



Superior, Nebraska *Comprehensive Plan*

Completed With the Residents of Superior

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by RDG Planning & Design



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INTRODUCTION



The Superior Comprehensive Plan is designed to provide a vision of the city's future. This plan combines an analysis of the existing conditions in and around Superior and the needs and desires of residents to create a series of actions designed to bring this vision into reality.

A PLANNING PROCESS

THE ROLE OF A COMPREHENSIVE PLAN

The comprehensive development plan for Superior has two fundamental purposes. The first provides an essential legal basis for land use regulation including zoning and subdivision control. Secondly, a modern comprehensive plan presents a unified and compelling vision for a community, derived from the aspirations of its citizens and establishes the specific actions necessary to fulfill that vision.

LEGAL ROLE

Communities prepare and adopt comprehensive plans for legal purposes. Nebraska Revised Statute 19-901 enables cities to adopt land use zoning to promote the “health, safety, morals, and general welfare of the community.” These regulations are required by state statute to be in conformance with a comprehensive plan.

Land use regulations recognize that people in a community live cooperatively and have certain responsibilities to one another. These regulations establish rules that govern how land is developed within a municipality and its extra-territorial jurisdiction. The comprehensive plan creates a vision for how a community should develop and thus should guide land use decisions.

THE COMMUNITY BUILDING ROLE

A comprehensive development plan has an even more significant role in the growth of a community. Based on the participation of residents in the planning of their community, the plan establishes a picture of Superior’s future. This vision continues to be crucial, as challenges related to population growth and economic changes affect the character of Superior. The plan is designed as a working document that both defines the future and provides a working program for realizing the city’s great potential.

THE COMPREHENSIVE PLAN: APPROACH AND FORMAT

The comprehensive plan takes a goal-oriented approach to the future development of Superior. The plan begins by identifying the city’s existing conditions need, and community vision. Based on this information a strategic vision for the city is established. The traditional sections of a comprehensive plan, such as land use, housing, infrastructure, and transportation, are organized as leading components of the city’s vision. This enables the plan to tell the story of the city’s existing opportunities and challenges while weaving those into the future vision and development of the community.





SUPERIOR TODAY

CHAPTER



This section presents information about the demographic, economic, and housing trends in Superior. It is this investigation of the current state of Superior on which forward looking strategies and recommendations will be based.

SUPERIOR TODAY

This chapter examines population and demographic trends that will affect Superior and important regional issues that will impact the quality of the city's environment.

POPULATION TRENDS

This discussion presents important changes in the characteristics and dynamics of Superior's population. Figure 1.1 summarizes the historical population change in Superior and includes Ravenna, Geneva, Red Cloud, and Nuckolls County for comparison. Figure 1.1 indicates:

- In 1960, Superior and Geneva were similarly sized cities, but while Geneva's population has remained relatively stable, Superior's has declined.
- Superior experienced a period of population growth between 1960 and 1970. This notwithstanding, the predominant trend has been one marked by a slowly declining population.
- The populations of both Superior and Nuckolls County are declining. The relative rates of decline suggest that an increasing percentage of county residents are moving out of the county or into Superior.

POPULATION CHANGE 2000 - 2010

To better understand the city's future population dynamics it is important to look at the composition of the city's population. Figure 1.2a examines the city's population in 2000 and 2010, divided into 5 year age increments or cohorts. Figure 1.2b compares the actual 2010 population with a projected population for 2010. This predicted population is determined by applying average birth and death rates to population data from 2000. The difference between actual and predicted population indicate which cohorts experienced growth (or decline) beyond natural population change. This variance from expectation is commonly attributed to residents moving into or out of the study area, a phenomenon known as migration.

- While the population has continued to decline, it is notable that the actual population is significantly greater than the projected expectation. This suggests an in-migration of residents.
- Figure 1.2a indicates a significant decrease of population between the ages of 30-44.
- In 2000 the city had fewer 20-30 year olds (2010's 30-40 year olds) and successfully attracted them back to the community during the decade resulting in an over all in-migration (Figure 1.2b).
- The attraction of new residents in their 30's resulted in a higher then predicted number of children between the ages of 5 and 9.





Figure 1.1: Population Change for Superior and Similar Cities, 1970-2010

	1960	1970	1980	1990	2000	2010	% Change, 2000-2010	Annual Growth Rate, 2000-2010
Superior	2,395	2,779	2,502	2,397	2,055	1,957	-5.0%	-0.5%
Ravenna	1,417	1,356	1,296	1,317	1,341	1,360	1.4%	0.1%
Geneva	2,352	2,275	2,400	2,310	2,226	2,217	-0.4%	0.0%
Red Cloud	1,525	1,531	1,300	1,204	1,131	1,020	-10.9%	-1.0%
Nuckolls County	8,217	7,404	6,726	5,786	5,057	4,500	-12.4%	-1.2%
Nuckolls County (Excluding Superior)	5,822	4,625	4,224	3,389	3,002	2,543	-18.0%	-1.6%

Source: US Census Bureau, 2011

Figure 1.2a : Age Composition as Percent of Total Population, 2000-2010

	2000	2010	Change 2000-2010	% of Total in 2000	% of Total in 2010	Percent Change	2000 - 2010 Growth Rate	Annual Growth Rate, 2000-2010
Under 5	107	90	-17	5.2%	4.6%	-18.9%	-1.7%	-0.5%
5 to 9	102	105	3	5.0%	5.4%	2.9%	0.3%	0.1%
10 to 14	131	104	-27	6.4%	5.3%	-26.0%	-2.3%	0.0%
15-19	131	107	-24	6.4%	5.5%	-22.4%	-2.0%	-1.0%
20-24	55	65	10	2.7%	3.3%	15.4%	1.7%	-1.2%
25-29	80	82	2	3.9%	4.2%	2.4%	0.2%	-0.5%
30-34	93	83	-10	4.5%	4.2%	-12.0%	-1.1%	0.1%
35-39	113	85	-28	5.5%	4.3%	-32.9%	-2.8%	0.0%
40-44	146	90	-56	7.1%	4.6%	-62.2%	-4.7%	-1.0%
45-49	140	133	-7	6.8%	6.8%	-5.3%	-0.5%	-1.2%
50-54	110	154	44	5.4%	7.9%	28.6%	3.4%	-0.5%
55-59	125	129	4	6.1%	6.6%	3.1%	0.3%	0.1%
60-64	130	115	-15	6.3%	5.9%	-13.0%	-1.2%	0.0%
65-69	121	115	-6	5.9%	5.9%	-5.2%	-0.5%	-1.0%
70-74	141	134	-7	6.9%	6.8%	-5.2%	-0.5%	-1.2%
75-79	128	97	-31	6.2%	5.0%	-32.0%	-2.7%	-0.5%
80-84	110	122	12	5.4%	6.2%	9.8%	1.0%	0.1%
85+	92	147	55	4.5%	7.5%	37.4%	4.8%	0.0%
Total	2055	1957	-98	100.0%	100.0%	-5.0%	-0.5%	-1.0%

Source: US Census Bureau, 2011

Figure 1.2b: Migration, 2000-2010

	Predicted	Actual	Migration
Under 5	86	90	4
5 to 9	76	105	29
10-14	107	104	-3
15-19	102	107	5
20-24	130	65	-65
25-29	130	82	-48
30-34	55	83	28
35-39	79	85	6
40-44	92	90	-2
45-49	111	133	22
50-54	142	154	12
55-59	133	129	-4
60-64	102	115	13
65-69	110	115	5
70-74	107	134	27
75-79	89	97	8
80-84	89	122	33
85+	123	147	24
Total	1,863	1,957	94

Source: US Census Bureau, 2011; RDG Planning and Design, 2012

Figure 1.3: Projected Population: 2010 - 2030

	2010	2015	2020	2025	2030
Natural Growth Rate	1,957	1,822	1,724	1,648	1,589
5% Migration	1,957	1,867	1,811	1,775	1,754
14% Migration	1,957	1,949	1,974	2,019	2,083
16% Migration	1,957	1,968	2,011	2,077	2,162

Source: US Census Bureau, 2011; RDG Planning and Design, 2012

- Many communities experience out migration among those in their late-teens to early-20s, as they leave to attend college and begin careers.
- The city's in-migration appears to be strongest among middle-aged and older adults, suggesting that Superior has amenities which might appeal to retiring adults.

POPULATION PROJECTIONS

Projecting Superior's population is the first step in understanding the future land use and community service needs and policies. By evaluating Superior's historic population and economic trends, a projected future population can be formulated. Figure 1.3 provides insight into the city's natural population change and population growth scenarios.

- Over the last 20 years the city's population has continued to decline. Much of this decline has been due to an aging population.
- Between 2000 and 2010 natural population change would have indicated that the city's 2010 population should have been approximately 1,863. To reach a population of 1,957 the city actually experienced a 5% in-migration.



- The city's aging population is a significant hurdle to future population growth. In the next ten years the city will have to nearly triple its in-migration rate to 14% for an even moderate population growth.
- If community goals can be reach and strategic policies implemented the city could reach a 2030 population of 2,083 based on a 14% in-migration, reversing historic population losses.

ECONOMIC TRENDS

EMPLOYMENT

Employment within a community can be assessed in two different ways. One is based on employment by occupation, while the other is based on employment by industry. Employment by occupation describes the kind of work a person does on the job, as opposed to the type of industry an individual works in, which relates to the kind of business conducted by a person's employer. For example, a person might be an accountant (their occupation) for a major manufacturer (the industry).

Figures 1.4 and 1.5 summarize Superior's employment trends. The data presented in these tables represent the estimates gathered through the 2000 US Census and 2010 American Communities Survey.

- Superior's job market has a broad range of occupations. The largest occupational sectors are:
 - » Office and administrative support occupations (15%)
 - » Healthcare support, practitioner and technical occupations (14%)
 - » Sales and related occupations (12%)
 - » Production occupations (10%)
- The median annual wage in Superior is approximately \$19,444.
- The highest paying occupations are related to the practice of healthcare and other technical professions at \$56,667 a year.
- Building and grounds cleaning and maintenance are the lowest paying occupations, with a reported median wage of \$5,250 a year.

Figure 1.4 : Employment by Occupation, 2000-2010

Occupation	2000 Jobs	2010 Jobs	% of Jobs	Change	% Change	2010 Median Earnings
Management, business, and financial occupations	70	51	6.5%	-19	-27%	\$40,104.00
Computer, engineering, and science occupations	11	9	1.2%	-2	-18%	**
Education, legal, community service, arts, and media occupations	83	68	8.7%	-15	-18%	\$22,188.00
Healthcare practitioner and technical occupations	49	32	4.1%	-17	-35%	\$56,667.00
Healthcare support occupations	46	74	9.5%	28	61%	\$18,989.00
Protective service occupations	7	5	0.6%	-2	-29%	**
Food preparation and serving related occupations	60	9	1.2%	-51	-85%	\$20,625.00
Building and grounds cleaning and maintenance occupations	55	51	6.5%	-4	-7%	\$5,250.00
Personal care and service occupations	31	33	4.2%	2	6%	\$15,625.00
Sales and related occupations	138	90	11.5%	-48	-35%	\$10,769.00
Office and administrative support occupations	135	120	15.4%	-15	-11%	\$20,449.00
Farming, fishing, and forestry occupations	21	24	3.1%	3	14%	\$16,607.00
Construction and extraction occupations	48	40	5.1%	-8	-17%	\$17,000.00
Installation, maintenance, and repair occupations	50	44	5.6%	-6	-12%	\$18,906.00
Production occupations	65	74	9.5%	9	14%	\$25,000.00
Transportation occupations	48	56	7.2%	8	17%	\$17,778.00
Material moving occupations	23	0	0.0%	-23	-100%	**
Total	940	780		-160	-17%	\$19,444.00

Source: US Census Bureau, 2011



Figure 1.5: Employment by Industry, 2000-2010

Industry	2000 Jobs	2010 Jobs	Change	Percentage Change
Agriculture, forestry, fishing, and hunting	55	67	12	21.8%
Mining	0	0	0	**
Construction	68	28	-40	-58.8%
Manufacturing	70	60	-10	-14.3%
Wholesale Trade	17	14	-3	-17.6%
Retail Trade	164	124	-40	-24.4%
Transportation, warehousing, and utilities	49	40	-9	-18.4%
Information	38	28	-10	-26.3%
Finance, insurance, real estate, and rental/leasing	46	63	17	37.0%
Professional, scientific, and technical services	29	16	-13	-44.8%
Management of companies and enterprises	0	0	0	**
Waste management services	24	21	-3	-12.5%
Educational, health, and social services	250	262	12	4.8%
Arts, entertainment, and recreation	4	0	-4	-100.0%
Accommodation and food services	55	20	-35	-63.6%
Other services	61	30	-31	-50.8%
Public Administration	10	7	-3	-30.0%
Total	940	780	(160)	(17%)

Source: US Census Bureau, 2011

Figure 1.6: Income Distribution for Households by Percentage

	Under \$15,000	\$15,000 - 24,999	\$15,000 - 24,999	\$15,000 - 24,999	\$50,000 - \$74,999	Over \$75,000	2010 Median Income
Superior	16.8%	26.9%	21.5%	10.7%	15.4%	8.6%	\$28,405
Ravenna	18.0%	13.8%	14.8%	14.4%	21.9%	17.0%	\$37,833
Geneva	17.4%	12.4%	17.8%	12.9%	24.7%	15.0%	\$37,679
Red Cloud	19.7%	23.1%	9.0%	24.2%	13.2%	10.7%	\$33,077
Nuckolls County	14.7%	21.5%	18.2%	15.7%	17.7%	12.2%	\$31,761

Source: US Census Bureau, 2011

- Between 2000 and 2010, 160 jobs were lost. The greatest decline occurred in:
 - » Food preparation and serving related occupations (51 jobs)
 - » Sales and related occupations (48 jobs)
 - » Material moving occupations (23 jobs).
 - » Management, business, and financial occupations (19 jobs)
- While the employment market shrank in Superior between 2000 and 2010, jobs were gained in:
 - » Healthcare support occupations
 - » Production occupations
 - » Transportation occupations
- The educational, health, and social services sector is the largest employer in Superior accounting for 33.6% of employment. Superior is home to Brodstone Memorial Hospital, which serves much of the surrounding area. The next largest occupational employment area is retail trade, which accounts for nearly 16% of Superior's jobs.
- The dominance of these particular fields of employment in the job market reinforces Superior's function as a regional center for medical care and commerce.





Figure 1.7: Retail Gap Analysis, in Millions of Dollars

	Retail Sales	Consumer Demand	Gap/Surplus
Superior	40.8	28.5	12.3
Ravenna	61.8	19.0	42.8
Geneva	24.8	30.2	-5.4
Red Cloud	12.5	16.2	-3.7
Nuckolls County (excluding Superior)	24.7	37.6	-12.9

Source: Claritas Inc., 2012

Figure 1.8: Change in Housing Occupancy Indicators

	2000	2010	Change 2000-2010	%Change 2000-2010
Total Housing Units	1,126	1,074	-52	-4.6%
Owner Occupied Units	756	662	-94	-12.4%
% Owner Occupied Units	67.1%	61.6%	--	-5.5%
Renter Occupied Units	223	233	10	4.5%
% Renter Occupied Units	19.8%	21.7%	--	1.9%
Vacant Units	143	179	36	25.2%
Vacancy Rate	12.7%	16.7%	--	4.0%
Median Value	\$34,900	\$53,900	\$19,000	54.4%
Median Contract Rent	\$225	\$278	\$53	23.6%

Source: US Census Bureau, 2011

INCOME AND RETAIL SALES

Table 1.6 describes the income distribution for Superior, similar communities, Nuckolls County, and the State of Nebraska.

- Superior contains a smaller proportion of higher income households and a larger proportion of lower income households than many of the communities listed.
- Superior has the lowest median income of all the geographies evaluated.
- Approximately 75% of the city's households earn less than the state's median income of \$49,342.
- While the average job pays \$19,444 (Figure 1.4) the city's median household income is \$28,405 illustrating the demands of two income households and the city's aging population on fixed incomes.

Table 1.7 compares the city's consumer expenditures with retail sales. The gap or surplus between these two identifies areas where the city is an importer (surplus) or exporter (gap) of retail dollars. If sales are greater than consumer expenditures, the city is an importer of retail dollars from outside the city and vice versa.

- Residents in Superior fulfill a majority of their consumer needs within Superior. This is due to the relative significant distance between it and the next commercial center.
- Superior is an importer of over \$12 million in retail sales, indicating its importance as a commercial center for the more rural surrounding communities.
- Although Ravenna would appear to be a more significant commercial center, a large portion of its imported retail dollars relate to its role as a resting point for the operators of trains on the BNSF railway.

HOUSING TRENDS

The expense, nature, and disposition of a community's housing stock are some of its defining characteristics. As part of a comprehensive planning process, it is important to consider whether the existing housing stock is adequately meeting the needs of the community. Additionally, tracking data on housing tenure, median value/rent, and price relative to income can help reveal important information about a community's current economic trajectory.

Figure 1.8 considers the total number of housing units in Superior as well as relevant information about residential vacancy, whether occupants are renting or owning their house, and the median expense or value. The table compares estimated values from 2000 and 2010 to assess change over time in these indicators.

- Over the past 10 years, the total number of housing units decreased by 4.6%
- This, combined with increasing vacancy rates and a growing number of residences that are occupied by renters, potentially suggests a broad pattern of disinvestment in the housing stock.
- That said, median property values and median contract rents have escalated at a pace significantly greater than inflation. This suggests that there may be a relative premium placed on well-maintained and managed residential units.

