

GROWTH AND LAND USE

This chapter considers existing land use characteristics in Wayne and projects the amount of land needed to accommodate the city's projected 2025 population of 6,100. It also identifies areas for future growth in the city, taking into account the community goals and Development Principles outlined in the previous chapter. This chapter will establish development policies that will guide future land use decisions in the city.

EXISTING LAND USE CHARACTERISTICS

This section examines the land use characteristics and trends affecting the amount of land needed to accommodate future development in Wayne.

Map 3.1 and Table 3.1 summarize current land uses in Wayne and the surrounding area based on a 2005 field survey completed by RDG Planning & Design. Table 3.2 compares Wayne's land use distribution with those of Schuyler, Plattsmouth, Seward, and Norfolk Nebraska, growing communities of comparable size or proximity. Tables 3.3 and 3.4 provide a historical comparison of land use for Wayne between 1992 and the recent 2005 survey. While there were some differences in the way information was gathered and tabulated, it is possible to draw some general conclusions about changes in the city's land use pattern and distribution over the past decade.

The character of development can be summarized into four major categories including:

Residential Uses

- *Single-Family Residential developments is the largest residential use in the city.*

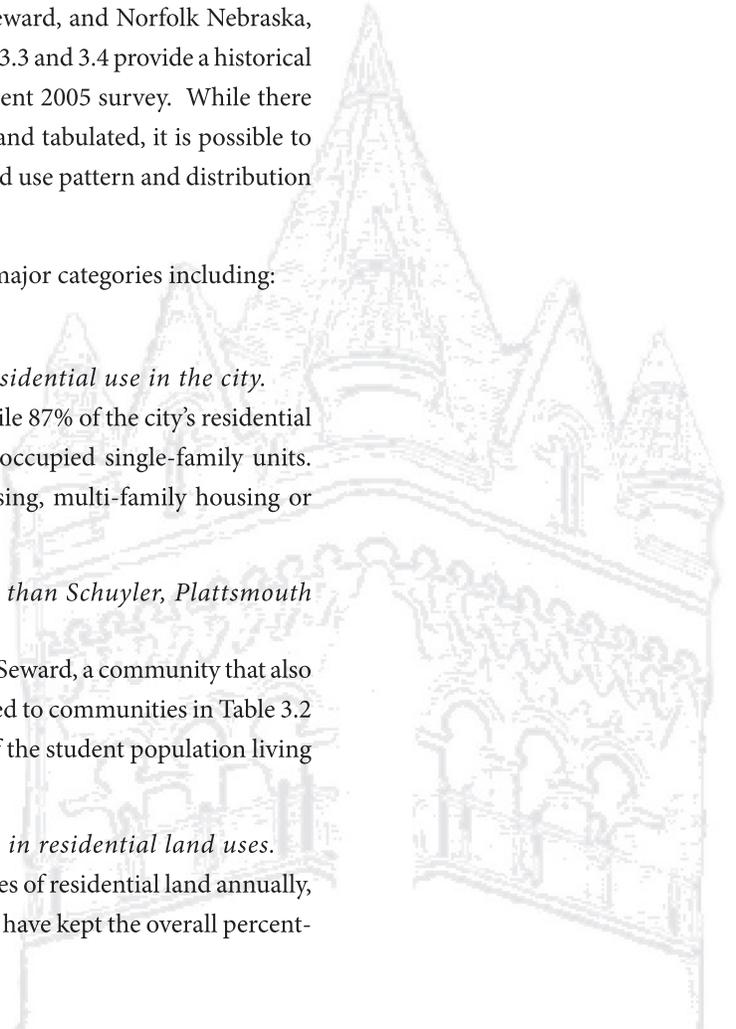
Nearly 56% of the city's housing units are owner occupied while 87% of the city's residential land use is in single-family, indicating a number of renter occupied single-family units. Approximately 12% of all residential uses are in rental housing, multi-family housing or mobile homes.

- *Wayne has a lower percentage of land in residential use than Schuyler, Plattsmouth and Norfolk.*

Wayne's smaller percentage of residential land use is similar to Seward, a community that also has a large percentage of land in civic and park uses. Compared to communities in Table 3.2, Wayne also has the densest residential pattern, a reflection of the student population living in multi-family structures and group quarters.

- *Over the past 13 years Wayne has seen the most growth in residential land uses.*

Between 1992 and 2005 the city added approximately 3.12 acres of residential land annually, mostly in typical urban sized lots. Changes in other land uses have kept the overall percentage of residential land fairly consistent.



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Table 3.1 Wayne's Land Use Distribution, 2005

Land Use Category	City of Wayne			Jurisdiction	
	Acres	% Of Developed Land	Acres per 100 People	Acres	% Of Developed Land
Residential	379.12	31.7%	6.81	598.27	62.3%
Rural Residential	10.50	0.9%	0.19	569.73	59.3%
Single-Family	308.24	25.7%	5.53	25.32	2.6%
Single-family Attached	15.68	1.3%	0.28	-	0.0%
Rental Housing	6.30	0.5%	0.11		
Multi-Family	30.41	2.5%	0.55	-	0.0%
Mobile Home	7.99	0.7%	0.14	3.22	0.3%
Commercial	58.55	4.9%	1.05	43.15	4.5%
Office	11.56	1.0%	0.21	5.41	0.6%
Downtown	8.76	0.7%	0.16		0.0%
Retail and General Commercial	33.30	2.8%	0.60	33.27	3.5%
Auto Services	4.93	0.4%	0.09	4.47	0.5%
Industrial	58.70	4.9%	1.05	134.68	14.0%
General Industrial	15.00	1.3%	0.27	60.70	6.3%
Lt. Industrial/Warehousing	31.38	2.6%	0.56	73.35	7.6%
Ag Industrial	12.32	1.0%	0.22	0.63	0.1%
Civic	424.53	35.5%	7.62	184.15	19.2%
School	142.61	11.9%	2.56		0.0%
Public Facilities and Utilities	52.25	4.4%	0.94	15.75	1.6%
Other Civic Uses	72.66	6.1%	1.30	166.46	17.3%
Parks and Rec.	157.01	13.1%	2.82	1.94	0.2%
Transportation	276.36	23.1%	4.96		0.0%
Total Developed Land	1,197.26	100.0%	21.50	960.25	100.0%
Agriculture and Open Space	106.60		1.91		
Vacant Urban Land	86.83		1.56	11.51	
Total Area	1,390.69		24.97	971.76	

Source: RDG Planning & Design, 2005

Commercial Uses

Commercial development is the smallest land use in Wayne.

Within the city limits commercial land use is comparable to industrial; however, significant industrial developments are located on the edge of the city limits. This development adds three times more land than commercial to the jurisdiction's overall developed land area.

- *The amount of commercial land in Wayne is greater than other comparably sized communities.*

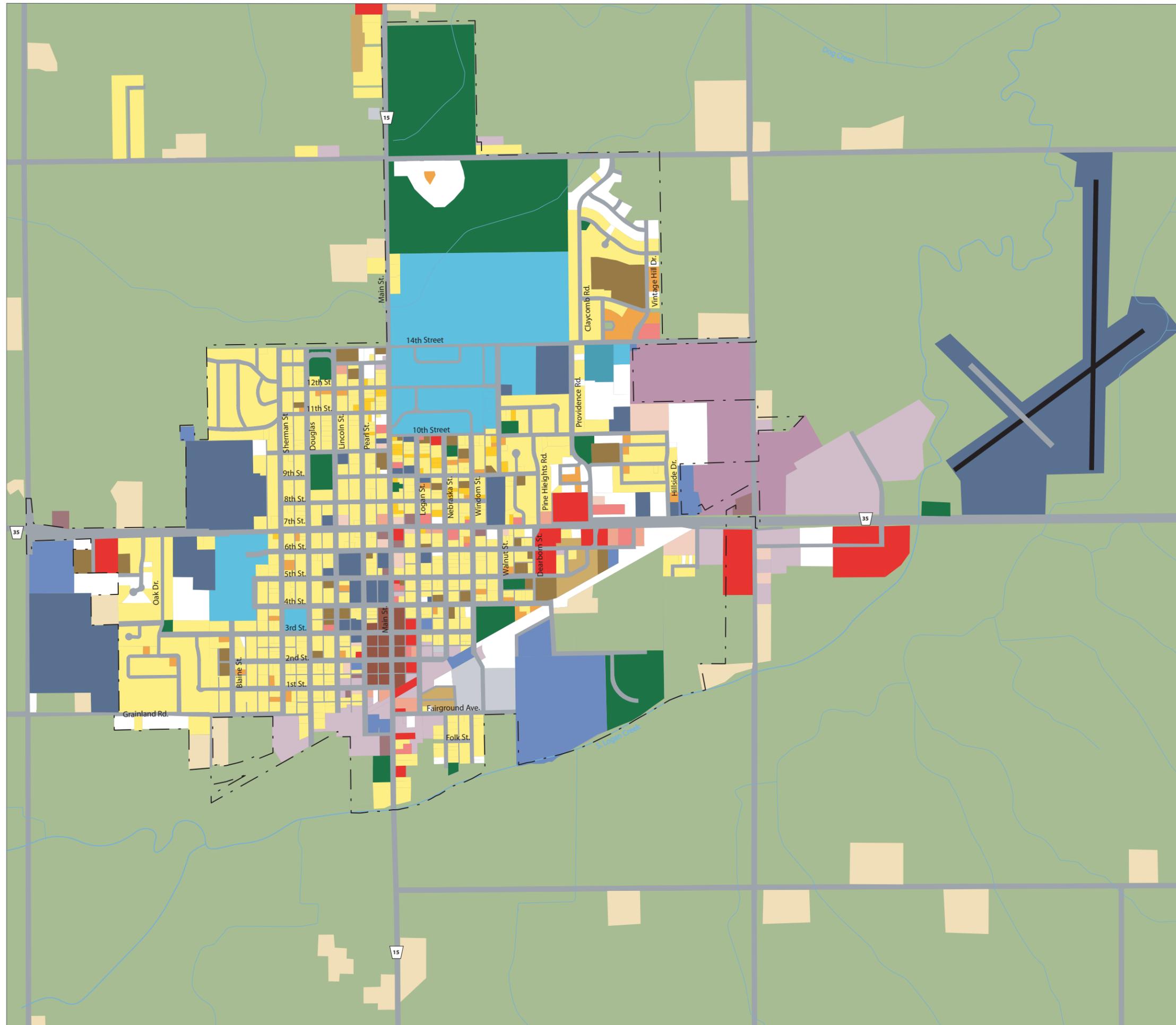
In Table 3.2 only Norfolk, a major regional commercial center, has a greater amount of commercial development per 100 people. Schuyler, Plattsmouth, and Seward all have less commercial development per 100 people. All of these communities are also close to larger retail markets.



