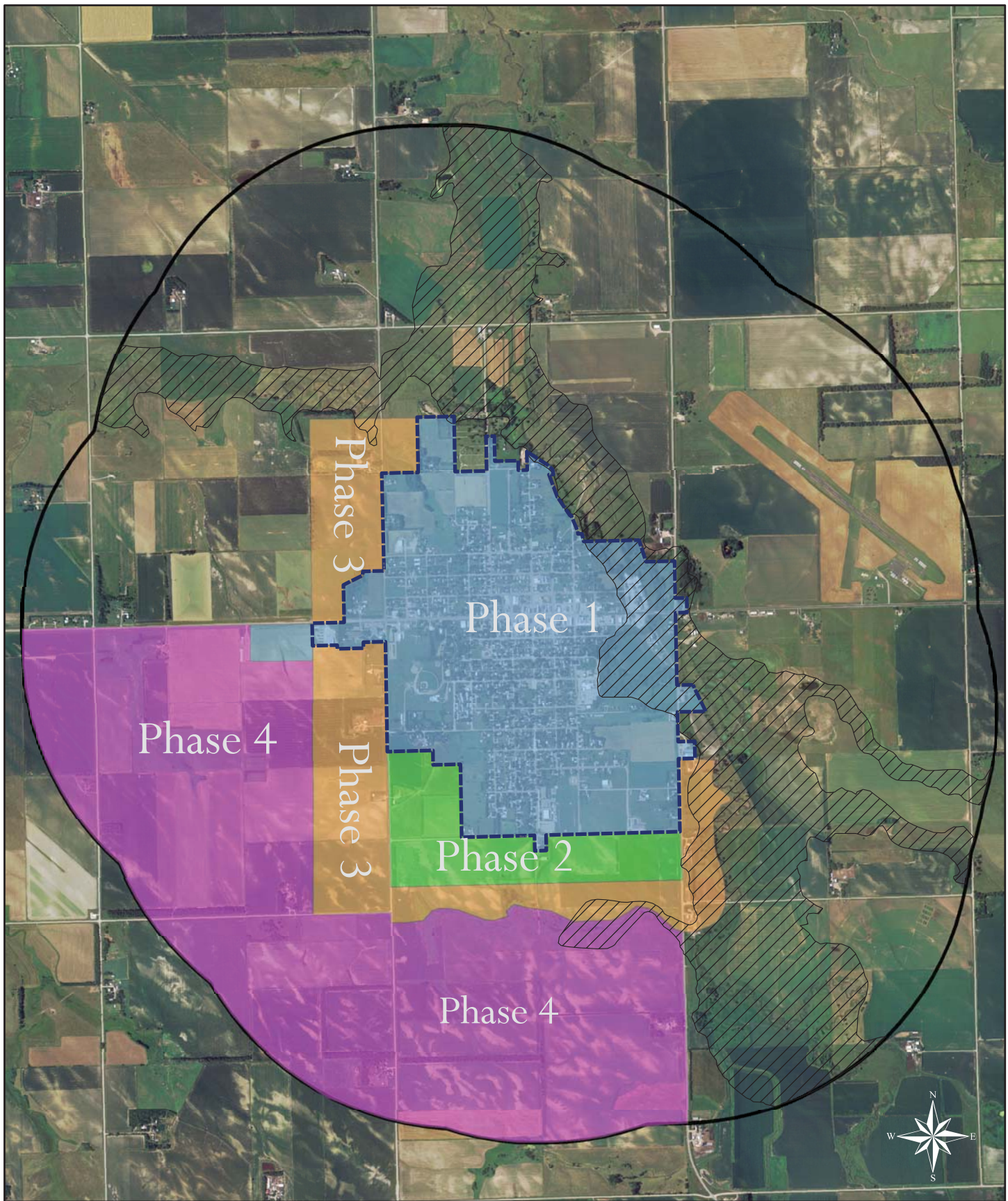
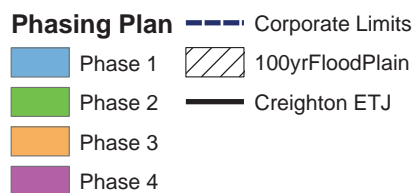
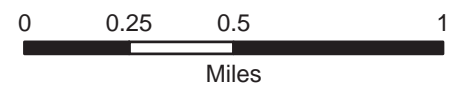


