

CITY OF TILDEN

COMPREHENSIVE DEVELOPMENT PLAN, SEPTEMBER 2019

Bobbi Pettit, AICP



RURAL PLANNING

CONTENTS

- I. INTRODUCTION 2
- II. DOCUMENTED DEMOGRAPHIC AND ECONOMIC PROJECTIONS 8
 - Demographic and Economic Projections-Key Takeaways 18
- III. PRESENTED AND PROJECTED COMMUNITY FACILITIES 19
 - Present and Projected Community Facilities-Key Takeaways 30
- IV. TRANSPORTATION ROUTES AND FACILITIES 31
 - Transportation Routes and Facilities-Key Takeaways 36
- V. LAND USE AND ANNEXATION 37
 - Future Land Use Map 43
- VI. ENERGY ELEMENT 46
 - Energy Element-Key Takeaways 51

I. INTRODUCTION

RESPONSIBILITY TO PLAN

Per Nebraska Revised Statutes (NRS) § 19-901 (1), municipal governments in Nebraska are granted the authority to regulate land use within their jurisdiction.

For the purpose of promoting health, safety, morals, or the general welfare of the community, the legislative bodies in cities of the first and second class and in villages may adopt zoning regulations which restrict the height, number of stories, and size of buildings and other structures, the percentage of lot that may be occupied, the size of yards, courts, and other open spaces, the density of population, and the location and use of buildings, structures, and land for trade, industry, residence, or other purposes.

AUTHORITY TO PLAN

NRS § 19-901 (2) explains that zoning regulations may not be adopted until a comprehensive plan has been completed, recommended [by the Planning Commission] and adopted [by the City Council].

Such powers shall be exercised only after the municipal legislative body had established a planning commission, received from its planning commission a recommended comprehensive development plan as defined in section 19-903, adopted such comprehensive development plan, and received the specific recommendation of the planning commission on the adoption or amendment of zoning regulations. The planning commission shall make a preliminary report and hold public hearings on its recommendations regarding the adoption or repeal of the comprehensive development plan and zoning regulations and shall hold public hearings thereon before submitting its final report to the legislative body. Amendments to the comprehensive plan or zoning regulations shall be considered at public hearings before submitting regulations to the public body.

A Public Hearing regarding the recommendation of this Comprehensive Plan was held by the Madison County Planning Commission on this date in 2019:

The Madison County Planning Commission recommended adoption of this Comprehensive Plan on this date in 2019:

A Public Hearing regarding the adoption of this Comprehensive Plan was held by the City of Tilden City council on this date in 2019:

By approving Ordinance No._____, the Tilden City Council adopted this Comprehensive Plan on this date in 2019:

BUILDING THE PLAN

The City of Tilden Comprehensive Plan is organized into chapters based upon the guidance and requirements listed within NRS § 19-903:

The regulations and restrictions authorized by sections 19-901 to 19-915 shall be in accordance with a **comprehensive development plan** which shall consist of both graphic and textual material and shall be designed to accommodate anticipated long-range future growth which shall be **based upon documented population and economic projections**. The comprehensive development plan shall, among other possible elements, include:

- (1) A **land-use element** which designates the proposed general distributions, general location, and extent of the uses of land for agriculture, housing, commerce, industry, recreation, education, public buildings and lands, and other categories of public and private use of land;
- (2) The general location, character, and extent of existing and proposed major roads, streets, and highways, and air and other **transportation routes and facilities**;
- (3) The general location, type, capacity, and area served of **present and projected or needed community facilities** including recreation facilities, schools, libraries, other public buildings, and public utilities and services;
- (4) When a new comprehensive plan or a full update to an existing comprehensive plan is developed on or after July 15, 2010, but not later than January 1, 2015, an **energy element** which: Assesses energy infrastructure and energy use by sector, including residential, commercial, and industrial sectors; evaluates utilization of renewable energy sources; and promotes energy conservation measures that benefit the community. This subdivision shall not apply to villages; and
- (5)(a) When next amended after January 1, 1995, an identification of sanitary and improvement districts, subdivisions, industrial tracts, commercial tracts, and other discrete developed areas which are or in the future may be appropriate subjects for annexation and (b) a general review of the standards and qualifications that should be met to enable the municipality to undertake **annexation** of such areas. Failure of the plan to identify subjects for annexation or to set out standards or qualifications for annexation shall not serve as the basis for any challenge to the validity of an annexation ordinance.

JURISDICTION OF THE PLAN

In accordance with NRS §17-1001 (1), the geographical area covered by the City of Tilden Comprehensive Plan includes all land within a one-mile area encompassing the city.

...the extraterritorial zoning jurisdiction of a city of the second class or village shall consist of the unincorporated area one mile beyond and adjacent to its corporate boundaries.

PUBLIC INPUT

In preparation for the update of the comprehensive plan, members of the Tilden community were provided with three separate opportunities to provide input into the plan:

1. **Interviews**-In partnership with the University of Nebraska, Kearney Center for Entrepreneurship and Rural Development (CERD), a total of seven stakeholder interviews and two focus group interviews were conducted to identify themes that would inform the content of the community wide survey.
2. **Community wide survey**-In partnership with the Northeast Nebraska Economic Development District (NENEDD), a community wide survey was distributed throughout the month of March, 2019; 126 respondents completed the survey. Results are located throughout the plan, within appropriate chapters.
3. **Future land use open house**- Survey results directly impacted the proposed future land use map. The proposed future land use map was presented to the Tilden Community on May 16, 2019. The Nebraska Public Power District (NPPD) and NENEDD each provided staff support to assist with a strategic planning session that was scheduled to follow the future land use open house.

**TILDEN FUTURE LAND USE PLAN
COMMUNITY WIDE SURVEY**

*YOUR INPUT IS NEEDED TO HELP PLAN THE NEXT
10 YEARS FOR THE TILDEN COMMUNITY*

VISIT

>>>>>>> **TILDEN2030.COM** <<<<<<<<

TO GIVE US YOUR VALUABLE INPUT.

Hard copies can be picked up and returned at the Tilden Public Library
Email or call Bobbi at bobbi@fiveuleplanning.com or 308.224.4653 with questions.

SURVEY OPEN MARCH 21 THRU APRIL 11

*TILDEN FUTURE LAND USE OPEN HOUSE (COME & GO)
&
COMMUNITY WIDE STRATEGIC PLANNING SESSION*

WHEN: THURSDAY, MAY 16
WHERE: LIED AUDITORIUM, 202 S. CENTER STREET, TILDEN, NE

SCHEDULE

10:00 AM–12:00 PM
Come & Go: Visit personally with Bobbi Pettit, FIVE RULE about your vision for the Future of Tilden.

12:15 PM–1:30 PM
Presentation: Bobbi Pettit, FIVE RULE regarding the Proposed Future Land Use Map

1:30 PM–5:00 PM
Come & Go: Visit personally with Bobbi Pettit about your vision for the Future of Tilden.

5:30 PM–7:30 PM
Presentation: Community Wide Survey Results and Strategic Planning Session by Nicole Sedlacek, NPPD and Mandy Gear, NENEDD
(Light Supper will be provided)



DECISION TO PLAN

By creating and adopting this Comprehensive Plan, the City Council of Tilden is choosing to actively envision, work toward, and create a healthy and vibrant community that protects its legacy, creates a thriving community for current residents and preserves the natural and built environment for future residents.

Someone is sitting in the shade today because someone planted a tree a long time ago.

~Warren Buffett

II. DOCUMENTED DEMOGRAPHIC AND ECONOMIC PROJECTIONS

NORFOLK MSA

The primary source of demographic and economic information was provided by the United States Census Bureau.

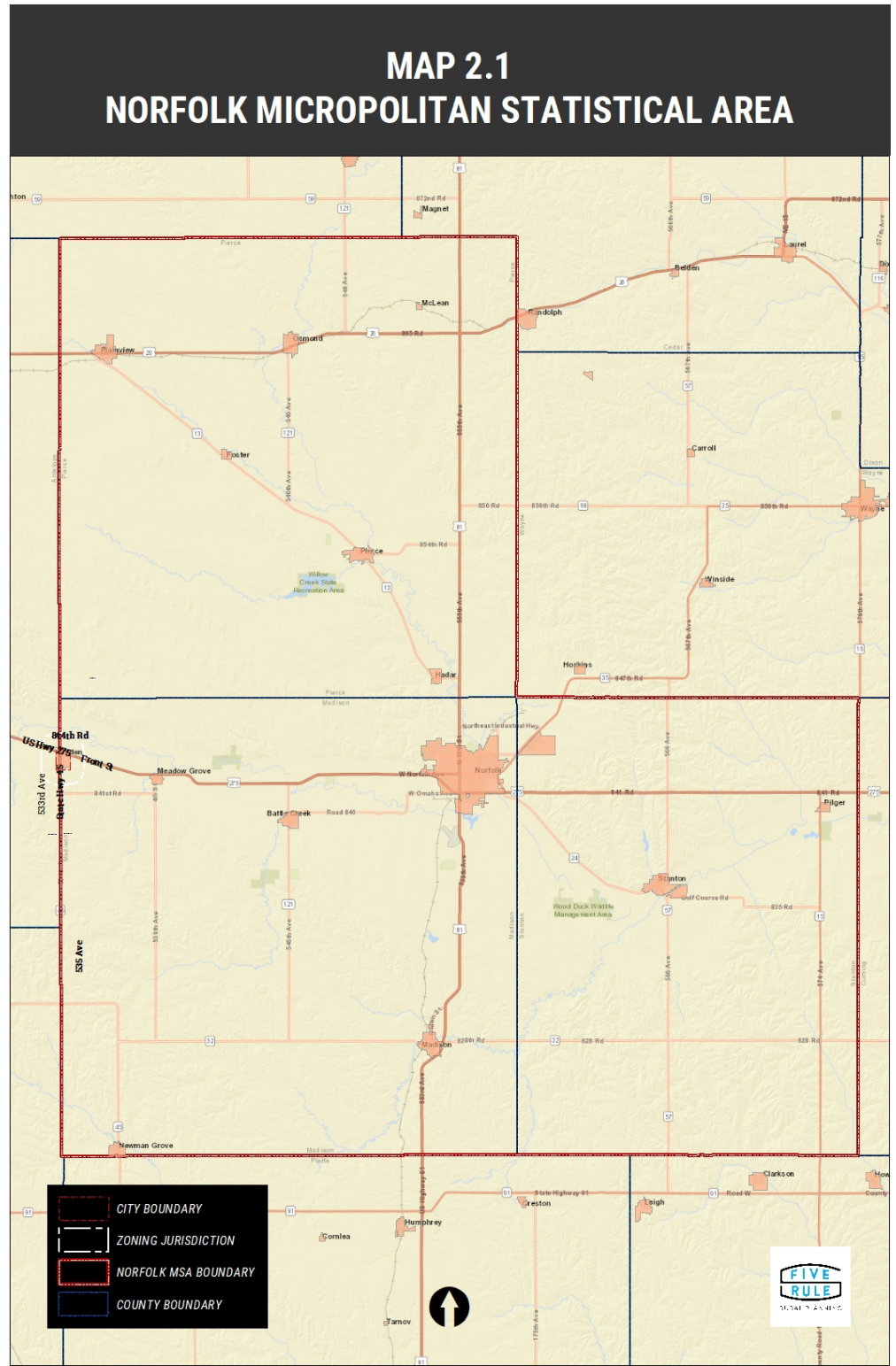
The City of Tilden is located within the Norfolk Metropolitan Statistical Area (MSA), which includes Madison, Stanton, and Pierce Counties.

Growth trends for similar communities within the MSA provide insight as to what has taken place within Tilden and what the city can expect for regional and local growth.

A total of twelve communities are included within the Norfolk MSA.

Regional second-class cities that were compared to Tilden are:

- Battle Creek
- Madison
- Pierce
- Plainview
- Stanton



POPULATION CHARACTERISTICS

Within the past 25 years, the City of Tilden has experienced steady growth. Second only to Battle Creek, the city is within the top three communities showing growth within the Norfolk MSA.

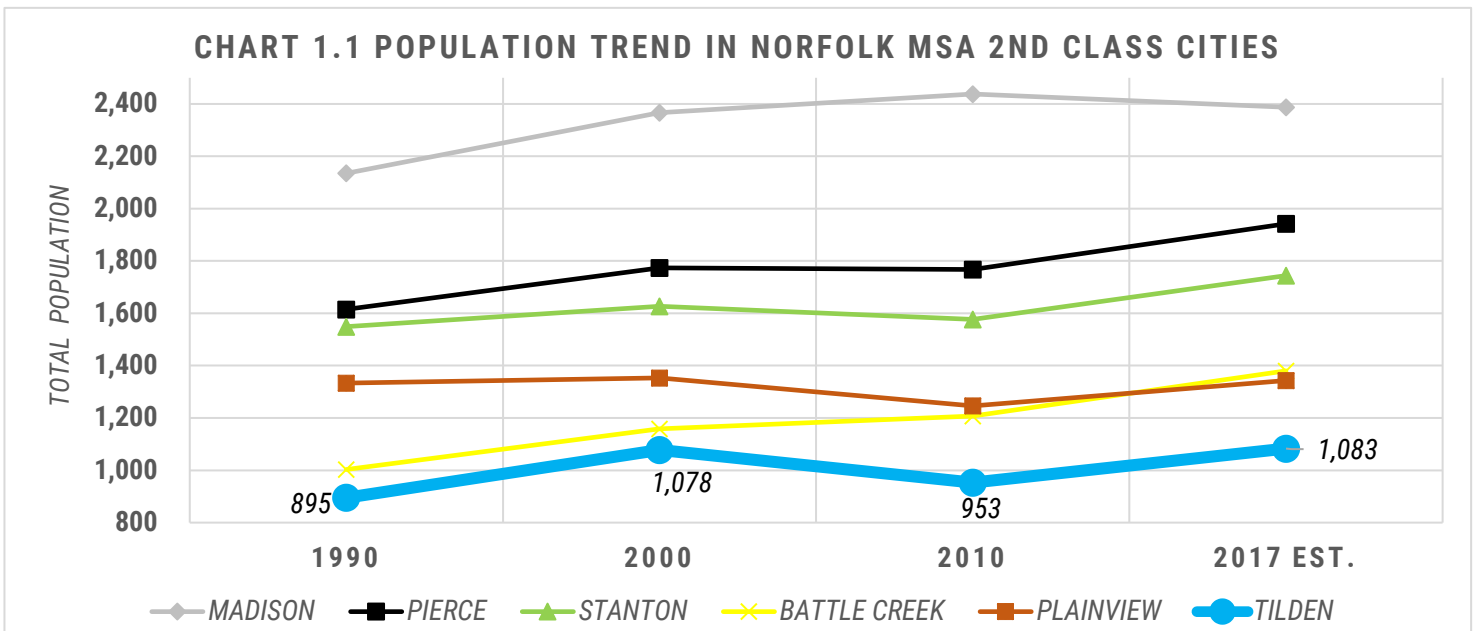
TABLE 1.1 GROWTH RATE, NORFOLK MSA COMMUNITIES

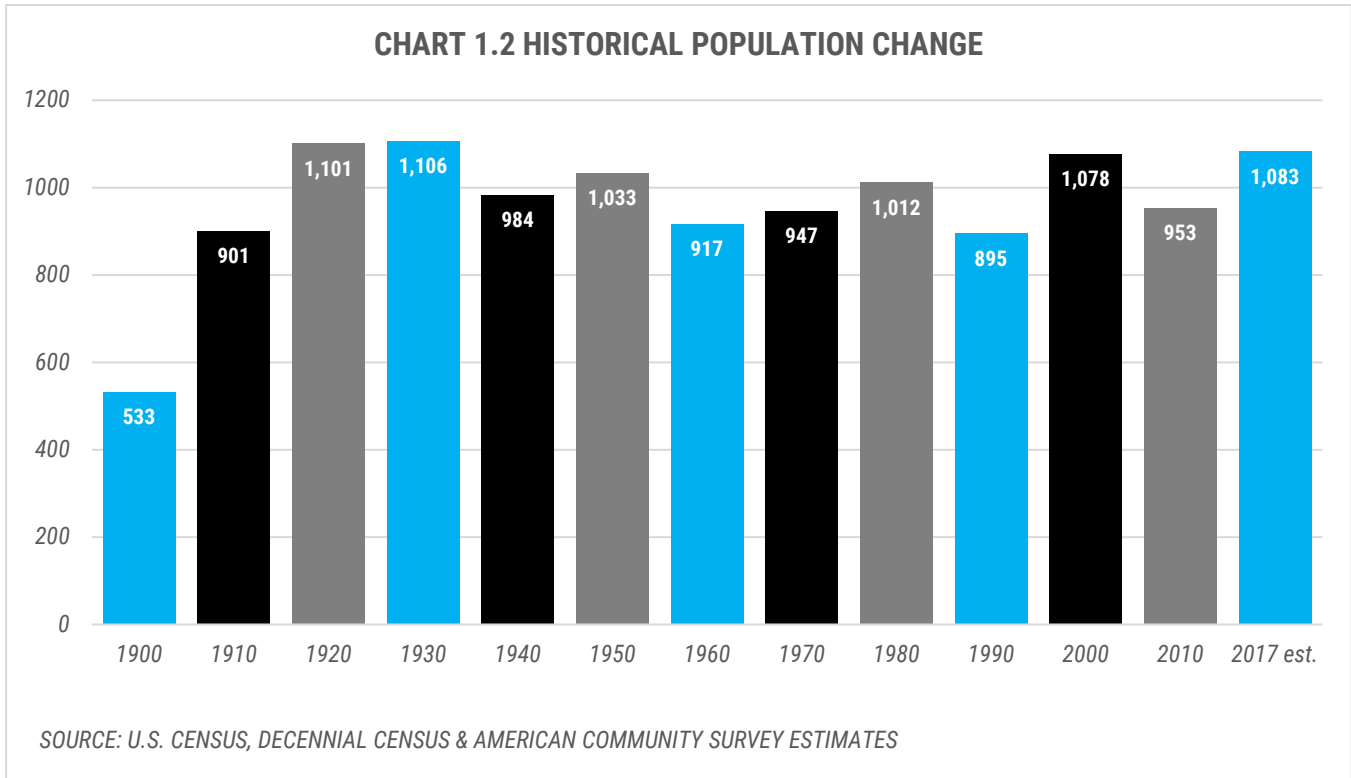
	1990	2000	ANNUAL GROWTH RATE, 1990-2000	2010	ANNUAL GROWTH RATE, 2000-2010	2017 EST.	ANNUAL GROWTH RATE, 2010-2017
NORFOLK	21,476	23,516	0.95%	24,210	0.30%	24,352	0.06%
BATTLE CREEK	1,003	1,158	1.55%	1,207	0.42%	1,380	1.43%
TILDEN	895	1,078	2.04%	953	-1.16%	1,083	1.36%
STANTON	1,549	1,627	0.50%	1,577	-0.31%	1,744	1.06%
PIERCE	1,615	1,774	0.98%	1,767	-0.04%	1,942	0.99%
OSMOND	774	796	0.28%	783	-0.16%	855	0.92%
PLAINVIEW	1,333	1,353	0.15%	1,246	-0.79%	1,343	0.78%
NEWMAN GROVE	787	797	0.13%	721	-0.95%	749	0.39%
MADISON	2,135	2,367	1.09%	2,438	0.30%	2,388	-0.21%
MEADOW GROVE	332	311	-0.63%	301	-0.32%	287	-0.47%
HADAR	291	312	0.72%	293	-0.61%	275	-0.61%
PILGER	361	378	0.47%	352	-0.69%	305	-1.34%

SOURCE: CENSUS BUREAU, 90, 00, & 10 DECENNIAL CENSUS AND AMERICAN COMMUNITY SURVEY, 2017 POPULATION ESTIMATES

When considering only the second-class cities within the MSA, it becomes apparent that all small cities, except Madison, experienced growth since 2010. This suggests that not only Tilden, but the also the Norfolk Region is growing.