Figure 1.9 compares Superior to similar communities on the basis of the prevalence of owner-occupied housing and median housing value. In many cases, rates of home-ownership are seen as a proxy for the willingness of residents to make a long-term investment in the community.

- Although it has one of the lowest median home values of any of the comparable cities, Superior ranks roughly in the middle the pack in owner occupancy.

Figure 1.10 compares these same communities on the basis of the home value to income ratio, a commonly used measure of the affordability of a place's housing market.

- A value-to-income ratio between 2.5 and 3 suggests a self-sustaining housing market with adequate values and revenue to support new market rate construction.
- Owner-occupied housing that costs between 2 and 2.5 times a household's yearly income is considered affordable. Homes priced above this range can mean that housing costs are greater than what many in the market can afford.
- Superior has a value-to-income ratio of 1.9, suggesting that the housing stock is significantly undervalued relative to local income levels.
- An undervalued market can impede new construction. Individuals and contractors may choose not to build if the home cannot be assessed at or above construction cost.

COMMUTING CHARACTERISTICS

Figure 1.11 illustrates the average commute time for Superior residents, and residents in other similar locations. The estimated average commute time for Superior residents was 14.7 minutes. This suggests that a large number of residents work inside the community and the area's immediately adjacent. Assuming an average travel speed of 40 miles per hour, Superior residents travel an average of 9.8 miles to work.

Figure 1.9: Comparative Housing Trends, Superior and Other Communities, 2010

	% Owner-Occupied	Median Value
Superior	61.6%	\$53,900
Ravenna	54.6%	\$84,200
Geneva	64.9%	\$76,100
Red Cloud	59.7%	\$43,700
Nuckolls County	67.0%	\$54,200

Source: US Census Bureau, 2011

Figure 1.10: Income to Home Value Ratio

	2010 Estimated Median Household Income	2010 Estimated Median House Value	Value to Income Ratio
Superior	\$28,405	\$53,900	1.90
Ravenna	\$37,833	\$84,200	2.23
Geneva	\$37,679	\$76,100	2.02
Red Cloud	\$33,077	\$43,700	1.32
Nuckolls County	\$31,761	\$54,200	1.71

Source: US Census Bureau, 2011

Figure 1.11: Commuting Patterns for Superior and Other Comparable Communities, 2010

	Average Travel Time to Work, in Minutes	% Who Used Active Modes of Transportation (Walking/Biking)
Superior	14.7	3.2%
Ravenna	14.0	5.8%
Geneva	10.8	3.2%
Red Cloud	9.2	12.9%
Nuckolls County	14.7	4.1%

Source: US Census Bureau, 2011





THE SUPERIOR ENVIRONMENT

CHAPTER

2



This section considers and evaluates Superior's natural and built environment. It reviews such components as the natural setting, land use, transportation, and condition of public facilities and infrastructure.

THE SUPERIOR ENVIRONMENT

THE PHYSICAL AND NATURAL ENVIRONMENT

Each community has distinctive assets and features that can strengthen it if used to their greatest advantage. A comprehensive plan should consider the underlying structure and order of the community as well as its basic systems, such as land use and infrastructure. This environmental structure helps define the town's sense of place and inner harmony, and can build a vision for the future that grows from intrinsic character. In addition to satisfying population forecasts and land needs, the Superior land use plan is also designed to respond to the city and surrounding area's physical character.

Superior's physical characteristics are defined by a series of rolling plains and prairies. These expanses are defined largely by agriculture and the many tributaries of the Republican River, flowing just south of the city proper. These tributaries create a series of irregular shaped plains and low-lying areas of drainage, and a landscape that is well suited for livestock and agriculture, such as corn, wheat, alfalfa, and soybeans.

HISTORICAL DEVELOPMENT OF SUPERIOR

Superior's early development grew from the 1871 homesteads of William Loudon and Louis Crabil. Although they originally called the settlement Riverton, they eventually settled on the name Superior, in reference to the superior quality of the land in the area. Throughout the latter decades of the 19th century, the town rapidly grew to be home to over 1,500 peo-

ple, and a regional center for cattle trading and manufacturing. This early development was set within the originally platted grid of city streets and residential alleys, a system which remains relatively intact today.

Superior began the 20th century as a significant center of commerce, served by five different railroads, and while development continued well through the middle of the century, population growth began to stagnate and eventually decline. As a result, much of the automobile era-development, like that of the era before it, is constrained within the historic street grid of Superior. In fact, only a small number of fairly contemporary commercial and industrial sites in the south-east corner of town have been designed in the typical suburban automotive strip style of development.

SUPERIOR'S LAND USE PATTERNS

Land use is typically the central element of a comprehensive plan because it establishes the overall physical configuration of the city – the mix and location of uses and the nature of the community systems that support them. Because the land use plan is a statement of policy, public and private decision makers depend on it to guide individual actions such as land purchases, project design, and the review and approval process.



LAND USE CHARACTERISTICS

Figures 2.1 and 2.2 show how land is used in and around Superior, while Figure 2.3 compares land use in Superior to peer communities.

Residential Uses

Like many rural communities, residential uses account for a significant portion of the developed land within Superior.

Although Superior offers a range of housing choices, from single family homes on large lots to apartments, the vast majority of residential land (90%) is developed as single-family housing styles. Overall, Superior's residential patterns are a much lower density than comparable communities (Table 2.3). Reasons for this may vary, but most likely the larger parcels on the northern portion of the city and decreasing population account for this change. While the city's total area has remained the same over the past decades the number of people occupying that land has decreased.



Figure 2.1: Current Land Use Within Superior

Land Use	Acreage	Percent of Total
Agriculture/Open Space	110.0	9.28%
Office	0.8	0.06%
Retail	13.9	1.17%
Restaurant/Entertainment	5.1	0.43%
Service	66.4	5.60%
Auto Services	11.1	0.94%
Business Park	1.0	0.08%
Commercial Rec.	0.6	0.05%
General Industrial	7.5	0.63%
Lt. Industrial/Warehousing	35.0	2.95%
Salvage	20.6	1.74%
Schools	24.8	2.10%
Public-Semi Public Facility	40.6	3.43%
Civic	0.4	0.03%
Park & Recreation	58.3	4.92%
Rural Residential	0.8	0.06%
Single-Family	351.6	29.67%
2-4 Family	1.2	0.10%
Multi-Family	1.8	0.15%
Mobile Home	3.3	0.28%
Vacant Building	20.2	1.71%
Vacant Lot	115.0	9.70%
Right of Way	295.1	24.90%
Total	1185.1	100.00%

Source: RDG Planning & Design, 2012

Figure 2.2: Current Land Use in Extra-Territorial Jurisdiction

Land Use	Acreage	Percent of Total
Agriculture/Open Space	620.2	74.91%
Retail	80.2	9.68%
General Industrial	2.8	0.34%
Public-Semi Public Facility	33.1	4.00%
Rural Residential	53.8	6.50%
Single-Family	37.8	4.56%
Total	828.0	100.00%

Source: RDG Planning & Design, 2012

Looking at the area beyond the immediate city limits of Superior, the dominant residential land uses become agriculture and low-density developments on large lots or farmsteads. The city will need to continue to work closely with Nuckolls County to ensure consistent land use patterns and development that avoid negative impacts on existing developments. This is especially important as it relates to stormwater runoff and floodplains.

Commercial Uses

Compared with similar communities, Superior has a much higher rate of developed area dedicated to commercial uses. Superior's distance to large commercial centers, as compared to the communities in Table 2.3, means the city likely keeps more local commercial dollars and even attracts a significant amount of regional retail spending.

Over 60% of the land devoted to Superior's commercial market is used for retail and service commercial businesses. Broadly speaking, these establishments are concentrated in the downtown core and on some large-scale sites along Highway 8.

Industrial Uses

More recently, Superior has placed a new priority on light industrial and manufacturing businesses with the implementation of programs designed to attract new corporate tenants to town. These programs include the creation of the Kottmeyer Business Park, a utility deposit guarantee program, and business incentives financed through the city's LB840 economic development funds. Superior also serves as a regional center for the agricultural industry, as home to the operations of Agrex, Inc. and Aurora Co-Op.



As new businesses come to Superior, consideration should be given to their site design and location. These facilities will be visible from heavily traveled roads and make an important statement about the community and the level of value it places on creating a quality built environment for its residents.

Public and Semi-Public Uses

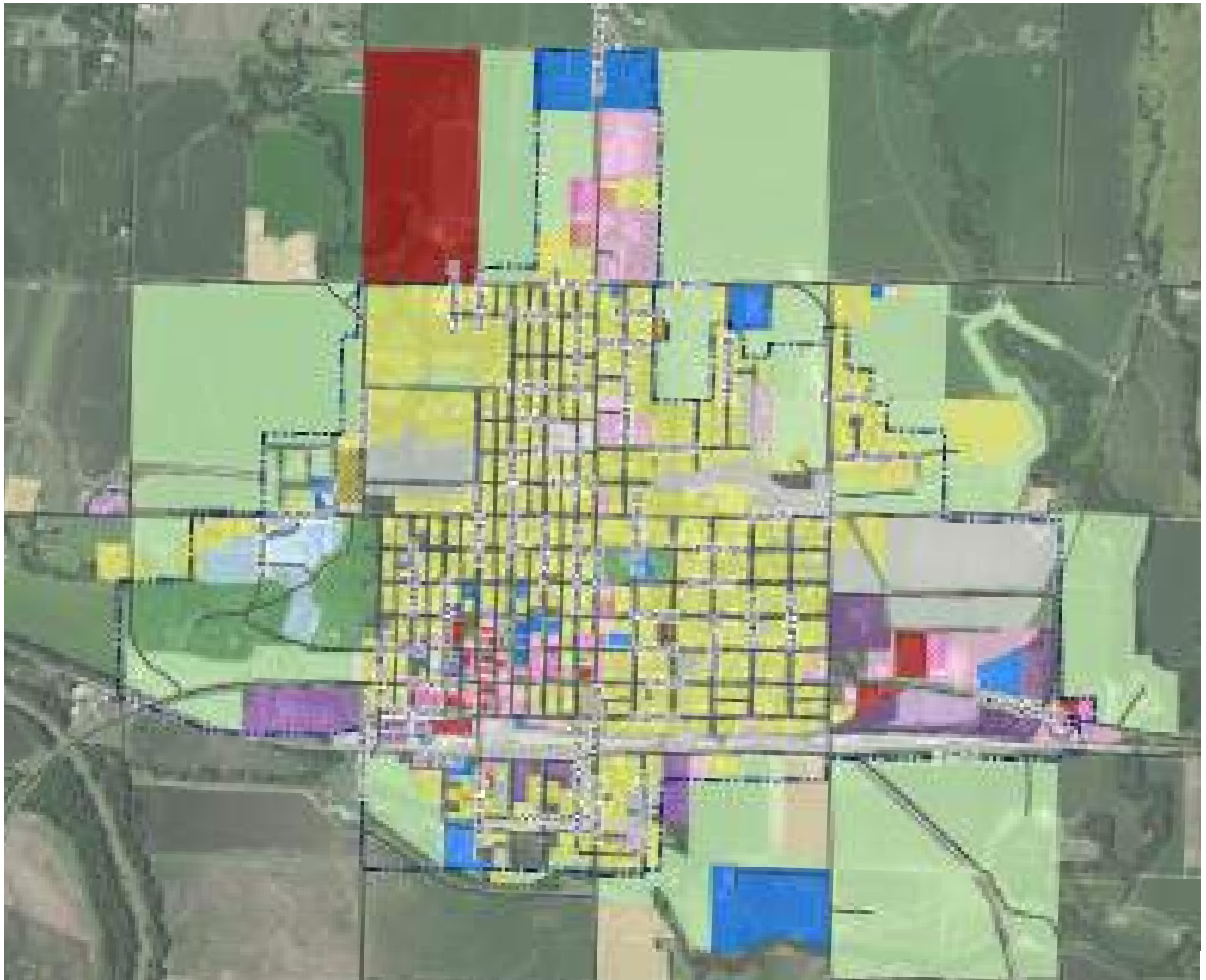
Superior features a number of large areas of public and semi-public use including Broadstone Memorial Hospital, and the properties owned by Superior's public schools. Many of these land uses represent the elements most essential to the quality of life enjoyed by residents of Superior, and are attributes that distinguish it from other nearby cities.

- **Broadstone Memorial Hospital.** Broadstone Memorial Hospital is located on 2.5 acres near the center of Superior. Given as a gift in 1928 by Evelyn Broadstone Vestey and her brother Lewis, the hospital has continued to grow, prosper and provide healthcare services to the people of South Central Nebraska and North Central Kansas.

Figure 2.3: Comparative Land Use per 100 Residents

Land Use	Superior, NE	Central City, NE	Ravenna, NE	Gothenburg, NE
Residential	20.1	11.8	12.8	6.6
Commercial	6.8	1.7	0.9	1.6
Industrial	4.9	2.9	20.0	9.6
Civic	5.1	1.8	14.1	3.9
Parks and Recreation	8.6	0.6	5.9	1.5
Transportation	15.1	13.4	10.0	6.4
Total Developed Area	60.6	32.1	63.7	28.9

Source: RDG Planning & Design, 2012

Map 2.1: Existing Land Use

Rural Residential	Retail	Commercial Recreation
Single Family	Restaurant/Entertainment	Schools
2-4 Family	Office/Service	Public or Semi-Public Facility
Multi Family	Automotive Services	Civic
Mobile Home	Business Park	General Industrial
Agricultural/Open Space	Vacant Lot	Salvage
Parks and Recreation	Vacant Building	Light Industrial/Warehousing

- **Superior Public Schools.** Superior's public schools are housed at a single 13.25 acre site on West 8th Street. This site includes the elementary school, the junior and senior high, and district administration as well as a number of athletic facilities. Additional facilities used by the district's athletic programs are housed within Lincoln Park, which is immediately to the south of the school property.



SUPERIOR'S PARKS AND PUBLIC FACILITIES

The residents of Superior are served by a wealth of parks and other public facilities, each of which contributes an important service to the public health and civic life of the city. These features are reviewed below, each with a brief description of their current amenities and maintenance needs.

PARKS AND RECREATION

Overall Superior provides an excellent level of services for park and recreation facilities. Based on a sampling of 33 cities within the Central Plains, Superior's 8.6 acres per 100 people is more than double the 3.3 acres per 100 average provided by the sample. While the city only has two parks, these parks are larger and located on opposite sides of the city, providing easy access for all residents. Any residential growth should include good sidewalks and easy access to these parks.

- **Lincoln Park.** Lincoln Park is a 60 acre public park in the southwest quadrant of Superior, immediately to the south of the site of Superior's junior and senior high schools. The park offers 20 concrete pad camping sites, catch and release fishing, disc golf, and a range of other sporting facilities. Recent improvements have included the basketball and volleyball courts, horseshoe pits, and aerator fountain in the pond. A new softball/little league field is under construction and should be completed in 2013. The new field will include new concessions and bathrooms.

The park maintenance shop is located in Lincoln Park. The building is approximately 15 years old and in good condition. Future projects for the park should include trail improvements and access to a community wide trail loop. Additional camper pads may also be added to the highly popular campsite.

- **City Park.** City Park is 7.5 acres in size and spans two city blocks in central Superior. Its amenities include a flexible sports playfield, walking paths, playground equipment, and a band shell. The site is also home to the Nuckolls County Historic Society museum and Superior's public pool. Adding pedestrian-scale lighting around the edge of the site would help to create an additional amenity, solidifying the park's disparate elements as a unified place and inviting residents to stroll around its perimeter.



- **Superior Public Pool.** Originally constructed in 1948, Superior's public pool has recently undergone major renovation to remedy ongoing maintenance issues stemming from a leak originally discovered and repaired in 1983. The pool itself was sandblasted and repainted in 2009, and the decks resurfaced in 2011. Ongoing repair and maintenance items include the bathhouse plumbing and the mechanical stability of the pools chlorination system which was last replaced in 1990.
- **Superior Country Club.** The Superior Country Club is a highly popular city owned facility located approximately two miles north of Superior. The 9-hole course includes a driving range, practice green, and a new club house. The clubhouse is in excellent condition and available for rentals and special events.



PUBLIC FACILITIES

Public Safety Building:

Superior's Public Safety Building was originally constructed in 1972 and houses police, fire, and EMT services for the City of Superior. Space is a concern, but the building is in good condition and could serve for another 20-25 years.

The facility has a two car garage, two offices and jail cells used for holding suspects until they can be transferred to Webster County. Interrogation space is a challenge, as there is not a private area available for interviews. Although the designated evidence storage area is in the basement, one of the two holding cells is occasionally used as temporary evidence storage or as an interview room. The police department has 5 vehicles available (4 cars and one 4-wheel-drive truck). Several vehicles will require near-term replacement.



Emergency Services:

The City of Superior has a very active volunteer fire department. The 40-member department elects a chief from among their ranks and consistently provides protection within the city and rural areas, and responds to mutual aid calls. The city and rural fire departments together own a ladder truck, pumper trucks, hazmat trailer, tanker, Jaws of Life, and grass rigs.

Superior also offers citizens of the city and surrounding area basic ambulance service. This service is staffed and operated by local volunteers and dispatched by the Nuckolls County 911 center. The two ambulances used by the service are housed in the same facility as the fire department.



Superior Public Library

The Superior Public Library is located on the edge of the downtown along North Kansas Street. The building was built in 1996 and is generally in good condition. In addition to the collection, the facility includes a meeting space that will accommodate up to 40 people. The library provides services to all residents living within Superior and for a small fee non-residents may purchase a library card. In addition to the traditional items in circulation the library has genealogy resources, inter-library loan, public computers, wireless internet access, story time and summer reading programs, outreach programs to seniors, and delivery services for shut-ins.