MAP 3.1b

Wayne Comprehensive Plan EXISTING LAND USE

Wayne, Nebraska



Land Use

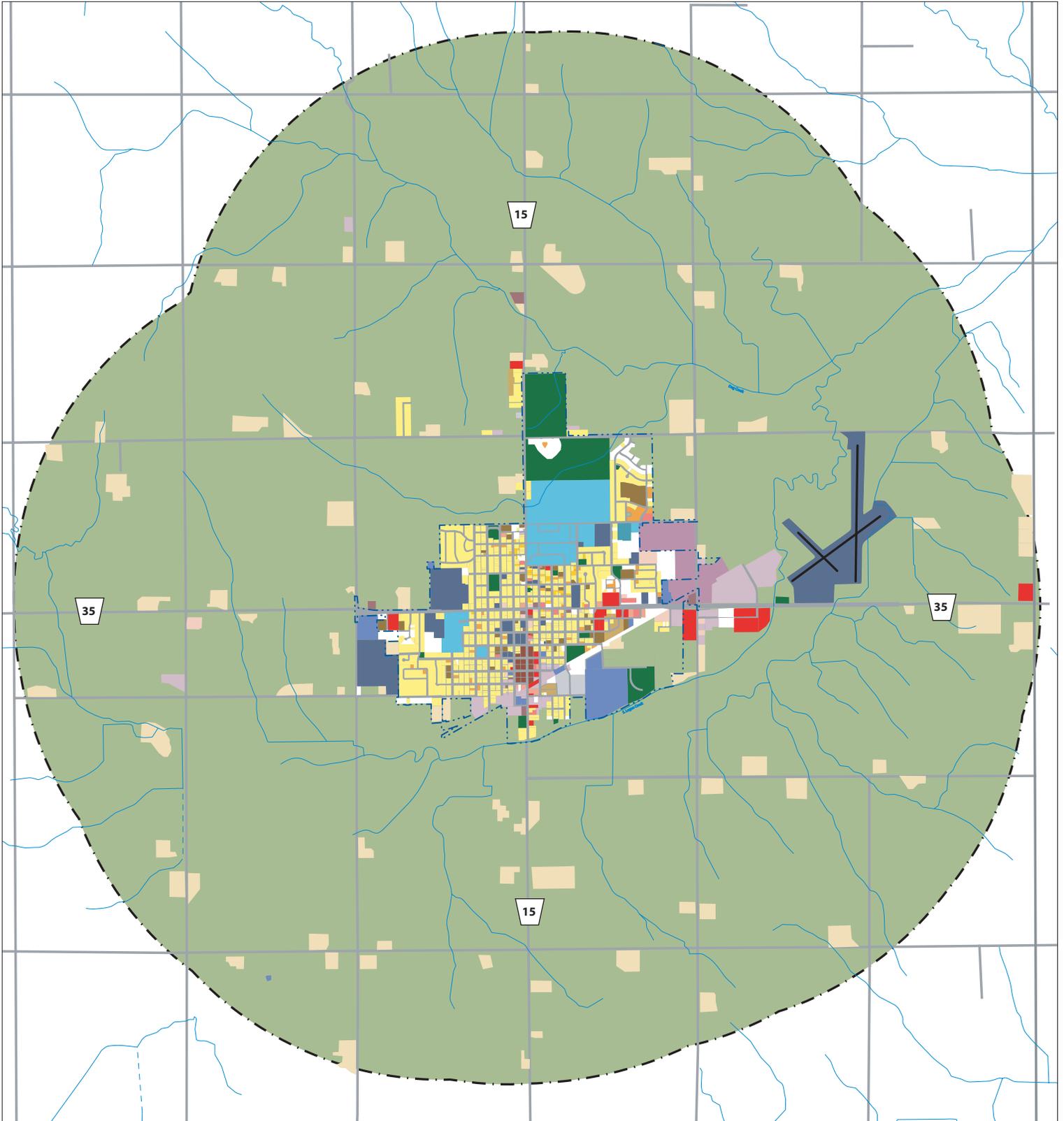
- Rural Residential
- Single-Family Residential
- 2-4 Family Residential
- Rental Housing
- Multi-Family Residential
- Mobile Homes
- Office
- Restaurant/Entertainment
- Service
- Retail
- Auto
- Downtown
- Lght Industrial/Warehousing
- General Industrial
- Ag Industrial
- School
- Public Facility
- Retirement
- Civic
- Ag/Open Space
- Parks and Recreation
- Vacant
- City Limits



NOVEMBER 2006

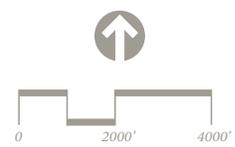
MAP 3.1a

Wayne Comprehensive Plan
EXISTING LAND USE
 Wayne, Nebraska



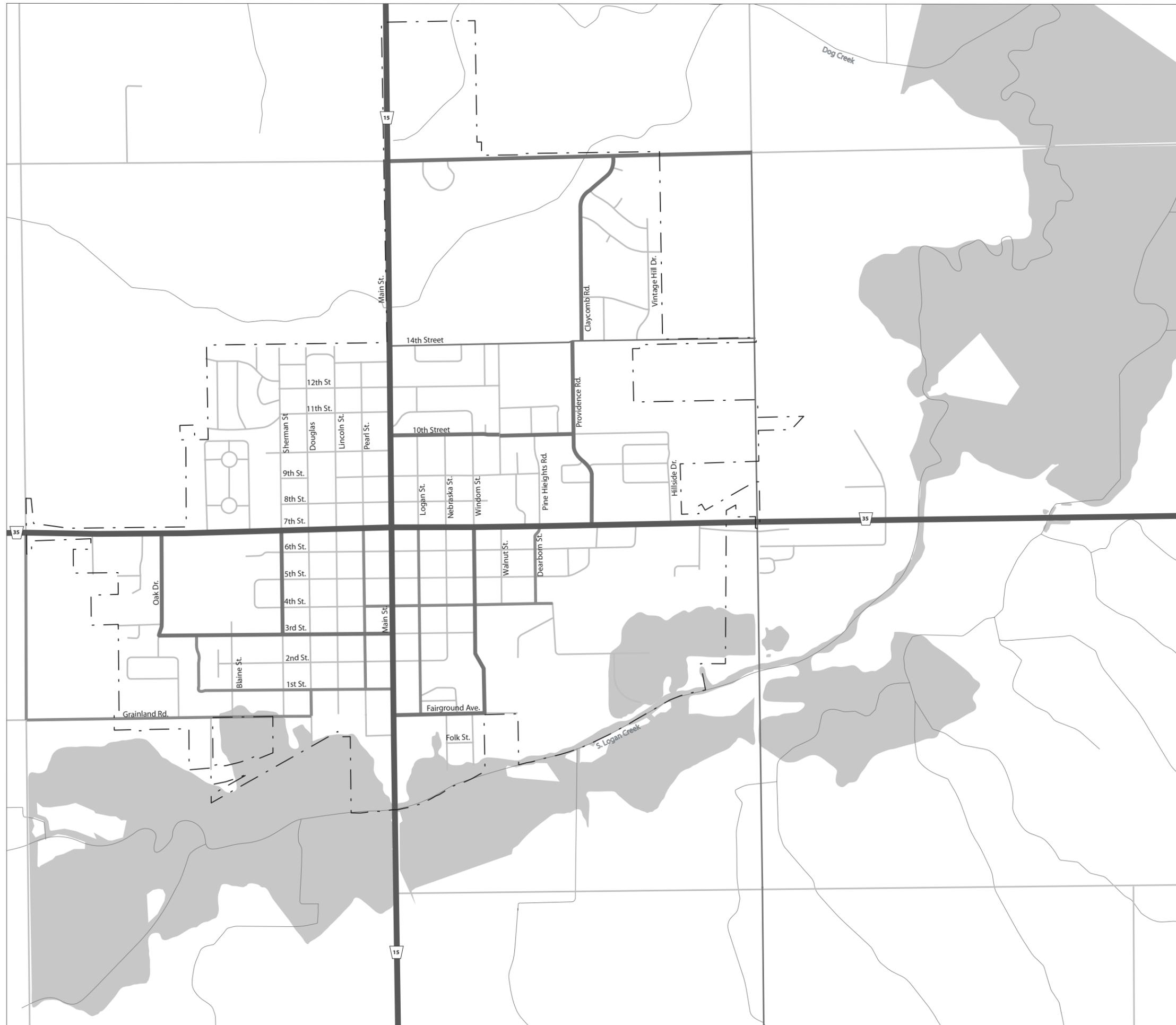
Land Use

- | | | | | | |
|---------------------------|--------------------------|----------|------------------------------|-----------------|----------------------|
| Rural Residential | Multi-Family Residential | Service | Light Industrial/Warehousing | Public Facility | Parks and Recreation |
| Single-Family Residential | Mobile Homes | Retail | General Industrial | Retirement | Vacant |
| 2-4 Family Residential | Office | Auto | Ag Industrial | Civic | City Limits |
| Rental Housing | Restaurant/Entertainment | Downtown | School | Ag/Open Space | |



MAP 3.2

Wayne Comprehensive Plan
FLOODPLAIN
Wayne, Nebraska



 Floodplain

Streets

Existing	Proposed	
		Local
		Collector
		Minor Arterial
		Principal Arterial



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Table 3.2: Comparative Land Use - Wayne and Similar Sized Communities

% of Developed Area					
	Wayne 2005	Schuyler 2003	Plattsmouth 2003	Seward 1999	Norfolk 1999
Residential	31.7%	39.0%	46.7%	27.1%	40.4
Commercial	4.9%	3.4%	5.0%	2.5%	9.7
Industrial	4.9%	3.8%	2.4%	5.5%	3.9
Civic	22.3%	9.2%	9.7%	11.7%	9.8
Parks/Rec	13.1%	11.4%	7.4%	31.4%	8.1
Transportation	23.1%	33.2%	28.7%	20.7%	28.2
Total Developed Area	100.0%	100.0%	100.0%	100.0%	100
Acres per 100 People					
	Wayne 2005	Schuyler 2003	Plattsmouth 2003	Seward 1999	Norfolk 1999
Residential	6.81	8.23	9.13	6.88	7.64
Commercial	1.05	0.72	0.98	0.63	1.79
Industrial	1.05	0.80	0.47	1.40	0.73
Civic	4.80	1.94	1.91	2.97	1.85
Parks/Rec	2.82	2.40	1.46	8.23	1.53
Transportation	4.96	7.00	5.62	5.27	5.34
Total Developed Area	21.50	21.08	19.57	25.39	18.88



Source: RDG Planning & Design, 2005; The Schuyler Plan, 2003; The Seward Plan, 2001; The Norfolk Plan, 2001

- The city has added 25 acres of commercial development since the 1992 land use survey.