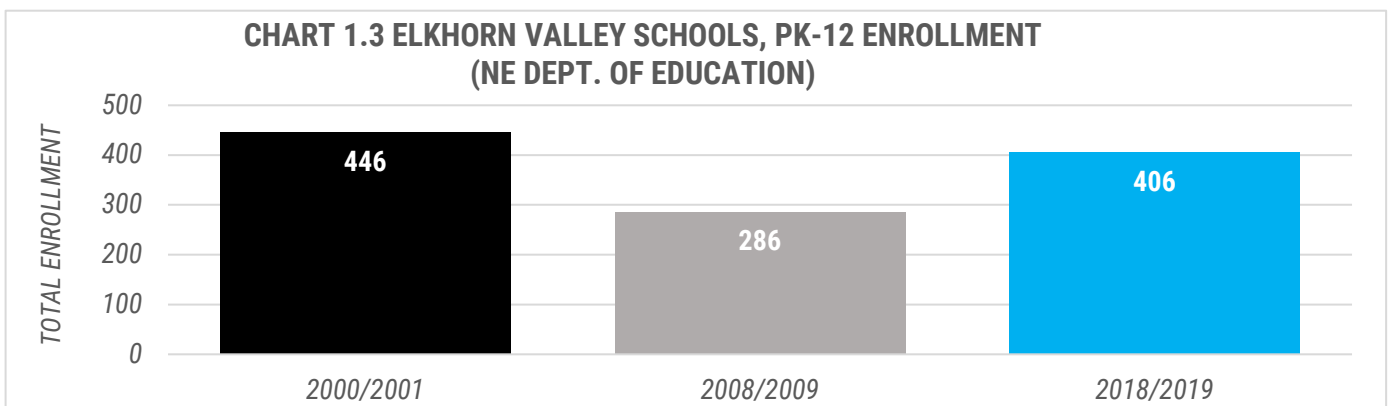
CHART 1.1 POPULATION TREND IN NORFOLK MSA 2ND CLASS CITIES

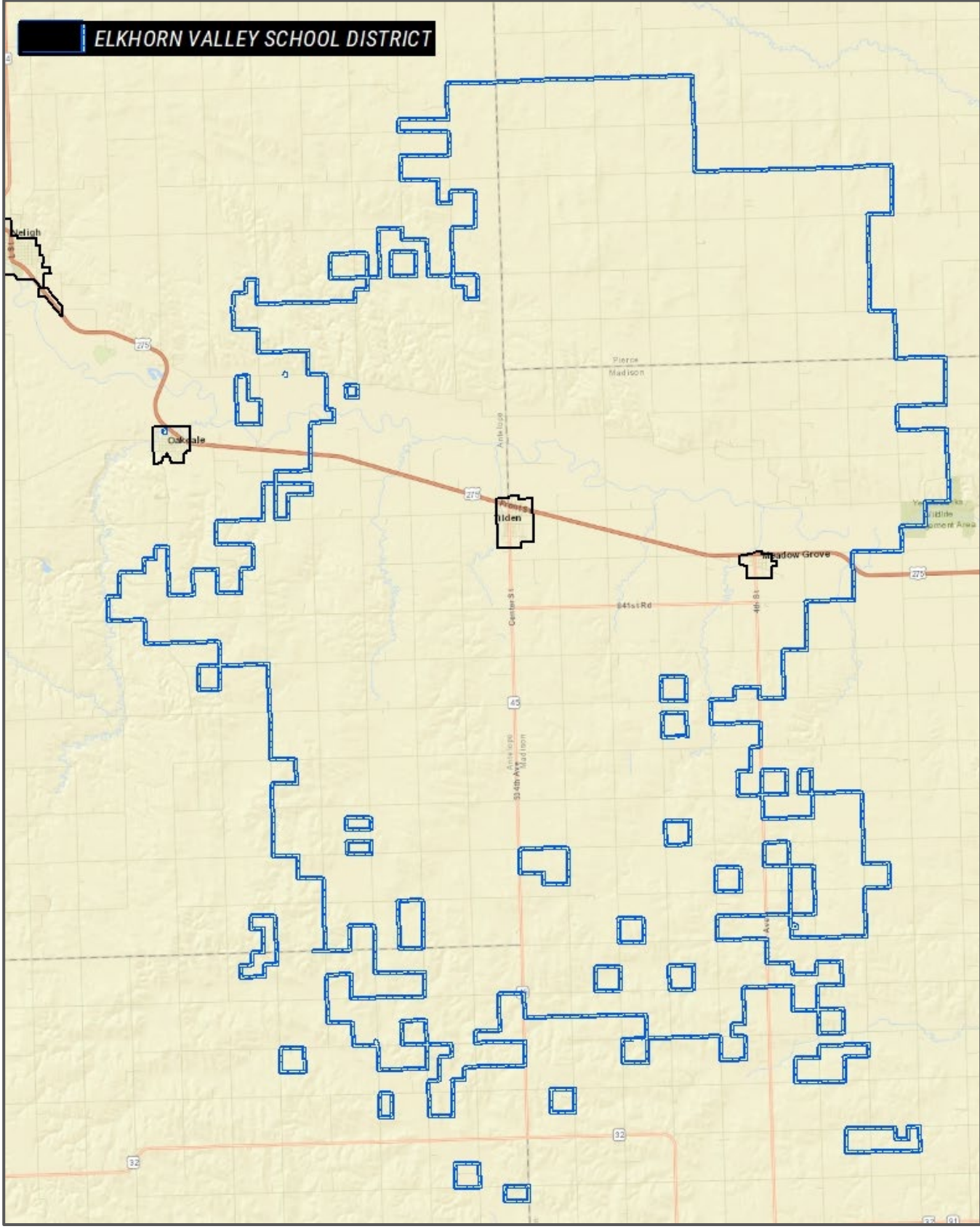




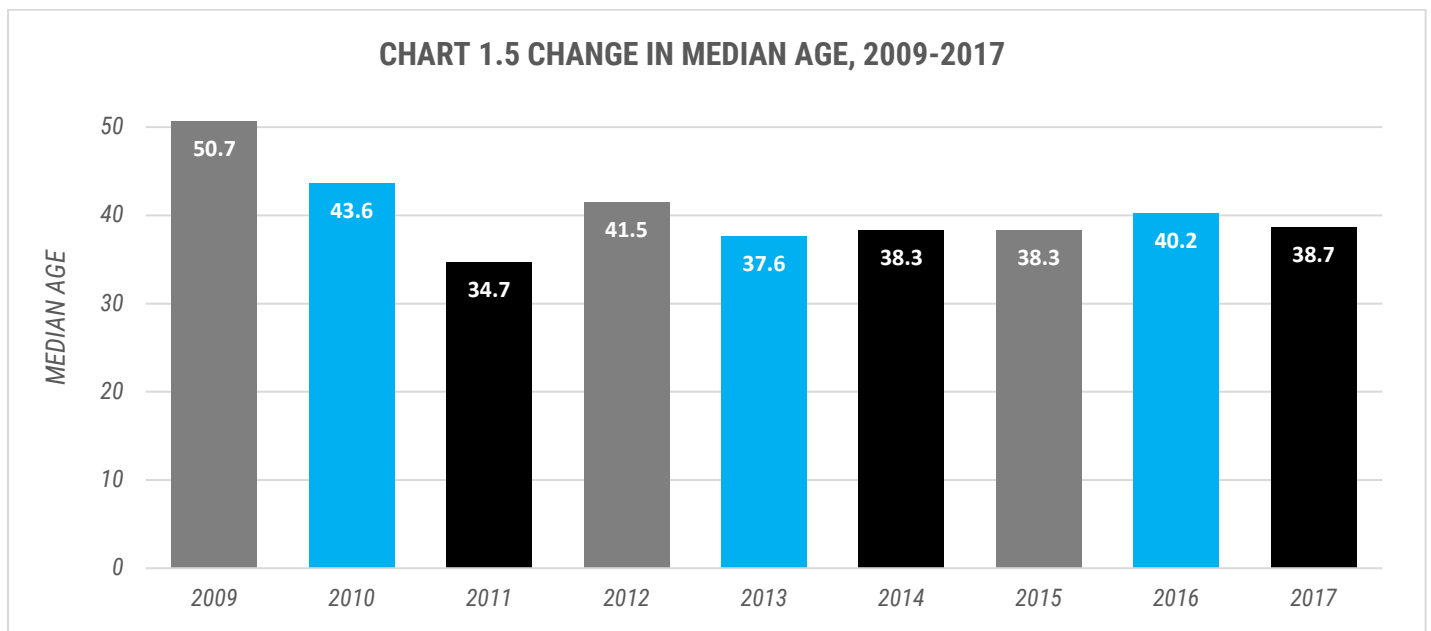
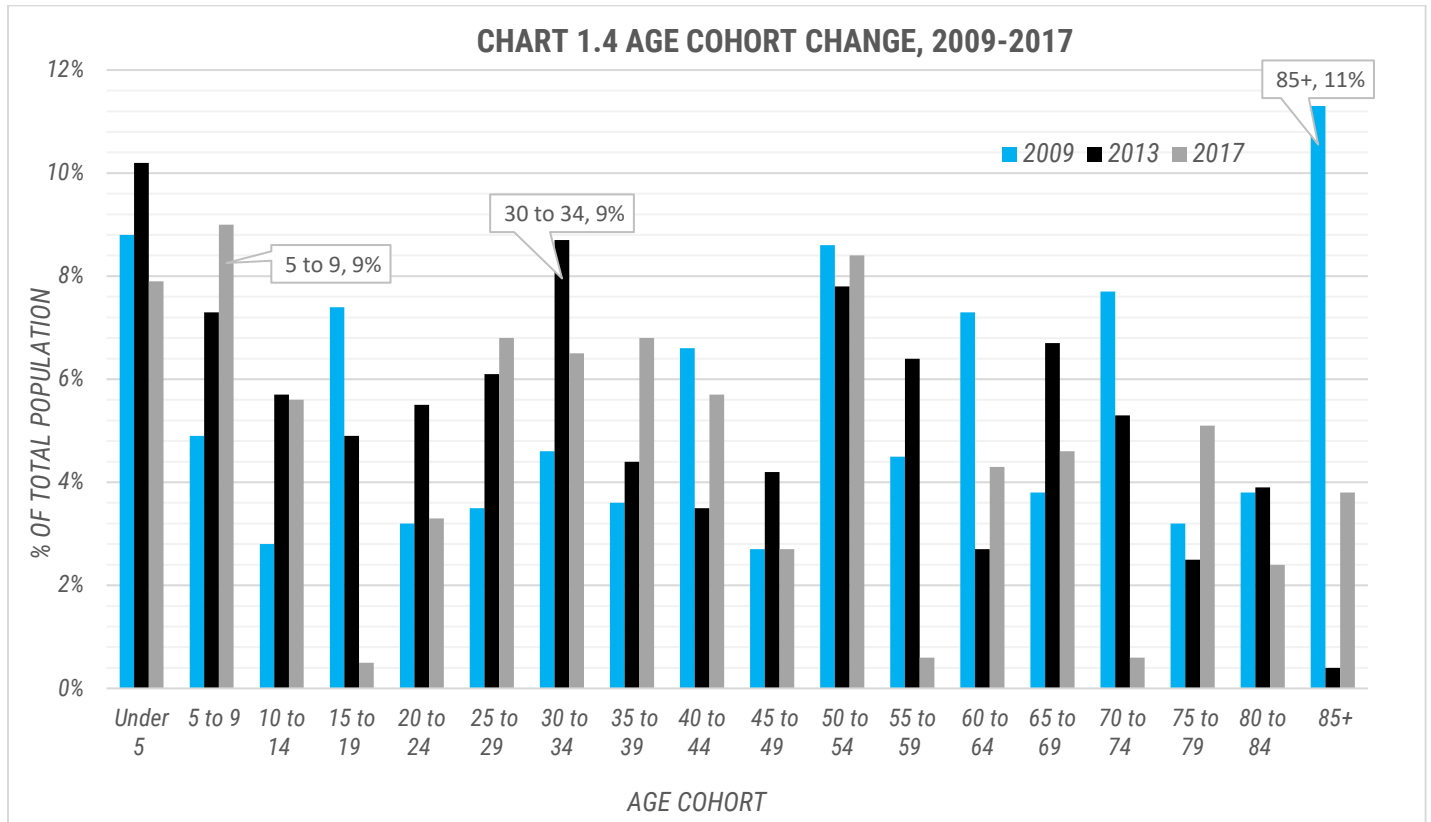
Tilden’s highest population count was reported in 1930, with a total of 1,106 residents. The population estimate provided by the American Community Survey in 2017 is the second highest population count reported for the city since 1900. Since experiencing exponential growth in the 1900s, the city has seen growth come and go, never dropping below 895 residents, yet never growing past roughly 1,000 residents.

Another important indicator of population growth for a community is school enrollment. Elkhorn Valley Schools includes the City of Tilden, the Village of Meadow Grove and an area of roughly 200 square miles (see map on next page). Similar to the population pattern of the community, school enrollment numbers experienced a dip in the early 2000s, but is now showing growth.

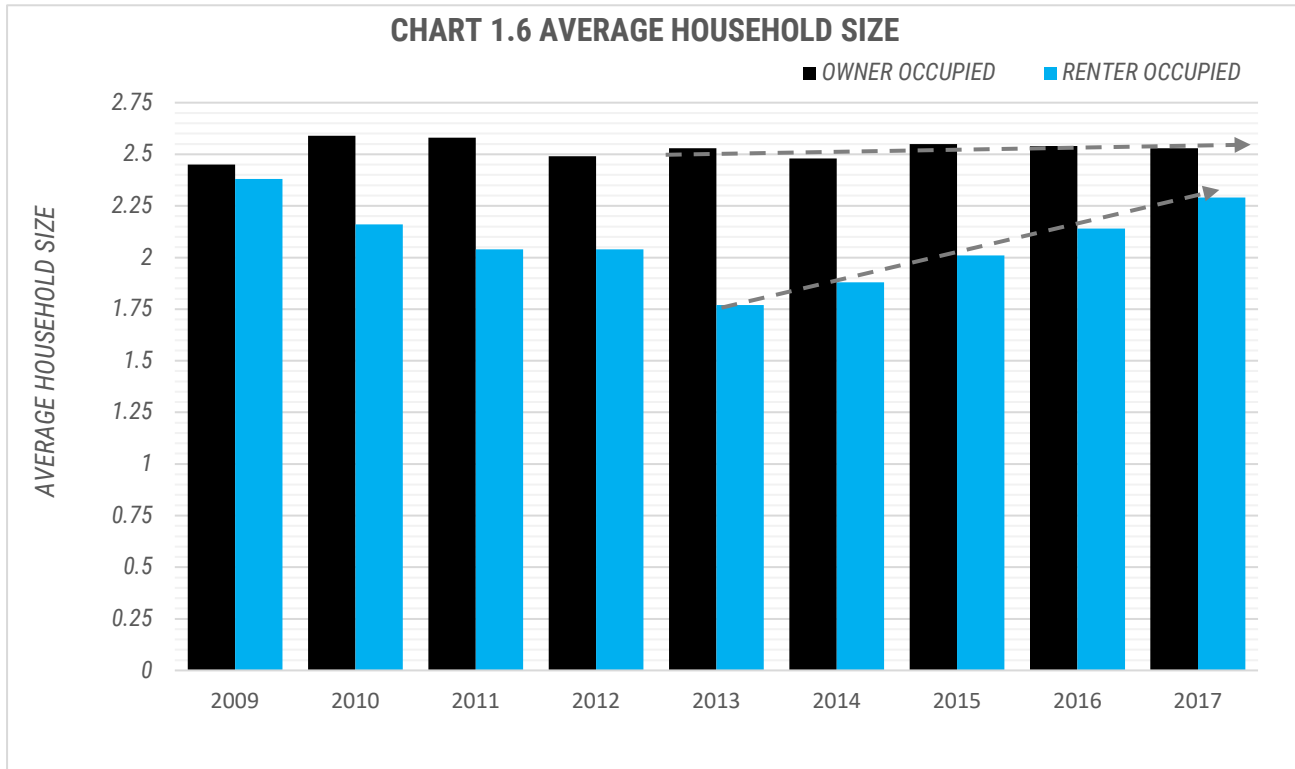




A growing school enrollment is also apparent in the change in age cohorts and median age. In 2009, the largest cohort was adults aged older than 85 years. In 2013, the largest cohort was adults aged 30-34. In 2017, the largest cohort was children between the ages of 5 to 9. The median age of the community has also dropped by a decade since 2009.



A declining median age, growing school enrollment, and increasing proportion of children in Tilden suggests that the number of families in their child bearing and child rearing years are growing in Tilden. Changes in household size are another indicator. The average household size of owner-occupied homes in Tilden has remained the same at 2.5, while the average household size of renter-occupied units has grown steadily from 1.77 in 2013 to 2.29 in 2017.

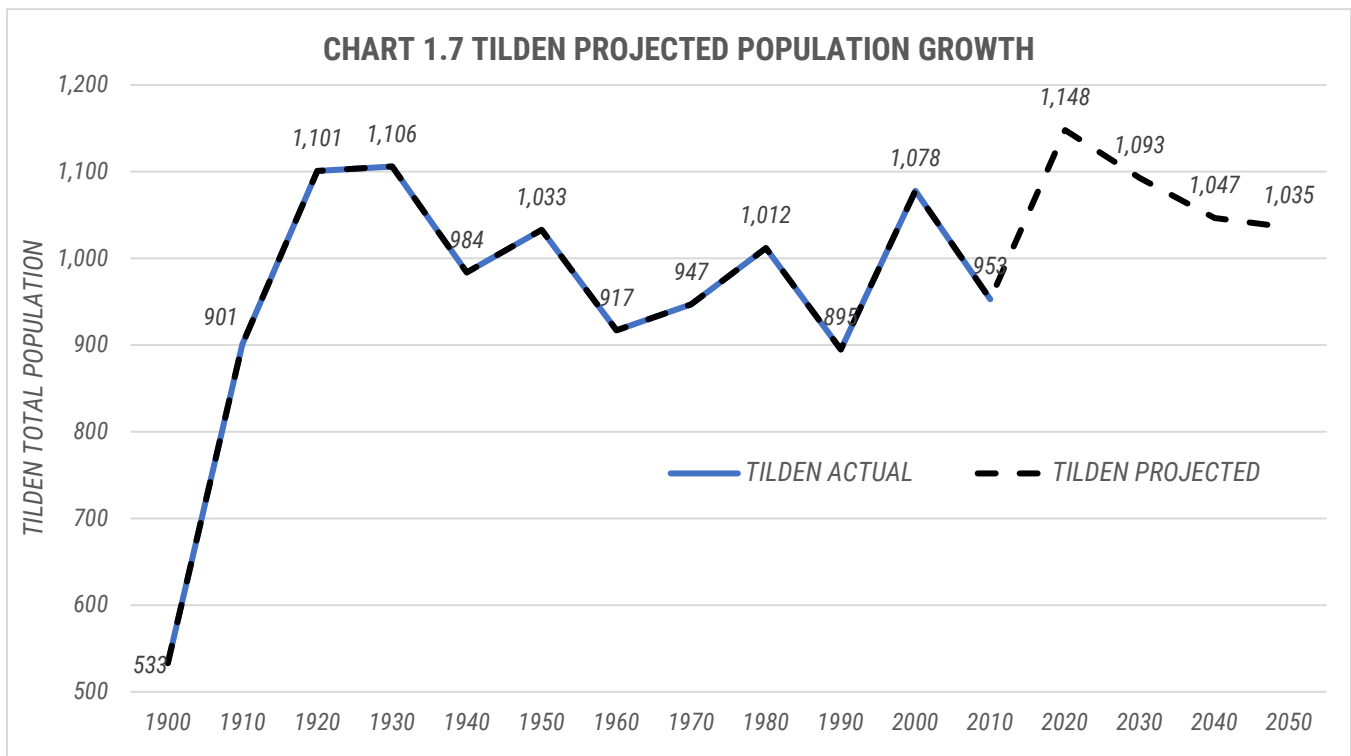


POPULATION PROJECTION

The most recent demographic indicators suggest that the population of Tilden is in a growth stage. A population projection chart has been prepared under the assumption that the City of Tilden will continue to grow and shrink in the same pattern it has done so for the past 120 years.

Assuming that the city will continue to grow at the same pace, the line graph below predicts that the city's total population will peak in 2020 with a total estimated population of 1,148; the highest population count ever recorded for the city. However, this total count will decline in the years 2030-2050.

This projection only considers what has happened in Tilden in the past. Should the city change policies and set different growth goals, the shrinkage predicted to take place after 2020 could be prevented and possibly reversed into positive growth.