Superior Public Schools

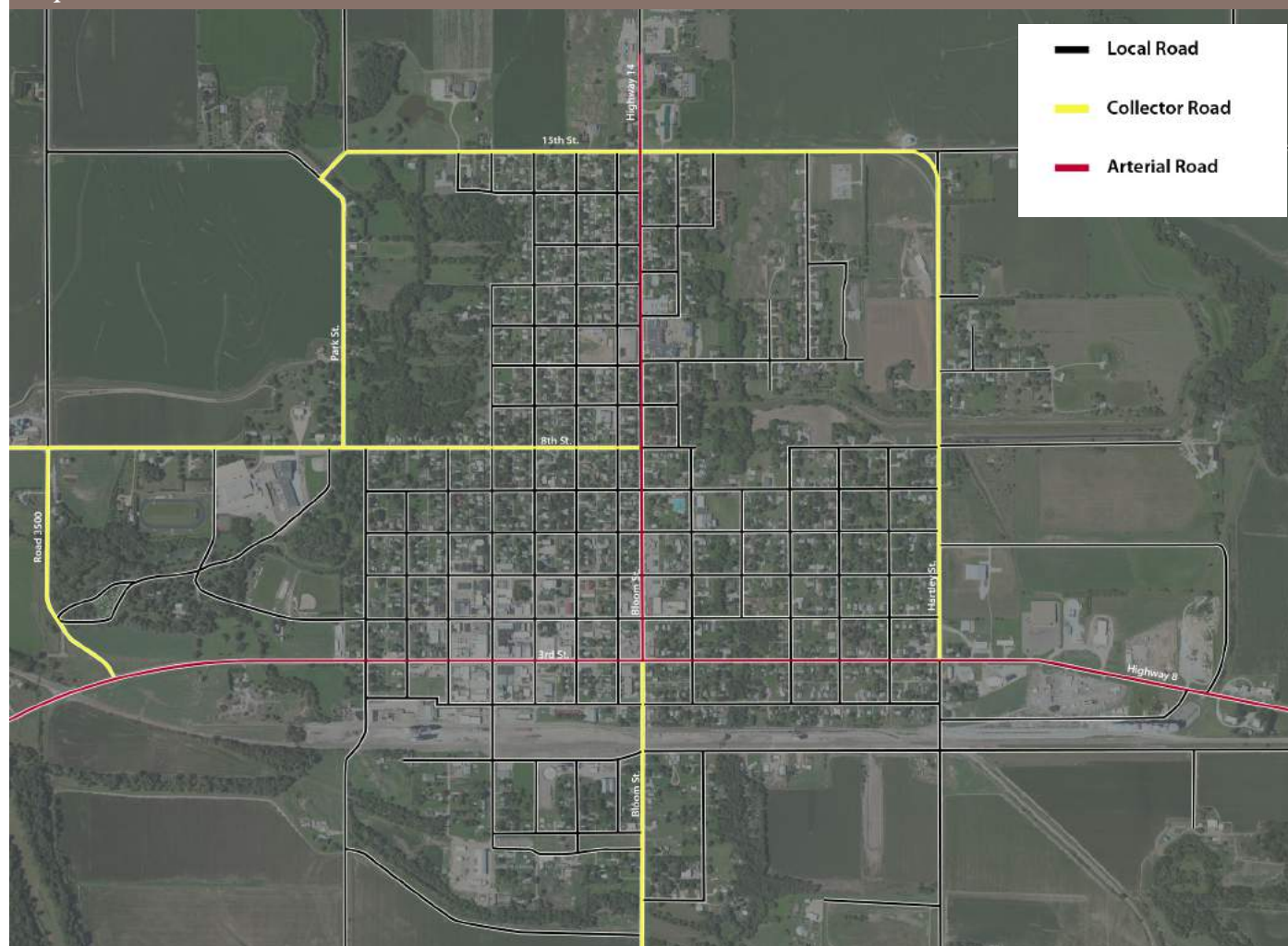
Superior Public Schools are located on a central campus at 601 West 8th Street. The district serves residents in a 262 square mile area around Superior in Nuckolls, Webster and Thayer Counties. The campus is composed of three main facilities. The first of these is the High School which opened in 1963 as a 9-12 grade facility. In 1983 an addition was completed and junior high students moved to the campus. Finally in 2001 a new elementary school was opened and the North and South Ward schools closed. The facilities are in good condition. The elementary school bond issue allowed the district to make some campus wide improvements, including technology, window replacement, and sprinklering all buildings. A new bus barn has also been added to the campus and occupied in the 2012-2013 school year.

Enrollment has consistently remained at around 425 for the last several years. An aging population could be one of the districts most challenging issues in the coming decades. Current enrollment in the elementary school would indicate that enrollment should remain at current levels in the near term. Generally facilities are in good condition and should meet community needs.

Evergreen Cemetery

Evergreen Cemetery is owned and maintained by the City of Superior and governed by the Park and Cemetery Board. Located on the northern edge of the city it is divided equally by Highway 14. The chapel, located on the East Side, will accommodate up to 40 people and has been recently renovated. Overall the facility is in good condition, needing routine maintenance and possibly additional trees in the West Side.

Map 2.2: Road Classifications



TRANSPORTATION AND INFRASTRUCTURE

TRANSPORTATION

Superior is served by three primary transportation systems: the network of local roads and regional highways, rail lines, and the Superior Municipal Airport.

Roads:

Circulation within Superior is supplied by three primary types of roads:

- **Local Streets.** These are roads which serve to move traffic within small areas of the city and provide specific site access for the majority of parcels in Superior.





- **Collectors.** These are roads which move traffic between adjacent districts of the city and which move local traffic to arterial roads.
 - » 8th Street
 - » 15th Street
 - » Lincoln Park Road
 - » North Park Street
 - » Idaho Street, South of 3rd Street
 - » Hartley Street
- **Arterials.** These are roads which move traffic across and through the city.
 - » Nebraska State Highway 15
 - » Nebraska State Highway 8

Though they were built, in no small measure, to serve automobiles, each of these types of roads serve additional users including bicyclists and pedestrians, and these users should be considered with equal standing to cars in future street designs and upgrades. The city may also wish to extend these considerations to golf carts, personal mobility vehicles, and even appropriate ATV type vehicles.

Railroads:

Freight service is provided in Superior by the BNSF Railway Company 5 days a week. The city serves as a crew change point and is the location for empty grain trailers to load out to serve several places in Nebraska. Union Pacific also runs three freight trains weekly.

Amtrak provides passenger rail service in Hastings, 60 miles northwest of Superior. Service is provided once daily east to Chicago and west to Denver and San Francisco/Oakland. Travel time is 13.5 hours to Chicago, and 45 hours to the west coast.

Superior Municipal Airport:

The airport is owned by the city and operated through an Airport Authority Board and an on-site manager. The facility accommodates approximately 6 to 12 take-offs and landings a week. Meyers Air Service is based out of the facility as a fixed-base operator. The 1950s era building on-site was remodeled in 2011 with the cost split between Meyers and the City of Superior. The airport's runway is in good condition and is currently used for VOR approach, but should have a GPS approach system in place by the end of 2012. The hangers on site are individually leased to aircraft owners including general aviation operators and crop dusting services. The airport authority owns approximately 200 acres on the site, much of which is leased to local farmers for cultivation.

INFRASTRUCTURE

The infrastructure of Superior was reviewed and assessed within the context of a utility system master plan (USMP) in 2005. The following is a summary of the recommendations generated by that report.

Water System:

- Explore the possibility of a new well field immediately south and east of the existing city wells. Although the wells may not be needed for several years, by identifying a location for future wells the site can be protected and available when the need arises.
- Complete recommended water distribution and supply improvements identified in the 2005 Utility System Master Plan study.
- Consider implementing a valve replacement program.

Sanitary System:

- Complete the improvements recommended in the 2005 Utility System Master Plan Study.
- Consider completing a detailed manhole defect investiga-



tion on the existing manholes within the system.

- Disconnect the sanitary system from the existing area inlet north of the implement dealership to prevent storm water inflow from entering the sanitary collection system.

Storm Sewer:

- Proceed with the primary improvement identified in the 2005 Utility System Master Plan Study. This will help eliminate the drainage problem at 5th Street and Central Avenue and reduce the storm water that runs along Central Avenue in the downtown.
- The balance of identified recommendations from the USMP can be implemented with a phased approach.

Natural Gas System:

- The existing system should be replaced with a new system over the next five years. Work has recently been completed on some gas lines and mains, and this process should continue.
- The existing 18 ounce pressure system is the element of the system in the worst condition and should take priority in the replacement time line.
- The balance of recommendations should be completed in a timely manner as outlined in the USMP.

Electrical System:

- Implement specific upgrades as outlined in the 2005 Utility System Master Plan study as they relate to updates and reliability improvements.
- Work to establish a phased improvement program, so that future rebuild projects are of a manageable size and cost.
- Ensure that substations are retrofitted to prevent unintentional pollution during failures and catastrophic events and conform to the EPA's Oil Spill Prevention, Control, and Countermeasure (SPCC) plan.

Conclusion:

The infrastructure of Superior is, generally, in good to fair condition. The Utility System Master plan notes that the most significant factor affecting all systems are their age. Beyond the recommendations provided by that report, regular inspection, repair and maintenance will be essential to ensuring the future robust function of all utility and infrastructure systems. The city should regularly budget for replacement and improvement of aging systems within a six year capital improvement budge.

ENERGY AND SUSTAINABILITY

This section evaluates Superior's metrics relating to energy consumption relative to communities statewide. In addition, programs and policies which help to improve sustainability and resource conservation are addressed.

Nebraska is fortunate to have low-cost access to a wide range of both conventional and renewable energy resources. In part, this is a result of Nebraska's system of public utility districts. Since these districts operate in the public interest rather than under the motivation of profit, they are frequently more willing to reinvest in their infrastructure and energy innovation. This also enables the management of a utility to be more responsive to the needs and desires of their customers, since they will, more often than not, be members of the same community.

For the purposes of this chapter we will consider Superior's energy usage in the context of its three primary sectors of land use: residential, commercial, and industrial. For these three sectors, a net total or net energy consumption (less electrical system energy losses) is provided to indicate the energy actually consumed. In addition, energy consumed in the generation, transmission, and distribution of electricity (electrical system energy losses) is allocated to each sector based on the electricity consumed. Thus, total energy consumption represents the energy consumed as well as that used to provide electricity to the sector.



ENERGY USE BY SECTOR

Residential:

The residential sector consists of private households. Energy is consumed primarily for space heating, water heating, air conditioning, refrigeration, cooking, clothes drying, and lighting. Fuel used for motor vehicles by household members is included in the transportation sector.

In 2010, nearly half (46.9%) of the Nebraska residential sector's energy needs were met by natural gas. Slightly over 40% (40.2%) of the energy consumed in the residential sector was electricity, 10.0% were petroleum products, and 3.0% was renewable energy. According to the 2010 American Community Survey, 65% of Nebraska's households use natural gas for home heating, 23% use electricity, 8% use propane, 1.5% use wood, 0.77% use heating oil, 0.01% use coal, and 0.02% use solar energy.

In Superior, residential customers consumed 9.9 million kilowatt hours of electricity in the past year and 47,390 cubic feet (473.9 CCF) of natural gas.



Commercial:

The commercial sector consists of nonmanufacturing business establishments. Included are hotels, motels, restaurants, wholesale businesses, retail stores, laundries, and other service enterprises; health, social, and educational institutions; and federal, state, and local governments. Streetlights, pumps, bridges, and public services are also included. Examples of common uses of energy in the commercial sector include space heating, water heating, refrigeration, air conditioning, and cooking. Fuel used in motor vehicles for commercial purposes is included in the transportation sector.

In 2010, almost all (94%) of the Nebraska commercial sector's energy needs were met by natural gas and electricity. Petroleum products made up 3.8% of the energy consumed in the commercial sector, with 1.8% being renewable energy. From 2009 to 2010, commercial sector net energy use increased 1.9% to 68.8 trillion British thermal units (Btu). Total energy use in the sector increased 1.9% to 143.8 trillion Btu. Petroleum use increased 13.9% although it comprises only 3.8% of the energy used by the commercial sector. Renewable energy use increased 7.9% and electricity use increased 2.3% from 2009, while natural gas use increased 0.3%.

In Superior, commercial customers used 7.7 million kilowatt hours of electricity in the past year, and 22,160 cubic feet (221.6 CCF) of natural gas. This electrical figure represents commercial customers (7.3 MkW), rural customers (0.2 MkW), and the city (0.2 MkW). The natural gas figure represents both commercial customers (215.1 CCF) and the city of Superior (6.5 CCF).



Industrial:

The industrial sector consists of manufacturing, construction, mining, agriculture, and forestry organizations. Energy used by this sector to transport products to market or inputs to the organizations is included in the transportation sector.

In 2010, almost all of the Nebraska industrial sector energy needs were met by renewable energy (37.9%), natural gas (31.5%), petroleum products (13.1%), and electricity (12.8%). Four-point-seven (4.7) percent of the energy consumed in the industrial sector was coal. Diesel fuel (70.5%), asphalt and road oil (13.1%), propane (8.2%), and motor gasoline (7%) made up the majority of the petroleum products consumed by the industrial sector; the rest of the products each comprised less than 1%.

In Superior the industrial sector (large commercial customers) used 5 million kilowatt hours of electricity over the past year and 111.9 CCF of natural gas.

Transportation

A significant portion of energy in any area is used in the transportation of people and products. While clear statistics on energy consumption for transportation are difficult to ascertain outside of major metropolitan areas where metropolitan planning organizations are charged to collect this data, recommendations for more energy efficient transportation will be offered in the follow chapter.

USE OF RENEWABLE ENERGY RESOURCES

Renewable energy resources are naturally replenishable but flow-limited. They are virtually inexhaustible in duration but limited in the amount of energy that is available per unit of time. Some (such as geothermal and biomass) may be limited in that stocks are depleted by use, but, on a time scale of decades or perhaps centuries, can be replenished. Examples of renewable energy resources include: biomass, hydro, geothermal, solar, wind, and wood.

In 2009, Nebraska consumed 810.98 trillion British thermal units (Btu) of energy which included 87.51 trillion Btu of energy from renewable energy resources, meeting 10.8% of Nebraska's energy needs. Nebraska consumed energy from these renewable resources in 2009:

- Biofuels (9% of total)
- Biomass (1% of total)
- Geothermal Energy (0.25% of total)
- Hydroelectric Power (0.52% of total)
- Photovoltaic and Solar Thermal Energy (0.12% of total)
- Wind Energy (0.48% of total)

Superior buys all of its electricity from the Nebraska Public Power District, which uses a variety of means to generate the power it markets to communities statewide.

In 2011, NPPD used the following resources to generate their power:

- Hydroelectric - Generated (4.9% of total capacity)
- Hydroelectric – Purchased (4.8% of capacity)
- Wind: (3.9% of capacity)
- Nuclear: (28.2% of capacity)
- Natural Gas/Oil: (0.6% of capacity)
- Coal: (57.6% of capacity)

Electricity from various resources is exchangeable across the grid, so these figures represent the best guess available as to the magnitude of various resources used to generate Superior's electricity. This suggests that approximately 13.6% of electricity in Superior is generated from renewable resources.



ENERGY CONSERVATION MEASURES

Nebraska Energy Code

Under Sections 81-1608 to 81-1616, the State of Nebraska has adopted the international Energy Conservation Code as the Nebraska Energy Code. Any city may adopt and enforce the Nebraska Energy Code or an equivalent energy code. If, as is the case in Superior, a city does not adopt an energy code, the Nebraska Energy Office will enforce the Nebraska Energy Code in the jurisdiction.

The code applies to all new buildings and renovations of or additions to existing buildings. Only those renovations that will cost more than 50 % of the replacement cost of the building must comply with the Code.

Additional information on the Nebraska Energy Code can be found at http://www.neo.ne.gov/home_const/iecc/iecc_codes.htm

Energy Efficiency in the Public Sector

The City of Superior has taken a number of steps to reduce its energy consumption while providing residents with the same, or improved, levels of service.

- The interior light fixtures of City Hall have been refitted with high-efficiency florescent and LED lights, which provide the same amount of working light with drastically reduced energy consumption. These fixtures also last longer than conventional incandescent bulbs.
- In addition to improving the efficiency of the lighting in City Hall, the building was renovated with new windows and insulation which drastically improves the efficiency of the climate control systems.
- Most of the street lights in Superior, except for those con-

trolled by the Nebraska Department of Roads, were retrofitted with high-efficiency LED light bulbs. These fixtures can provide the same output of light at half the energy consumption. They also last for 10-15 years under normal use conditions. This is about three times the lifespan of a standard streetlight.

- The wastewater treatment plant and water systems were retrofitted with variable frequency drive motors. These motors both improve the function of the systems themselves while enabling them to circulate water using less electricity.



Residential Energy Conservation

Superior Utilities has partnered with Energy Pioneers, a local energy retrofitting firm, to offer free home energy audits to any interested resident. These audits can help owners determine where their house is losing energy and money, and how such problems can be corrected to make the home more energy efficient. Sometimes even fairly straightforward changes can yield significant energy and cost savings.



Commercial/Industrial Energy Conservation

Nebraska Public Power District, the utility network from which the municipal utility buys its electricity, offers a significant number of incentive programs to improve the efficiency of commercial or industrial electricity consumers as well. These programs include:

- Energy audits and benchmarking
- Lighting improvements
- Irrigation efficiency
- Variable frequency drives
- Industrial process consulting
- HVAC system optimization

A summary of the plan policies that will further reduce overall energy consumption by the city and residents is summarized in the implementation chapter.