Although this is likely a reflection of differences in tabulation, the city has added some significant commercial developments on East 7th Street. These developments have counterbalanced vacancies in the downtown.

Industrial Uses

- Wayne’s largest industrial developments are located immediately outside the city limits.

Nearly 70% of the industrial land in and around Wayne is located outside the city limits. These facilities include Great Dane and Heritage Homes.

- Only Seward has a larger percentage of industrial land.

For Schuyler, Norfolk and Wayne the large industrial developments are located outside city limits. All of these communities have a larger industrial base than Seward; however, Seward’s largest industry is located within the community. Wayne is ahead of Schuyler, Plattsmouth and Norfolk in having a larger percentage of industry inside the city limits, often an important tax base for a community.



Table 3.3: Comparative Land Use in Wayne, 1992-2005

	Acres		% of Developed Area		Acres/100 People	
	1992	2005	1992	2005	1992	2005
Residential	338.6	379.12	30.5%	31.7%	6.58	6.81
Commercial	33.4	58.55	3.0%	4.9%	0.65	1.05
Industrial	57.4	58.70	5.2%	4.9%	1.12	1.05
Civic	240.2	267.52	21.6%	22.3%	4.67	4.80
Parks/Rec	190.4	157.01	17.1%	13.1%	3.7	2.82
Transportation	251.2	276.36	22.6%	23.1%	4.87	4.96
Total Developed Area	1111.2	1,197.26	100.0%	100.0%	21.62	21.50

Source: RDG Planning & Design, 2006

Table 3.4: Urban Land Consumption for Principal Uses, 1992-2005 (acres)

	1992	2005	Change	Annual Land Consumption
Residential	338.6	379.12	40.52	3.12
Commercial	33.4	58.55	25.15	1.93
Industrial	57.4	58.70	1.30	0.10
Civic	240.2	267.52	27.32	2.10
Parks/Rec	190.4	157.01	-33.39	-2.57
Transportation	251.2	276.36	25.16	1.94
Total Developed Area	1111.2	1,197.26	86.06	6.62

Source: RDG Planning & Design, 2006

Civic/Parks and Recreation Use

- *Civic land is the largest single land use in the city.*

Almost 37% of the civic land is in park and recreation. Schools make up 34% of all civic land, including Wayne State College, the high school and elementary school campus, and middle school.

- *Wayne has a significant amount of civic land outside the city limits.*

Some of the city’s largest civic uses include the airport and county fairgrounds, located outside the city.

- *Wayne has more civic land than all comparable communities.*

The college is the main reason for the disparity in civic land use compared to the communities in Table 3.2. Other significant civic uses in Wayne include a large wastewater treatment facility, the cemetery, and downtown civic offices which includes the courthouse.

- *Park and recreation land is a significant portion of civic land for Wayne.*

Other than Seward, Wayne has the largest percentage of park land compared to the communities listed in Table 3.2. At 2.82 acres per 100 people (including the golf course), Wayne has nearly an acre more of park land per 100 residents than Norfolk and nearly double that offered by Plattsmouth. Wayne’s per capita park service is even higher if it is assumed that



the permanent population, excluding college students, is the primary service group. The drop in overall park area as indicated in Tables 3.3 and 3.4 is likely the result of differing calculation methods since the city has actually added park land with the addition of Vintage Hills' small park. The amount and quality of park and recreation facilities is an important factor in overall community quality and will be further analyzed in Chapter 5 "A Recreation Lifestyle."

POPULATION AND GROWTH CONTEXT

Residential Land Use Projections

Population and development projections help to guide forecasts of land consumption through 2025. Table 1.6 in Chapter 1 "A Profile of Wayne," indicates that Wayne should reach a population of approximately 5,700 by 2010 and 6,100 by 2025. Table 3.5 presents the housing demand through the planning period utilizing these projections. This analysis is based on the following assumptions:

- To project annual demand, the number of units needed in a given year (number of households plus projected vacancy rate) is compared with the number of units available during that year (housing supply during the year less the units that leave the housing supply and must be replaced). Twenty-year demands are based on multiples of the five-year demand.
- Household size in Wayne is expected to remain constant over the next twenty years at 2.36. There is a chance that the level could begin to increase after 2010 as the baby boomers children move into their child bearing years, however, at 2.36 people per household Wayne is at a moderate level comparable to the state level of 2.49.
- The city's non-household population (people in student dormitories, institutions, group quarters, or nursing homes) does not produce a demand for conventional housing units. These forecasts assume that the non-household population will make up the same proportion of the population in the future as in 2000. This is a significant portion of the population with approximately 1,200 students living in the dorms and additional residents in group quarters and nursing care. When determining future population growth additional students were removed from the city's population, amounting to an additional 800 students not living in the dorms. Although these students will not likely remain in Wayne, those living off campus will create a demand for housing.
- The 2000 census indicated that the city's vacancy rate was 5.8%, however, a drop in student enrollment between 2000 and 2005 has likely contributed to a higher vacancy rate, which is estimated at roughly 7% in 2005. The eventual upswing in the student population, continued community growth and removal of substandard units should reverse this trend in the coming years.
- The projection model assumes a replacement need of 30 units per decade, compensating for housing lost to demolition, redevelopment, or conversion to other uses. This rate is comparable to other communities.

In 2000, about 57% of Wayne's housing units were owner occupied. While single-family detached units will remain dominant for new construction, future housing trends suggest that:



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- Higher-density housing forms that maintain single-family characteristics (single-family attached and townhouse configurations) will grow in popularity, accommodating an aging “baby-boomer” and empty-nest population. In the last ten years the demand in this market has increased with the construction of single-family attached units in Wayne’s newer subdivisions.
- A portion of affordable housing will be in townhouse and multi-family configurations.
- Mobile homes will become a smaller component of Wayne’s housing supply. Manufactured housing on permanent foundations is categorized as single-family housing.

The projection in Table 3.5 indicates a cumulative demand for 233 units in Wayne between 2005 and 2025. At 12 units annually, this rate is slightly higher than that experienced between 2000 and 2004 (9 units annually) but slower than the construction rate of the late 1990s (23 units annually). These projections are used to estimate the amount of land needed to accommodate residential growth during the planning period. Table 1.6 in Chapter One provides an overview of construction activity between 1995 and 2004.

Based on desirable occupancy standards, it is projected that approximately 65% of the new units will be single-family detached, 15% will be single-family attached and 20% will be multi-family. The city’s current owner to renter occupancy is split 60/40. If the college population remains fairly static, then additional demand for rental housing will be in the form of replacement housing and higher-end rental units.

On average, three single-family detached units will require one acre of land, six single-family attached units will require an acre, and the average gross density of multi-family development will be 12 units to an acre. As a standard, the plan recommends that land provided for residential development over a 20-year period be equal to twice the area that new growth actually needs. This is necessary to preserve competitive land pricing and provide consumer

Table 3.5 Projected Housing Development Demand

	2005	2010	2015	2020	2025	Total
Population at the End of Period	5,569	5,708	5,849	5996	6148	
Household Population at End of Period	4,347	4,456	4,566	4680	4799	
Average People/Household	2.36	2.36	2.36	2.36	2.36	
Household Demand at End of Period	1,842	1,888	1,935	1983	2033	
Projected Vacancy Rate	7.26%	6.76%	6.31%	6.06%	5.81%	
Units Needed at End of Period	1,986	2,025	2,065	2111	2159	
Replacement Need		15	15	15	15	60
Cumulative Need		54	55	61	63	233
Average Annual Construction (of houses)		11	11	12	13	12

Source: RDG Planning & Design, 2006



choice.

Based on these assumptions, Table 3.6 presents the amount of land that will be required for additional development.

It is anticipated that the city will absorb about 3.0 acres of residential land each year, for a total of 60 acres by 2025. Using the rule of designating land at a rate of two times the “hard demand,” it is suggested that 120 acres be reserved for residential development over the next 20 years. The actual development concept outlined later in this document identifies areas in which this potential development should occur.

Projections for Commercial Development

Because demand for commercial services is expected to continue in Wayne, accommodating future population growth must be a significant part of the city’s economic development strategy. Although this plan does not include a comprehensive retail market analysis, it is important to provide adequate commercial space to meet future market needs. It is also important not to allocate too much land for commercial development, which could restrict growth of other land uses.

Three methods can be used to help project commercial land needs:

- *A population proportion.* This method relates commercial growth to population projections. It assumes that the absolute amount of commercial land per 100 people will remain relatively constant and that new commercial development will grow in proportion to population growth.
- *Residential use proportion.* This assumes a constant relationship between the amount of land used for residential and commercial purposes, thereby relating commercial growth rates directly to residential development rates.
- *A straight-line trend analysis,* assumes that the amount of land absorbed annually in the past will continue into the future. A weakness in this method is its assumption



Table 3.6 Required Residential Land 2005-2025

2005-2015	% of Demand	Units	Gross Density (du/A)	Land Needs	Designated Land (x2)
Single Family Detached	65%	71	3	23.6	47
Single Family Attached	15%	16	6	2.7	5
Multi-family	20%	22	12	1.8	4
Total	100%	109		28.1	56
2015-2025	% of Demand	Units	Gross Density (du/A)	Land Needs	Designated Land (x2)
Single Family Detached	65%	81	3	26.9	54
Single Family Attached	15%	19	6	3.1	6
Multi-family	20%	25	12	2.1	4
Total	100%	124		32.0	64
Total 2000-2025		233		60.1	120

Source: RDG Planning & Design, 2006



that the last 13 years is a good predictor of future needs.

Table 3.7 compares the results of these three methods, suggesting a need for 12 to 38 acres of commercial land during the next twenty years. This is a significant variation and could indicate that the absorption trend reflects a response to pent-up demand during the 1990s. During this period there was significant commercial development along the Highway 30 corridor. Some demand could still exist, at 1.05 commercial acres per 100 residents Wayne is below the regional (Nebraska and Iowa) average of 1.6 acres per 100 residents. Applying an increasing population proportion method (1.05 to 1.2 acres per 100) creates a demand for an additional 12 acres of commercial land over the next twenty years. This would account for only new commercial construction and not for additional commercial operations in existing vacant sites. In order to provide alternative sites, the land use plan should designate 1.5 times the hard demand for commercial land. Thus, for planning purposes the city should designate at least 20 acres of land for future commercial development.