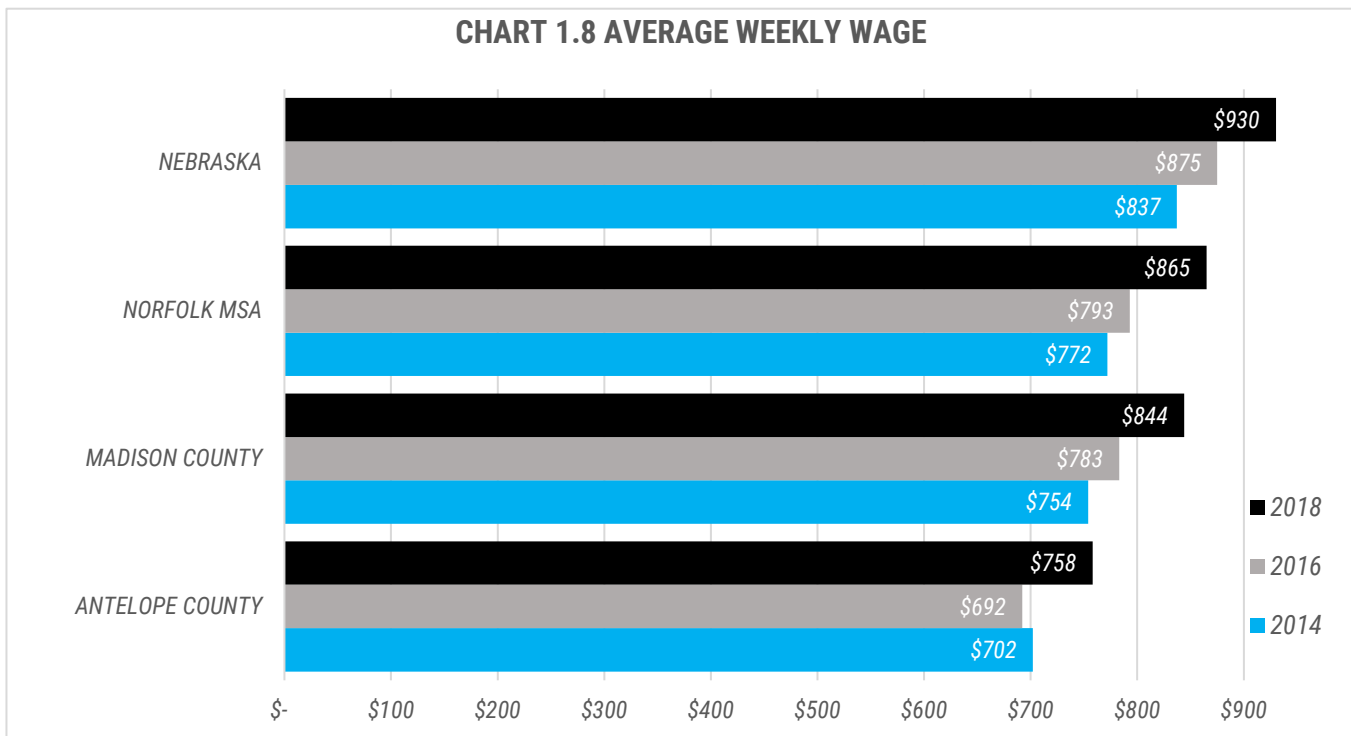
ECONOMIC CHARACTERISTICS

Average weekly wage (AWW) measures individual paychecks and provides background on the growth of individual earning potential. The AWW figures below include jobs in all industries that are covered by state unemployment insurance.

While growth in wages was slower than the rest of the state from 2014-2016, wages for Northeast Nebraska from 2016-2018 were stronger than the growth in wages when compared to the entire state.

TABLE 1.2 CHANGE IN AVERAGE WEEKLY WAGE					
	2014	2016	% CHANGE 2014-2016	2018	% CHANGE 2016-2018
ANTELOPE COUNTY	\$702.00	\$692.00	-1%	\$758.00	10%
MADISON COUNTY	\$754.00	\$783.00	4%	\$844.00	8%
NORFOLK MSA	\$772.00	\$793.00	3%	\$865.00	9%
NEBRASKA	\$837.00	\$875.00	5%	\$930.00	6%

SOURCE: NEBRASKA DEPARTMENT OF LABOR, QUARTERLY CENSUS OF EMPLOYMENT AND WAGES

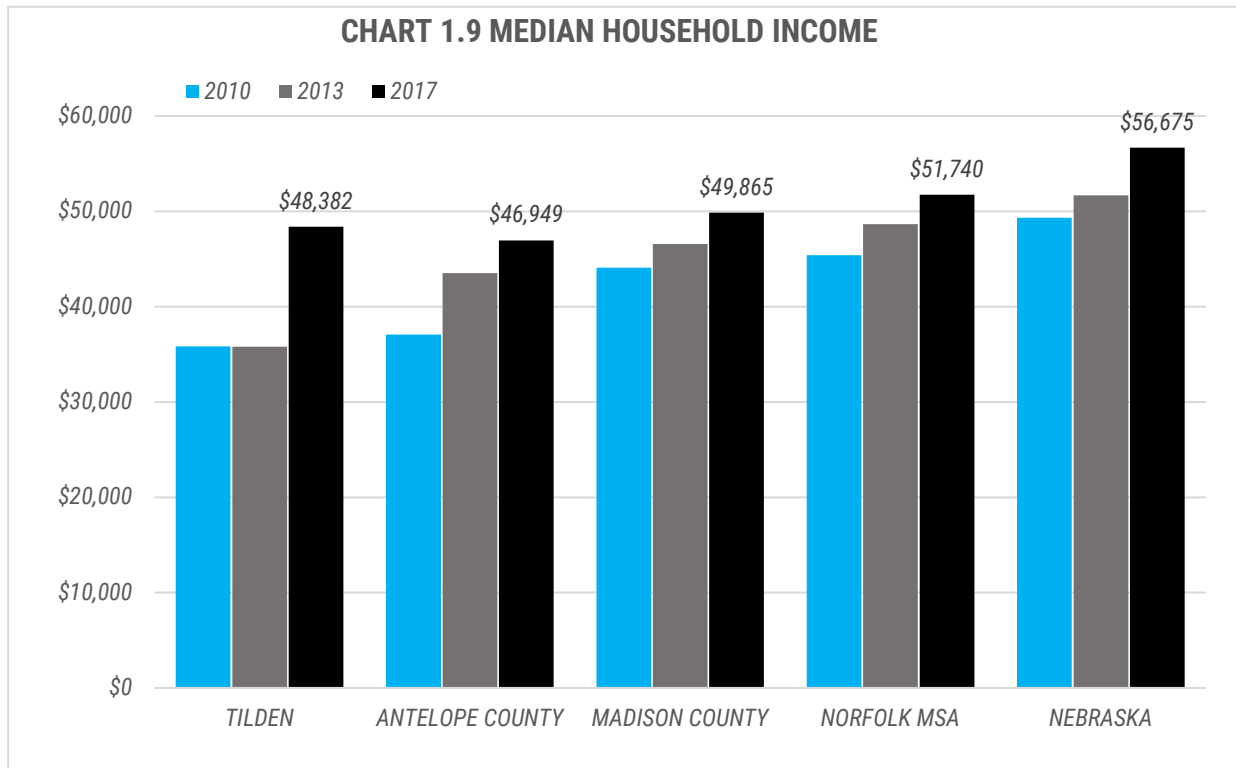


Household income data provides insight concerning the income potential of the entire family. This data provides information that aids in understanding the standard of living and cost of housing families are able to afford in their community.

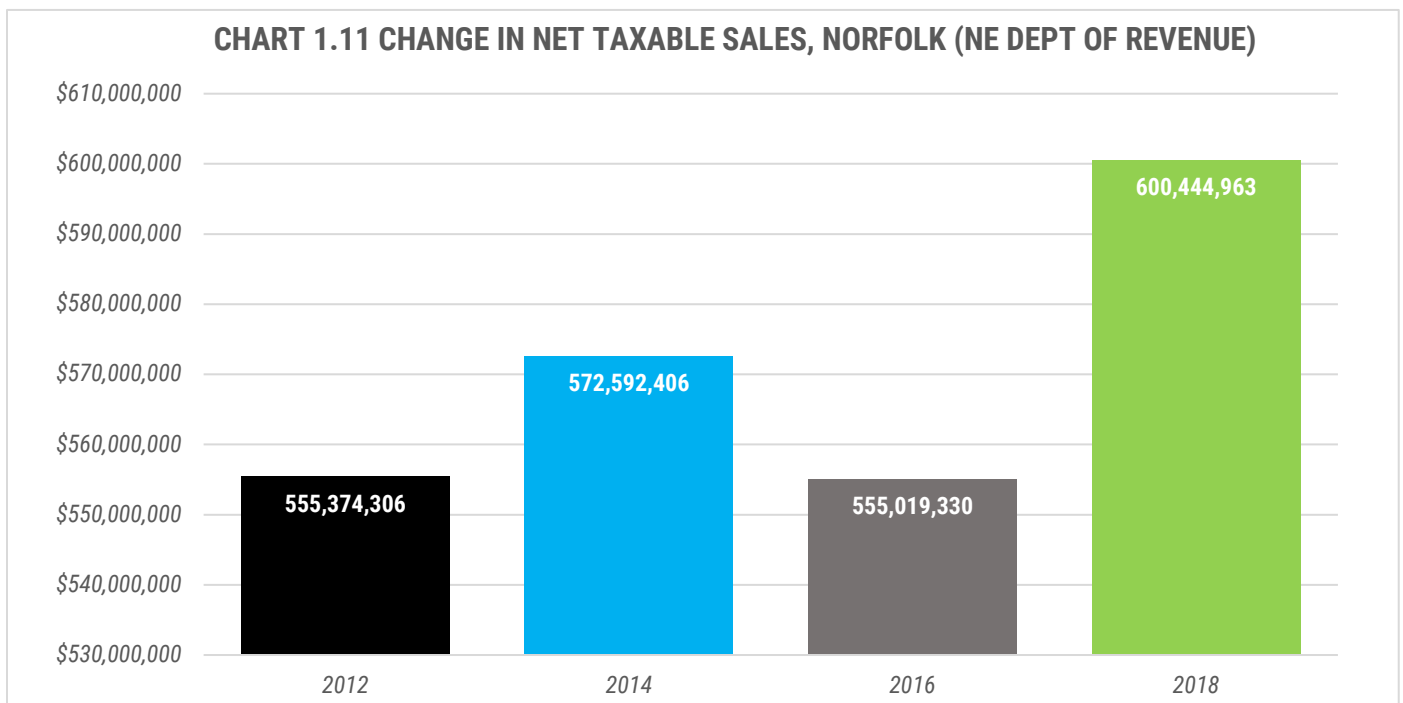
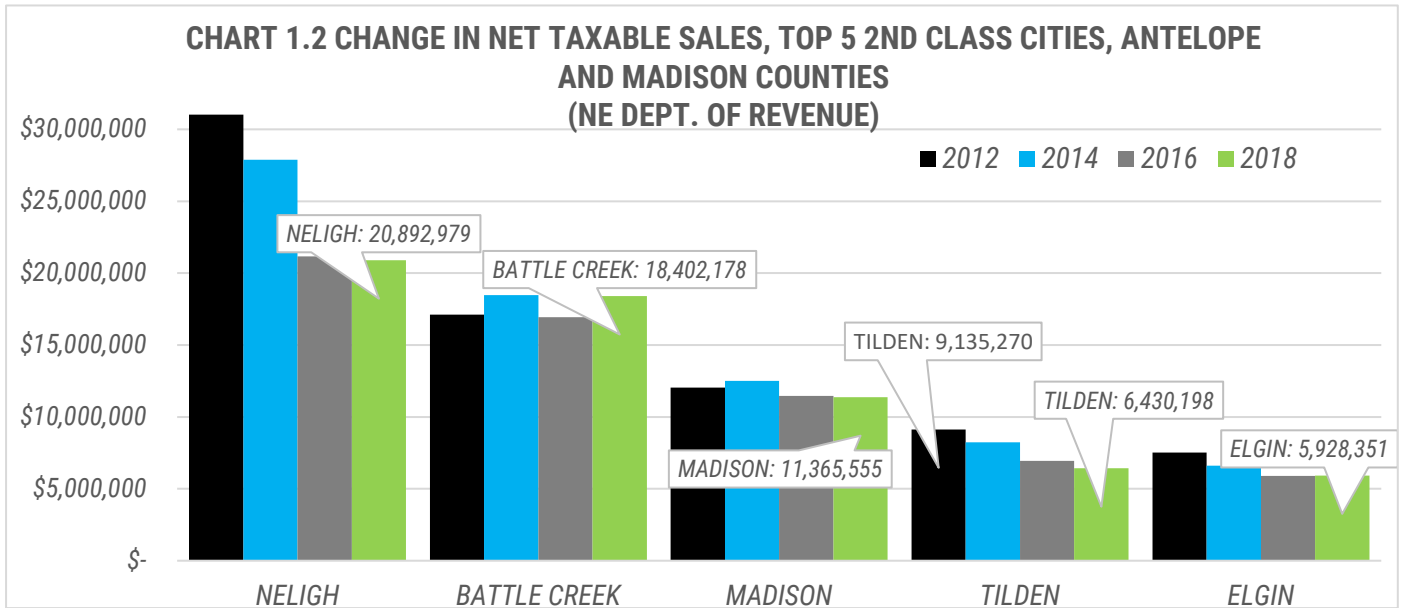
The median household income for Tilden is lower than Madison County alone and the MSA. However, a significant increase in household income took place from 2013-2017 that heavily exceeds the increase that all households in Madison and Antelope Counties, MSA, and state experienced.

TABLE 1.3 CHANGE IN MEDIAN HOUSEHOLD INCOME					
	2010	2013	% CHANGE 2010-2013	2017	% CHANGE 2013-2017
TILDEN	\$35,833.00	\$35,781.00	-0.1%	\$48,382.00	35.2%
ANTELOPE COUNTY	\$37,058.00	\$43,518.00	17.4%	\$46,949.00	7.3%
MADISON COUNTY	\$44,089.00	\$46,566.00	5.6%	\$49,865.00	6.6%
NORFOLK MSA	\$45,400.00	\$48,646.00	7.1%	\$51,740.00	6.0%
NEBRASKA	\$49,342.00	\$51,672.00	4.7%	\$56,675.00	8.8%

SOURCE: U.S. CENSUS BUREAU DECENNIAL CENSUS AND AMERICAN COMMUNITY SURVEY



While income data informs the amount of earning potential that residents have, sales tax information provides insight as to the spending power and habits of residents. All second-class cities in Antelope and Madison Counties are reporting lower taxable sales in 2018 than in 2012. Though there was a slight dip from 2014 to 2016, the City of Norfolk experienced an 8% increase in taxable sales from 2012 to 2018.



DEMOGRAPHIC AND ECONOMIC PROJECTIONS-KEY TAKEAWAYS

Since 1900, the Tilden community has seen periods of population growth followed by periods of decline.

The assumption that Tilden is currently within a period of growth is supported by the following statements:

- Population estimates combined with school enrollment suggest the Tilden community and surrounding areas are growing.
- School enrollment, median age, and age cohort data also suggest that the community is overall getting younger and seeing an increase in families.
- The number of people living within renter-occupied households in Tilden has been steadily increasing since 2013.

According to Chart 1.7, the population of Tilden will peak in 2020 only to be followed by three decades of losing population. This projection only assumes Tilden's population trends will continue in the same pattern that it has seen since 1900. It does not take into account unforeseen economic or environmental events, nor does it consider changes in the community that could be affected by growth decisions made by the Council.

Ultimately, the community will need to take intentional steps to ensure that steady growth continues beyond 2020.

Concerning the economic state of Tilden, incomes in the community and region are rising, keeping pace with the Northeast Region and State of Nebraska.

This assumption is supported by the following statements:

- The percent increase in AWW for workers in Antelope and Madison Counties and the MSA exceeded that of the state from 2016-2018.
- Median household income in Tilden increased by 35% from 2013 to 2017.

Sales tax data, however, suggests that Tilden residents are decreasing the amount of income being spent in Tilden. Population counts suggested that the number of families and households is growing in Tilden, and income data suggested that incomes in Tilden are growing. The overall earning potential of Tilden is growing, yet the amount of taxable sales has decreased every year since 2012. During the same time period the amount of taxable sales has increased in Norfolk.

In addition to being intentional about maintaining population growth, the community will need to increase the amount of commercial activity and goods and services offered in Tilden.

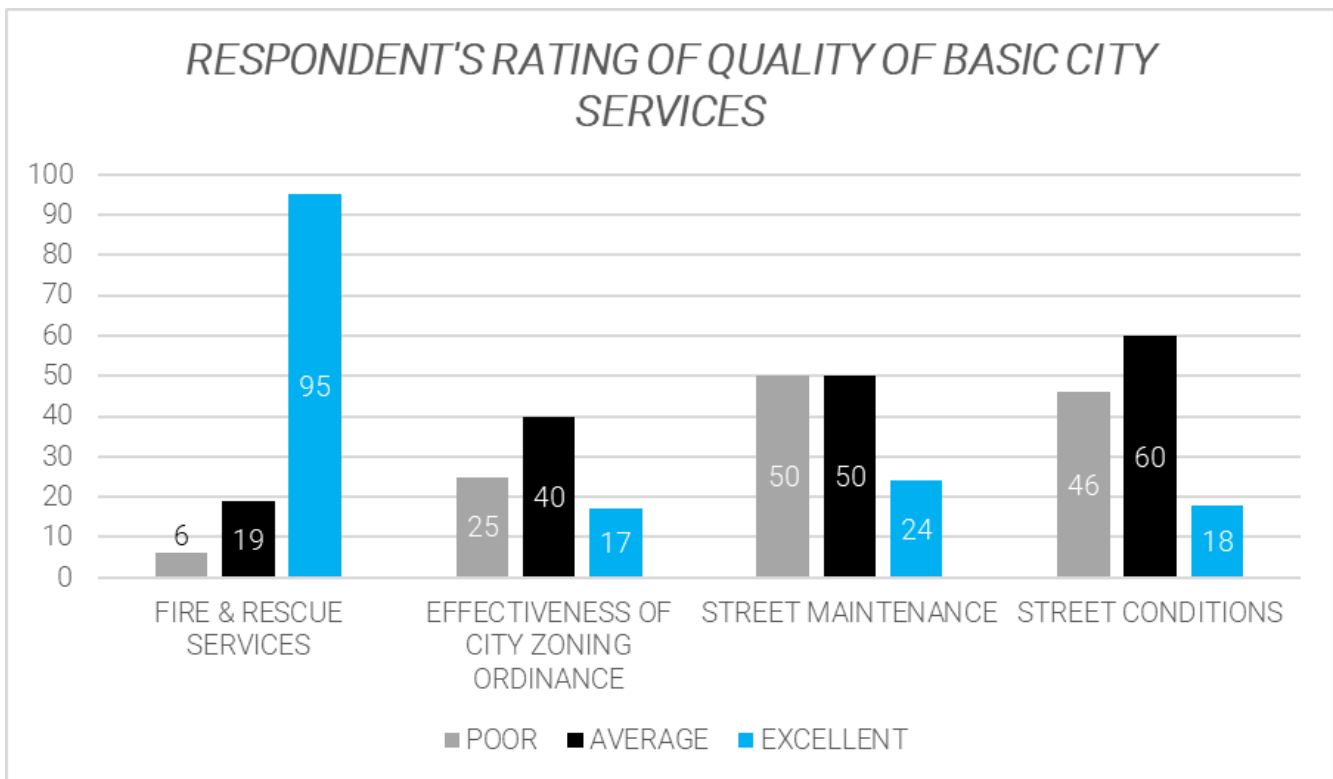
III. PRESENTED AND PROJECTED COMMUNITY FACILITIES

NRS § 19-903

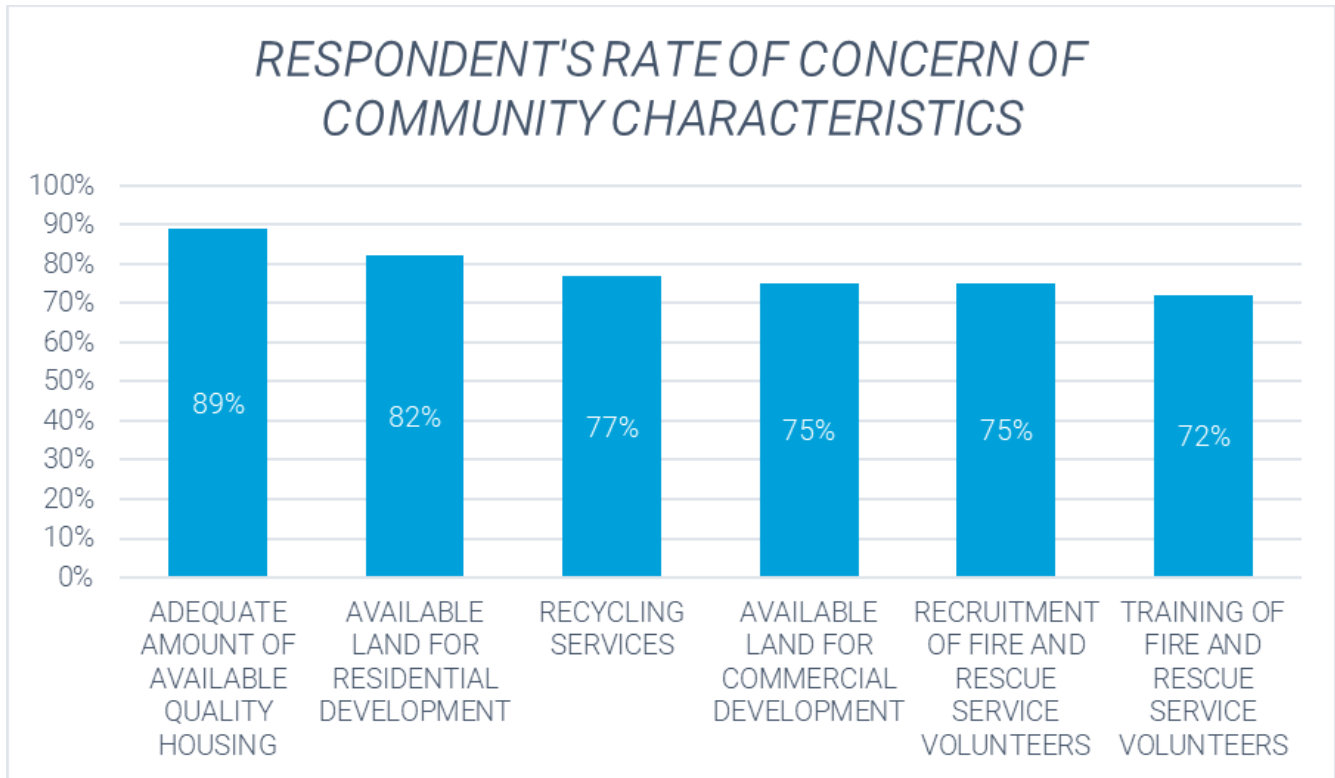
The general location, type, capacity, and area served of present and projected or needed community facilities including recreation facilities, schools, libraries, other public buildings, and public utilities and services.