SUPERIOR'S COMMUNITY VISION

CHAPTER

3



This section presents a summary of the public participation and outreach process, input that was immeasurably important in guiding and shaping this comprehensive plan.

SUPERIOR'S COMMUNITY VISION

The residents of Superior are one of its greatest assets. This plan is, at its most basic level, intended to meet their needs and the needs of future residents. Hence, the participation of the community was an integral part of the planning process. This program of public participation and involvement gave citizens the opportunity to frame the goals and objectives of the plan, and in doing so, chart the future of Superior. This chapter presents their ideals, insights, desires, and visions.

PUBLIC PARTICIPATION PROCESS

THE STEERING COMMITTEE

A Comprehensive Plan Steering Committee, representing a broad spectrum of community interests, was convened to offer primary guidance to the plan. Committee members met regularly to assist in identifying emerging issues, refining vision statements, and prioritizing the community's goals. They also served to review the plan as it matured through the development process.

STAKEHOLDER GROUP MEETINGS

Targeted focus group meetings were held in May of 2012. Residents, business and property owners, major employers, and public officials participated in round-table discussions on issues ranging from recreation, to housing, to the agriculture economy. These discussions were designed as a forum for community members to discuss their broader opinions of the community and to detail its future opportunities.

COMMUNITY PLANNING WORKSHOPS

At an event held in mid-July 2012, the community at large was invited to share their ideas for Superior and work alongside the planning team to help create this comprehensive plan. As in the focus group meetings, participants shared their ideas, issues, and concerns with the planning team and steering committee, for incorporation into the guiding principles of the final plan document.

OPEN HOUSE

A city-wide open house was held in January of 2013. This event provided interested members of the public an overview of the plan, in its draft form. This event was designed to familiarize the public with the broad outlines of the plan, as



well as to create the opportunity for feedback and minor adjustments to the plan before being finalized and adopted.

ISSUE IDENTIFICATION

During a two-day process more than seven group and individual meetings were held where residents were invited to share their thoughts on the issues and concerns facing the community in the coming years. These discussions were essential in forming the areas of focus for the comprehensive plan. Some of these areas can be directly impacted by policies and recommendations within the plan while others are more indirectly impacted. An important part of this process is also identifying community strengths that the vision for Superior can build upon.

Major topic areas included:

- The Economy
 - » The community has a significant number of assets including entertainment, the hospital, and airport.
 - » Superior has a large trade area which includes Kansas and the Lovewell Lake area. This trade area expands within Nebraska for the hospital and some of the doctors.
 - » There is perceived to be a lack of higher paying jobs that would attract residents back but also a shortage of skilled labor in some specialized areas.
 - » A number of new businesses have opened and the focus should continue to be on small businesses and spin-off business opportunities.
 - » Superior's economy is more diverse than in past years.
 - » Housing could be an inhibitor to growth.
- Downtown
 - » Downtown Superior has a diverse business base but does seem to have a gap in restaurants. Residents would like to see more family dining options in the community.

- » Over the past several years, owners have been reinvesting in property in the downtown.
- » Opportunity for an incubator building in the downtown that would allow potential businesses to be established before taking on the cost and risk of building ownership or higher rents.
- » Streetscape and pedestrian safety issues do exist. Ongoing maintenance could also be an issue.
- » Need to identify ways to transition existing businesses to new owners over time.

- Housing

- » Shortage of quality rental housing across all price points.
- » Superior has local builders but there is a need for greater market security.
- » Owner-occupied housing gap appears to be in the middle of the market.
- » Kingswood Court at the North Ward site will meet some of the senior market demand but this market could continue to grow with the regions aging population.
- » Housing conservation and infill should focus on strategic areas where a significant visual impact can be made that builds momentum for more private market investment.



- Infrastructure

- » Street and sidewalk improvements are needed in locations throughout town.
- » Sidewalk improvements should be completed as part of stormwater improvements.
- » Development to the northwest would require an additional lift station.



- » Water pressure would be a problem north of the water tower.

- Parks, Recreation, & Community Center

- » Residents expressed an interest in development of a multi-use trail system and improvements to the sidewalk system.
- » Residents are interested in a community center but divided over whether it should be part of a renovated auditorium or in a new building.

- Regulations

- » The city's zoning ordinance and map should be reviewed for consistency and standards that are not appropriate for Superior.
- » Streets should be signed for bikers, pedestrians, personal mobility devices, and golf carts. The city could even designate parking areas within the downtown.



POLICY STATEMENTS

The Policy Statements are the guiding principles of the Superior Comprehensive Plan. Formulating and adopting policies as part of the comprehensive planning process is important for a number of reasons. Some of these include:

- Providing advance notice to private decision-makers, including developers, builders, and property owners, about basic principles that will guide Superior's public decisions. This helps these groups make decisions more efficiently, avoiding conflicts and the waste of time and money.
- Providing a framework for consistent decision-making, while providing flexibility for review of individual situations.
- Keeping decisions oriented to overall community goals.
- Increasing interagency communication and cooperation, assuring that different bodies act in accord with similar assumptions.
- Providing a firm basis for evaluating the costs and benefits of public investments, and their consistency with overall policy objectives.
- Providing for public participation in local government, helping to implement ideas that grow from citizens of the area.
- Providing a general basis for interpreting and applying the comprehensive plan, maintaining the flexibility to respond to individual situations.
- Giving staff a context for developing recommendations for action by local government.

In developing these statements, input from the Steering Committee, residents, and city staff was integrated with the demographic, economic, and land use information detailed

in earlier chapters.

Goal statements should be broad proposals of what a community hopes to accomplish. Each goal statement is supported by a series of strategies that identify the approach or tasks necessary to achieve goals. The community evaluated preliminary policy statements and strategies, and clarified them as needed. These were then presented to the public for further comment.

The subsequent sections of the Superior Comprehensive Plan provide more detailed direction toward implementing these policies and, in some ways, illustrate the physical outcome of their application. Decisions by public officials should be grounded in these concepts and principles. However, these policies are guidelines rather than laws. Situations arise that require a flexible application of these statements.

Land Use & Urban Design

Land use policies will support contiguous development and redevelopment patterns, and should encourage the development of unique neighborhoods and protect unique environmental resources.

- » Encourage development on the north side by properly screening the substation.
- » Identify areas in town for infill development.



Housing

Housing and land use policies should support a variety of housing types and encourage reinvestment in the city's existing housing stock.

- » Identify areas in town to be used for infill.
- » Identify ways to overcome economics of repairing older run down houses.

- » Town clean-up must continue and be on-going.
- » Possibly take ownership of blighted houses, remove the houses and issue homestead to builders.

Community Character

Superior will build on community assets to create a distinct image and positive environment for doing business, living, and playing in the community.

- » Have incentives for businesses such as reduced fees on utilities or tax abatement.
- » Easier access to the chamber/business center.
- » Better signage for camping grounds, parks, and business district.

Transportation

Future transportation will sustain the existing system and provide for alternative safe transportations options.

- » Continue with street improvements.
- » Upgrade sidewalks.
- » Develop bike/walking paths.
- » Allow licensed golf carts but identify ways to make them safe means of transportation.

Economic Development

Policies should support and encourage diverse economic opportunities that build on existing businesses and encourage entrepreneurs and small business development.

- » Keep youth or attract educated youth to return to Superior.
- » Encourage people to shop locally.
- » Assist businesses with succession plans.
- » Complete a detailed analysis of existing businesses, what we do not have and what we need.
- » Develop more internship opportunities.
- » Support existing businesses to expand and reinvest.
- » Find new ways to promote resources such as facade improvement programs.

Parks & Recreation

Superior will be a healthier city by providing attractive recreation resources to residents and visitors, and constructing and maintaining infrastructure that encourages physical activity.

- » Complete utility upgrades in Lincoln Park for campers.
- » Complete electrical upgrades to the picnic shelter in City Park.
- » Use undeveloped land in the industrial park for recreation and entertainment opportunities.
- » Construct walking and biking trails.







FUTURE DEVELOPMENT AGENDA

CHAPTER

4



This chapter considers the information contained in the previous chapters to identify strategic opportunities for Superior and generate guiding principles and policies for future land use decisions.

FUTURE DEVELOPMENT AGENDA

LAND USE PRINCIPLES

Over the past several decades, Superior has experienced population declines and the city's aging population creates significant challenges. Recruitment and retention of young residents will continue to be important to the city's long term future. Traditionally, community comprehensive plans identify growth areas and policies for addressing greenfield development. For Superior, some of these policies are pertinent but more important is to identify strategies that will sustain a strong and vibrant community rather than reacting to growth demands.

Whether a city is sustaining and improving its core or developing new areas, land use policies should be established that best serve the city today and in the future. New development and redevelopment should use land efficiently, be environmentally and economically sustainable, and reinforce the quality and character of Superior. "Smart" land use principles, applied to overall city development policy, can take advantage of opportunities and create the public benefits of environmental sensitivity, economic efficiency, and enhanced community and civic life. These land use principles, adapted to Superior, establish patterns that should guide the city's overall development. Superior will grow smart if it:

Encourages Community Design that Uses Land Effectively.

Like all cities Superior has a limited amount of financial resources, and those resources should be used in the most effective manner. The city has experienced a declining population the past twenty years, however, to remain a vital community new development and redevelopment must continue to happen. To avoid stretching city services over wide areas, which increases both the cost of government and the distance that people must travel to their destinations, new growth should generally be adjacent to existing development, or take maximum advantage of underutilized "infill" areas to produce a unified, economically efficient, and attractive city.

Encourages Project and Building Design that Balance Compactness and Efficiency

Contemporary urban development, framed by automobile transportation, frequently spreads out over the land, and lacks the human scale and detail often found in the traditional city. While these new developments provide valuable services, the large building scale, dominance of parking lots, distance between buildings, and lack of pedestrian access create a far less satisfactory environment. Compact and efficient project and building design use land and resources effectively, preserves more open space, and can provide memorable settings and experiences. Well-planned larger uses have an important place in a community's economy and can have a level of detail and scale that take on some of the virtues of traditional town environments.

Mixes Land Uses

Traditionally smaller communities have mixed uses and placed jobs and industries close to residential and recreation areas. More contemporary growth tends to "zone" different land uses away from one another. The concept of single-use zoning grew out of a need to separate living places from major industries to protect the health of residents, and this is still good policy in some cases. However, mixing compatible but different uses in a modern setting creates more interesting and efficient communities and reflects the character of a smaller community. Providing uses that are closer and linked to one another can also reduce the number of trips that people must travel by car to conduct their daily lives.

Creates Housing Opportunities and Choices

Most of Superior's residential development is in the form of single-family detached units. Yet more diverse housing types will be needed to meet changing housing needs and preferences. The consequences of the mortgage crisis and subsequent economic downturn and demographic change include greater demand for multi-family units; smaller lot single-family development in innovative design settings, and attached housing for empty-nesters. Residential development should be incorporated into mixed use projects to reduce the separation between living places and activity centers. Superior should provide opportunities for people at all stages of life to find their place in the city.

Promotes Walkability and Community Health through Routine Physical Activity

Nebraska's small communities tended to have tighter development patterns clustered around the traditional downtown. This "small town feel" naturally creates a pedestrian-friendly environment. Superior is relatively flat, making it easier for walking and biking. However, newer developments across the country frequently have more discontinuous streets, lack of sidewalks, and spreading developments that make walking or cycling difficult. Land use patterns and new investments that promote "active transportation" will create a better city. Local commercial services, schools, and major activity centers should have safe and comfortable routes to most neighborhoods. This expands transportation options and increases opportunities for social interaction. Equally important, incorporating physical activity into the daily routine of citizens creates a healthier and more physically fit community.

Encourages Identifiable Development and Redevelopment Areas with a Sense of Place

Newer residential areas often occur in defined and sometimes isolated pods, a result of incremental development. However, development and especially redevelopment should building on the desirable small town pattern and have a strong sense of belonging to Superior. Design of redevelopment areas is especially important. These areas should fit within the context of the surrounding neighborhoods that are walkable and provide opportunities for community interaction .

Preserves Open Space and Important Environmental Areas

Superior's surrounding open space is defined by the agricultural history of the state and the drainageways that provided life to the region's earliest inhabitants. By preserving open spaces, the city balances the built and natural environment and provides habitat for native plants and animals, recreational opportunities, and places of natural beauty. Open spaces also add real property value to adjacent development. While passive in use, these environments should not be absent of use. The structure of Superior's drainageways should connect neighborhoods and the city's park system.

Diversifies Transportation Modes

Many communities have begun to realize the need to provide a wider range of transportation options. Residents of all ages note that Superior is a community in which walking and biking area easy. Expanding trails, improving sidewalks, and identifying safe routes for bicyclists adds to the quality of the city and the health of its residents. Other techniques that increase the ability of all residents to move freely around the city include better coordination between land use and transportation, ensuring connectivity within the street network, and developing multi-modal (or "complete") streets that accommodate all forms of transportation from bicycles to personal mobility devices and even golf carts.

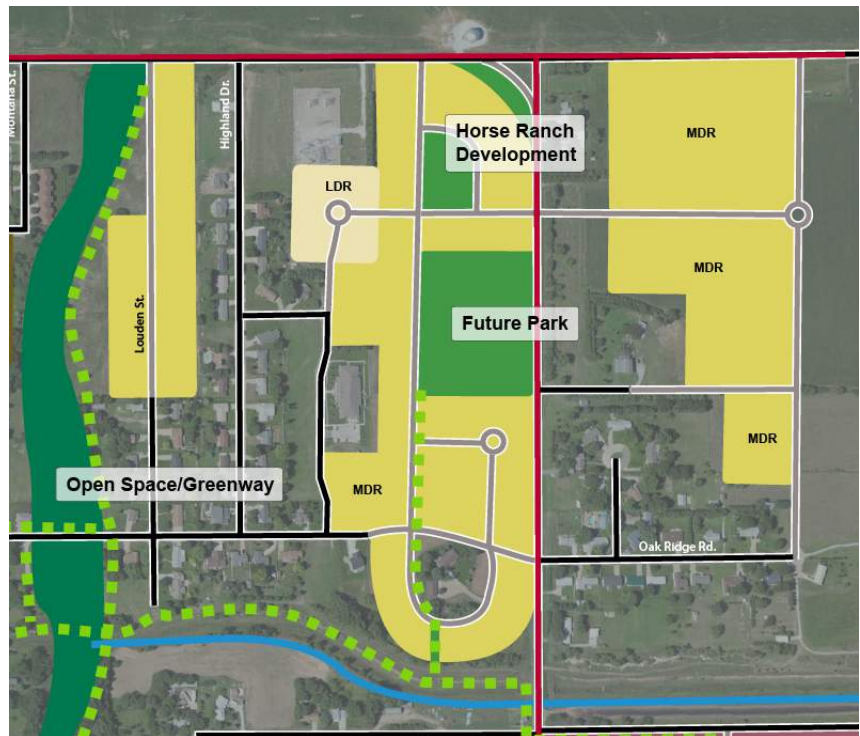
Achieves Community and Stakeholder Collaboration in Development Decisions

Superior should be a great place to live, work and play. City government should stay close to its constituents through techniques that measure the priorities of residents. The implementation of the smart growth principles cannot occur without the collaboration of citizens. Partnerships between neighborhoods, adjoining communities, developers, non-profit organizations, and the city will support and accelerate implementation of the Superior Plan.

LAND USE AGENDA

After decades of population loss, a successful comprehensive plan for Superior must be an action oriented strategic plan. Therefore the core focus of the plan must:

- » Create new markets. The city must continue to identify ways to expand on the existing strong base of commercial and industrial businesses. Creating new, quality jobs is necessary to attracting young residents back to the city.
- » Create appealing environments for young residents. The city's aging population will naturally result in a decreasing population. To overcome these demographic trends, the city must find ways to attract and retain young residents and families to the city. Quality of life features such as good parks, trails, and entertainment options are important along with well maintained and designed residential and commercial areas districts.



The framework for these focuses must come from a well defined land use plan. A land use plan not only meets the statutory requirements of a comprehensive plan but also assists city staff and leaders in making land use decisions. From this core land use framework, strategic plan elements are more action-focused and reinforce the land use framework.