Table 3.7: Required Commercial Land For Wayne, 2005-2025

	2005	2015	2025	Conversion Need	Designated Land (x1.5)
Population Proportion Method					
Projected Population	5,569	5,708	5,849		
Commercial Use/100 residents	1.05	1.1	1.2		
Projected Commercial Use (acres)	58.55	62.79	70.19	11.64	17.46
Residential Use Proportion Method					
Residential Land (acres)	379.12	407.20	439.25		
Commercial/Residential Ratio	0.1544	0.1544	0.1544		
Projected Commercial Use (acres)	58.55	62.89	67.84	9.29	13.93
Absorption Trend Method					
Annual Absorption	1.93	1.93	1.93		
New Commercial Land (acres)		19.3	19.3	38.6	57.9

Source: *Planning & Design, 2006*

Industrial Development

The need for industrial land is not directly related to population growth, making it much more difficult to predict. A single major corporate decision can dramatically increase (or decrease) the projected industrial demand in a community. In addition, a decision by the city to pursue industrial development aggressively can affect industrial land needs.

However, the projection methods used to predict commercial demand may also be used to approximate industrial needs. A straight-line trend analysis is a poor measure of demand for industrial acres and is not used, because of the reasons stated previously. Much of Wayne’s industrial development is located outside the city limits, therefore, the projection models are applied to all industrial land in Wayne’s jurisdiction.

Table 3.8 below calculates additional industrial land needs within the city. Based on increasing population and residential use proportion methods described above, Wayne should absorb between 20 and 30 acres of new industrial land. In order to provide maximum flexibility, the land use plan should designate about three times the “hard demand” for industrial use. Under this assumption Wayne should provide between 65 and 90 acres of industrial and business park land.



TABLE 3.8: Estimated Industrial/Business Park Land Requirements, 2005-2025

	2005	2015	2025	Conversion Need	Designated Land (x3)
Population Proportion Method					
Projected Population	5,569	5,708	5,849		
Industrial Use/100 res.	3.47	3.47	3.47		
Projected Industrial Use (acres)	193.38	198.07	202.96	9.58	28.74
Residential Use Proportion Method					
Residential Land (acres)	379.12	407.20	439.25		
Industrial/Residential Ratio	0.5101	0.5101	0.5101		
Projected Industrial Use (acres)	193.38	207.70	224.05	30.67	92.01

Source: RDG Planning & Design, 2006

DEVELOPMENT PRINCIPLES AND THE LAND USE PLAN

A Community For All

This section presents land use strategies that will enable Wayne to plan successfully for projected growth and respond both to the pressures of internal land use change and to external developments. Overall development patterns should reinforce the functional and aesthetic values and traditions of the community, even as new development extends into the surrounding landscape. New development should generously accommodate pedestrian and vehicular mobility. In addition, Wayne's growth program should take maximum advantage of existing resources and community characteristics.

In light of growth trends, development projections, and community assets, Wayne's growth program should:

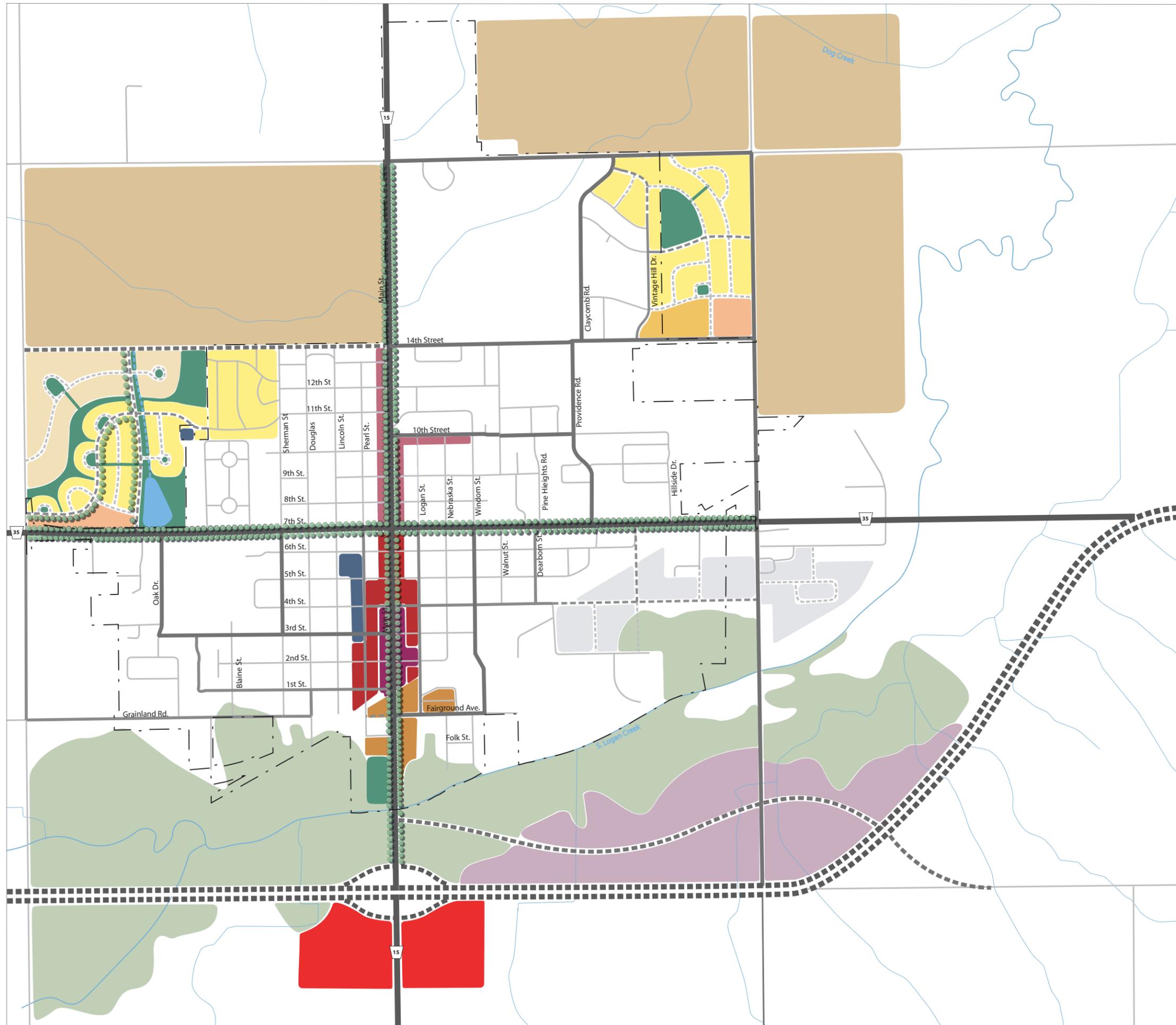
- Designate growth areas for residential development, designed to provide the appropriate amount of land for urban conversion.
- Use existing subdivision plats and infrastructure investments as first priorities toward meeting the city's development needs and objectives.
- Encourage residential growth patterns that are affordable to a range of incomes.
- Ensure that new development maintains continuity and linkages among neighborhoods.
- Encourage adequate commercial growth to respond to potential market needs in Wayne.
- Provide adequate land to support economic development efforts that capitalize on Wayne's historical, educational and environmental attractions, and transportation access.
- Maintain development patterns in lower density areas that conserve the natural landscape and preserve the long-term growth prerogatives of the city.
- Prevent or discourage uncontrolled development that can siphon energy and investment away from already established areas without adding to the city's net economy.
- Use Wayne's special city assets and features to best advantage in framing the character of existing and new neighborhoods.

The components of this program include:

- **USE OF SMART GROWTH TECHNIQUES**
- **RESIDENTIAL GROWTH CENTERS**
- **COMMERCIAL AND INDUSTRIAL OPPORTUNITIES**
- **A COHESIVE GROWTH PATTERN**
- **PRE-PLANNED MAJOR STREETS**
- **A LINKED GREENWAY/TRAIL SYSTEM**
- **FRAMEWORK FOR DECISION-MAKING**
- **AN ANNEXATION POLICY**



Wayne Comprehensive Plan
DEVELOPMENT CONCEPT
 Wayne, Nebraska



Land Use

- Rural Residential
- Low Density Residential
- Medium Density Residential
- Urban Reserve
- Mixed Use 1
- Campus Corridor
- Major Commercial
- Civic
- Downtown Core
- Expanded Downtown
- Redevelopment
- Parks and Recreation
- General Industrial
- Business Park/ Light Industrial
- Open / Greenway

Streets

- | Existing | Proposed | |
|----------|----------|--------------------|
| | | Local |
| | | Collector |
| | | Minor Arterial |
| | | Principal Arterial |



USE OF SMART GROWTH TECHNIQUES

“Smart growth” has become a trendy phrase accepted by the developer and regulator alike. As is often the case, the concept means different things to different people. In the context of the Wayne Plan, smart growth represents a variety of techniques that allow a community to accommodate the development that the market produces, but to manage it in a way that maintains order, efficiency, and unity. Smart growth balances developers’ and communities’ perspectives on environmental sensitivity, economic efficiency, and enhancement of community and civic life. The goal of smart growth is to implement land development principles that are profitable for developers while being community-oriented, environmentally sensitive, and fiscally responsible. Smart growth principles do not oppose cars and roads, tell people where or how to live, or discourage growth. Practical principles applied to smart growth visions will ensure that development and protection of public and environmental interests are congruent. The smart growth principles guiding the Wayne Plan are as follows:

Encourage a Distinctive Community with a Sense of Place

- Promote development that reflects the character of the community.
- Build cohesiveness among residents and maintain a community identity that creates a sense of membership.
- Create physically attractive atmosphere for prospective homeowners and businesses.

Any growth concept for Wayne has to promote development that reflects the character of the community and maintains a sense of structure and connectedness. Identity features include the college campus, the historic neighborhoods with brick streets and significant tree canopy, and a connected street pattern. Using these features and developing others that acknowledge a sense of connectedness between new and old areas will ensure the city grows in a unified manner.

Mix Land Uses

- Diversify activity in neighborhoods.
- Locate a variety of uses near one another, allowing for alternatives to automobile travel.