SERVICES AND FACILITIES

When asked about their level of satisfaction with basic city services, respondents indicated that they were most satisfied with fire and rescue services. Street conditions and street maintenance had the highest number of respondents rating them as poor.



When questioned about their level of concern about certain community characteristics of Tilden, the majority of residents said they were most concerned about the city having enough quality housing units now as well as having enough land for new residential developments in the future.



After considering their level of satisfaction with certain facilities and services, respondents were asked which public projects should be the largest priority over the next 5-10 years. Projects rated closest to 4 indicate the highest priority, while projects rated closest to 1 are the lowest priority for community members [that participated in the survey].

The City's top five priorities should be:

1. Residential street repair/rehab.
2. Redevelopment of blighted properties
3. Local economic development program
4. Downtown street repair/rehab.
5. Develop land for new housing construction

The City's bottom five priorities should be:

1. Renovation of auditorium
2. Renovation of swimming pool
3. Improvements to parks
4. Addition of paid EMT to Tilden
5. Construction of new swimming pool

PRIORITY OF PROJECTS OVER NEXT 5-10 YEARS



DOMESTIC WATER SYSTEM

The Tilden community is served by two wells, one water tower, and a combination of 4", 6", and 8" lines (see the following page). In 2018, the city added individual meters to its system.

One well is located within the City of Tilden on the water tower property. The second well is referred to as the main well and is located roughly two miles south of Tilden. The newest well, the well south of town, was installed in 1977.

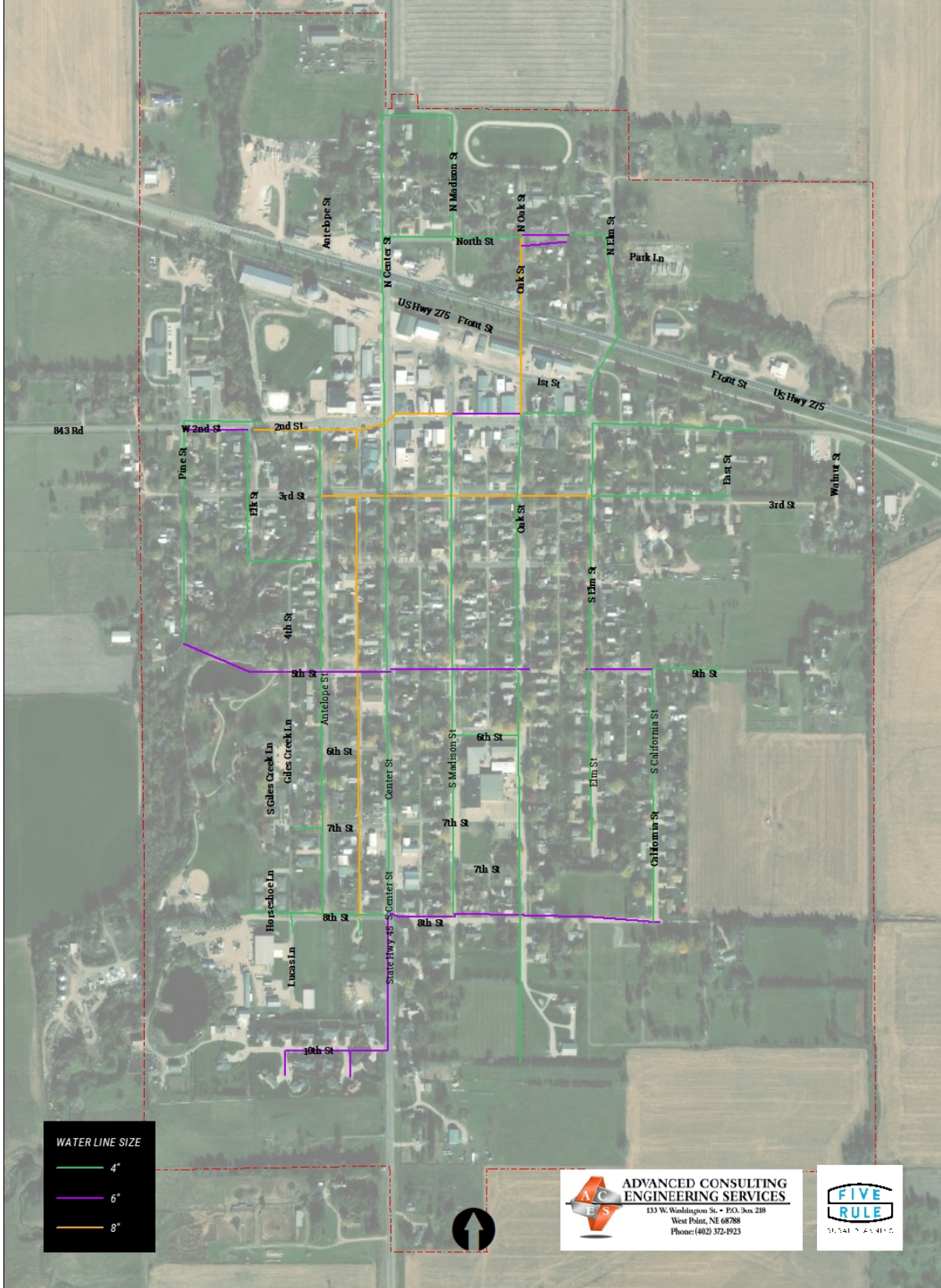
The well located on the water tower property is more than 60 years old. Within the land use section of this plan, properties identified for new residential development could be served with domestic water with no major difficulty.

The city is currently able to serve residents with clean, adequately pressured water. However, the simple age of the system creates deficiencies that could impact the city's ability to maintain service.

Three main deficiencies that indicate Tilden has an aged water system are:

1. Lack of a wellhead protection plan: Assists public water suppliers with protecting its water source from contamination. The Lower Elkhorn Natural Resource District can assist the City of Tilden with developing and managing a wellhead protection plan.
2. Aged wells: The average life expectancy of a domestic water well is roughly 30 years. The city's youngest well is 42 years old.
3. Aged water lines: Several residents in Tilden are served by 4" water lines. Water lines smaller than 6" are no longer installed in any development and considered inadequate to provide proper fire protection.

MAP 3.1 WATER LINES



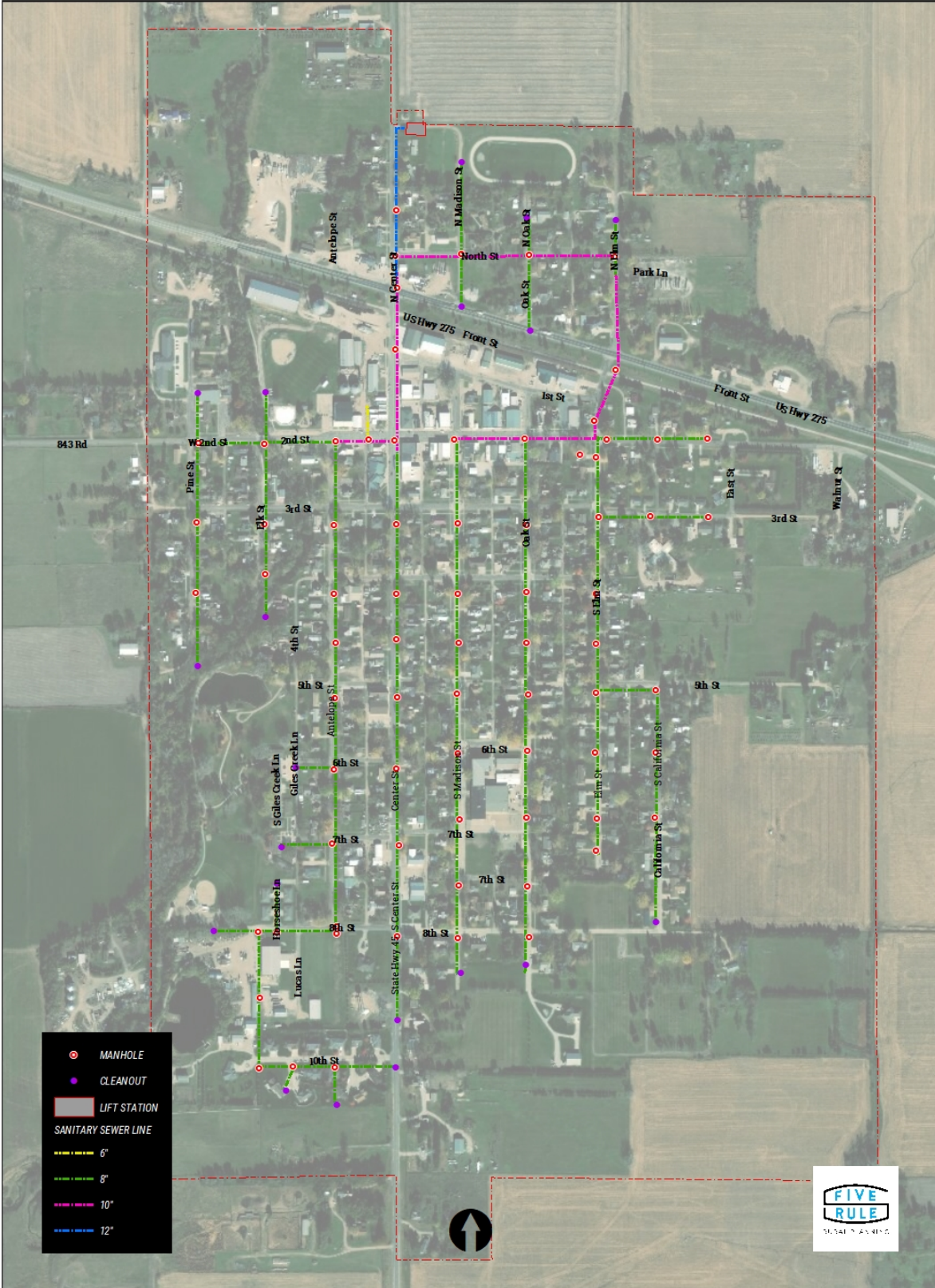
SANITARY SEWER SYSTEM

The Tilden community is served by a sanitary system made up of two lift stations, a four-cell aerobic lagoon with land application, manholes and a combination of 6", 8", 10", and 12" mains (see the following page).

In 2018, the city constructed an aerated lagoon system that includes land application of the treated wastewater north of Tilden. The new lagoon system has been designed to serve the entire Tilden community and was sized for 20% growth; additional capacity could be obtained by finding additional land for land application.

Although, the updated lagoon system will be able to support growth, serving new residential developments [identified on the future land use map] will be a challenge due to depth of the existing sewer. In order to serve some of the prime developable areas adjacent to Tilden the construction of a lift station may be required.

MAP 3.2 SANITARY SEWER SYSTEM



PARKS

Tilden residents enjoy beautiful parkland and open space within the community. As a general guide the American Planning Association recommends that a community have two acres of park space for every 100 residents. With a population of approximately 1,000 the Tilden community should have 20 acres of park space.

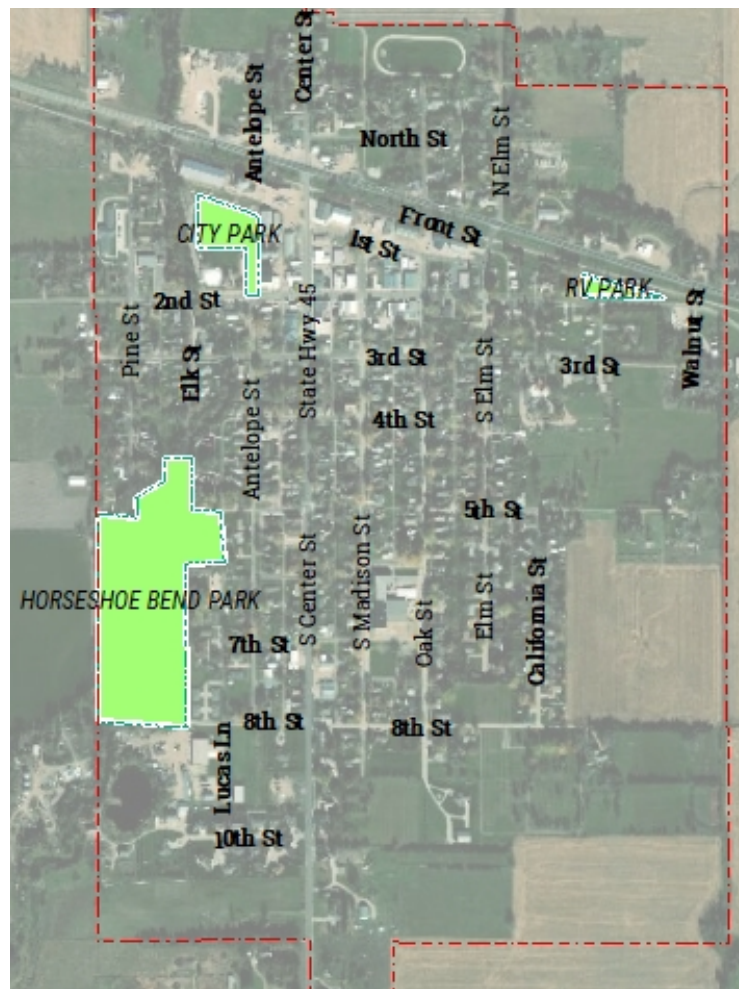
The city has three public parks: City Park (location of Richie Ashburn baseball field), RV Park, and Horseshoe Bend Park. For the purposes of determining if enough park space exists to serve Tilden residents, only the area of Horseshoe Bend Park and City Park are considered.

Park	Total Area (acres)
Horseshoe Bend Park	36
City Park	5.15
Total Acres of park space	41.15
Recommended acres of park space	20
Surplus of park space	21.16

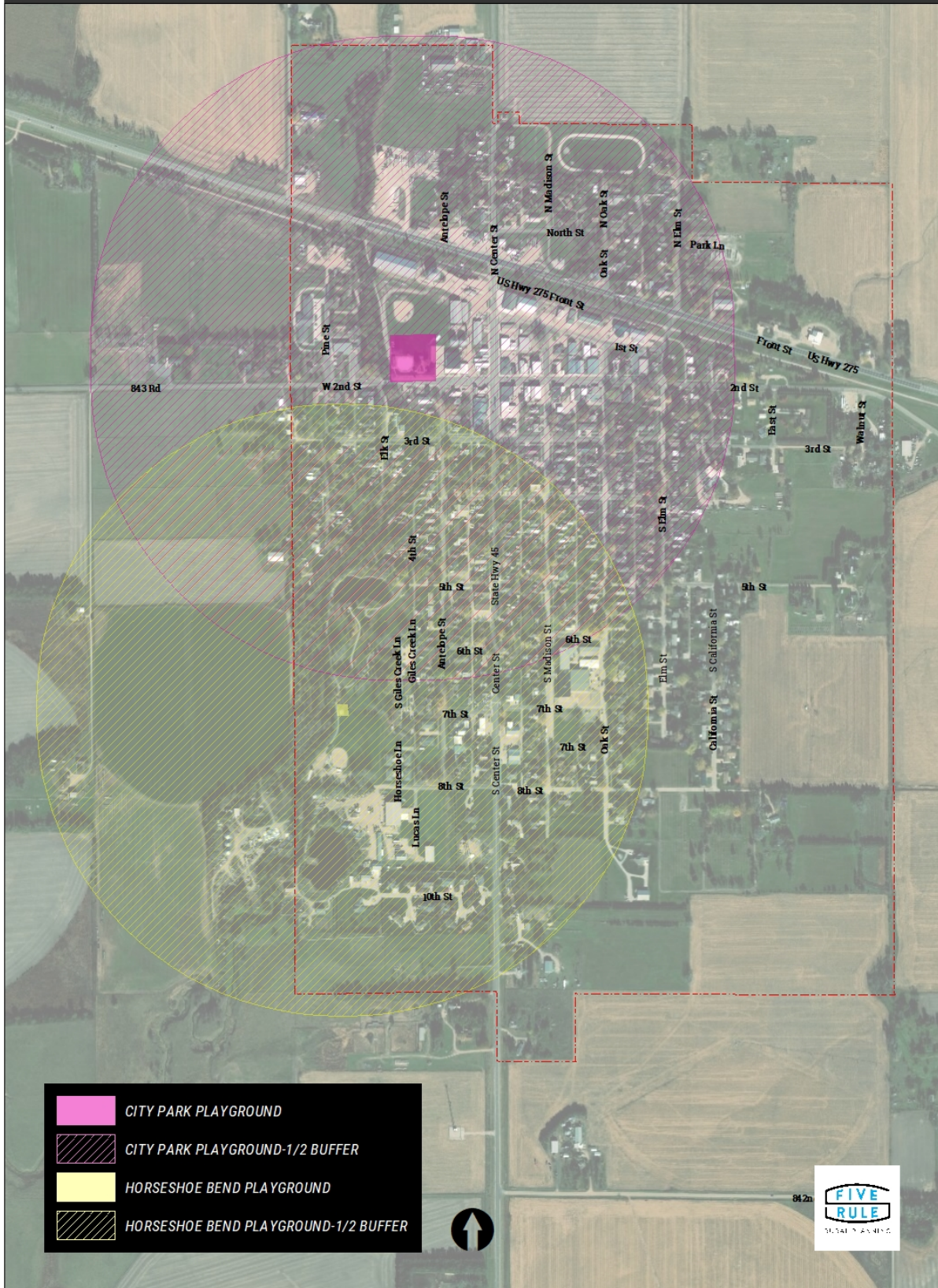
Residents have an adequate amount of park space. The current amount of park space would also support the addition of roughly 1,000 more residents.

However, park space is located mainly on the north and west side of Tilden. When considering the size and location of park space that has playground equipment, it becomes apparent that the east and south sides of Tilden have further distance to travel to enjoy park space (see next page).

Should the city choose to develop new neighborhoods on the west and south sides of Tilden, consideration should be given for distance to parks.



MAP 3.3 ACCESS TO PARKS



PUBLICLY OWNED FACILITIES

A combination of publicly owned lands, buildings, and utility structures are scattered across the city (see next page). The majority of land owned by the city is open space for parks and the city cemetery.