LAND USE POLICY FRAMEWORK

The land use framework for Superior is based on the smart growth principles discussed above, market projections, public priorities, and policy statements identified in Chapter 3. Elements of the Framework include:

- Residential Land Uses
- Commercial/Industrial Land Uses
- Community Systems
- A Land Use Decision Making Framework

Residential Land Uses

Providing a mix of residential styles within the city or contiguous to it and connected with the established character of the community should be the core objective of the city's residential land use policies. New or improved housing should attract and retain residents and create a quality living environ-

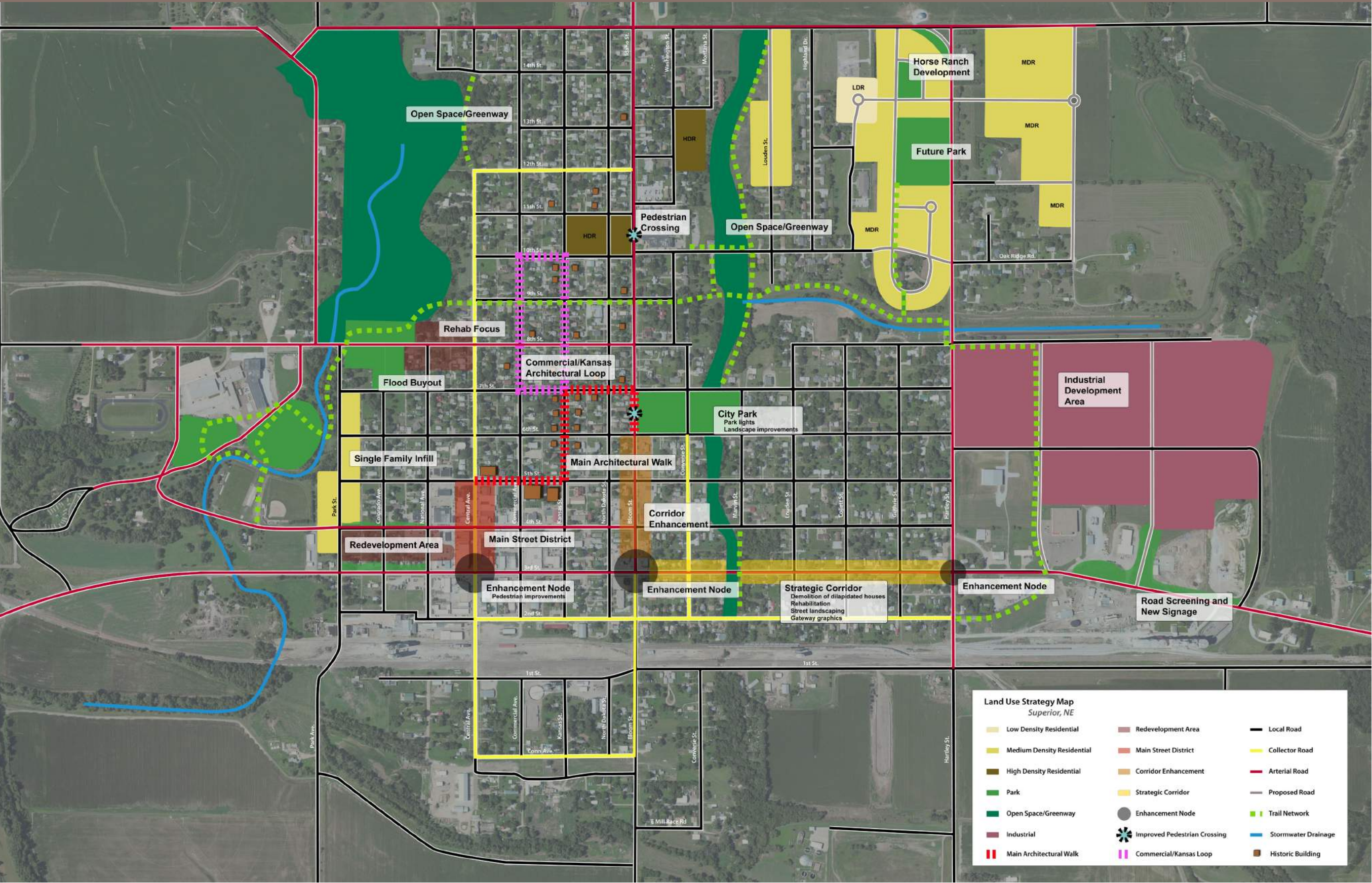
ment that reinforces a positive image of Superior. Residential policies should be based on:

1. Redevelopment of deteriorated housing and vacant lots.
2. Incremental expansion of residential neighborhoods in the northeast portion of the city.

Focus Areas:

- **Northeast Residential Growth.** Much of the city's residential demand can be absorbed within the core of the city through redevelopment of existing housing or vacant lots; however, some buyers have different demands and desires that must be met. The new construction should continue in the northeast quadrant of the city, expanding on existing neighborhoods and city services. Features of the areas should include:
 - » Slightly larger lots than may be found in the core of the city but in the 3 to 4 units per acre range. This allows for efficient use of infrastructure extensions while balancing any market demands for larger lawns or homes.
 - » Street extensions should provide good continuity, mirroring the character of the city.
 - » Growth may require the purchase of land for additional park space. Providing convenient park space to young families is important to community quality.

Map 4.1: Superior Development Vision





» Preservation of drainageways and use of these areas as trail connections to a larger trail system.

- **Redevelopment of Existing Housing & Lots.** The capital assets of a city, including its water, sewer, storm sewer systems and streets, are some of the biggest investments that local tax payers must maintain and improve over time. Using these systems in the most efficient way possible is good fiscal policy for a city. When existing services can be used to support new or improved housing these services are being used to their fullest potential.

The quality of neighborhoods is also very important to the image and attractiveness of a community. Deteriorated housing and site conditions discourages new investment or even reinvestment in surrounding properties.

Redevelopment of strategic areas within the city should capitalize on existing city services while strengthening surrounding property values.

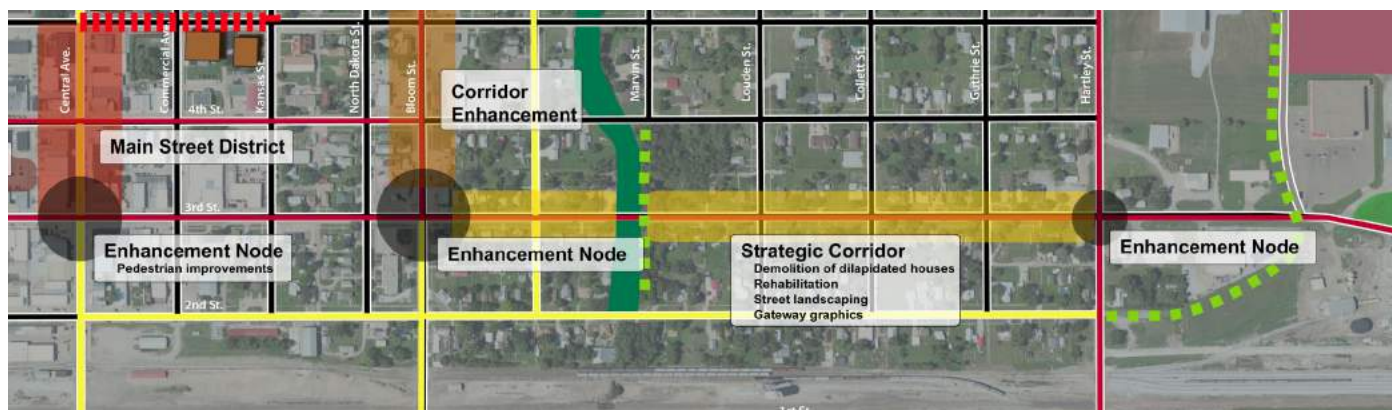
The southwest quadrant of the city has the greatest concentration of deteriorated properties and should be the primary focus of a housing redevelopment program. While there are other deteriorated properties scattered throughout the city, concentrated efforts made in this area can have the biggest impact on the overall image and feel of the community. Components of a housing redevelopment program should include:



- » Removal of the most deteriorated properties.
- » Rehabilitation programs for properties that qualify.
- » Public improvements as necessary, including possible replacement of deteriorated water and sewer lines or street overlays.
- » A mixture of housing styles and densities. To support the necessary site improvements densities will likely need to be in the 6 to 12 units per acre range. The lower end of this range is similar to the density of the existing city.

Residential Land Use Policies

- » Use existing services and infrastructure.
- » Rehabilitate or replace deteriorated housing as first priority.
- » Provide a mix of residential styles and densities.
- » Incorporate good street connectivity in new subdivisions, avoiding enclaves.
- » Incorporation of greenways, sidewalks, and trails into neighborhoods.



Commercial and Industrial Uses

Superior, like any fiscally healthy city, has - and needs to maintain - a diverse commercial and industrial base. The city has substantial opportunities, and its land use concept should provide contemporary settings for existing and new businesses and low-impact industries. These sites should use the city's transportation and workforce assets to full advantage, and encourage new development in traditional locations. For commercial uses these include:

- **Downtown Superior.** The traditional core of the downtown will always be a center of commerce, entertainment, and civic life for the city. Reinforcing the core of this district is central to the concept of the elements presented in the Superior Tomorrow section of this document.
- **Highway 8 and 14 Corridors.** These corridors are home to the auto oriented commercial developments common to the last 50 years. These corridors are especially important because they are the first, and possibly only, impression that visitors may have of the community. These corridors should make a statement about the community through improvements that include:



Above: Improved lighting and landscaping along Idaho Street to welcome visitors to the community and calm traffic.



- » Improved community entrance signage.
- » Lighting and landscaping along 3rd Street with targeted residential improvements.
- » Enhanced nodes at Hartley Street, Bloom Street and Central Avenue.

Industrial development should continue to be directed to the Industrial Park and along the railroad corridor. Developments along the rail corridor in the heart of the city need to be buffered from surrounding land uses, including residential and downtown commercial. Along with signage and landscaping along the 3rd Street corridor additional access to the Industrial Park should be planned. Direct site access from 3rd Street would increase visibility of the industrial park and improve access to the highway. Added landscaping at these entrances would highlight these entrances and welcome visitors.

Commercial and Industrial Land Use Policies

- » Establish standards for parking, project appearance, pedestrian access, and relationship between residential and non-residential land uses.
- » Encourage development of the business park as a location for high-quality office, research, and limited industrial uses in marketable settings.
- » Include adequate landscaping and, where necessary, buffering for new development, especially along high visibility

corridors. High impact uses should be buffered from surrounding lower intensity uses.

- » Preserve and use drainageways within developments as assets to the project, while using best management practices for stormwater run-off to protect existing developments and to preserve the quality of drainage corridors.

Community Systems

A community is more than just residential, commercial and industrial land uses but the community systems that tie these uses together is essential. These systems include:

- Transportation
- Recreation and Open Space
- Infrastructure and Public Facilities

Land use decisions cannot be made in a vacuum, ignoring these essential systems. Policies related to these systems are closely tied to long and short term land use decisions. More importantly, the quality of these systems are highly visible to residents and visitors.

Transportation

Transportation policies and decisions should meet current and future mobility needs while enhancing the quality of the community. The transportation system is Superior's most visible infrastructure investment. Generally it is a highly connected system and policies should continue to unify the city, improve access, and create alternative routes. Transportation policies should include:

- » Streets should be multi-modal, accommodating vehicular traffic, bicycles, and pedestrians in an attractive public environment.
- » Cul-de-Sacs should be avoided, maintaining the current character and connectivity of the city.

Recreation & Open Space

To sustain a high quality of life, Superior will build on the outdoor activities residents and visitors value. Strengthening and strategically expanding the parks and trails system equalizes service to all parts of the city. This should include the improvement of the web of drainageways to connect recreation features, neighborhoods, and community destinations. Land use policies related to the city's open space should include:



- » Preservation of environmentally sensitive areas including drainage swales, native prairie, and wetlands.
- » Market Superior's park and recreation system as a signature feature for the community.
- » Secure public access to trails and pathways through easements and charitable donations to connect all parts of the city.
- » Use the city's street system to create a bicycle system that easily connects destinations around the city.

Infrastructure & Public Facilities

The maintenance of aging infrastructure and public facility systems will be among Superior's greatest challenges in the coming years. Policies that balance continued investment along with smaller expansions of the systems will be crucial to the success of the city. The city must:

- » Continue to invest in aging infrastructure and facilities to ensure investment by the private market in new housing, commercial, and industrial developments.
- » Expand infrastructure to support new growth, while ensuring long term sustainability of the system.

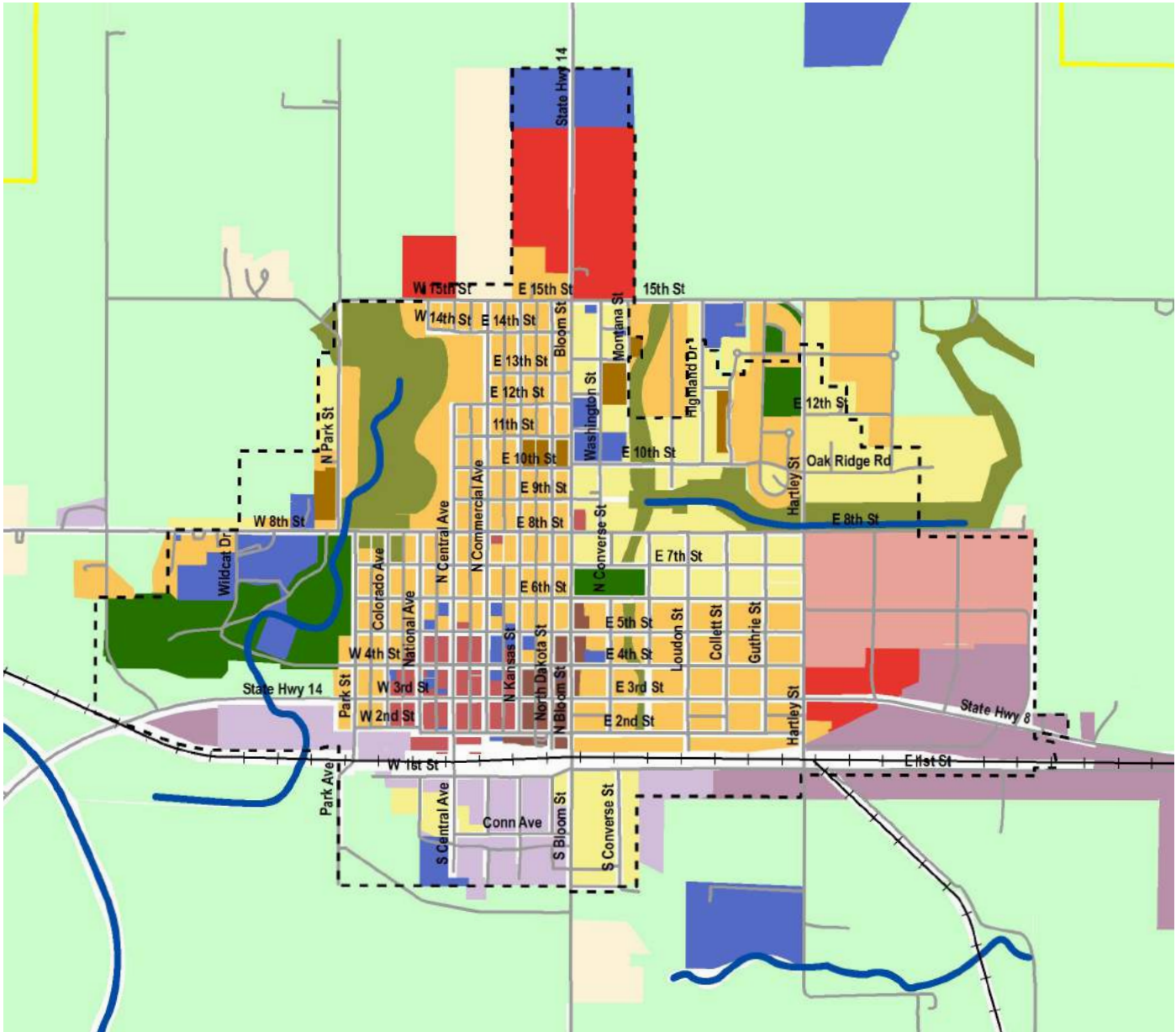
Future Land Use & A Decision Making Matrix

The Future Land Use Plan (Map 4.2) illustrates the proposed distribution of land uses in Superior. It represents a fusion of the strategic directions concept (Map 4.1) and existing developed land uses.

The Future Land Use Plan and land use policies should provide both guidance and flexibility to decision makers in the land use process. A Future Land Use Plan provides a development vision for the city that guides decision-makers through the process of community building. However, it does not anticipate the design or specific situation of every rezoning application. Therefore, the plan should not be an inflexible prescription of how land must be used. Instead, it provides a context that helps city staff, the Planning Commission, the City Council, and private decision-makers make logical decisions which implement the plan's overall principles.

The Land Use Plan and the Land Use Decision Matrix (Figure 4.1) provide tools to help guide these decisions. The Land Use Decision Matrix identifies various use categories and establishes criteria for their application, which in turn are reflected by the Future Land Use Plan. These tools provide both needed flexibility and consistency with the plan's overall objectives.

Map 4.2a: Future Land Use



Future Land Use

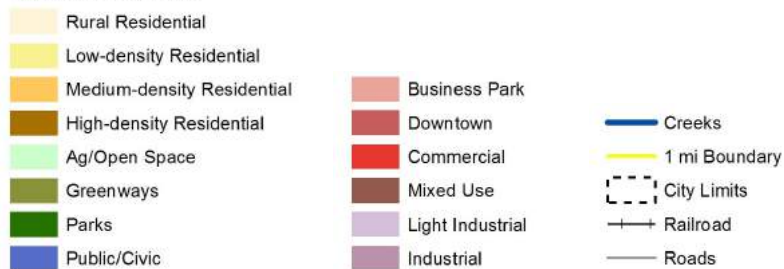


Figure 4.1: Land Use Categories & Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Agriculture Open Space	<ul style="list-style-type: none"> - Generally 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 AG or TA.
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 areas that have developed to low densities, but utilize conventional subdivision techniques. - Most houses use individual wastewater systems. - Gross densities will generally be less than one unit per acre. - Typical zoning would be TA or RE.
Low Density Residential (LDR)	<ul style="list-style-type: none"> - Restrictive land uses, emphasizing single-family detached development, although innovative single-family forms may be permitted with special review. - Civic uses are generally allowed, with special permission for higher intensity uses. - Developments will be provided with full municipal services. 	<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, although individual attached projects may include densities up to 6 units per acre in small areas. - Typical zoning would be LDR or MDR
Medium-Density Residential (MDR)	<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 of the city which have diverse housing types, and in developing areas that incorporate a mix of development. - Developments should generally have articulated scale and maintain identity of individual units. - Tend to locate in clusters, but should include linkages to other aspects of the community. - Typical density is 6 to 12 units per acre, typically in a middle range. - Innovative design should be encouraged in new projects. - Projects at this density may be incorporated in a limited way into single-family neighborhoods. - May be incorporated into mixed use projects and planned areas. - Typical zoning would be MDR

Figure 4.1: Land Use Categories & Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
High-Density Residential (HDR)	<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. - Developments should avoid creation of enclaves. - Attractive landscape standards should be applied. - Typical density is in excess of 12 units per acre. - May be incorporated into mixed use projects and planned areas. - Typical zoning would be HDR
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. - New developments should include storm shelters, proper street standards, adequate stormwater management and sidewalks both internal and external to the development. - Typical maximum density is 8 units per acre. - Should occur within Mobile Home Planned Park Districts. - Typical zoning would be MDR or HDR.
Commercial/Retail	<ul style="list-style-type: none"> - Includes a variety of commercial uses including more auto-oriented retail uses - Includes major retailers, multi-use centers, restaurants, and other services. . 	<ul style="list-style-type: none"> - Located along collector and arterial streets. - Good landscaping and restrictive signage standards should be maintained. - Negative effects on surrounding residential areas should be limited. - Good pedestrian connections should be provided into surrounding areas residential areas. - Buffering from surrounding uses may be required. - Typical zoning will be MUC, HC or GC
Downtown Mixed Use	<ul style="list-style-type: none"> - Includes a 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 DC.