The principle of mixed land uses is central to smart growth. A development pattern that encourages a mix of land uses provides a diversity of activities. It promotes vitality, the perception of security, and the use of public spaces. A variety of uses can also reduce the distances that people must travel by car to conduct their daily lives. A mixed land use pattern also encourages a variety of housing types. Even in new projects, the development of housing above what would otherwise be single-story, single office and commercial establishments adds vitality to business areas and increases the economic yield on property. More communities are finding that by mixing land uses neighborhoods are more attractive to workers considering quality of life criteria in their housing decisions. This principle applies to contemporary development as well as to historic, special use districts.

**PROGRAM COMPONENTS:
DEVELOPMENT & LAND USE**

- Use of Smart Growth Techniques**
- Residential Growth Centers
- Commercial and Industrial Opportunities
- A Cohesive Growth Pattern
- Pre-Planned Major Streets
- A Linked Greenway/Trail System
- Framework for Decision-Making
- An Annexation Policy



Chapter Three

PROGRAM COMPONENTS: DEVELOPMENT & LAND USE

Use of Smart Growth Techniques

Residential Growth Centers

Commercial and Industrial
Opportunities

A Cohesive Growth Pattern

Pre-Planned Major Streets

A Linked Greenway/Trail System

Framework for Decision-Making

An Annexation Policy



Make Full and Efficient Use of Urban Services

- Develop contiguous to existing urban development.
- Use public infrastructure efficiently and avoid development that prevents or discourages extension of urban services into appropriate areas.
- Encourage compact development patterns.

Smart development principles demand efficient use of existing and future public infrastructure. As Wayne grows, it will be called on to extend water and sewer lines. Historically, Wayne has extended infrastructure in an efficient manner resulting in a contiguous development pattern. It is essential that substantial infrastructure investment continue to be optimally efficient and beneficial to the community. Otherwise serious economic penalties and costlier urban investments will result.

Create Housing Opportunities and Choices

- Develop housing in different design configurations, reflecting the needs of a diverse population.
- Encourage housing affordable to a variety of income levels, integrating different housing types into the community.
- Consider multi-use buildings that integrate housing into business environments.

While Wayne has more multi-family units than many comparable communities, most of its housing stock is single-family homes. In addition, many of these units serve the city's student population. No single type of housing can meet the needs of today's diverse households, and a growing community should provide a range of housing choices for its citizens. These might include attached owner-occupied housing for empty-nesters; moderately priced units to help young families build equity in the community; smaller lot single-family development in innovative design settings, "standard" single-family development, and high-end estate homes. Attached housing can mean single-family units on separate lots, duplexes, or townhouses. Residential development may also be incorporated into mixed-use projects to reduce separations between living places and activity centers. Wayne should be a community of opportunities for people at all stages of life and allow households to find their niche in the community.

Create a Walkable Community

- Ensure that all areas of the community are accessible by a network of sidewalks and trails.
- Locate key activity centers within walking distance of residential areas.
- Design streets so that traffic moves at speeds that allow for pedestrian activity.

Only within the last 50 to 60 years has community design moved away from a premise of pedestrian access. Today's development is more auto-dependent, with street patterns that can make pedestrian movement unsafe. In a truly walkable community, neighborhood commercial services, schools, and other activity centers are located within a five- to ten-minute walking distance of housing. Walkable communities also encourage social interaction and expand transportation options. The pattern and design of development should serve a range of users including pedestrians and bicyclists, as well as motorists, moving them around the community in a convenient and efficient manner.



Decisions regarding vehicular travel also affect a community's walkability. A good transportation network uses special design techniques to ensure that street traffic is consistent with pedestrian safety, which is important when linking the college to commercial and civic destinations around the community.

Conserve the Community's Natural Resources

- Preserve open space, farmland, and critical environmental areas.
- Sustain special ecosystems for natural habitat and recreation.

By preserving open spaces, communities can ensure an adequate balance between the built and natural environment. Open spaces improves the quality of a community. They provide important community spaces, habitat for plants and animals, recreational opportunities, and places of natural beauty. It is also important to preserve environmentally sensitive areas such as floodplains in order to prevent adverse environmental impacts. Applying smart-growth principles to the Wayne Plan encourages the incorporation of water bodies, wetlands, parkland, and farmland into the city's overall growth concept. Good development practices encourage the preservation of these features while permitting developers and landowners a reasonable yield on their property.

Diversify Transportation Modes

- Provide linked and connected street systems, dispersing traffic and providing alternatives to the use of major streets.
- Design streets so that traffic moves through neighborhoods at appropriate speeds.
- Make walking and bicycling viable, attractive alternatives to driving.

Many communities have begun to realize a need for a wider range of transportation options. A completely auto-dependent urban pattern limits access of such groups as young people and seniors to features of a growing community. As Wayne grows, distances between major features will become greater. This increase in physical size should not limit access. Techniques allowing residents to move more freely include better coordination of land use with transportation, multi-modal streets that accommodate all forms of transportation, and greater connectivity within the street network.

A good system keeps neighborhoods connected while routing heavy regional traffic around residential areas. It ensures a continuum of streets, including inter neighborhood collectors that serve local traffic needs without requiring drivers to use major arterials. It uses design techniques to ensure that traffic speeds conform to surrounding land uses and safety conditions. In Wayne, a good system will connect neighborhoods to each other, to the downtown area, and to recreational facilities.

Achieve Stakeholder Collaboration in Development Decisions and Provide Smart Growth Tools

- Provide land development guidelines that promote smart growth.
- Establish a process that encourages collaboration among all stakeholders.
- Institute a development review process that encourages, rather than obstructs, innovative development.

Zoning and subdivision guidelines, as well as the development review process, should offer

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flexibility and encourage performance review rather than mere compliance with arbitrary numbers. These measures will promote an appropriate mix of land uses, traditional neighborhood developments, and good street system design.

Further growth can continue Wayne's tradition as a pleasant place to live and work. However, this development must accommodate the community as well as developers. Ideas developed by the community through strategic planning and the implementation of smart growth principles laid out in this section will build stronger and more productive communication and facilitate implementation of the Wayne Plan.

RESIDENTIAL GROWTH CENTERS

Wayne's future residential growth should be directed toward the northwest and northeast areas of Wayne.

Numerous factors guide development within Wayne. The large floodplain along Logan Creek and the proposed bypass of Highway 35 on the south side would isolate residential development from the heart of the city. Easy access to municipal services and adjoining residential developments make areas to the northwest and northeast more appropriate for residential growth. These two areas are outlined below.

Northwest Wayne Development Area.

The Northwest development area is located north of 7th Street/Highway 35 and east of Pheasant Run Road. The area has a rolling topography and two separate drainage divides. The area also has access to the city's street grid from the east and south, and access to city water and sewer. Components of the area include:

- *North/South Drainageway.* Much of the roughly 135 acres in the Northwest Development Area drains south across Highway 30 and into the area just west of the High School and recreation center. From there, stormwater drains into the city's storm sewer system. Development that does not account for proper stormwater management in this area will likely overload the city's existing storm sewer system. Protecting the drainageway that runs through this area, along with adequate stormwater retention/detention will be an essential component to developing this area.

Stormwater management in this area can include what have been termed "best management practices." These practices usually address both the quantity and quality of runoff from developed sites. Techniques include conservation easements, stream and wetland management and restoration, riparian buffers, inclusion of open space and greenways, reduction in impervious coverage, and the use of conservation subdivisions. Conservation subdivisions involve site planning and design approaches that preserve existing natural areas and utilize natural drainage and detention measures for stormwater management. Conservation design also preserve rural character through protection of open space and lot clustering.

- *An Interconnected Street System.* Proper street development should move traffic and provide alternatives to the city's existing collector system, and can also assist in stormwater management. By creating a local street system that follows the contours of the area the street system can work as a terracing system that slows storm water



run-off into the drainageway at the bottom of the basin.

The street system should also avoid overloading the city's existing collector system, by providing connections south onto 7th Street, west onto Pheasant Run and east along Fairacres Road. Connections between this street network and the city ensure alternative routes without overloading existing streets such as Sherman to the east. The connection between Fairacres Road and 7th Street could also reduce traffic along Sherman as residents in the Carhart addition would have more direct access to the high school, recreation center, and West 7th Street businesses.

- *A Variety of Housing.* The Northwest growth area should offer a variety of housing densities. The southern portion of the site, with easy access to municipal services could develop with smaller lots. At a lower cost these smaller lots could cater to more affordable housing and first time home buyers. The area has also been designated as a TIF district (Tax Increment Financing) which could be used by the city to bring down development costs related to infrastructure improvements.

To the north, on the opposite side of a drainage divide, larger lot homes could be developed. The top of the ridge would be left open providing more seclusion to the larger lots to the north and a greenway link within the development. Depending on the size of the lots and the density of the area, homes could be on individual septic systems. The use of a lift station could provide municipal sewer service. An average lot size smaller than 2 to 3 acres should require municipal sewer service.

- *Park and Open Space.* Interconnected open space areas should connect neighborhoods and link into the city wide trail systems. These open space areas could include:

- *The area just west of the Carhart Addition.* For many years the residents of this addition have looked west onto farm land and open space. Leaving the area open all the way to the top of the ridge would maintain a rural character and provide an open space/park area to the neighborhood.

- *A greenway between Carhart Addition and Pheasant Run Road.* The greenway would follow the ridgeline and connect residents to parks, open spaces and the city trail system.

- *A buffered drainageway.* The north/south drainageway should be buffered with an open space area to the south. This area should provide additional storm water management and could include a small water feature that would provide stormwater detention or retention. The drainage corridor could also provide trail access between 7th and 14th Streets.

The Northwest growth area should also provide neighborhood commercial opportunities in a mixed use environment. Further description of this area is provided below under Commercial and Industrial Growth Opportunities.

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Northeast Development Area.