Buildings owned by the City include:

- City auditorium
- City office building (former Tilden Community Hospital)
- Tilden Volunteer Fire Department building (newly constructed in 2013)
- public works shop

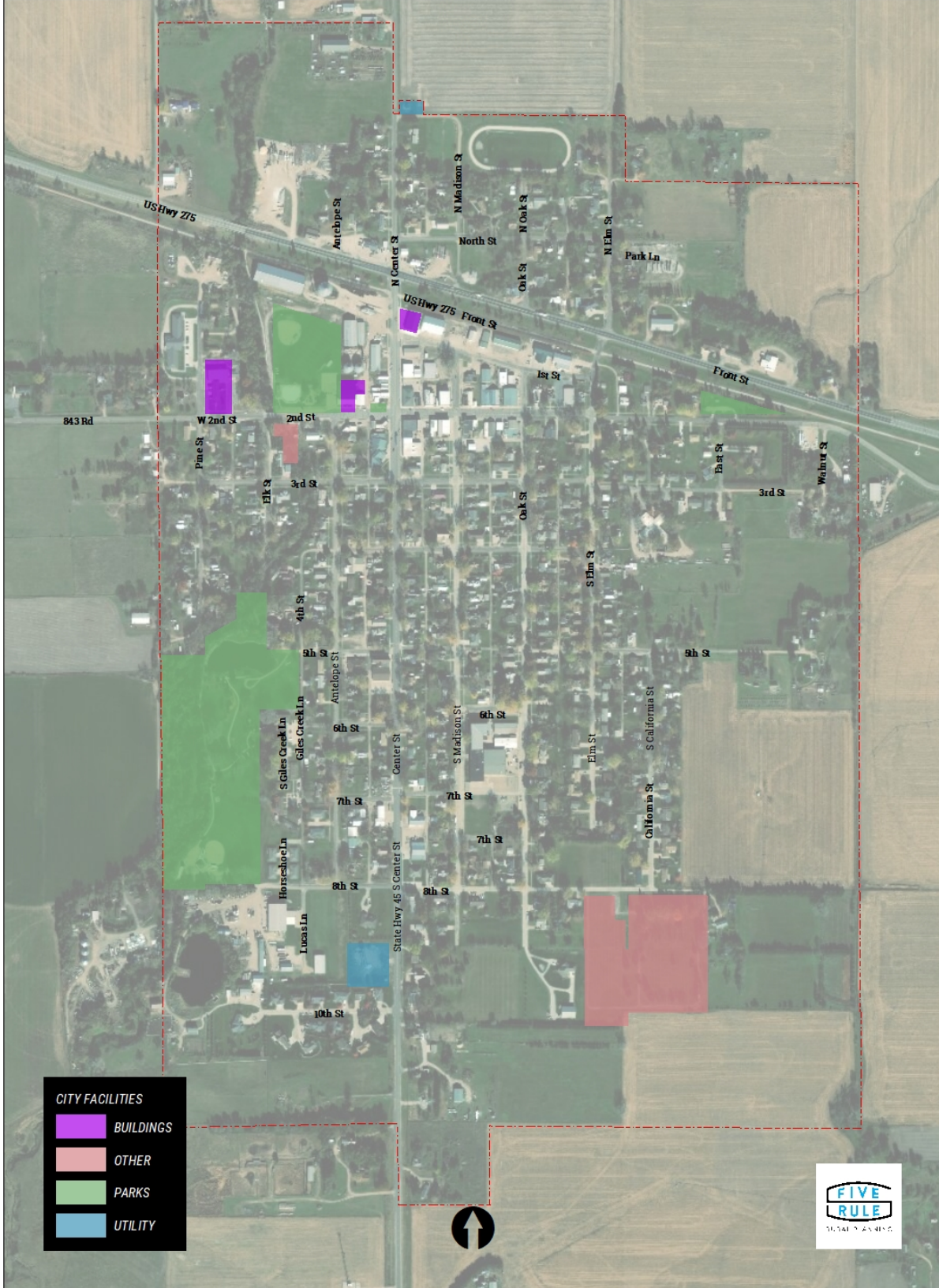
The Raymond A. Witwer Tilden Public Library is not identified on the following map as the building is owned by the Tilden Library foundation.

However, the city provides financial support to the library and the Library Director and support staff are City of Tilden employees.

The library also houses Lied Auditorium, a large meeting facility that accommodates community events and is the location of City Council meetings.



MAP 3.4 TILDEN OWNED FACILITIES



ADDITIONAL CITY SERVICES

The following services are also provided to the residents of Tilden:

Police Protection: Police protection for residents is provided by the City of Tilden. The city currently has one full-time Police Chief and two part-time officers. While the city does not have any formal agreement with either county, the Madison County Sheriff Department does provide dispatch services while officers are off duty.

Emergency Services: Tilden has a volunteer fire department and rescue squad. A rural fire board is in place that helps support the department and squad, and the City of Tilden provides support for the fire department and rescue squad within its budget.

Solid Waste Disposal: Trash disposal services are provided by a private business. Bud's Sanitation in Newman Grove provides trash removal service for Tilden and provides pick up service twice per week.

Recycling Services: GreenFiber provides recycling at no cost to the City of Tilden or its residents. Currently, only paper recycling is offered. Rolloff dumpsters are provided by GreenFiber for residents to drop off recyclables.

Cemetery Plots: Established in the late 1800's, the City of Tilden took over the City Cemetery in 1989 from the Order of Odd Fellows. In addition to maintaining the cemetery grounds, the City Clerk also sells cemetery plots and directs visitors to the gravesite location of deceased family members and friends.

PRESENT AND PROJECTED COMMUNITY FACILITIES-KEY TAKEAWAYS

The City of Tilden has adequate facilities to serve its current residents. However, an aged water system could create a crisis for Tilden in the near future.

A lack of a wellhead protection plan combined with the city operating on two aged wells must be addressed not only if the community adds more households, but also as a prevention to compromising the community's clean water supply.

The community also has an adequate amount of park space available to all residents; however, access to park space is limited for residents on the south and east portions of Tilden.

The sanitary sewer system has a recently installed lagoon system that will adequately serve current residents and can support an increase in population; however, properly serving new residential neighborhoods will require significant investment in sanitary facilities.

When considering all of the priorities that the local government should invest in, the community is most concerned about street condition and maintenance as well as the amount of housing currently available, plus the availability of lands that could provide future housing.

IV. TRANSPORTATION ROUTES AND FACILITIES

NRS § 19-903

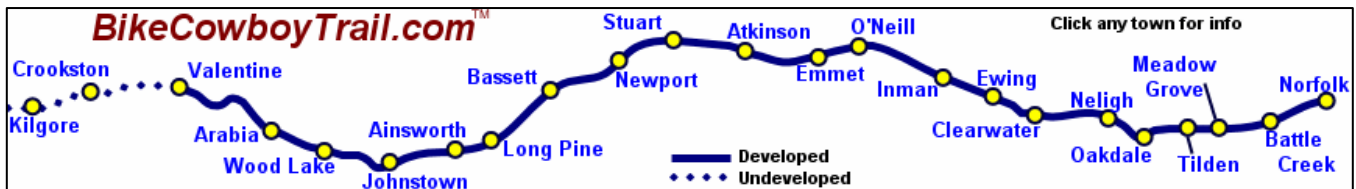
The general location, character, and extent of existing and proposed major roads, streets, and highways, and air and other transportation routes and facilities;

The City of Tilden is served by surface transportation assets:

- State highways
- Local streets
- Local sidewalk system
- Cowboy Trail

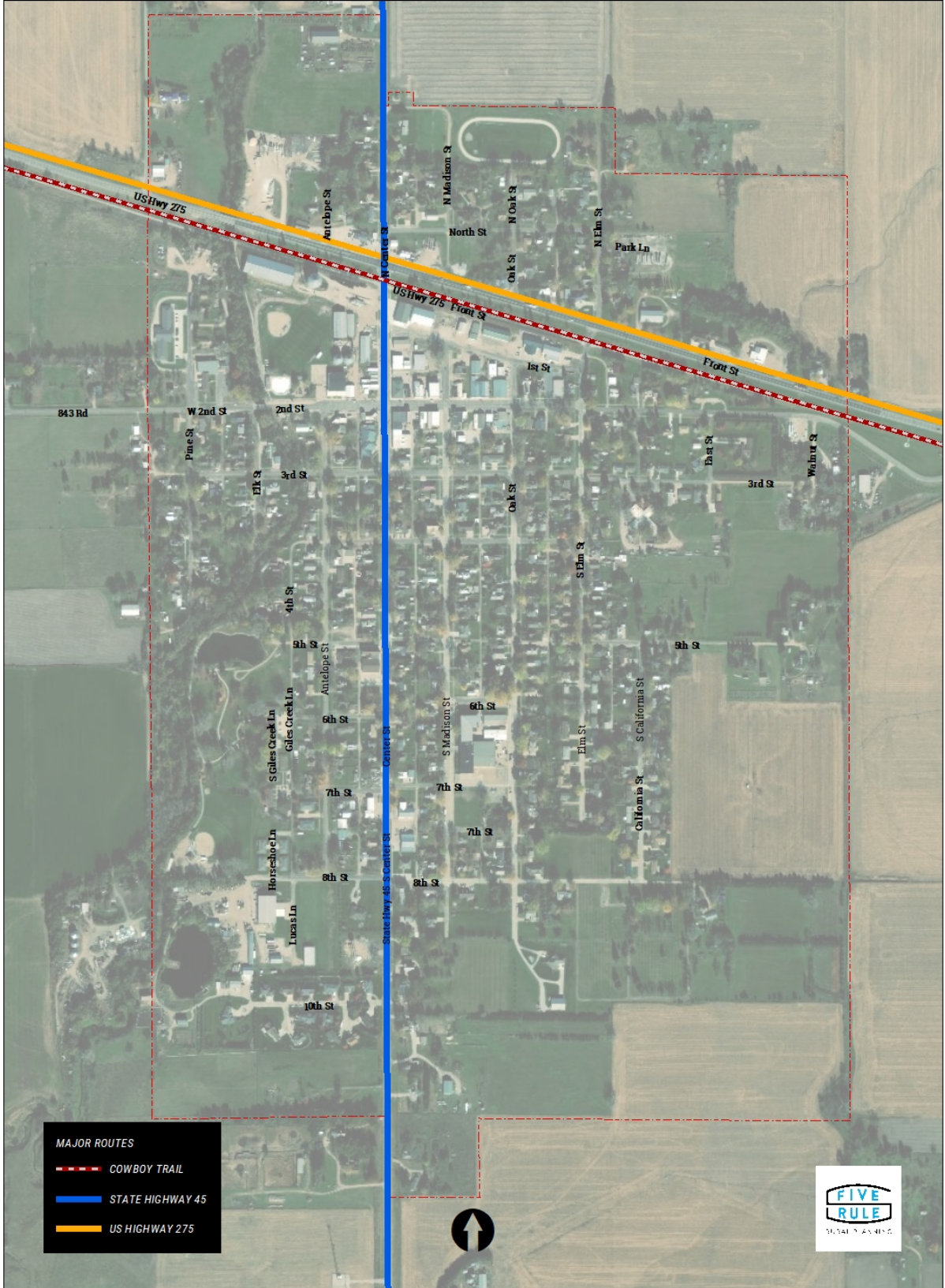
MAJOR ROUTES

The major routes that carry travelers into and out of Tilden are U.S. Highway 275, State Highway 45, and the Cowboy Trail, which spans 321 miles across Northern Nebraska from Norfolk to Chadron.



Concerning the street classification system, US Highway 275/Front Street and State Highway 45/Center Street would be similar to arterial routes, connecting to the region. All other streets in Tilden are comparable to local streets, delivering local residents to specific destinations such as home, shopping, work, and school.

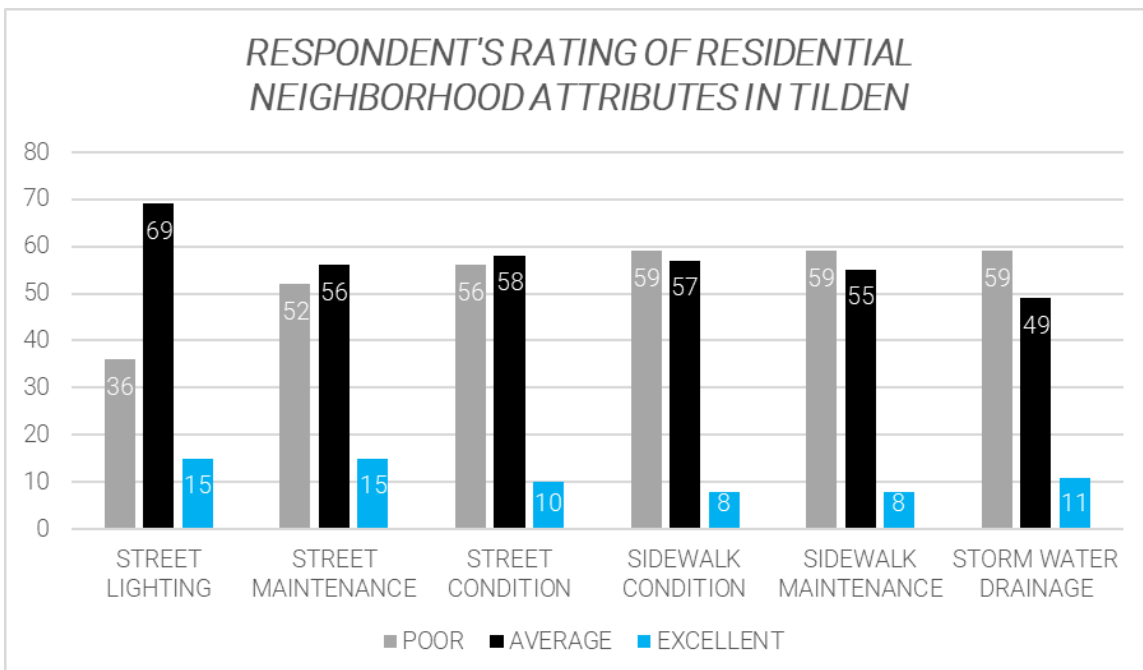
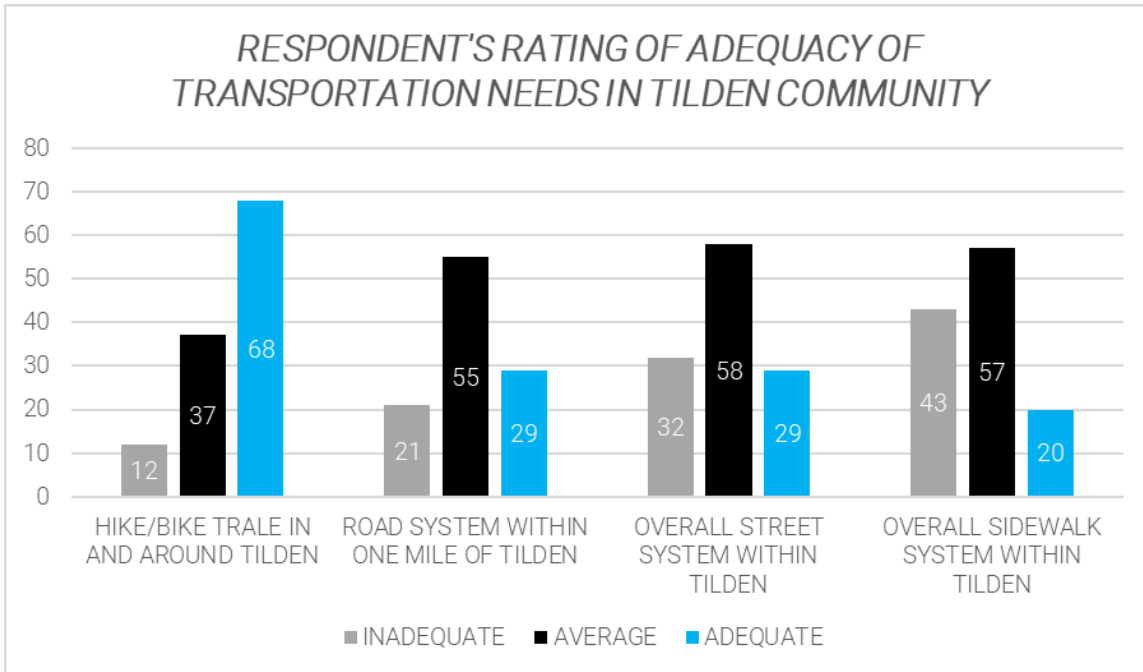
MAP 4.1 MAJOR ROUTES



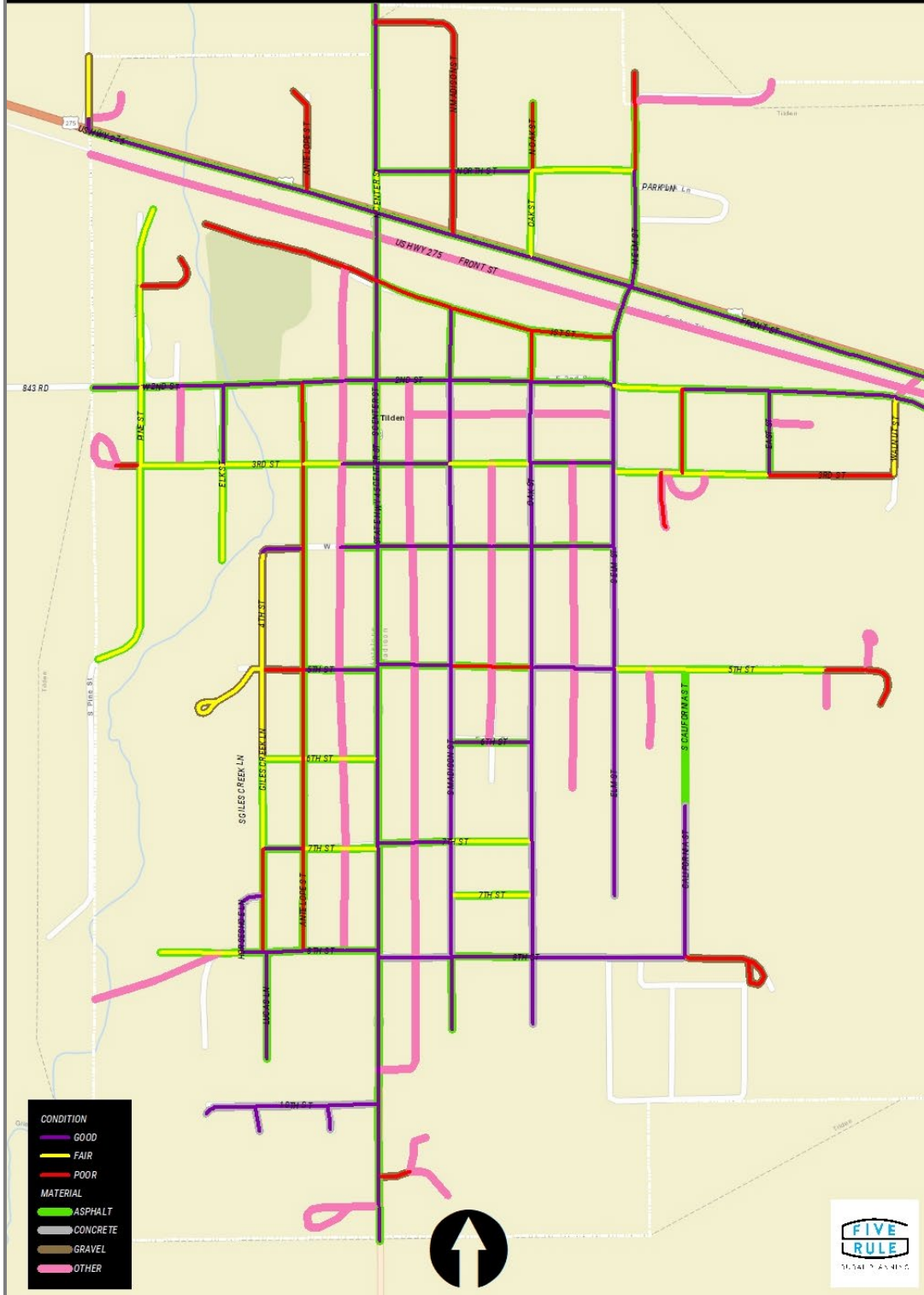
CONDITION OF TRANSPORTATION ROUTES

The community survey asked residents to rate how adequately they felt Tilden’s transportation routes served the community. The overall street and sidewalk system within Tilden received the lowest rating.

When being asked to consider the conditions of attributes within a residential neighborhood respondents gave street, sidewalks, and stormwater drainage [often has a negative impact on streets and sidewalks] the poorest ratings. The maps on the following pages provide the rating each street and sidewalk received during the inventory phase of the comprehensive plan.



MAP 4.2 STREET CONDITION & MATERIAL



TRANSPORTATION ROUTES AND FACILITIES KEY TAKEAWAYS

The city's primary routes are local streets and sidewalks. Major routes that connect the city to other cities are state and US transportation routes.

Through Streets

Several neighborhoods were developed without the completion or platting of through streets, which significantly impacts the development of affordable housing lots. New residential areas identified in the future land use map must be platted and developed with through routes and must reserve right of ways for future development.