Figure 4.1: Land Use Categories & Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Mixed Use	<ul style="list-style-type: none"> - Includes a mix of uses, primarily residential with smaller scale commercial uses. - A variety of scales and housing styles should be encouraged. 	<ul style="list-style-type: none"> - Existing area located between Downtown and the Highway 14/ Bloom Street. - Recognizes mixed development patterns while generally excluding high impact uses. - Redevelopment in this area should respect pedestrian scale and existing design patterns and setbacks within the overall district. - Typical zoning will be MDR or DC
Business Park/Light Industrial	<ul style="list-style-type: none"> - Light industrial provides for uses that do not generate significant 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 for locations nearer to low intensity uses. - Uses adjacent to residential areas should provide screening of storage and limit the visual impact on surrounding residents that do not operate home-based businesses. - Zoning regulations should encourage business parks, including office and office/distribution uses with good development and signage standards. - Typical zoning would be I-1
Industrial and Ag Industrial	<ul style="list-style-type: none"> - Includes a variety of commercial and light industrial uses, including larger scale buildings. - Permits light industrial uses that do not generate noticeable external effects. - Often accommodates flex spaces that can be used for commercial, warehousing, or low impact maintenance uses. 	<ul style="list-style-type: none"> - Sites should have direct access to major regional transportation facilities, without passing through residential or commercial areas. - Good landscaping, screening and restrictive sign standards should apply to high visibility corridors. - Negative effects on surrounding residential areas should be limited by buffering and project design. - Typical Zoning would be I-1
Industrial and Ag Industrial	<ul style="list-style-type: none"> - Permits a range of industrial enterprises, including those with significant external effects. - Would include public facilities with industrial characteristics like 	<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

Figure 4.1: Land Use Categories & Use Criteria

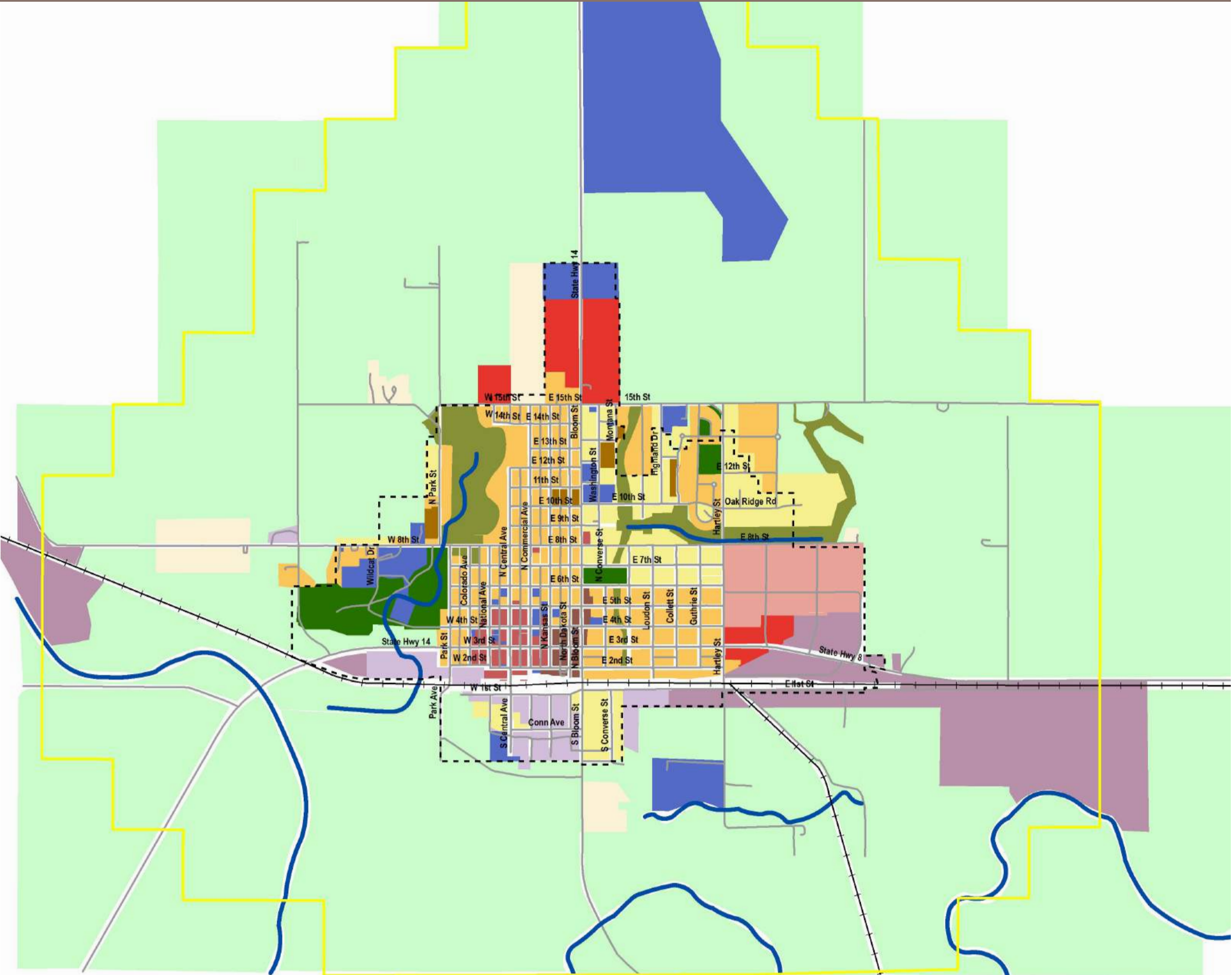
Land Use Category	Use Characteristics	Features and Location Criteria
Civic/Public Facility	<ul style="list-style-type: none"> - Includes schools, churches, libraries, and other public facilities that act as centers of community activity, as well as other public service facilities. 	<ul style="list-style-type: 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.
Greenways/Open Space/Parks	<ul style="list-style-type: none"> - Greenways are generally held as naturalized open space. - Lands tend to be in drainage areas or environmentally sensitive areas that should not be developed. - Drainage corridors should function as greenways that connect community destinations and preserve natural habitats. - Parks and recreation areas include both passive and active recreation uses. 	<ul style="list-style-type: none"> - These areas should remain in primary open space. Urban encroachment should be discouraged. - Applies to areas designated for conservation, including floodplains and steep topography. - Environmentally sensitive areas not intended for recreation may be designated as open space. - Parks should be centrally located with easy access for pedestrian, bicycle, and auto users. - All parks should be connected through the city's trail and greenway system. - Expansion of active recreation uses should take into consideration the impact on parking and traffic flow.

Map 4.2b: Future Land Use

Future Land Use

- Rural Residential
- Low-density Residential
- Medium-density Residential
- High-density Residential
- Ag/Open Space
- Greenways
- Parks
- Public/Civic
- Business Park
- Downtown
- Commercial
- Mixed Use
- Light Industrial
- Industrial

- Creeks
- 1 mi Boundary
- City Limits
- Railroad
- Roads



SUPERIOR TOMORROW: A STRATEGIC AGENDA

The previous section outlined a land use framework for future development of Superior. These policies provide guidance to decision makers as they react to development proposals. To achieve the goal of attracting new markets the community cannot just react but must establish a strategic action agenda. The components of the agenda should strengthen the image, quality of life, and economic opportunities of Superior. These components, detailed in this section, include:

- » Recreation and Entertainment
- » Parks and Greenways
- » Victorian District Enhancements
- » Revitalized Historic Core
- » Transportation Initiatives
- » Housing Initiatives

RECREATION & ENTERTAINMENT

Lovewell Lake

One of Superior's greatest recreation assets is Lovewell Lake located just 7 miles south of Superior in Kansas. The lake is a popular destination for both Nebraska and Kansas residents and Superior is the closest community to it. The biggest challenge for capturing this market, which can be thousands of visitors on popular weekends, is the lack of direct access to the lake and awareness of the resources Superior offers.



Signage and bike access to Lovewell Lake; image from Lewis and Clark Trails Master Plan

Right now visitors access the lake along Highway 14. For those familiar with the area, Weber Road is a more direct route connecting directly to Bloom Street in Superior but this route is not fully paved. Neither route has bike or pedestrian access or distinctive signage. Strategies should include:

- » Improved signage that informs visitors of the services and amenities offered in Superior. Signs along both routes should direct visitors and inform them about the shopping, dining and entertainment options offered in Superior.
- » Trail linkages should connect Superior to the lake. Working with two different states will make this more challenging but a very worthwhile goal. At only seven miles the route would be a comfortable bike ride for many visitors. It also provides an exceptional recreation amenity to local residents looking for the kind of active recreation options found in larger communities.

Improving access to the lake is a both a recreation and economic benefit to Superior. While local residents should have better access to this great recreation resource the city should also be full of lake visitors on a weekend.



Concept for trail along rural section, Lewis and Clark Trails Master Plan

Crest Theater

The Crest Theater is an exceptional entertainment option that few smaller communities still have. The residents of Superior should continue to work with the owners to support and upgrade this important amenity as needed.



Parks and Greenways

Superior's residents enjoy access to a variety of park and recreation facilities. Parks and recreation are a vital component of community life; therefore, it is essential that the city maintain high quality facilities and expand those facilities to meet current market demands. To maintain a strong park system the city should focus on:

- *Improvements within existing parks.* Continued investment in Superior's existing park system will ensure its status as a major community asset. The city has been making significant investments in the parks in recent years including the new ball fields at Lincoln Park. Many of these improvements have occurred with out an overall vision for the parks. The city should establish an improvement program for both parks that identifies priority projects and a general budget to be spent every year on one or more of these projects. This should be done through a participatory process in the development of master plans for each of the parks.
- *Creating new green environments.* Superior should address stormwater runoff issues by using best management practices (BMPs) that offer both site and community amenities. The use of BMPs like bioswales and rain gardens provide site specific amenities and add to the city's green network. In addition, these features control run-off volumes into the drainage corridors, and improve the quality of the water that is discharged into public water ways.
- *Expansion of the system with growth.* The city's current park system is generally within easy walking distance for all residents. However, strong growth in the northeast quadrant of the city could create demand for an additional neighborhood park within this area. A high quality neighborhood park is determined by both size and features. A new neighborhood park in this area should not be less than five acres and include features such as:
 - » Picnic area with shelter
 - » Toddler playground (ages 2 to 5)
 - » Children's playground (ages 5 to 12)
 - » Flat open area for informal ballfields
 - » Lighting, tree planting and landscaping
- *Connecting parks and community destinations.* Superior is a very comfortable city to walk, run, and bike through. Some of this is due to the level terrain of the city but also due to the safety one feels in the community. The experience of moving around the city outside of a car should be improved through development of trails and walkway connections. These pathways should connect major community destinations and provide a recreational benefit.



The city's tree canopy provides aesthetic, economical, and environmental benefits to the community. It creates attractive residential areas and an appealing community to future residents and businesses. It also provides shade in the summer and wind breaks in the winter, lowering energy costs to residents. The city should work with local civic organizations to establish a tree program that replaces and expands the city street tree canopy. The program could offer trees to a limited number of interested home or businesses owners each year or offer trees at a reduced cost. The program should first be targeted to public rights-of-way where all residents can enjoy the beauty of the trees.



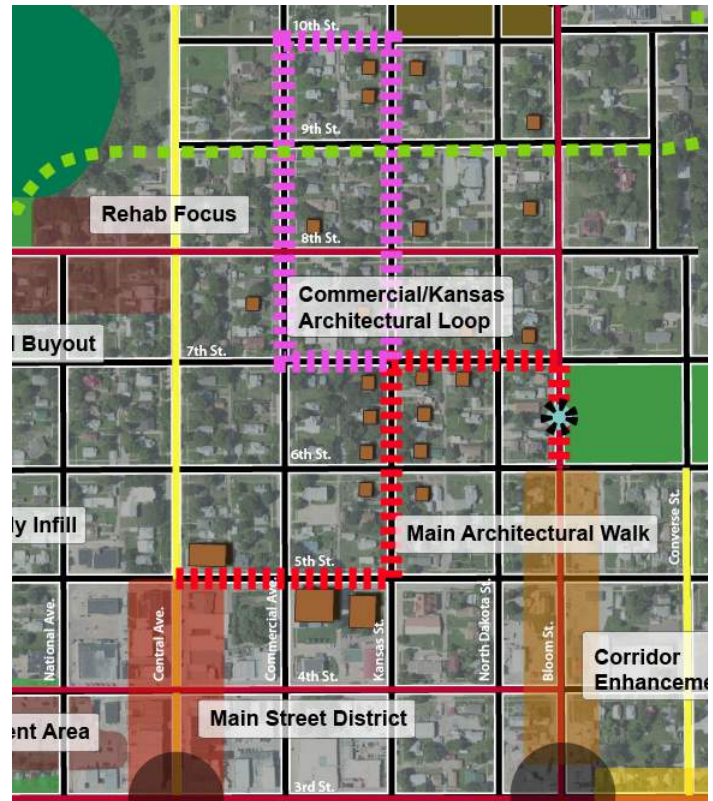
VICTORIAN DISTRICT

Superior is known as the Victorian Capital of Nebraska both for its connection to Evelyn Brodstone Vestey and because of its fine residential architecture. The majority of the city's historic architecture is located just north of downtown off of Kansas and Commercial Avenues. Some work has been done to celebrate the city's brand and heritage but linking these historic homes to other visitor destinations has not been done. The proximity of the homes to each other offers the opportunity for two walking tours.

1. **Main Architectural Walk.** This first and shorter route would connect the downtown with City Park along 5th Street to Kansas Avenue, north to 7th and finally east to Bloom and City Park. The route not only connects the downtown with the park but also passes a large portion of the city's historic homes.
2. **Commercial/Kansas Architectural Walk.** A second longer route would function as an off-shoot of the Main Walk. This route would continue north on Kansas Avenue to 10th Street and west one block to Commercial Avenue, looping south on Commercial back to 7th Street. This route picks up many of the remaining houses and provides a comfortable walk through tree-lined residential streets.

To improve the quality of the walking tours investments along the route should have benefits to both local residents and visitors. These include:

- **Improved sidewalks.** The routes have some of the oldest sidewalks in the city. Many of these have cracked and heaved over the years creating tripping hazards. Improvements to these routes would benefit local residents walking between community destinations or just for exercise but is also important for the visitor touring the Victorian homes.
- **Directional Signage.** Signage at important locations should direct visitors to the Victorian homes, downtown, and the City Park. Signage should be pedestrian oriented along the route but some signage along Bloom and 3rd Streets would need to be oriented to vehicles, directing travels toward the



route and other important destinations.

- **Improved Street Crossings.** Within the residential neighborhoods street crossings are not an issue and any improvements should come with needed sidewalk replacements. However, within the downtown and specifically crossing Bloom at City Park pedestrian visibility is an issue. Improvements to these crossings are detailed in the following section on the downtown and community transportation improvements but the core purpose should be to improve pedestrian safety for both residents and visitors.
- **Informational Signage.** In addition to directional signage, informational signage should be added at key destinations and at the historic homes. These do not have to be extensive but provide some information on the history of the community or home. This signage would likely replace existing signs at the homes.

HISTORIC CORE

Superior should build on existing assets to create special environments and new housing opportunities within the historic core of the city. A downtown and the neighborhoods surround a city's downtown are often the iconic image of a community that long time residents remember from their youth and visitors base their impressions on. Downtown Superior and the Central Avenue corridor has a strong array of businesses and a good building stock. Using these assets the surrounding businesses and neighborhoods can be strengthened to build markets and create appealing environments to live, work and play.