The Northeast Development Area is bounded by the existing Vintage Hills subdivision on the west, Centennial Road on the east, 14th Street on the south and 21st Street on the North. The area could provide an additional 200 lots. Features of the area include:

- *A connected street system.* Development of the area should complement and be connected to the Vintage Hills subdivision. Connections should be provided to 14th, 21st and Centennial Road. There should be three access points along Vintage Hills Drive, including Aspen Street, Brooke Drive and one more connection north of Brooke Drive. The connections will provide a fluid transition between the two subdivisions and avoid leaving either neighborhood isolated from the community.
- *Medium Density Residential Development.* A slightly higher residential pattern in the southern portion of the Northeast Development Area provides a transition area off of 14th Street and complements existing duplexes to the west. The southern portion of Vintage Hills includes a variety of uses including a number of single family attached/duplexes and The Oaks, a substantial retirement center. The 14th Street corridor is truly a mixed use environment with residential, commercial, civic, and industrial uses. A slightly higher residential density pattern could utilize this arterial corridor, complement existing uses and provide a transition to a less dense single-family pattern to the north. Providing additional neighborhood commercial services in the area would also complement these uses and is described in further detail in the next section.
- *Vintage Hills Neighborhood Park.* Continued growth in the area will require neighborhood park service. The closest neighborhood park is Sunnyview Park along Providence Road, located beyond the half-mile service standard for a neighborhood park. The half-mile walk is often considered the ideal distance to a neighborhood park, providing easy access for neighborhood residents. The existing Vintage Hills park covers only one lot within the subdivision. As Vintage Hills builds out and as new development occurs to the east there will be demand for a more substantial park. A neighborhood park for this area should be approximately 10 acres in size and provide an array of amenities, including shelters, play equipment and both structured and unstructured play areas.

COMMERCIAL AND INDUSTRIAL GROWTH OPPORTUNITIES

Wayne should provide attractive sites for future commercial and industrial development.

Wayne should continue to afford additional employment opportunities to those who reside in the city as well as residents of the surrounding area. The Development Concept for Wayne suggests that commercial development should continue to focus on the downtown, at key neighborhood nodes, in areas adjacent to the college and at the new interchange of Highways 35 and 15. Commercial development in Wayne should be characterized by:

A Vibrant Downtown District

Vacancies in the downtown indicate a shift away from the retail center it was 30 years ago to a service center with more unique commercial opportunities. Although the downtown is unlikely to be the retail hub it once was it can still be a viable commercial center that attracts both local and regional visitors. The future success of the downtown will depend on iden-



tifying opportunities and creating an interesting public environment. Possible approaches to these issues are discussed in detail in Chapter 6 “Downtown Wayne”.

Mixed Use Centers

Traditional land use planning and zoning is sometimes described as “Euclidean”, derived from the famous Supreme Court case of *Ambler Real Estate vs. Village of Euclid* that upheld the constitutionality of zoning. Euclidean zoning establishes single-use districts, defining locations for residential, commercial, and industrial uses. Recent planning philosophy has sometimes attacked single-use land planning and zoning as stultifying, creating inflexible and uninteresting cities and towns. Traditionally Wayne has only marginally followed this pattern, but has instead placed housing, even higher-end housing, in close proximity to jobs.

In some situations, single-use planning and zoning policy remains appropriate. Property owners often rely on zoning for a measure of security -- the knowledge that incompatible uses cannot easily be established next to them without due public process. However, contemporary land development frequently involves mixing of uses. Furthermore, it is difficult to predict with accuracy the specific future of a parcel of land. Therefore, land use policy should reflect both changes in development practice and the need for flexibility by defining ranges of permitted uses within specific areas, based on their location in the city and the nature of surrounding access systems. These ranges of uses in many cases have similar impacts on traffic, neighborhood character, and the urban environment.

The Land Use concept includes two mixed use districts, often reflecting existing patterns in the city. Land use patterns and market trends in these areas are too complex to be able to predict single uses with certainty. Rather, mixed use districts provide a range of uses, developed according to specific standards for parking, scale, and pedestrian access.

Mixed Use 1 and Campus Corridor (Neighborhood mixed use). Mixed Use 1 provides neighborhood activity centers that include medium to high-density residential development, offices, and limited commercial services. Neighborhood mixed use centers are located at major street intersections or along arterials on sites that are linked directly into the fabric of their residential areas. MU-1 areas often provide neighborhood retail and commercial services.

The North Main Street and 10th Street corridors are good examples of this type of pattern, providing neighborhood commercial services to residents and students. These corridors can provide a good transition between the low-impact commercial services and housing needs of the college and adjacent owner-occupied housing. Access to the college makes this area ideal for true mixed-use buildings, with lower level commercial and upper level apartments. The area should also be linked to the downtown, including improvements such as signage and landscaping that make the corridor a more pedestrian friendly environment.

Neighborhood commercial nodes that provide a mixture of uses including housing should also be oriented towards the northwest and northeast growth areas. In the northwest, access to the 7th Street corridor could create a demand for slightly more intense commercial development, however, there should be a clear transition between this development and single-family development to the north. This transition could include duplexes and multi-

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family developments. In the northeast, the 14th Street corridor already includes a mixture of uses. A mixed use node at the intersection of 14th Street and Centennial Road could provide services to businesses to the south and new residential development to the north. Again this area could include higher density residential development transitioning to the lower density development to the north.

Mixed Use 2 (Community mixed use). Mixed Use 2 can accommodate medium to high-density residential development and more office and commercial uses. These areas can accommodate major commercial development that serves neighborhood, community, and even regional markets, but encourages integrating housing into these development areas. The 7th Street corridor is the best example of Community Mixed Use in Wayne.

The 7th Street corridor is a linear mixed use corridor of commercial, residential, civic, and even some light industrial destinations. The bypass of Highway 35 away from this corridor creates unique opportunities and challenges. Identifying the corridor's future role and character will require further evaluation in a more in-depth study. This should occur before the expressway is completed. Components could include a greening of the corridor, traffic calming, and a mixture of commercial and residential uses.

Expressway Opportunities

The proposed Highway 35 expressway creates both opportunities and challenges. The proximity of this expressway is vital to the city's economic development interests. Routing the expressway miles to the north or south of the city will truly create a bypass of the city making it nearly impossible to pull traffic off of the expressway and into the community. A more appropriate location would follow the base of the hills to the south of the city, often skirting the Logan Creek floodplain. An intersection with Highway 15 in this area would provide easy access to the heart of the city and create opportunities both north and south of the expressway.

Major Commercial Development Center. An intersection of the two highways south of downtown Wayne could create a substantial commercial development opportunity. For this type of development to be the most beneficial to the city the intersection of Highway 35 and 15 should be as close to the city/downtown as possible. During the strategic planning process a site for a large mass retailer was often mentioned. A location just off of the downtown would benefit both areas, each offering their own unique commercial opportunities. Linking these two areas to create one large district would be essential. Improvements to Main Street should create a more inviting entrance into the community and offer a strong connection between the downtown and any possible development south of the expressway.

Wayne Business Park. To the north of the proposed expressway is a substantial area outside the Logan Creek floodplain. Good transportation access and visibility make it a prime location for business park development. This area could include office and flex uses, which have offices on one side and distribution or warehousing on the other. A "rearage" road, paralleling the expressway, offers development opportunities on both sides of the street as opposed to the standard access road which only allows for development on one side. High quality design and landscaping of developments would create a strong image of the city for visitors.



Southeast Development Area

The southeast development area is located north of Logan Creek, south of 7th Street and east of the old railroad line. The area is adjacent to the city’s sewer treatment plant and existing industrial and large scale commercial developments. These surrounding land uses create an environment that is more conducive to business park and industrial developments. However, the possible relocation of the treatment plant could alter this pattern. Moving the plant to the confluence of the Logan and Dog Creeks would address existing odor issues and could significantly change the character of the area. Replacement of the plant at its existing site or relocation to the east along Logan Creek will likely address some of the odor issues but is less likely to have dramatic effect on the character of the area.

Extension of 4th Street will be important to development of the area. Fourth Street should be extended east to Centennial Road thus providing the only east west connection between Highway 15 and Centennial Road south of 7th Street. Links off of this corridor should connect new development to 7th Street.

Special attention should be given to the design and appearance of all new commercial and industrial development areas. High-quality landscaping and sign standards should be implemented to create quality business environments without burdening individual businesses.

A COHESIVE GROWTH PATTERN

Wayne’s development pattern should protect both areas for future growth and the rural character of the city’s jurisdiction.

Map 3.4 Future Land Use, identifies the growth areas outlined above but also identifies important land use patterns. These include:

The Core of the City – the existing urbanized area.

Appropriate policies in this area are based on neighborhood conservation and include housing rehabilitation, infill development on vacant sites, redevelopment of underused sites, and completion of supporting public projects. Wayne has a strong housing stock with few vacant lots in the older sections of the community. Existing housing programs have facilitated housing rehabilitation and should continue to do so. When possible any vacant lots should be utilized for new development. These sites have access to existing city services and provide established neighborhoods.

Urban Development Areas.

As outlined above these areas correspond to the projected land needs for the city through 2025. Large –lot rural estate development lacking full urban services, which have become increasingly common in rural eastern Nebraska, should not occur within these areas.

Urban Reserve Areas.

These areas correspond to sites that can be served by municipal utilities in the long term, but are unlikely to experience development until after the year 2025. These areas should generally be preserved in current agricultural and open space use, with extension of urban services programmed in the long-term future. Future development could be in a variety of uses including residential, industrial or commercial and should not be viewed as solely residential.

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Any development that occurs in these areas should be designed to avoid conflicts with future urban growth. Wayne's urban reserve areas are located north of 14th Street. Drainage patterns in these areas flow away from the city's existing sewer treatment plant; however, opportunities for contiguous development that drain to the south are limited. These areas provide a significant amount of land for future growth, are contiguous to existing development, and can utilize existing infrastructure that already serves the northern drainage basin.

Open/Agricultural Areas.

These areas include the portions of the city's jurisdiction that should be primarily maintained in agricultural or open space use. Within this area is the large Logan Creek floodplain where development should continue to be discouraged. The floodplain should act as a southern greenway providing recreational opportunities when appropriate.

New development in Wayne should be focused in those areas designated by the Development Concept and Future Land Use Plan. A disciplined approach of this nature will ensure cost-effective, efficient land use patterns that maximize the benefits of development to the community. Additionally, development should occur within the context of the transportation and open space framework proposed by the Plan.

PRE-PLANNED MAJOR STREETS

Wayne's future streets should be designated ahead of development and dedicated as growth occurs.

In smaller communities residential and commercial development occurs on an incremental, project-by-project basis. As a result, projects provide for their own internal circulation needs, but often neglect the cross connections and linkages necessary to create an integrated transportation network. This type of street layout can also be confusing to individuals who are unfamiliar with the community.

The circulation network that connects different neighborhoods together cannot be left to develop by chance. It is both the city and planning commission's charge to evaluate each project in relation to the broader land use plan and transportation system. As projects are designed, the collector routes prescribed by the Plan should be reserved and rights-of-way should be dedicated. While actual alignments of the collector network may differ somewhat from those proposed in this plan, the general structure should be preserved. In some cases, the city may pre-develop a street segment to create necessary linkages.