Local Streets

Through streets in Tilden rated as poor should be replaced/repared as quick as funding allows. Routes that should be a priority include:

- Antelope Street, 2nd to 8th Street
- 1st Street, Center to Elm Street

Routes carrying students and traffic into and out of the Elkhorn Valley Schools property should be focused upon in order to decrease the amount of vehicle traffic at the school and increase safety.

Sidewalks

The sidewalk system in Tilden is inconsistent; few sidewalks are in good condition and many neighborhoods have no sidewalks. The manner in which neighborhoods are developed and used has changed drastically since sidewalks were first installed. Therefore, instead of pushing for the installation and repair of traditional sidewalks, the city can consider alternate, more cost-effective forms of making space for bicyclists and pedestrians. Such as, eliminating on street parking on one side of a street and striping a pedestrian/bicyclist lane in place of the on-street parking that was eliminated. An example from the City of Superior is provided below.



V. LAND USE AND ANNEXATION

NRS § 19-903

A **land-use element** which designates the proposed general distributions, general location, and extent of the uses of land for agriculture, housing, commerce, industry, recreation, education, public buildings and lands, and other categories of public and private use of land;

When next amended after January 1, 1995, an identification of sanitary and improvement districts, subdivisions, industrial tracts, commercial tracts, and other discrete developed areas which are or in the future may be appropriate subjects for annexation and (b) a general review of the standards and qualifications that should be met to enable the municipality to undertake **annexation** of such areas. Failure of the plan to identify subjects for annexation or to set out standards or qualifications for annexation shall not serve as the basis for any challenge to the validity of an annexation ordinance.

EXISTING LAND USE-BREAKDOWN

The number of lots in Tilden that are residential far out exceed any other uses in Tilden. According to the existing land use inventory completed in the Fall of 2018, the top three land uses [by number of lots] are residential single family, commercial, and vacant lots.

TABLE 5.1 TILDEN CITY EXISTING LAND USE BREAKDOWN-BY LOTS		
USE	LOTS	% OF TOTAL
RESIDENTIAL-SF	400	62.9%
COMMERCIAL-ALL	92	14.5%
VACANT LOTS	77	12.1%
TILDEN-OTHER	13	2.0%
TILDEN-PARKS	11	1.7%
RESIDENTIAL-MF	10	1.6%
AGRICULTURE	8	1.3%
INDUSTRIAL-ALL	8	1.3%
CIVIC-RELIGIOUS	6	0.9%
CIVIC-EDUCATIONAL	5	0.8%
TILDEN-UTILITY	4	0.6%
TILDEN-BLDG.	2	0.3%
TOTAL LOTS	636	100%
<i>SOURCE: EXISTING LAND USE INVENTORY, FALL 2018</i>		

CHART 5.1 EXISTING LAND USE BY LOTS

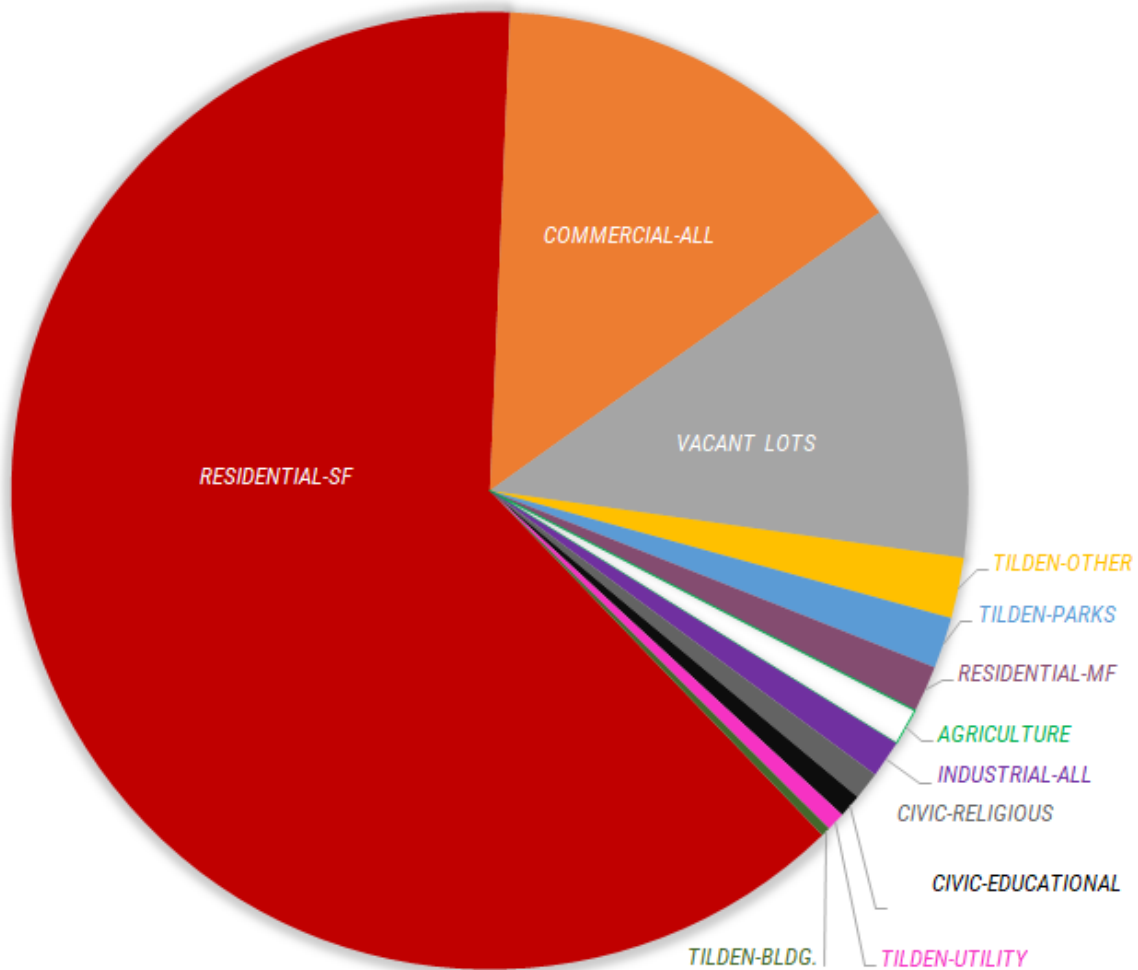


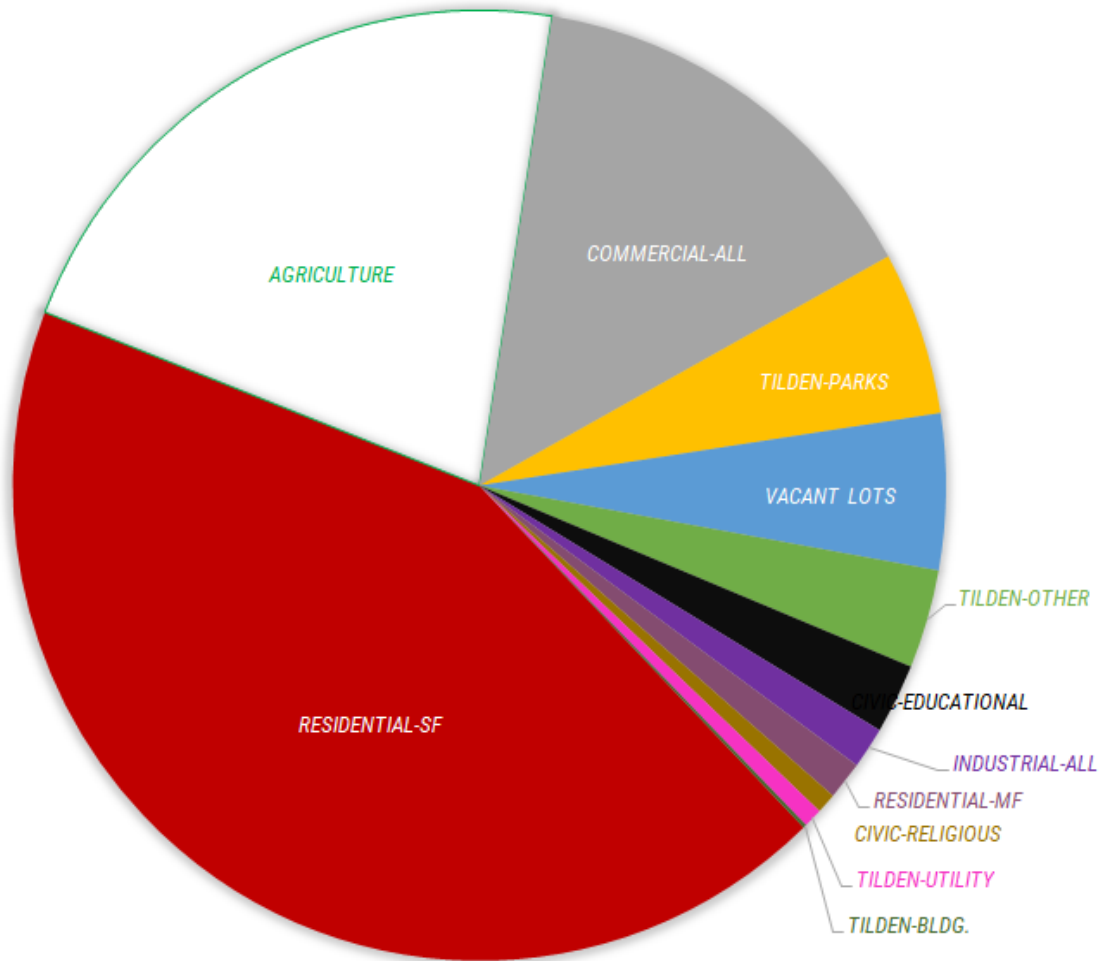
TABLE 5.2 TILDEN CITY EXISTING LAND USE BREAKDOWN-BY ACRES

USE	ACRES	% OF TOTAL
RESIDENTIAL-SF	362.15	43.2%
AGRICULTURE	180.77	21.5%
COMMERCIAL-ALL	121.65	14.5%
TILDEN-PARKS	46.73	5.6%
VACANT LOTS	44.50	5.3%
TILDEN-OTHER	28.19	3.4%
CIVIC-EDUCATIONAL	19.97	2.4%
INDUSTRIAL-ALL	11.85	1.4%
RESIDENTIAL-MF	10.96	1.3%
CIVIC-RELIGIOUS	5.75	0.7%
TILDEN-UTILITY	5.52	0.7%
TILDEN-BLDG.	0.95	0.1%
TOTAL LOTS	838.99	100%

SOURCE: EXISTING LAND USE INVENTORY, FALL 2018

When considering the breakdown of land use by number of acres, the primary user of land is also single family residential and commercial; however agricultural land goes from being in the bottom three users of land [by lots] to the top three [by acres].

CHART 5.2 EXISTING LAND USE BY ACRES

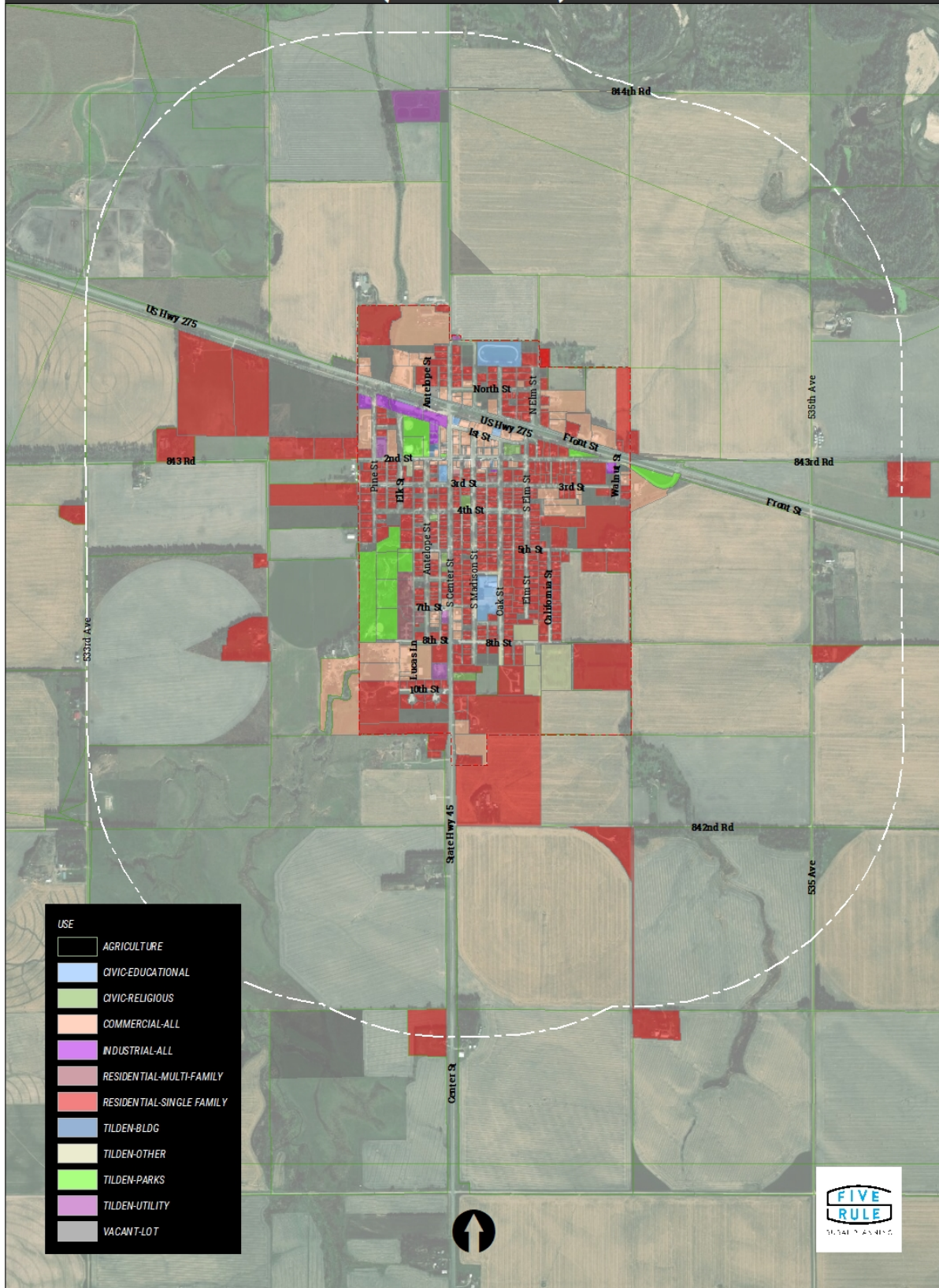


EXISTING LAND USE-MAP

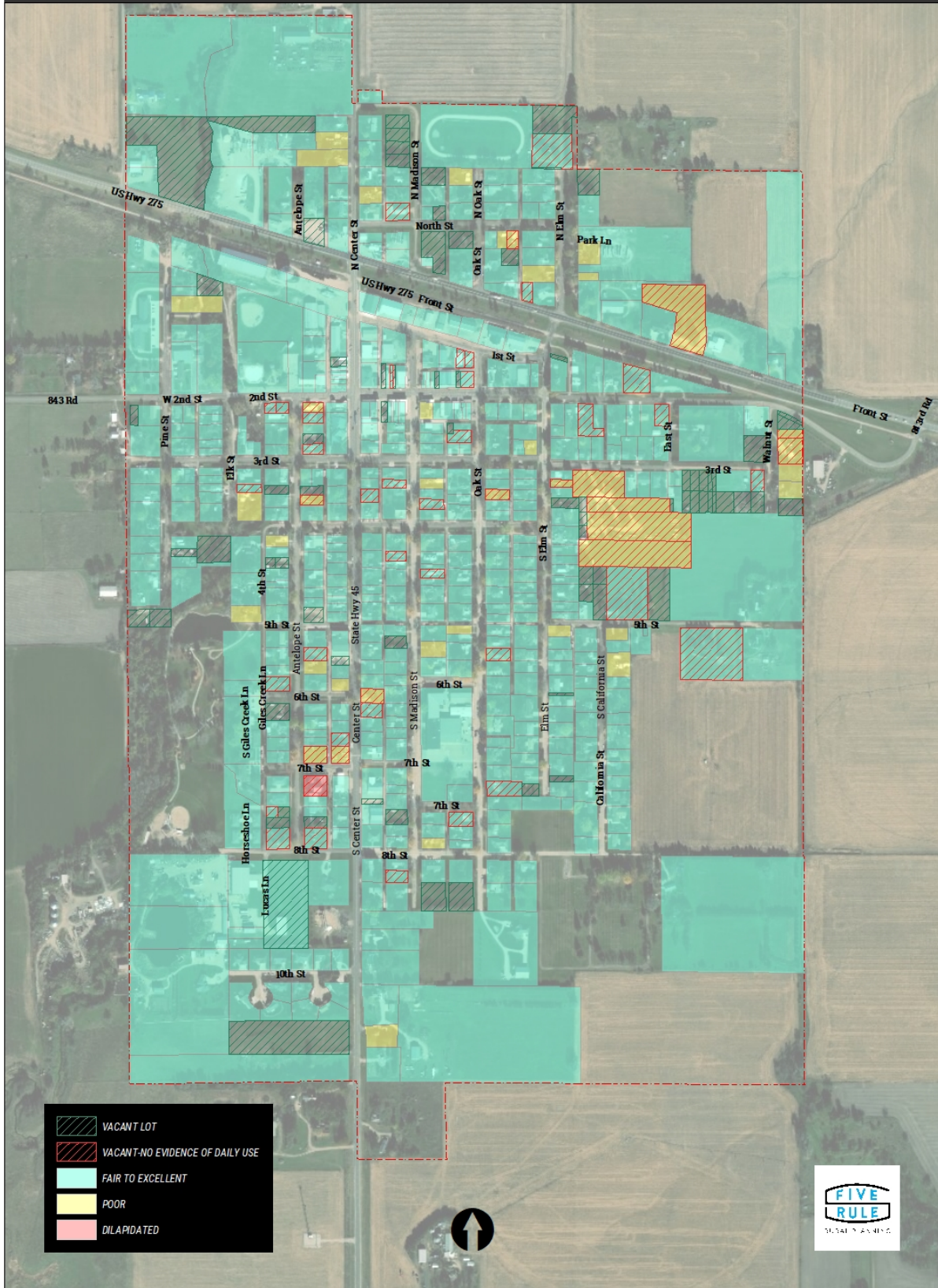
The following maps display the pattern of uses within the City of Tilden and the one-mile zoning jurisdiction. The maps also display the condition and status of structures within the City of Tilden. The condition and status represent a snapshot in time, their current condition and status on the day that the inventory was completed.

A city is comparable to a living creature, always changing, therefore, the status and condition of some structures may have changed since the day of the inventory. However, the inventory still serves as a guide as to the general condition and occupancy status of the structures within the city.

MAP 5.2 ZONING JURISDICTION-EXISTING LAND USE (FALL 2018)



MAP 5.3 CONDITION AND STATUS OF STRUCTURES (FALL 2018)



FUTURE LAND USE MAP

The following maps represent the vision of the Tilden community as it represents the attributes of the existing land use maps that the city would like to change in the next ten years. The city's vision for annexation as well as redevelopment of already incorporated areas is communicated through the Future Land Use Map.

The Future Land Use (FLU) Map was presented to the Tilden community during the open house in the spring of 2019. Comments from the community were incorporated into the proposed future land use map. One week later, the City Council was presented with the revised FLU map and voted to approve the map.

The Future Land Use map represents the following goals of the Council:

- Redevelopment of blighted properties within the city and new development of properties on the edges of the city will bring the community closer to addressing the housing shortage that exists in Tilden.
- Lands within Tilden are under-utilized due to a lack of through street development; more intentional platting and development of rights of ways and streets will enable the city to redevelop under-utilized lands into new neighborhoods.
- Residential development within the city's one-mile zoning jurisdiction should only be allowed in areas where the city can annex the land and serve the lots with city water, streets, and sanitary sewer.