Components of a revitalized historic core are diagramed in Map 4.3 and include:



Downtown Promenade

Building on the areas great assets an easy walk should connect the downtown with the Victorian Walk and Lincoln Park. Components of the walk would include:

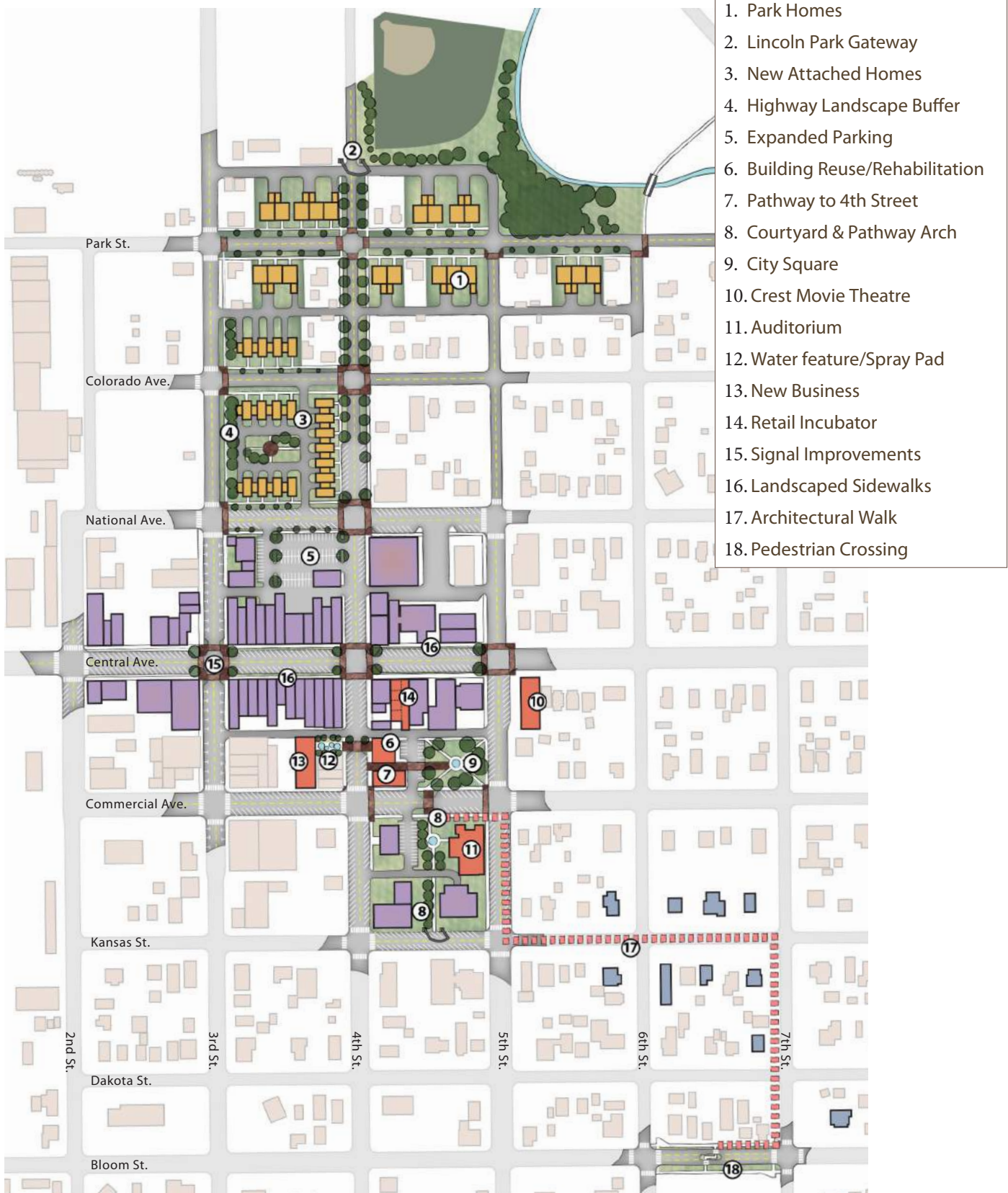
- 8 **Kansas Street Gateway.** The city's beautiful library should be a focal point or entrance to the downtown. Using the green space between the Post Office and Library a mid-block sidewalk would connect Kansas Street to Commercial Avenue. A distinctive gateway feature should introduce the walkway at Kansas. Work at the Auditorium should incorporate the walkway with feature or plaza space.
- 9 **City Square.** The lot at the corner of 5th Street and Commercial Avenue is currently being used as a vegetable garden. The space is well maintained and neither takes away nor adds to the atmosphere of the district. Long term the space should remain a green space that is accessible for community events. The downtown lacks a "community square" for events or just a quiet place for lunch during the work day. This space could meet this need and connect the civic block of 5th & Kansas with the rest of downtown. This may be a long term project with the current use being maintained in the immediate future.



- 7 **4th Street Passageway.** Connecting City Square with 4th Street a new pathway would remove the most deteriorated building along 4th Street and connect the square and auditorium to commercial business and parking along 4th Street.



Map 4.3: Superior Historic Core Concept





A water feature should attract visitors to the downtown and be easy to maintain.

- 12 **Water Feature.** Many residents spoke of the need for a space that would bring families to the downtown. The recent removal of the building along the south side of 4th Street between Commercial and Central Avenue could be converted into a water feature. A small splash pad would be easy to maintain and is very attractive to individuals of all ages. The alleyway along the western edge can be busy so proper buffering would be important.
- 2 **Lincoln Park Gateway.** From the spray pad the promenade will follow 4th Street to a Park Gateway at Park Street. West of National Avenue, landscaping improvements should be made to 4th Street including tree plantings and possibly banners. A similar pedestrian lighting style that may be used in the downtown should be carried out along 4th to the Park.

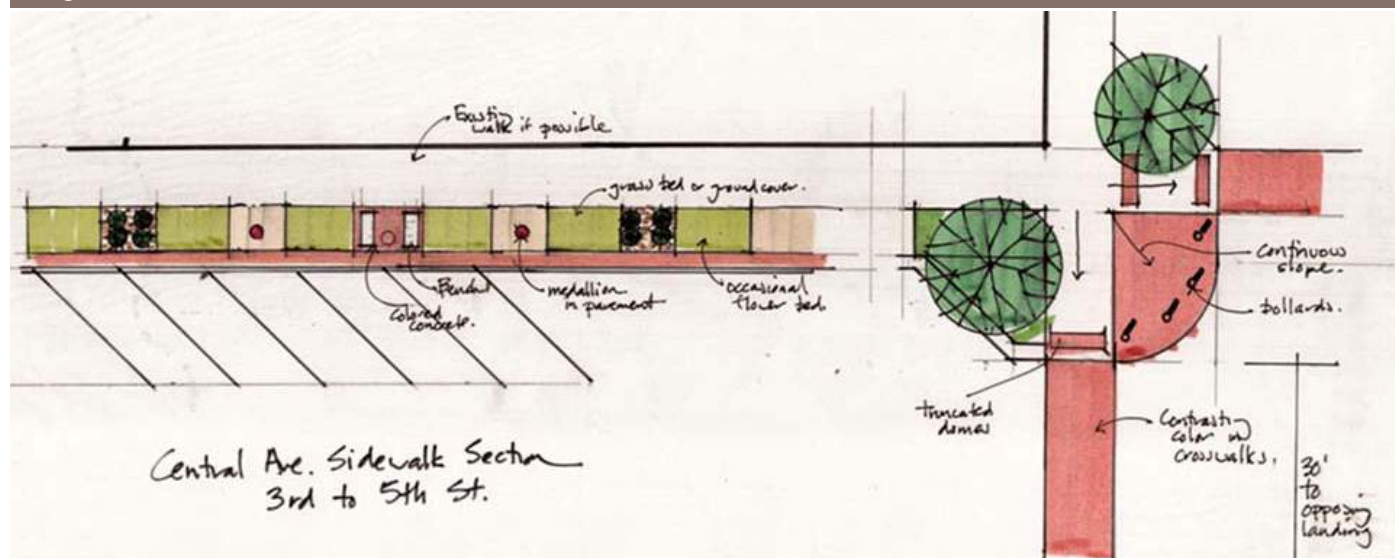
Central Avenue District

The Central Avenue corridor is the one place in Superior where people live, work and find entertainment. Improvements to the area do not have to be large or elaborate but should provide customer amenities and new business opportunities.

Customer amenities to the streetscape are outlined in Diagram 4.4. The concept focuses a minimal sidewalk replacement, improved pedestrian crossings and appropriately located shade trees and plantings. Aspects of the concept include:

- 16 Removal of only the sidewalk along the curb. Within this area landscaping, benches, and lighting can be added. This may be an opportunity to incorporate city history or community themes through medals or other iconic features.

Diagram 4.4: Central Avenue Streetscape Improvements





Potential improvements to Central Avenue, adding greenspace, color and appropriate lighting.

- ⑩ Landscaping should add color to the district but also be low maintenance native materials.
- ⑩ Corner nodes should be added to the intersections along the corridor to provide safer crossings and shade trees. Corner nodes do not limit the drive lane but make the pedestrian more visible and shorten the distance from curb to curb. Something that could be very beneficial to the older residents living in the Vestey Center.
- ⑮ Signal improvements at the intersection of 3rd Street and Central Avenue should improve pedestrian safety and ease the crossing of a very busy 3rd/Highway 14.

In creating a refreshed and attractive streetscape for these blocks, Superior is doing more than simply replacing paving or adding benches and trashcans. These element help express a sense of civic pride and a shared belief that these streets are part of the identity of Superior. Long term maintenance of these spaces should be a joint effort between the city, business community, and building owners.

Expanded business and parking opportunities also exist along and adjacent to the corridor. These include:

- ⑬ The division of larger spaces into incubator space that can be used by start up businesses. A number of young residents are returning or would like to return to Superior. Offering affordable spaces in the downtown for local entrepreneurs to build or expands businesses builds capital and interest in the community.
- ⑭ Removal of the deteriorate structure at 4th Street and National Avenue should provide additional parking to surrounding businesses and city hall. The site may also be used in the expansion or replacement of the current city offices.

Housing Rehabilitation and Redevelopment:

Housing in and around downtown should:

- Use existing infrastructure - streets, water, and sewer lines - to create new housing in the surrounding neighborhoods.
- Remove the most seriously deteriorated housing to provide room for new affordable housing.
- Preserve the highest quality housing and secure an affordable stock of housing through rehabilitation.

The area west of downtown has some of the highest concentration of deteriorated housing. At the same time the area is well situated between the downtown, Lincoln Park and Superior Schools. Redevelopment of this area should provide a mixture of safe affordable housing improve the image that visitors have of the area, and stimulate private reinvestment in the surrounding blocks. Housing options in the area could include:

- 1 **Park Homes.** New attached residential units that would replace the most seriously dilapidated housing along Park Street. Homes in better condition along Park Street should be retained with the opportunity to use rehabilitation grants or loans if needed. These homes should address the street with front porches and use existing alleyways to access parking, much like the existing character of historic homes.
- 3 **Attached Townhomes.** These homes would replace deteriorated housing and use the former Jack & Jill site. The site would provide internal parking and a small green space. A total of 15 smaller attached units would be appealing to retirees, empty nesters, or young professionals.
- 4 **Buffering.** Good landscaping and screening along 3rd Street should separate housing from traffic while creating a strong image for visitors traveling along the highway.

Housing strategies that may be applied to this area and other parts of the city are discussed later in this chapter.



Housing redevelopment should include attached and semi-attached units in one or two story configurations

TRANSPORTATION

The transportation plan for Superior should meet current and future mobility needs while enhancing the character of the city. A plan for an enhanced transportation network in Superior involves both maintenance of existing streets and specific project recommendations that will improve mobility. Focus areas should include:

Bloom Street Pedestrian Crossing

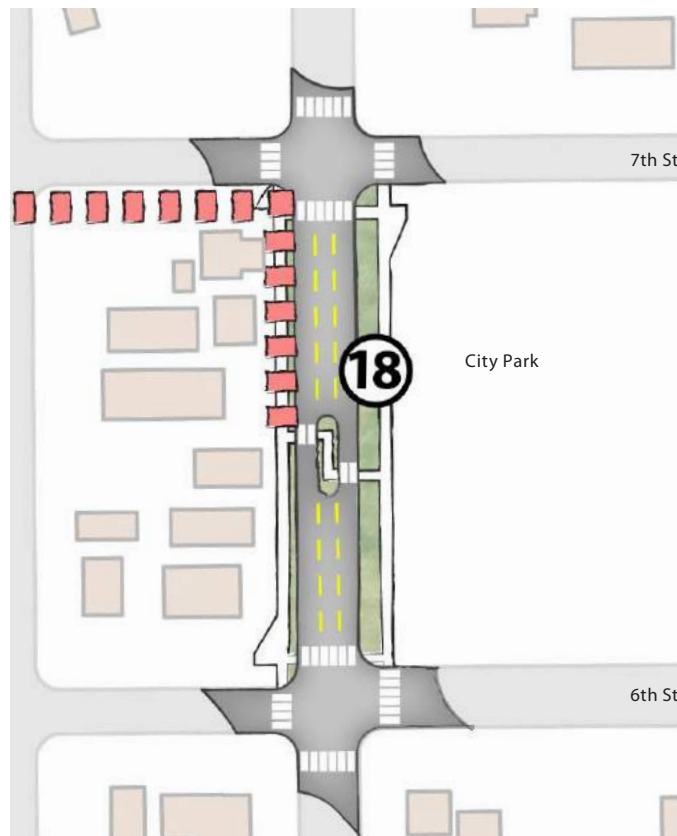
One of the most challenging issues is the crossing of Bloom Street, specifically at City Park and Brodstone Memorial Hospital. The City Park crossing is the more pressing issue, as many children make this crossing every day. The truck traffic along Bloom can create an intimidating environment for pedestrians. A mid-block median is one possible solution. The median provides a safe haven, requiring pedestrians to cross only one lane of single directional traffic at a time. An offset path increases visibility and allows pedestrians to make eye contact with approaching motorist. The median also creates a slight diversion to the traffic flow, slowing traffic and signaling motorist to look for pedestrians. This crossing could be signalized but even without the signal, many experts find this configuration safer than uncontrolled intersection crossings. Ultimately a solution for the crossing should make the pedestrian more visible, slow traffic and add to the visual quality of the corridor.

Trails and Pathway System

Superior's neighborhoods, activity centers, civic districts, and major open spaces should be linked by a balanced transportation network that integrates motor vehicles, pedestrians, bicycles, motorized wheelchairs, and other "personal mobility vehicles." An active transportation network (including pedestrians and bicycles) connected to land use and development, increases mobility and helps create a sustainable and healthy city. Residents also identified trails and bicycle infrastructure as a community priority.

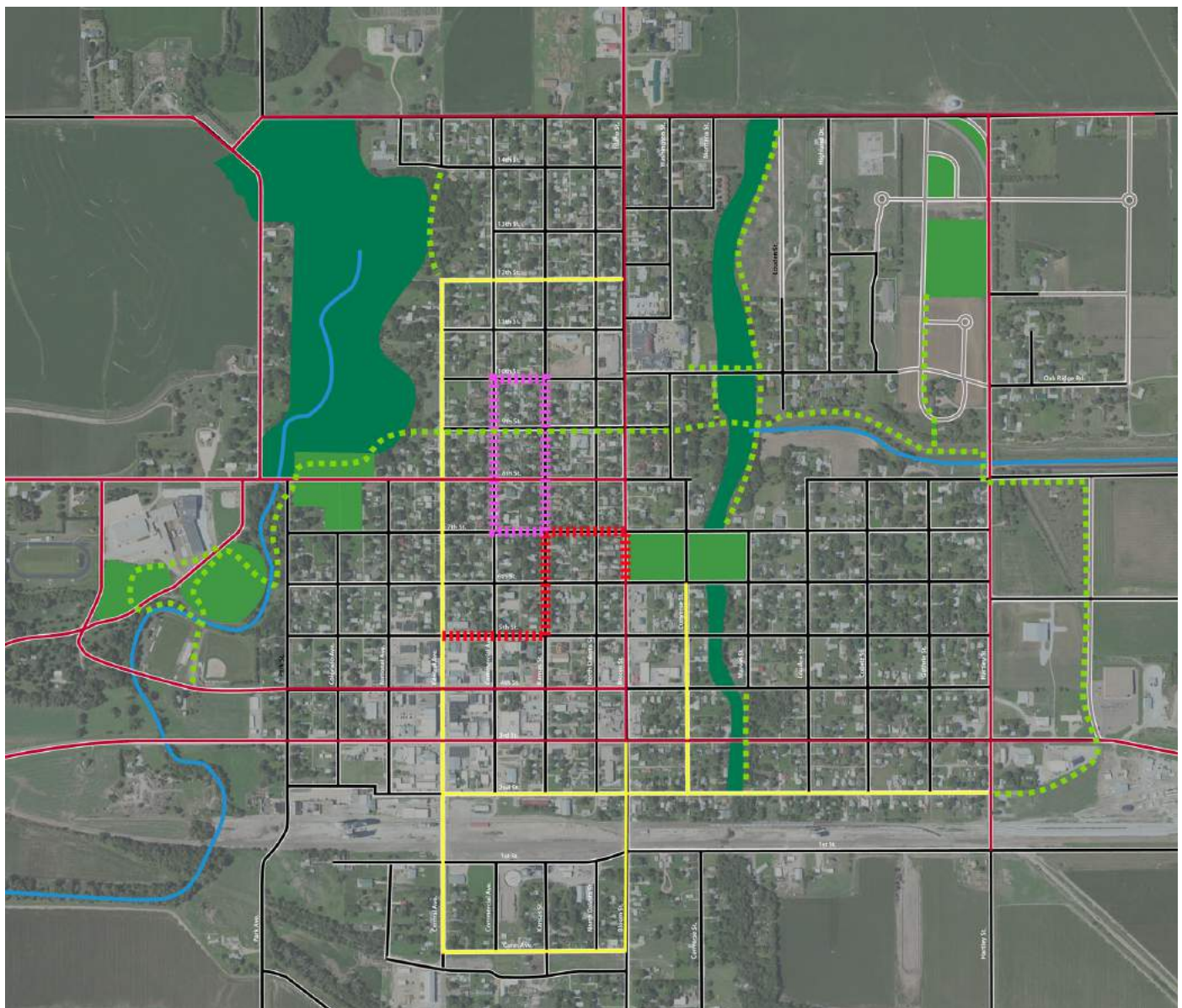
The success of pedestrian and bicycle transportation systems can be measured by five key criteria:

- *Directness.* The system should provide relatively direct routes to destinations without taking people far out of their way.
- *Integrity.* The system should connect to places and provide continuity, rather than leaving users in dead ends or uncomfortable places.