Map 3.3, the Development Concept, defines the alignments of arterial streets, which carry regional traffic, and collector streets, which link neighborhoods together. These are defined in order to ensure that corridors and linkages are maintained as development occurs. Chapter 4 of the Plan discusses these connections in detail, including:

- A new Highway 35 Expressway that would roughly follow the foot of the hills south of Wayne.
- A rearage road paralleling the new Highway 35 expressway east of Highway 15.
- Extension of 4th Street linking Windam and Centennial Road.
- Extension of 14th Street west as the northern portion of the Northwest Development



Area builds out.

- Development of both a north/south and east/west collector system through the Northwest Development Area.
- Extension of Brooke Drive and Aspen Street between Vintage Hills Drive and Centennial Road.

A LINKED GREENWAY/TRAIL SYSTEM

Wayne’s neighborhoods, activity centers, and major open spaces should be linked by a comprehensive and continuous greenway and trail system that serves both transportation and recreational purposes.

Incorporation of on- and off-street trails into all areas of the city is also an important component of future development in Wayne. The segments of the system that traverse the city’s future growth areas should be designated in advance and incorporated into individual project design. The trail and greenway options are depicted in Map 5.2 and are described in detail in Chapter 5 of the Plan. Wayne’s future trails and greenways should include:

- A Logan Creek Greenway. The Logan Creek floodplain provides a large open space area that is already being utilized for trail development on the east side. The floodplain should be protected from development for flood protection that can than be an open space corridor linking Pheasant Run and Centennial Road.
- Completion of the city-wide trail system. The city has already laid out a looped trail system and has completed the first phase. In the coming years the city should complete phase two creating an important community amenity.
- An interior trail system. A system of on-street trails and signed shared routes should connect the city’s outer loop trail and community destinations such as the downtown, schools and parks.

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FRAMEWORK FOR DECISION-MAKING

Wayne's future land use map and policies should provide both guidance and flexibility to decision makers in the land use process.

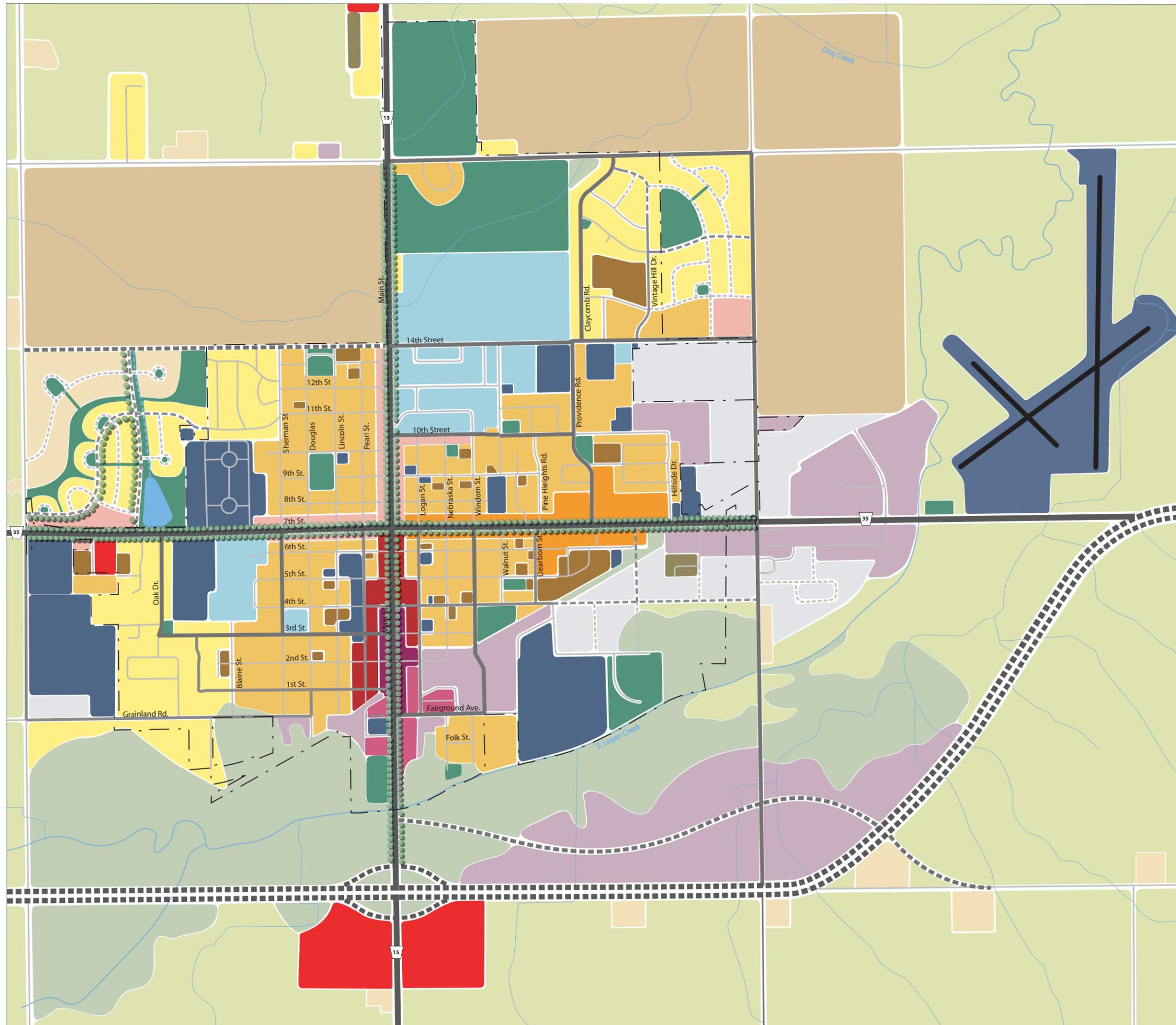
Wayne's future land use plan provides a development vision for the city that guides participants in the process of community building. However, it cannot anticipate the details of every rezoning application. Therefore, the plan should not be considered a lot-by-lot prescription for land use. Rather, it provides a context in which city administrative officials, the Planning Commission, and the City Council can make logical decisions, in accordance with the Plan's overall principles.

The land use plan establishes a number of categories, some calling for single primary uses and others encouraging mixed uses. Two tables are included in this section to help approving agencies interpret the plan's basic principles. Table 3.9 defines the proposed categories and establishes criteria for their application. Table 3.10 is a land use compatibility guide that assesses the relationships between adjacent land uses and offers a contextual basis for review of land use proposals. These tables comprise a framework for decisions that are both flexible and consistent with the plan's objectives.



MAP 3.4

Wayne Comprehensive Plan
FUTURE LAND USE
 Wayne, Nebraska



Land Use

- Rural Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mobile Home
- Urban Reserve
- Mixed Use 1
- Mixed Use 2
- Major Commercial
- Civic
- Downtown Core
- Expanded Downtown
- Redevelopment
- Parks and Recreation
- General Industrial
- School
- Business Park/ Light Industrial
- Open / Greenway
- Agriculture

Streets

- | Existing | Proposed | |
|----------|----------|--------------------|
| | | Local |
| | | Collector |
| | | Minor Arterial |
| | | Principal Arterial |



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Table 3.9: Land Use Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Agriculture and Open Space	<ul style="list-style-type: none"> • Generally in agricultural or open space use. • Agriculture will remain the principal use during the planning period. • Extension of urban services is unlikely in the foreseeable future. 	<ul style="list-style-type: none"> • These areas should remain in primary agricultural use. Urban encroachment, including large lot subdivisions, should be discouraged. • Primary uses through the planning period will remain agricultural. • Typical zoning would be A-1.
Urban Reserve	<ul style="list-style-type: none"> • Generally in agricultural or open space use. • Areas may be in the path of urban development beyond the planning horizon contained in this plan. • Very low-density residential uses may be located in the area. 	<ul style="list-style-type: none"> • These areas should be reserved for long-term urban development. • Primary uses through the planning period will remain agricultural. • Any interim large lot residential development should not obstruct future urban development. • Typical zoning would be a new Urban Reserve District or A1.
Rural Residential	<ul style="list-style-type: none"> • Restrictive land uses, emphasizing housing and open space. • Civic uses may be allowed with special use permission. 	<ul style="list-style-type: none"> • Includes area that have developed to low densities, but utilize conventional subdivision techniques. • Applies to areas where conventional large lot subdivisions have been established. • Most houses use individual wastewater systems. • Gross densities will generally be less than one unit per acre. • Typical zoning would be A-2.
Low-Density Urban Residential	<ul style="list-style-type: none"> • Restrictive land uses, emphasizing single-family detached development, although unconventional single-family forms may be permitted with special review. • Civic uses are generally allowed, with special permission for higher intensity uses. 	<ul style="list-style-type: none"> • Primary use within residential growth centers. • Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution. • Should provide a framework of streets and open spaces. • Typical densities range from 1 to 6 units per acre. • Typical zoning would be R-1 or R-5.
Medium Density Residential	<ul style="list-style-type: none"> • Restrictive land uses, emphasizing housing. • May incorporate a mix of housing types, including single-family detached, single-family attached, and townhouse uses. • Limited multi-family development may be permitted with special review and criteria • Civic uses are generally allowed, with special permission for higher intensity uses. 	<ul style="list-style-type: none"> • Applies to established neighborhoods that have diverse housing types, and to developing areas that incorporate a mix of development. • Developments should generally have articulated scale and maintain identity of individual units. • Tend to locate in complexes, but should include linkages to other aspects of the community. • Typical maximum density is 6 to 10 units per acre. • Innovative design should be encouraged in new projects. • Under current zoning regulations typical zoning would be R-1 or R-5.



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Land Use Category	Use Characteristics	Features and Location Criteria
High Density Residential	<ul style="list-style-type: none"> • Allows multi-family and compatible civic uses. • Allows integration of limited office and convenience commercial within primarily residential areas. 	<ul style="list-style-type: none"> • Locate at sites with access to major amenities or activity centers. • Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses. • Traffic should have direct access to collector or arterial streets to avoid overloading local streets. • Requires Planned Development designation when developed near lower intensity uses or in mixed use developments. • Developments should avoid creation of compounds. • Attractive landscape standards should be applied. • Typical density more than of 10 units per acre. • Typical Zoning would be R-2 or R-3.
Mobile Homes	<ul style="list-style-type: none"> • Accommodates mobile homes that are not classified under state law as “manufactured housing.” • Single-family, small lot settings within planned mobile home parks. 	<ul style="list-style-type: none"> • Develop in projects with adequate size to provide full services. • Tend to locate in complexes, but should include linkages to other aspects of the community. • Typical maximum density is 8 units per acre. • Should occur within Mobile Home Planned Park Districts. • Typical zoning would be R-4.
Neighborhood Commercial	<ul style="list-style-type: none"> • Includes a range of medium-impact uses, providing a variety of residential, office, and commercial settings that are generally compatible with surrounding neighborhoods. • Includes low to moderate building and impervious coverage. • Range of uses include medium to high density residential, office and limited commercial and retail uses. 	<ul style="list-style-type: none"> • Should be located at intersections of major or collector streets. • Development should emphasize pedestrian scale and relationships among businesses and land uses. • Uses should be limited in terms of operational effects. • Good pedestrian/bicycle connections should be provided into surrounding areas. • The dominance of automobiles should be moderated by project design. • Typical zoning would be B-3.