Figure 15:
Phased Development Plan



City of Creighton
Knox County, Nebraska



Prepared By: JEO Consulting Group, Inc.
Source: NDNR
GIS Process: ArcView 9.2

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CREATED BY: C. Wacker
REVISED BY:
JEO PROJECT NUMBER: 234pl2



Implement Creighton

Plan Implementation

- ✦ Achieving Creighton's Future Plan
- ✦ Action Agenda
- ✦ Support Programs for the Action Agenda

Plan Maintenance

- ✦ Annual Review of the Plan
- ✦ Unanticipated Opportunity
- ✦ Methods for Evaluating Development Proposals
- ✦ Immediate Recommendations
- ✦ Short Term Recommendations
- ✦ Long Term Recommendations
- ✦ Continuing Recommendations
- ✦ Public Education

Implement

PLAN IMPLEMENTATION

ACHIEVING CREIGHTON'S FUTURE PLAN

Successful city plans have the same key ingredients: consensus, ideas, hard work, and the application of each of these things to solve community problems. This section of the plan contains the inspiration of the many City officials and residents who have participated in the planning process. Nevertheless, the ultimate success of this plan remains in the dedication offered by each and every resident.

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

ACTION AGENDA

The Action Agenda is a combination of the following:

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

It will be critical to earmark the specific funds to be used and the individuals primarily responsible for implementing the goals and policies in Creighton.

SUPPORT PROGRAMS FOR THE ACTION AGENDA

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

1. Capital Improvements Financing--an annual predictable investment plan that uses a six to ten-year planning horizon to schedule and fund projects integral to the plan's implementation.
2. Zoning Regulations--updated land use districts can allow the City to provide direction for future growth.
3. Subdivision Regulations--establish criteria for dividing land into building areas, utility easements, and streets. Implementing the Transportation Plan is a primary function of subdivision regulations.
4. 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.

PLAN MAINTENANCE

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 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. At the beginning of each year a report should be prepared by the Planning Commission that provides information and recommendations on whether the plan is current in respect to population and economic changes and if the recommended policies are still valid for the 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 present possible changes to the plan;
2. Identify any changes in the status of projects called for in the plan; and
3. Bring forth any issues, or identify any changes in conditions, which may impact the validity of the plan.

If the Commission finds major policy issues or major changes in basic assumptions or conditions have arisen which could necessitate revisions to the plan, they should recommend changes or further study of those changes. This process may lead to identification of amendments to the plan that would be processed as per the procedures in the next section.

UNANTICIPATED OPPORTUNITY

If major, new, innovative development opportunities arise which impact several elements of the plan and are determined to be of importance, a plan amendment may be proposed and considered separately from the annual review and other proposed plan amendments. 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.

METHODS FOR EVALUATING DEVELOPMENT PROPOSALS

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

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

- The character of the adjacent neighborhood
- The zoning and uses on nearby properties
- The suitability of the property for the uses allowed under the current zoning designation

- The type and extent of positive or negative impact that may affect adjacent properties, or the 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 policies
- Consideration of professional staff recommendations

IMMEDIATE RECOMMENDATIONS

1. Adopt the Comprehensive Development Plan
2. Adopt the updated Zoning Ordinance and Subdivision Regulations
3. Pursue funding opportunities to provide increase availability of housing in the community

SHORT TERM RECOMMENDATIONS

1. Update and adopt building codes that consider hazard mitigation, improved building technology, and environmentally sensitive factors
2. Work with property owners and residents to develop methods and strategies to redevelop the downtown
3. Develop methods to provide for ongoing maintenance and replacement of facilities and equipment
4. Work with businesses in the City to develop an economic development strategy
5. Promote Creighton to businesses as a market for 'rural outsourcing'
6. Work with property owners of cattle operations to limit or eliminate odors and other potential threats to Creighton citizens and water quality

LONG TERM RECOMMENDATIONS

1. Work with residents, businesses, and property owners to develop methods and policies that reduce the amount of runoff, erosion, and pollutants
2. Work with agricultural property owners to reduce the affects of animal feeding operations on citizens of Creighton

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.

PUBLIC EDUCATION

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

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