Example of a mid-block crossing with pedestrian refuge.

Map 4.5: Transportation & Greenways Concept



- | | |
|---|--|
| Park | Local Road |
| Open Space/Greenway | Collector Road |
| Commercial/Kansas Loop | Arterial Road |
| Main Architectural Walk | Proposed Road |
| Trail Network | Stormwater Drainage |

- *Safety.* The system should be physically safe to its users and not present hazardous conditions.
- *Comfort.* The system should understand the various capabilities and comfort levels of its users. For example, senior citizens may take a relatively long time to cross a street, and some bicyclists are not comfortable riding in mixed traffic. The system should reflect these differences.
- *Experience.* The system should provide users with a pleasant and scenic experience.

Map 4.5 identifies a trail and transportation that when combined with sidewalk improvements connects all major destinations in the community. Additional active transportation accommodations should be made over time and fall within the following categories:

- **Multi-Purpose Trails.** These facilities are physically separated from motor vehicle traffic, and are distinguished from roadside paths or sidepaths, by mostly operating independently of streets and road rights-of-way. The trails proposed in Map 4.5 should be developed and implemented over time based on priority connections and funding.
- **Shared right-of-way.** Usually these involve sidewalks for pedestrians, bike lanes, pavement markings such as shared use lanes or “sharrows,” and designs that encourage a consonance between posted and design speeds. One increasingly popular method is the “bicycle boulevard,” using minor modifications to local streets that create through routes for cyclists, with pedestrians served by sidewalks. In Superior these routes should include:
 - » The Victorian District Walking Tour, including both the main route and the longer loop.
 - » 8th Street, linking Superior Public Schools with north south routes along Commerce and Kansas Avenues.

HOUSING SUPERIOR

Providing a range of affordable housing settings supports economic development efforts and is fundamental to attracting and retaining new households. Preservation of existing housing and construction of new housing to support growth are the twin facets of housing policy. Large-scale strategies, such as identifying growth areas and developing supporting transportation networks, community facilities, and utility infrastructure, are critical to housing development. Yet gaps exist in the current housing market that require special attention. This section’s recommendations, when combined with existing programs, can help address major residential priorities.

The city’s primary housing challenges are:

- Preserving and upgrading existing housing stock.
- Stimulating some new production of renter and owner-occupied housing.
- Expanding senior and older adult options.
- Building on the neighborhood conservation work that its currently being done by the city.

The city’s nuisance abatement efforts have made a significant impact on the image and quality of neighborhoods. The city should build on these efforts with programs to improve and expand on housing options in the city.



To do this the city should work with local stakeholders to implement programs that address these housing challenges. Strategies include:

- » Lenders Consortium
- » Neighborhood Conservation
- » Affordable In-filling Housing

Lenders Consortium

The development of new programs, will require a stable source of financing that currently does not exist. Such a financing program should be designed for maximum leverage (in the language of community development, “leverage” is the ability of program dollars to generate private investment in response); shared risk; and quick turnover rather than long-term financing.

To move housing strategies forward, efforts should include a “lending consortium,” a cooperative venture among lending institutions active in the Superior market that spread individual exposure. In addition, these cooperative ventures can attract the support of other agencies such as the Nebraska Investment Finance Authority (NIFA) and the Federal Home Loan Bank. A lending consortium is an ideal instrument to provide short-term financing or patient financing for builders and contractors in the community, and to provide interim financing for projects.

Neighborhood Conservation

Superior has a good housing stock and high quality older neighborhoods. To protect and sustain the city’s older neighborhoods, Superior should implement neighborhood conservation programs, including rehabilitation programs. The built housing supply is the city’s largest single capital investment, and its preservation is essential to maintaining residential affordability. Neighborhood conservation strategies include:

- **Land Use Policies.** Superior should maintain zoning and land use policies that protect the integrity of its neighborhoods. New zoning proposals should be evaluated with a view toward their effect on surrounding neighborhoods. The zoning ordinance should encourage project design that reduces land use conflicts between residential and other uses; and should establish buffering and screening standards to minimize external effects on neighborhoods.
- **Rehabilitation.** Superior should develop rehabilitation programs (including the use of private loans leveraged by Community Development Block Grant and HOME funds)

to promote the stabilization of housing stock that is in need of significant rehabilitation. These programs should emphasize the leveraging of private funds to extend the use of scarce public resources. These programs may include:

- » Emergency repair program. For very low income residents an emergency repair program should be established. This type of program is usually funded through CDBG funds in the form of grants or forgivable loans.
- » Direct rehabilitation grant programs. This program would make direct forgivable loans and grants to homeowners from CDBG funds. The program is most appropriate to homeowners with low incomes.
- » A leveraged rehabilitation loan program. This approach leverages private loan funds by combining private loans with CDBG or other public funds to produce a below market interest rate for homeowners. The program works most effectively in moderate income neighborhoods with minor rehabilitation needs and some demand for home improvements.
- » Energy efficiency loans. These low interest loans or no-interest loans could be used by anyone in the community to replace windows, heating and cooling systems, or any other upgrades that improve the energy efficiency of the home. This should be a joint effort with Nebraska Public Power District.



- **Property Maintenance Standards.** The city has made a clear and significant effort to address property maintenance issues. The best conservation programs combine awareness of the need for reinvestment with the tools to finance home repairs and rehabilitation. Components of this program include:

- » Preparing and distributing a Property Standards Manual. Building on the recent awareness campaign, this should be a friendly and clear document that sets out the expectations that Superior as a community has for individual building and property maintenance. It can also help to provide useful information, such as sites to dispose of or recycle unwanted household items. This should not only be distributed to homeowners but to occupants of rental housing with information on expectations of both renters and landlords.
- » Backing up the property maintenance standards program with rehabilitation financing. Possible approaches were discussed above.

Affordable In-fill Housing

Map 4.5 identifies areas of opportunity for infill and redevelopment in the western portion of the city. Scattered deteriorated housing does exist around the community but this area likely has the greatest number of vacant and deteriorated housing. Focusing efforts in this area can have the greatest impact and create momentum for additional private market investment in housing around the community.

By combining lots into a neighborhood level infill projects can create the critical mass necessary to provide security for buyers and increase values in the surrounding blocks. Priority should be given to those infill sites that are located in areas that are substantially sound and attractive, albeit older, neighborhoods that will sustain and be benefited by the higher cost of new construction. An redevelopment program may be done in conjunction with a developer that is selected through a proposal process or with a regional housing development corporation and should include the following components:

- » An aggressive program to acquire and demolish houses that are so deteriorated that rehabilitation is not feasible.
- » Negotiation with property owners to acquire targeted vacant lots. Negotiations maybe done privately by the development company or through the city.
- » In an area like west Superior, preparation of a redevelopment plan that permits the city to acquire, prepare, and convey land for redevelopment, and to use tax increment financing to finance these cost.





PLAN IMPLEMENTATION

CHAPTER

5



Superior should implement the visions and actions presented by the plan through a realistic program that is in-step with the resources of the community.

PLAN IMPLEMENTATION

The narratives and maps in the previous chapters are the core of the Superior Plan. This section addresses the scheduling of the plan implementation by both public agencies and private decision-makers.

This final chapter discusses:

- **Development Policies and Actions.** This section summarizes the policies and actions proposed in the Superior Plan, and presents projected time-frames for the implementation of these recommendations.
- **Annexation Policies.** This section outlines policies for evaluating areas for annexation
- **Plan Maintenance.** This section outlines a process for maintaining the plan, and evaluating progress in meeting the plan's goals.
- **Plan Support.** This section addresses potential funding sources to implement proposals contained within the plan.

DEVELOPMENT POLICIES AND ACTIONS

Figure 5.1, The Implementation Schedule, presents a concise summary of the recommendations of the Superior Plan. These recommendations include various types of efforts:

- **Policies.** Continuing efforts over a long period to implement the plan. In some cases, policies include specific regulatory or administrative actions.
- **Action Items.** Specific efforts or accomplishments by the community.
- **Capital Investments.** Public capital projects that will implement features of the Superior Plan.

Each recommendation in the plan is associated with a time frame for implementation. Some recommendations require ongoing implementation. Short-term recommendations indicate implementation within five years, medium-term within five to ten years, and long-term within ten to twenty years.



Those recommendations or policies that will lower the use of resources (L) or at least maintain existing levels (M) are also noted. Improvements that lower or maintain resource use:

- » Make existing systems more efficient.
- » Use existing infrastructure such as streets and water and sewer lines.
- » Encourage alternatives to cars.
- » Lower the amount of stormwater inflow into the city sanitary sewer lines.
- » Use existing platted lots that have existing infrastructure.

Figure 5.1: Schedule for Implementation

	Type	Impact on Resources	Ongoing	Short	Medium	Long
Public Facilities & Infrastructure						
Completion of Lincoln Park improvements.	C			X		
Address maintenance and age issues at the City Pool.	C	L		X		
Construction of a sidewalk loop trail around City Park.	C			X		
Investigate alternatives for expansion of the public safety center.	C	M		X	X (implementation)	
Implement needed stormwater improvements, especially in the downtown area.	C	L		X	X	
Complete sidewalk improvements in conjunction with other infrastructure work.	C	L	X			
Complete upgrade to natural gas system.	C			X		
Monitor aging infrastructure systems and budget for improvements to these facilities within a Utility Master Plan.	C	L	X			
Transportation						
Maintain the city's existing street system.	C		X			
Expand the street grid incrementally to serve developing areas.	C					X
Complete a trail loop that uses streets and drainageways around the community.	C	L		X	X	
Implement improvements to Bloom street that improves pedestrian safety and the aesthetics of the corridor.	C	L		X		
Complete sidewalk improvements in strategic locations to connect community destinations.	C	L			X	
Land Use Policy Framework						
Redevelop or replace deteriorated housing and vacant lots as first priority.	P, C	M	X			
Support incremental expansion of residential neighborhoods in the northeast portion of the city.	P		X			
Use existing services and infrastructure.	P	M	X			
Encourage a mix of residential styles and densities.	P		X			
Incorporate good street connectivity in new subdivisions.	P	L	X			
Incorporate greenways, sidewalks, and trails into neighborhoods.	P, C	L			X	X
Establish standards for parking, project appearance, pedestrian access, and a relationship between residential and non-residential land uses.	A			X		
Encourage development of the business park as a location for high-quality office, research, and limited industrial uses in marketable settings.	P, A		X			

Table Key

Type	Impact on Resources	Timeline
P Policy	L Lower	X Recommendation falls within this time line
A Action Item	M Maintain	
C Capital Investment		

Figure 5.1: Schedule for Implementation

	Type	Impact on Resources	Ongoing	Short	Medium	Long
Land Use Policy Framework						
Include adequate landscaping and, where necessary, buffering for new commercial and industrial developments, especially along high visibility corridors.	P	L	X			
High impact uses should be buffered from surrounding lower intensity uses.	P		X			
Preserve and use drainageways within developments as assets to the project.	P	M	X			
Use best management practices for stormwater run-off to protect existing developments and to preserve the quality of drainage corridors.	P	M	X			
Streets should be multi-modal, accommodating vehicular traffic, bicycles, and pedestrians in an attractive public environment.	P, C	L		X	X	X
Cul-de-Sacs should be avoided, maintaining the current character and connectivity of the city.	P		X			
Policies should preserve environmentally sensitive areas including drainage swales, native prairie, and wetlands.	P	L, M	X			
Market the park and recreation system as a signature feature for the community.	A			X		
Public access to trails and pathways should be secured through easements and charitable donations to connect all parts of the city.	P		X			
Use the city's street system to create a bicycle system that easily connects destinations around the city.	C	L		X		
Continue to invest in aging infrastructure and facilities to ensure investment by the private market in new housing, commercial, and industrial developments.	C			X	X	X
Expand infrastructure to support new growth, while ensuring long-term sustainability of the system.	C		X			
Superior Tomorrow: Recreation & Entertainment						
Add signage to inform Lovewell Lake visitors about the services and amenities offered in Superior.	A, C			X		
Add a trail linkage to connect Superior to Lovewell Lake.	A, C	L			X	
Continue to work with the owners of the Crest Theatre to support and upgrade this important amenity as needed.	A		X			
Superior Tomorrow: Victorian District						
Support the development of walking tours that guide residents and visitors past the city's historic homes.	A	L		X		
Improve sidewalks along the two proposed routes.	A, C	L		X		
Offer information signage at the homes and other key locations along the routes.	A, C			X		
Improve street crosses within residential areas and across Bloom Street.	A, C	L		X		
Install signage that directs visitors to the Victorian homes, downtown, and City Park.	A, C			X		



Figure 5.1: Schedule for Implementation

	Type	Impact on Resources	Ongoing	Short	Medium	Long
Superior Tomorrow: Historic Core						
Superior should build on existing assets to create special environments and new housing opportunities within the historic core of the city.	P	M	X			
Use of vacant lots should add green space to the downtown and activities centers that bring visitors to the district.	A, C	M			X	X
Improvements to the streetscape should provide customer amenities, add color and life to the street, and improve pedestrian crossings.	A, C	L		X	X	
The downtown and surrounding neighborhoods should provide diverse housing choices using existing infrastructure.	P	M	X			
The most seriously deteriorated housing should be removed to provide room for new affordable housing.	A, C			X	X	
Through rehabilitation the highest quality housing should be preserved to secure the city's stock of affordable housing.	A	M	X			
Superior Tomorrow: Transportation						
Pedestrian crossings of Bloom Street should be improved at City Park and, with the development of the North Ward site, at the Hospital.	C	L		X	X	
A trail system should be completed that uses drainageways and on street routes to move residents around the city.	C	L		X	X	
Complete bicycle boulevards along streets of the Victorian District Walking Tour and 8th Street.	C	L		X		
Superior Tomorrow: Housing						
Work with local lending institutions to pool available funding and distribute risk in a way that expands the options within the housing market.	A		X			
Expand on recent nuisance abatement efforts to preserve existing affordable housing.	A, P		X			
Encourage the development of infill housing on existing lots with infrastructure and city services.	A, C	M	X			

Table Key

Type	Impact on Resources	Timeline
P Policy	L Lower	X Recommendation falls within this time line
A Action Item	M Maintain	
C Capital Investment		

ANNEXATION POLICY

Superior should implement an annexation policy that incorporates future development areas and meets state statutory requirements. The city should work closely with Nuckolls County to ensure consistent development patterns.

The development concept for Superior is built on reinvestment using existing infrastructure and incremental growth in new areas, generated by a sound economy and greater success at community marketing. Extension of urban services to support growth areas will require annexation.

Voluntary annexation of developments should occur before extension of city services. Superior should also adopt an annexation policy that establishes objective criteria for annexation and identifies candidate areas for incorporation into the city. Areas considered for annexation should meet at least one of 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 two units per acre) should be considered for potential annexation.
- *Protection of future growth areas.* In order to allow the city to guide its growth and development more effectively, future growth areas will need to be managed through annexation and annexation agreements with the county. Annexation will allow the city to extend its zoning jurisdiction to adjacent areas, thus guiding development in a direction that will provide safe and healthy environments.
- *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 but remain outside of its corporate limits. In these situations, city services may provide enhanced public safety with improved emergency response times.
 - » Areas that are served by municipal infrastructure. Superior's existing sewer and water system is adjacent to and extends to areas outside the city.
 - » Areas to be served in the short-term by planned improvements, including trunk sewer lines and lift stations.
- *Community Unification.* While difficult to quantify, a split between people who live inside and outside the corporate



limits can be harmful to the town's critical sense of community and identity. Establishing unified transportation and open space systems and maintaining a common commitment to the city's future can be important factors in considering 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.
 - » 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.



PLAN MAINTENANCE

The scope of the Superior Comprehensive Plan is ambitious and long-range, and its recommendations will require funding and other continuous support. The city should implement an ongoing process that uses the plan to develop annual improvement programs, as outlined below.

ANNUAL ACTION AND CAPITAL IMPROVEMENT PROGRAM

The Planning Commission and City Commission should define an annual action and capital improvement program that implements the recommendations in this plan (Table 5.1). This program should be coordinated with Superior's existing capital improvement planning and budgeting process, even though many of the plan's recommendations are not capital items. This annual process should be completed before the beginning of each budget year and should include:

- A work program for the upcoming year that is specific and related to the city's financial resources. The work program will establish which plan recommendations the city will accomplish during that year.
- A three year strategic program. This component provides for a multi-year perspective, aiding the preparation of the annual work program. It provides a middle-term implementation plan for the city.
- A six year capital improvement program. This is merged into Superior's current capital improvement program.

ANNUAL EVALUATION

An annual evaluation should occur at the end of each fiscal year. This evaluation should include a written report that:

- Summarizes key land use developments and decisions during the past year and relates them to the comprehensive plan.
- Reviews actions taken by the city during the past year to implement plan recommendations.
- Defines any changes that should be made in the comprehensive plan.

The plan should be viewed as a dynamic changing document that is actively used by the city as a source of information and guidance on policy and public investment.