Table 3.9: Land Use Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
<p>Mixed Use 1 (Residential Commercial)</p>	<ul style="list-style-type: none"> • Includes higher density residential development and a range of low-impact commercial uses, providing a variety of neighborhood services. • Includes low to moderate building and impervious coverage. • May include limited office development. 	<ul style="list-style-type: none"> • Should be located at intersections of major arterial or collector streets. • Applies to the existing Main Street and 7th Street corridors. • Should avoid a “four corners” configuration, except when planned as a district. • Development should emphasize pedestrian scale and relationships among businesses. • Uses should be limited in terms of operational effects. • Good landscaping and restrictive signage standards should be maintained. • Good pedestrian/bicycle connections should be provided into surrounding areas. • The dominance of automobiles should be moderated by project design. • Typical zoning would be a modified B-3 to allow for residential.
<p>Mixed Use 2 (Community Mixed Use)</p>	<ul style="list-style-type: none"> • Includes a variety of commercial uses, including large-scale buildings and parking areas. • Includes major retailers, multi-use shopping centers, restaurants, and other services. • Includes uses with impact compatible with major retailing, including high-density residential, hotels and lodging, and offices. • Should be located at intersections of arterials or other major streets. 	<ul style="list-style-type: none"> • Traffic systems should provide alternative routes and good traffic flow, including safe pedestrian routes. • Negative effects on surrounding residential areas should be limited by buffering and project design. • Good landscaping and restrictive sign standards should apply. • Good pedestrian and bicycle links should be provided, including non-motorized access to surrounding residential areas. • Typical zoning would be a modified B-1 or B-3 to allow for residential.
<p>Downtown Mixed Use</p>	<ul style="list-style-type: none"> • Includes mix of uses, primarily commercial, office, upper level residential, and warehousing/ industrial uses. • Primary focus of major civic uses, including government, cultural services, and other civic facilities. 	<ul style="list-style-type: none"> • Establishes mixed use pattern in the traditional city center. • Recognizes current development patterns without permitting undesirable land uses. • District may expand with development of appropriately designed adjacent projects. • New projects should respect pedestrian scale and design patterns and setbacks within the overall district. • Historic preservation is a significant value. • Typical zoning would be B-2.



Chapter Three

Table 3.9: Land Use Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Major Commercial	<ul style="list-style-type: none"> • Includes a wide variety of commercial uses, some of which can have significant external effects. • Accommodates auto-related commercial uses. 	<ul style="list-style-type: none"> • Should be located along arterials or other major streets, and in areas that are relatively isolated from residential, parks, and other vulnerable uses. • Traffic systems should provide alternative routes and good internal traffic flow. • Negative effects on surrounding residential areas should be limited by location and buffering • Activities with potentially negative visual effects should occur within buildings. • Development should maintain a reasonable amount of landscaping, focused in front setbacks and common boundaries with lower-intensity uses. • Typical zoning would be B-1
Business Park/ Limited Industrial	<ul style="list-style-type: none"> • Limited industrial provides for uses that do not generate noticeable external effects. • Business parks may combine office and light industrial/research uses. 	<ul style="list-style-type: none"> • Limited industrial uses may be located near office, commercial and, with appropriate development standards, some residential areas. • Strict control over signage, landscaping and design is necessary near to low intensity uses. • A new district for business parks, including office and office/distribution uses with good development and signage standards should be implemented. • Typical zoning is B-1 or I-1.
General Industrial	<ul style="list-style-type: none"> • Permits a range of industrial enterprises, including those with significant external effects. 	<ul style="list-style-type: none"> • General industrial sites should be well-buffered from less intensive use. • Sites should have direct access to major regional transportation facilities; routes should bypass residential or commercial areas. • Developments with major external effects should be subject to Planned Development review. • Typical zoning is I-2.
Civic	<ul style="list-style-type: none"> • Includes schools, churches, libraries, and other public facilities that act as centers of community activity. 	<ul style="list-style-type: none"> • May be permitted in a number of different areas, including residential areas. • Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management. • Variable zoning.
Public Facilities and Utilities	<ul style="list-style-type: none"> • Includes facilities with industrial operating characteristics, including public utilities, maintenance facilities, and public works yards. 	<ul style="list-style-type: none"> • Industrial operating characteristics should be controlled according to same standards as industrial uses. • When possible, should generally be located in industrial areas. • Variable zoning.



Table 3.10: Land Use and Compatibility Matrix

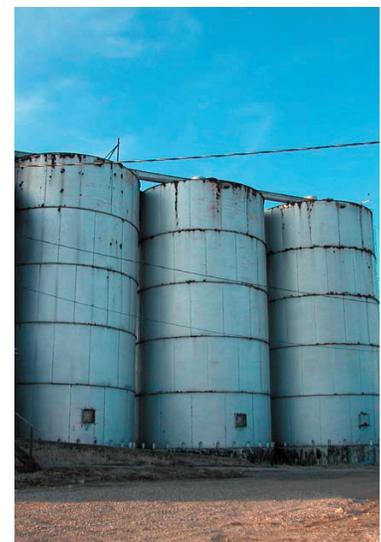
	Urban Residential	Rural Estates	Low-Density	Medium Density	Mobile Home	High Density	Neighborhood Commercial	Mixed Use	Downtown MU	Major Commercial	Business Park	General Industrial	Civic	Public Facilities
Urban Reserve	-	3	3	3	3	3	4	4	2	4	2	2	4	2
Rural Residential (< 1 unit/acre)	5	-	5	3	2	2	1	4	2	1	1	1	4	2
Low-Density Residential (1-6 units/acre)	3	5	-	4	2	2	2	4	3	2	1	1	4	2
Medium Density Residential (7-16 units/acre)	3	3	4	-	4	5	4	5	4	2	2	1	4	2
Mobile Home (7-16 units/acre)	3	2	2	4	-	5	4	4	3	4	2	2	4	2
High Density Residential (>16 units/acre)	3	2	2	5	5	-	4	5	5	3	2	1	4	2
Neighborhood Commercial	4	1	2	4	4	4	-	5	5	5	4	3	4	4
Mixed Use	4	4	4	5	4	5	5	-	5	4	3	2	4	3
Downtown	2	2	3	4	3	5	5	5	-	4	3	2	4	2
Major Commercial	4	1	2	2	4	3	5	4	4	-	4	3	3	4
Business Park/Light Industrial	2	1	1	2	2	2	4	3	3	4	-	4	2	4
General Industrial	2	1	1	1	2	1	3	2	2	3	4	-	1	5
Civic	4	4	4	4	4	4	4	4	4	3	2	1	-	2
Utilities	2	2	2	2	2	2	4	3	2	4	4	5	2	-

Land Use Compatibility

Some of the most difficult issues in plan implementation arise at boundaries where more intensive uses are proposed adjacent to less intensive uses. Table 3.10 provides a land use compatibility guide, assessing the relationships between existing land uses and providing a basis for review of proposals based on their geographic context.

Compatibility Rating Key

- 5: The proposed use is identical to existing land uses or completely compatible. Development should be designed consistent with good planning practice.
- 4: The proposed use is basically compatible with the existing adjacent use. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development.
- 3: The proposed use may have potential conflicts with existing adjacent uses that may be resolved or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. A Planned Unit Development may be advisable.
- 2: The proposed use has significant conflicts with the pre-existing adjacent use. Major effects must be strongly mitigated to prevent impact on adjacent uses. A Planned Unit Development is required in all cases to assess project impact and define development design.



Chapter Three

PROGRAM COMPONENTS: DEVELOPMENT & LAND USE

Use of Smart Growth Techniques

Residential Growth Centers

Commercial and Industrial Opportunities

A Cohesive Growth Pattern

Pre-Planned Major Streets

A Linked Greenway/Trail System

Framework for Decision-Making

An Annexation Policy



1: The proposed use is incompatible with adjacent land uses. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed uses with this level of conflict will not be permitted.

AN ANNEXATION POLICY

Wayne should implement an annexation policy incorporating areas that are experiencing development, meet state statutory requirements as urban in nature, and meet one or more criteria for incorporation into the city. The city should work with Wayne County to ensure consistent development standards for areas currently outside of Wayne's jurisdiction, but likely to be incorporated into the planning area during the next twenty years.

The city should establish an annexation policy that at the least incorporates the following criteria:

- *Areas with Significant Pre-existing Development.* Areas outside the city that already have substantial commercial, office, or industrial development are logical candidates for annexation. In addition, existing residential areas developed to urban densities (generally higher than 2 units per acre) should be considered for potential annexation.
- *A Positive Cost Benefit Analysis.* The economic benefits of annexation, including projected tax revenues, should compensate for the additional cost of extending services to newly annexed areas. The city's review policy for annexation should include the following information:
 - Estimated cost impact and timetable for providing municipal services.
 - The method by which the city plans to finance the extension and maintenance of municipal services.
 - A map showing the area proposed for annexation, the current city boundaries, the proposed boundaries of the city after the annexation, and the general land use pattern in the proposed annexation area.
 - Identification of tax revenues from existing and probable future development in areas considered for annexation.
 - Calculation of the added annual operating costs for urban services, including public safety, recreation, and utility services, offered within newly annexed areas.
 - The analysis should be structured as a ten-year operating statement. Generally, areas that reach an accrued break-even point meet an economic criterion for annexation.
- *Public Services.* In many cases public service issues can provide compelling reasons for annexation. Areas for consideration should include:
 - Parcels that are surrounded by the city limits. In these situations, city service may offer enhanced public safety service with improved emergency response times.
 - Areas served by municipal infrastructure.
 - Areas to be served in the short-term by planned improvements, including trunk sewer lines and lift stations.

A detailed phased annexation program is presented in the implementation section of this plan.