Acceptable sub-uses within each land use category are listed as follows:

Agriculture

City of Tilden (Utility/Trash Storage/Landfill/Recycling)

Industrial

City of Tilden Utilities (Utility/Trash Storage/Landfill/Recycling)

Commercial

Civic Uses (Religious/Educational)

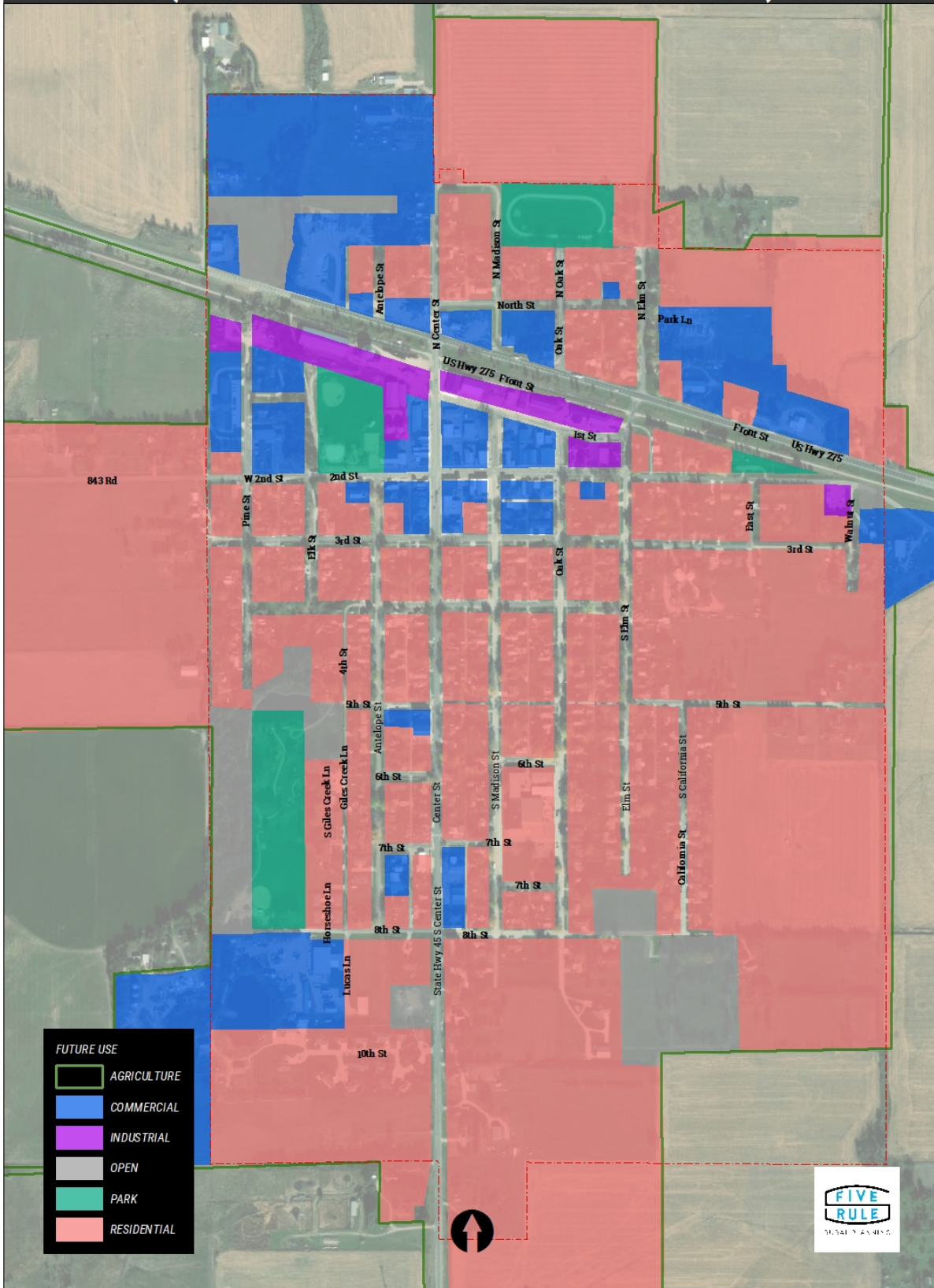
City of Tilden (Office/Library/Community Center)

Residential

Civic Uses (Religious/Educational)

City of Tilden (Office/Library/Community Center/Park space)

MAP 5.4 FUTURE LAND USE (CITY OF TILDEN & ADJACENT LANDS)



VI. ENERGY ELEMENT

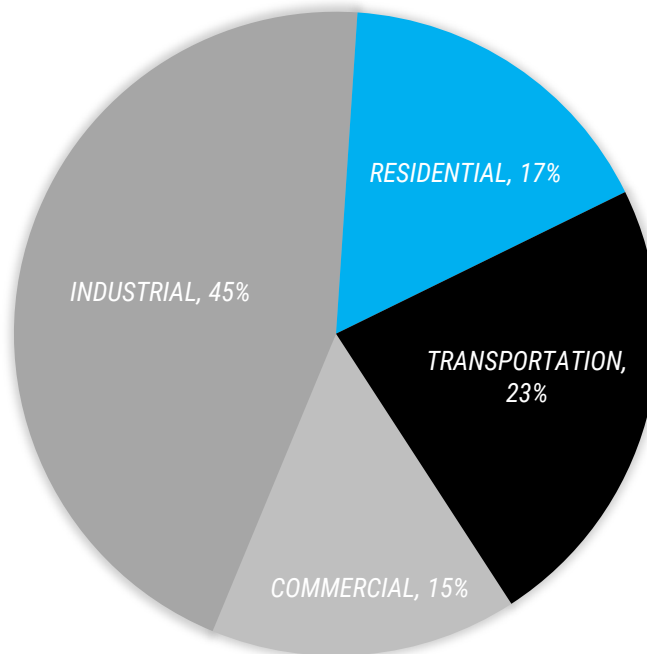
NRS § 19-903

When a new comprehensive plan or a full update to an existing comprehensive plan is developed on or after July 15, 2010, but not later than January 1, 2015, an energy element which: Assesses energy infrastructure and energy use by sector, including residential, commercial, and industrial sectors; evaluates utilization of renewable energy sources; and promotes energy conservation measures that benefit the community.

ENERGY PRODUCTION AND CONSUMPTION IN NEBRASKA

According to the U.S. Energy Information Administration, the industrial sector is the largest consumer of energy in Nebraska. Agricultural and food processing activities are considered a part of the industrial sector, which groups Nebraska within the top ten energy consumers in the country. The primary users of land within Tilden are also residential, commercial, and industrial.

**CHART 6.1 NEBRASKA ENERGY CONSUMPTION BY SECTOR
(ENERGY INFORMATION ADMINISTRATION, 2017)**



As shown on the following table the top three sources of energy for Nebraska consumers, businesses and producers is electricity, natural gas, and biofuels.

ENERGY PRODUCTION AND CONSUMPTION IN TILDEN

The primary sources of energy for residents and businesses in Tilden are provided by Nebraska Public Power District (electricity) and Northwestern Energy (natural gas).

Nebraska Public Power District (NPPD)

NPPD’s primary source of energy is coal, nuclear, and wind generation. Wind power generation has grown as a source of energy and should continue to grow. The demand for wind power could impact the city within its zoning jurisdiction.

CHART 6.2, NPPD'S SHARE OF ENERGY RESOURCES (2018)

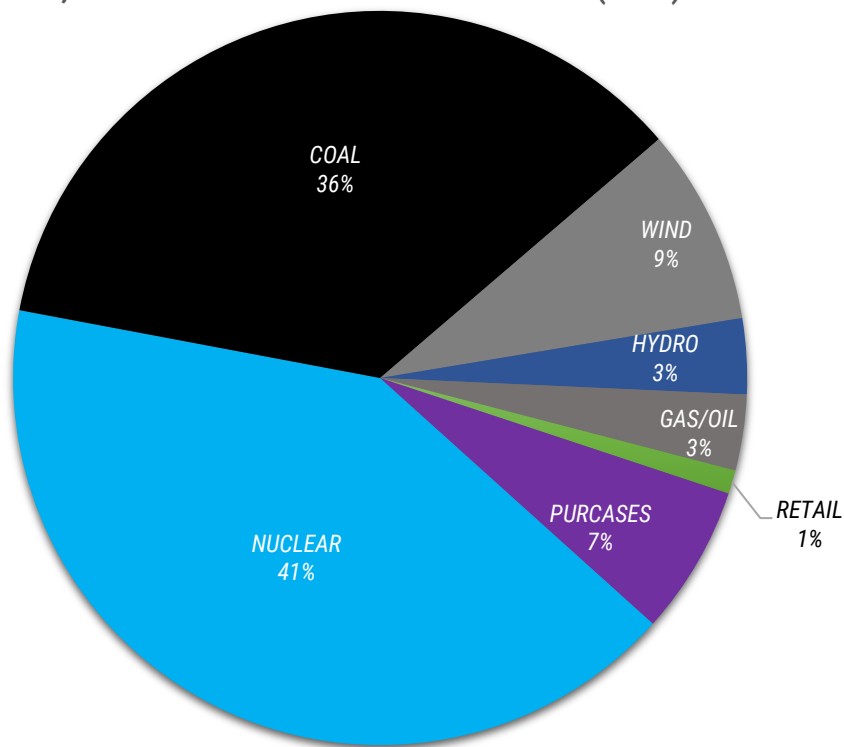
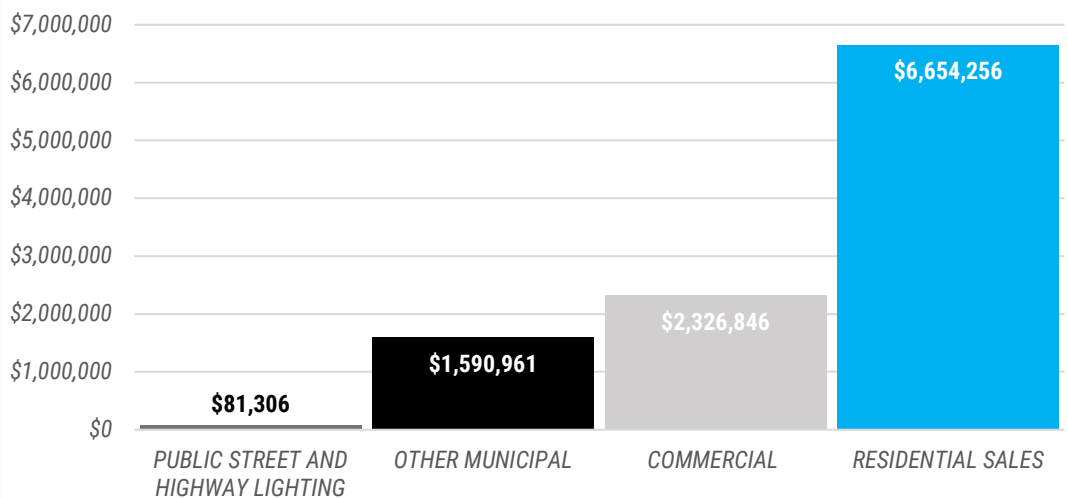


CHART 6.2 ELECTRIC SALES BY SECTOR IN TILDEN (2018)



The largest consumer of electricity in Tilden is the residential sector.

Light industrial uses in Tilden are most likely grouped into the commercial sector.

NPPD offers a series of EnergyWise programs that can assist residents, businesses, and producers in Tilden to conserve energy and cut costs.



2019 EnergyWiseSM Programs

A brief summary of current programs for 2019 is provided below. Contact your local electric utility for more program details as some stipulations and restrictions apply.

High Efficiency Heat Pumps

Residential customers who install a high efficiency heat pump, (minimum 15 SEER & 8.5 HSPF), are eligible for an incentive of \$300 to \$2,500, depending on the efficiency. Or, customers can choose a low interest loan (currently at 1.5% interest) through the Nebraska Energy Office. The installing contractor is required to complete a performance verification test in order for the customer to receive their incentive.

Low Interest Loan Program

NPPD has invested a total of \$1,000,000 since 2009 into the Nebraska Energy Office's Dollar and Energy Savings Loan Program. This investment allowed NPPD's wholesale utilities and retail customers to receive a 1.5% loan for selected technologies. In coordination with the wholesale utility working groups, high efficiency heat pumps were selected to qualify for the program.

Attic Insulation

Residential customers who have 6" or less of attic insulation and have electric heating systems are eligible for an incentive of \$.15 per square foot if they add at least 6", or an additional R-19, of insulation to their attic space. Maximum incentive amount is \$300 per dwelling.

Smart Thermostat

Residential customers can receive up to \$100 for installing a qualifying smart thermostat. Smart thermostats must be listed on the ENERGY STAR website.

Cooling System Tune-Up

Residential customers are eligible for a \$30 incentive (every 3 years) to have their cooling system tuned up by an HVAC contractor.

Electric Vehicle Charging Station

A \$200 incentive is available for installing a residential electric vehicle charging station.

Heat Pump Water Heater

A \$300 incentive is available for installing an air source heat pump water heater (EF > 1.9), or \$500 for installing a water/ground source heat pump water heater (COP > 2.8).

Lighting – Prescriptive and Custom

LED lighting incentives are provided for commercial and industrial customers via a prescriptive program (an incentive based on a table for predetermined fixture replacements) or a custom program where the incentive is calculated based on the specific lighting energy improvements.

Variable Frequency Drives

Commercial and industrial customers can receive an incentive to install variable frequency drives (VFDs) on centrifugal fans and pumps. The incentive is \$30 per horsepower for VFDs from 1 to 200 horsepower, operating a minimum of 2000 hours annually.

Commercial HVAC

Incentives are provided to commercial and industrial customers for installing high efficiency HVAC equipment via a prescriptive program where the incentive is calculated based on the specific efficiency improvement.

HVAC System Optimization

Incentives are provided to commercial and industrial customers for improving the efficiency of their existing heating, cooling, and ventilating systems.

Industrial Process Incentive

Incentives are provided to industrial customers for improving the efficiency of their processes.

Irrigation Corner Pivot (VFD)

A \$12 per rated variable frequency drive (VFD) horsepower is available for the installation of a VFD on a new or existing corner pivot system.

Custom Irrigation

Customers can receive reimbursement for a system efficiency test on their irrigation systems, and for modifications leading to efficiency improvements.

Agricultural Efficiency

Customers can receive reimbursement for installing electric heating mats in their hog farrowing operations. Incentives range from \$40 to \$80 per mat.

Black Hills Energy

Tilden is primarily a residential community from a service standpoint with over 90% of Black Hills Energy meters serving homes in the area. The balance of the system serves commercial and large volume accounts.

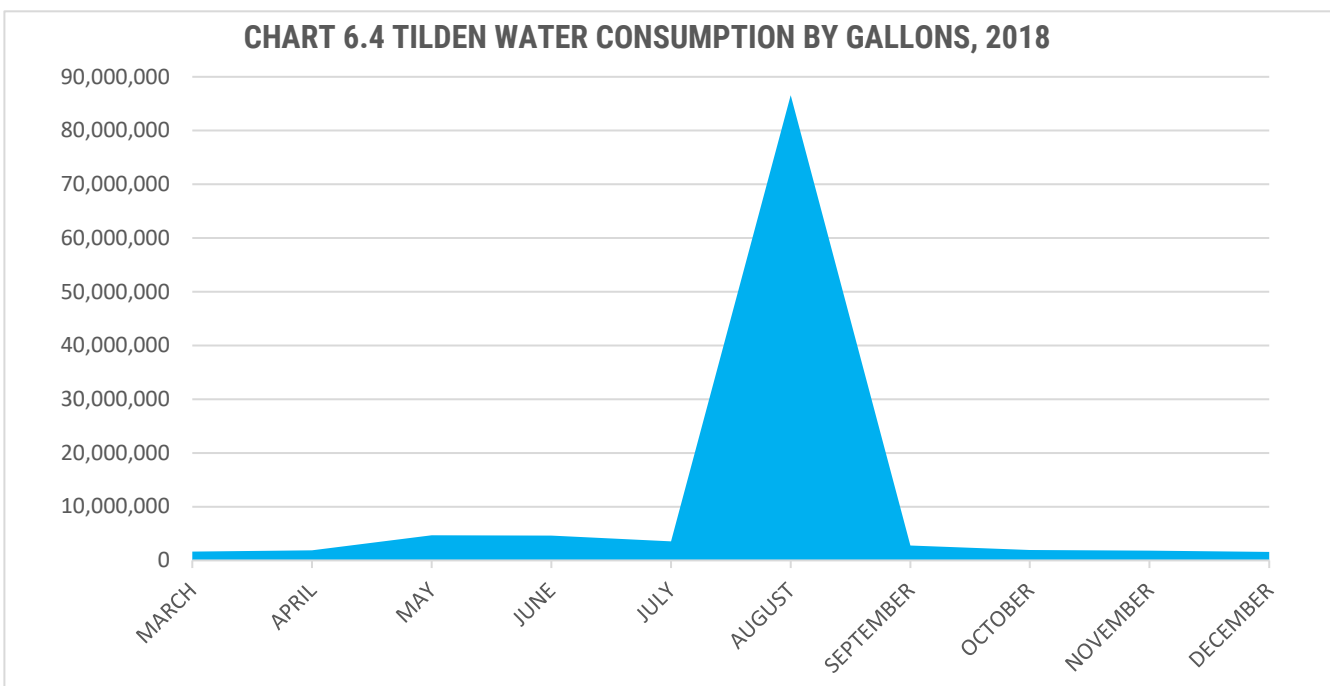
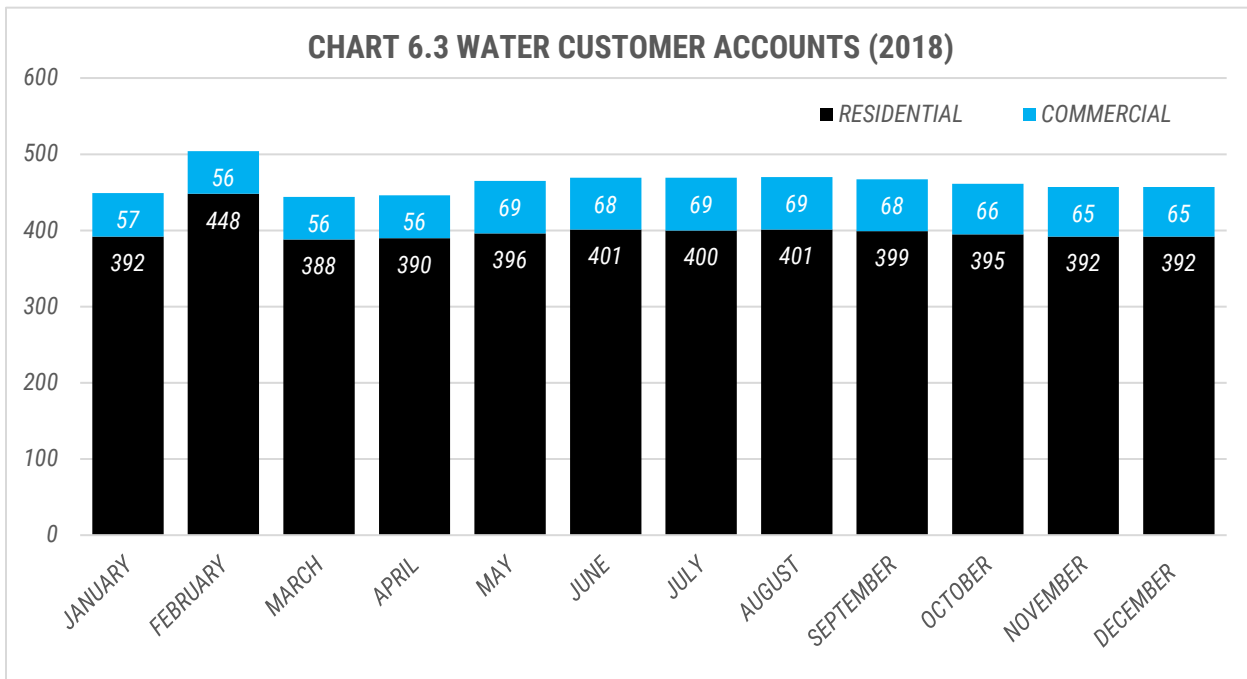
From a natural gas standpoint Black Hills Energy works with communities on “renewable” natural gas; utilization of natural gas from landfills that is cleaned and then put back into the natural gas distribution system.

Black Hills works closely with customers to help save energy. Natural gas usage per household has decreased even as the overall demand for energy has risen. This trend is due in part to installation of better windows and doors, insulation and the increasingly more efficient natural gas appliances.

Overall, Black Hills is committed to advancing new technologies, such as renewable natural gas, liquefied natural gas and power to gas to create cleaner options. Black Hills also shares its energy to strengthen the communities that they serve and support growth and development.

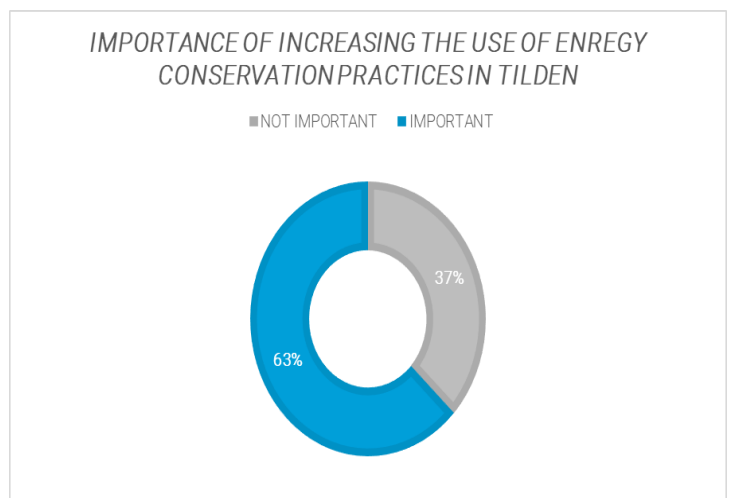
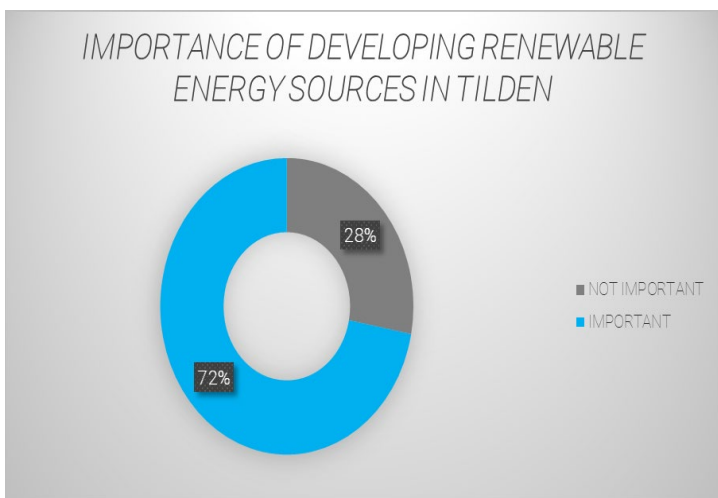
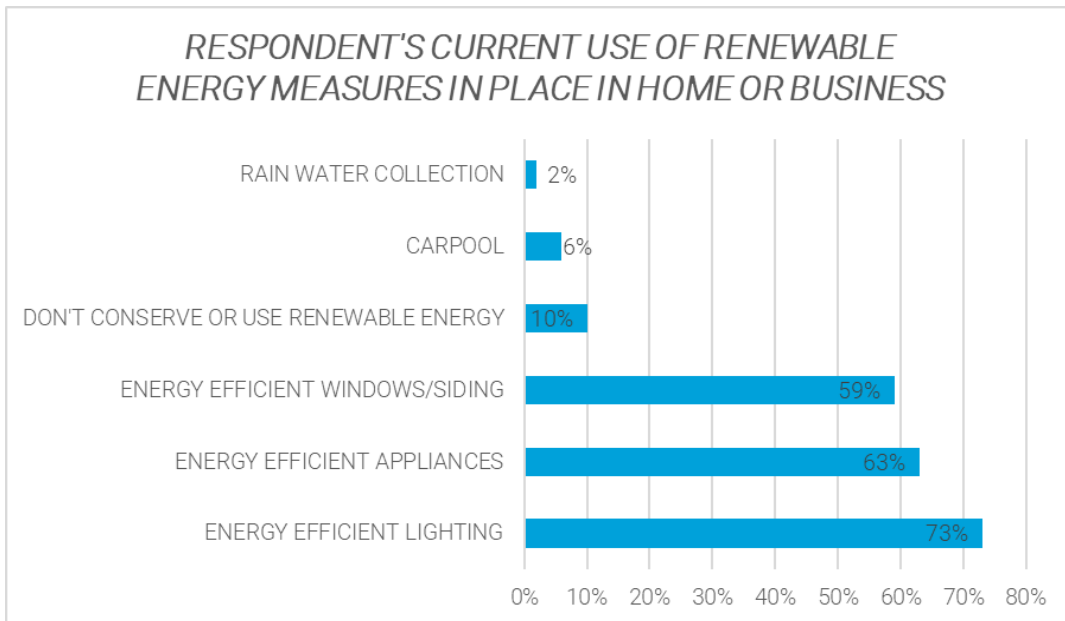
WATER CONSUMPTION IN TILDEN

Roughly 90% of the water customers in Tilden are residential. In early 2018, the City of Tilden began metering water usage. As such, data for water consumption in Tilden is only provided from a point beginning in 2018. Now that meters have been installed, the city can continue to collect data and identify water consumption trends that will help with identifying wasteful practices and measuring progress toward conservation.



COMMUNITY ENERGY PRACTICES

The community wide survey questioned participants about their personal use of energy conservation measures as well as their appreciation for energy renewal and conservation practices. The majority of community survey respondents indicated that they personally use at least one energy renewal/conservation measure at home or in their business. Only ten percent of respondents (roughly 12 individuals) claimed that they do not conserve energy or use renewable energy measures. The majority of respondents also felt that renewable energy and energy conservation practices were important.



ENERGY ELEMENT-KEY TAKEAWAYS

Wind has been and will continue to be a growing source energy for electricity in Nebraska, which could impact land use decisions in the Tilden area.

Over time, water metering will most likely impact the amount of water being consumed by residents and businesses in Tilden. Meters will also assist the city in identifying areas where deficiencies in the overall water system may be occurring.

Most residents in Tilden believe energy conservation practices are important and have personal energy conservation practices, with energy efficient appliances, lighting, and windows being the most popular practices.

APPENDIX

PUBLIC INPUT DELIVERABLES



Focus Group Interview Questions

Identification

- “I know you may know each other, but I would like to get a little background. I want to take less than two minutes to state their name and share a little information; including where you live and how long you have lived in Tilden.”
- “I will give you an example... (then share your short intro). Okay, let’s move on to the first person here.” And everyone intros.

Questions

- Explain your experience with Tilden. (may need probing question to get specific)
- What makes you happy about living or working in Tilden?
- Describe your resources in Tilden. *Broad perspective: Anything used or accessed that impacts your life based in Tilden.*
- Tell me about the sidewalks, streets and sewers systems in Tilden?
- When you think to the future, ten years down the road, what do you envision for Tilden?
- My job as a planner is to balance how public works impact private development and in turn how private development impacts public works. When you think about investment as time, money, infrastructure, human capital and education, what can the village of Tilden do to engage the citizens and business community more through public investment?
- Describe a community you are familiar with that you admire. Explain why?
- If I loaned you my **MAGIC** wand to do one thing that would change or make your community better – what would you do?
- Why would you recommend Tilden, NE to a potential new resident and/or business?

Stakeholder Questions

Identification

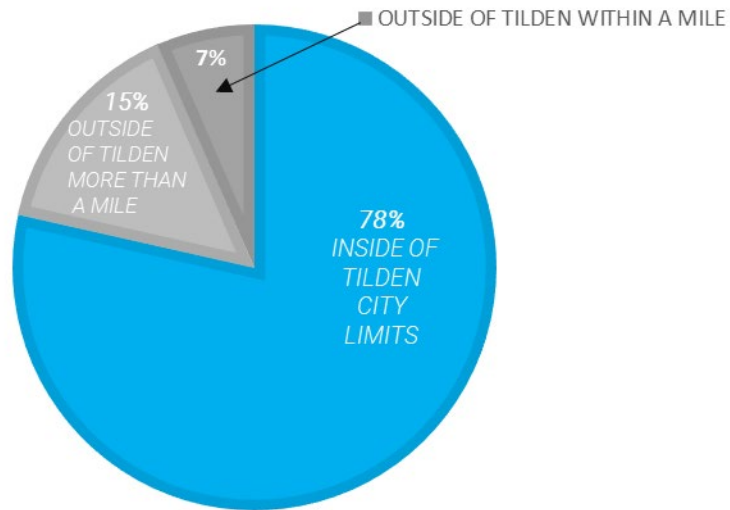
- “Please state your name and share a little information; including your experience with Tilden.”

Questions

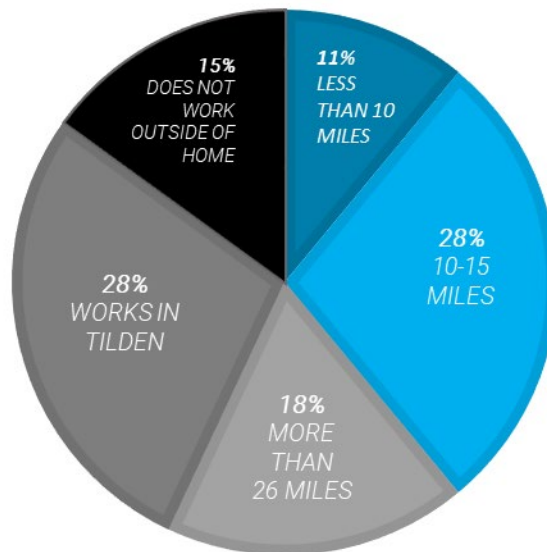
- What makes you happy about living or working in Tilden?
- Please describe your resources in Tilden?
- Why would you recommend Tilden, NE to a potential new resident and/or business?

Community Wide Survey Results

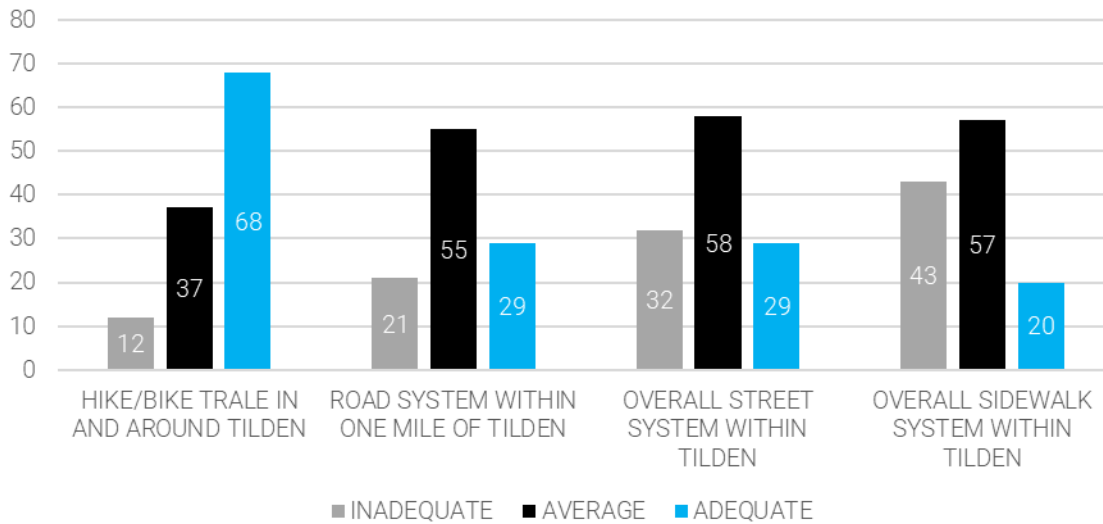
LOCATION OF RESPONDENT'S RESIDENCE



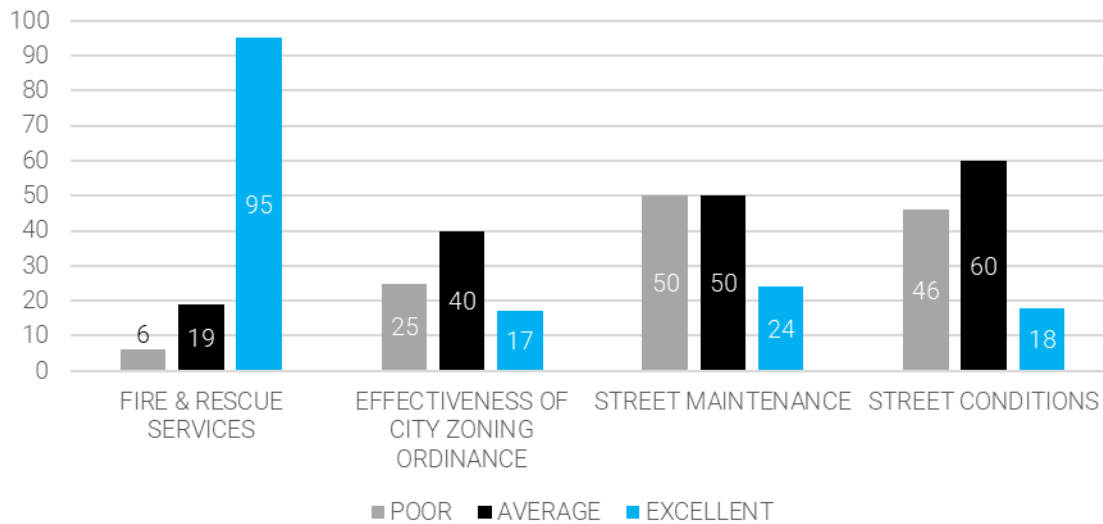
COMMUNTING DISTANCE OF RESPONDENT



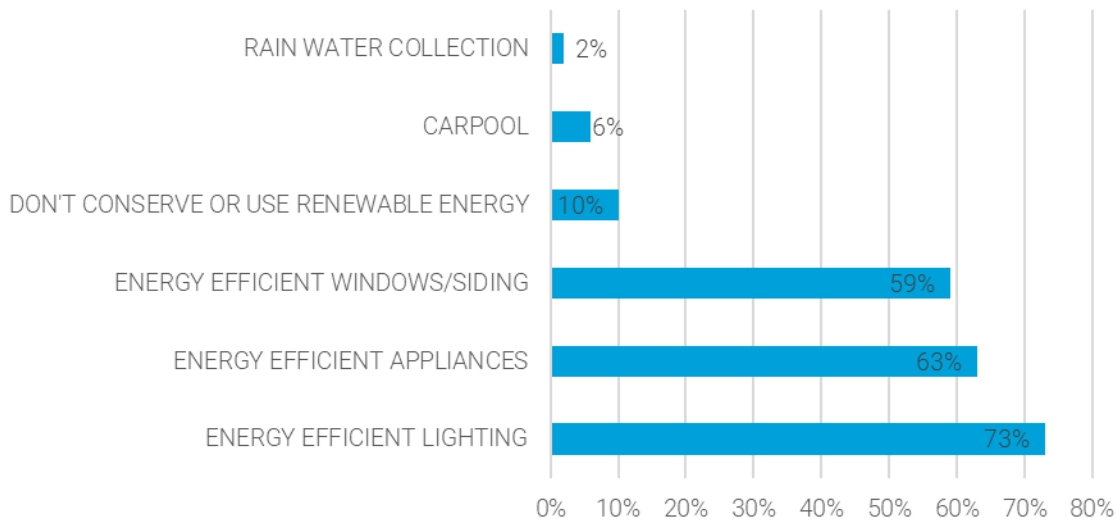
RESPONDENT'S RATING OF ADEQUACY OF TRANSPORTATION NEEDS IN TILDEN COMMUNITY



RESPONDENT'S RATING OF QUALITY OF BASIC CITY SERVICES

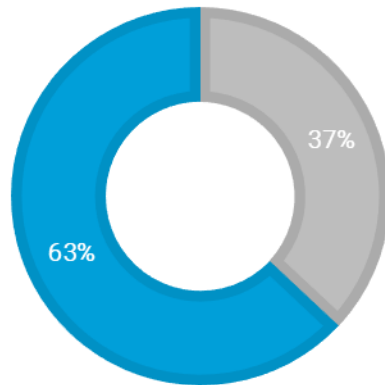


RESPONDENT'S CURRENT USE OF RENEWABLE ENERGY MEASURES IN PLACE IN HOME OR BUSINESS

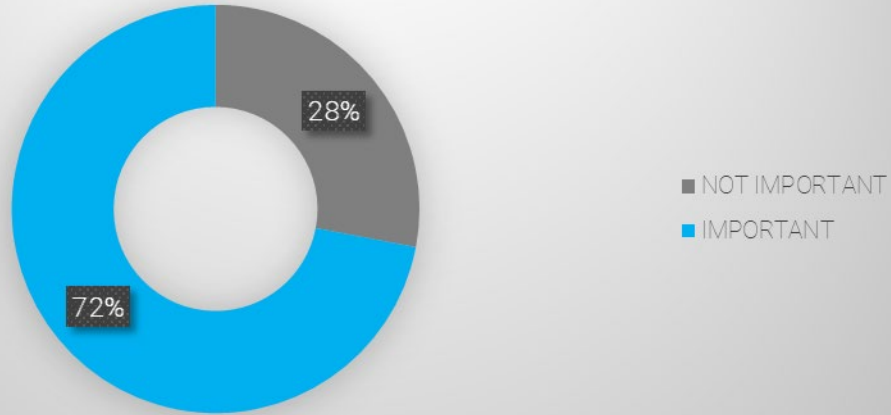


IMPORTANCE OF INCREASING THE USE OF ENERGY CONSERVATION PRACTICES IN TILDEN

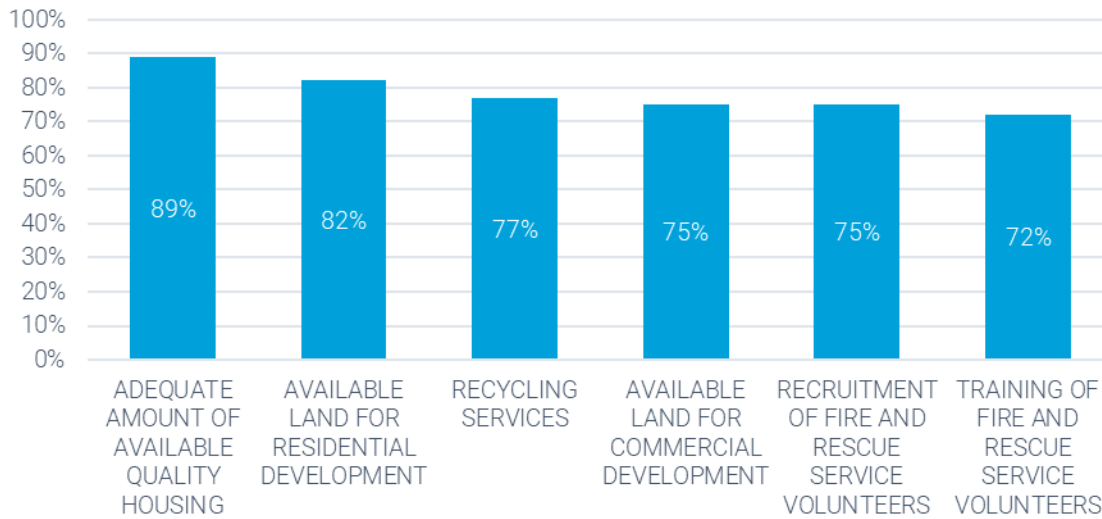
■ NOT IMPORTANT ■ IMPORTANT



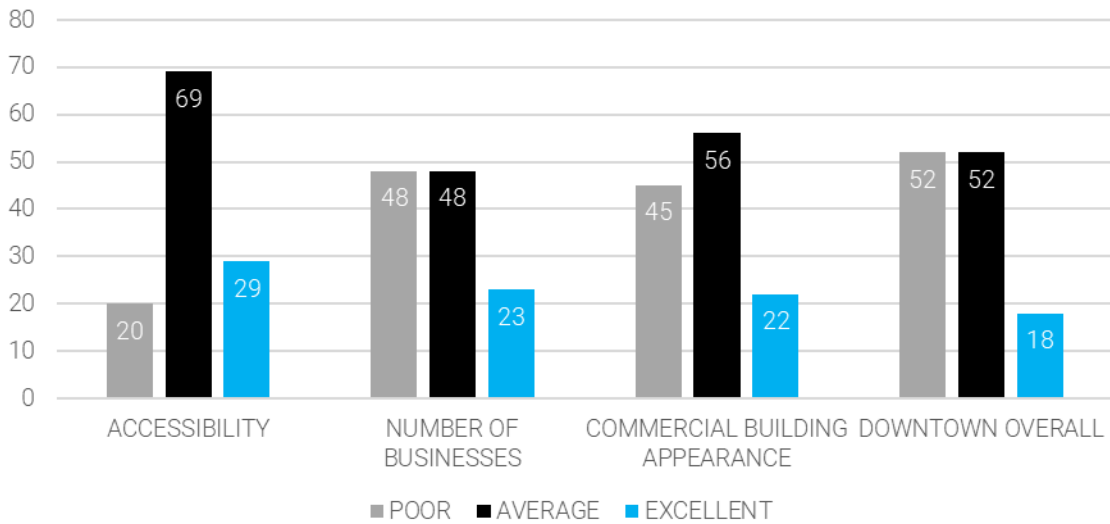
IMPORTANCE OF DEVELOPING RENEWABLE ENERGY SOURCES IN TILDEN



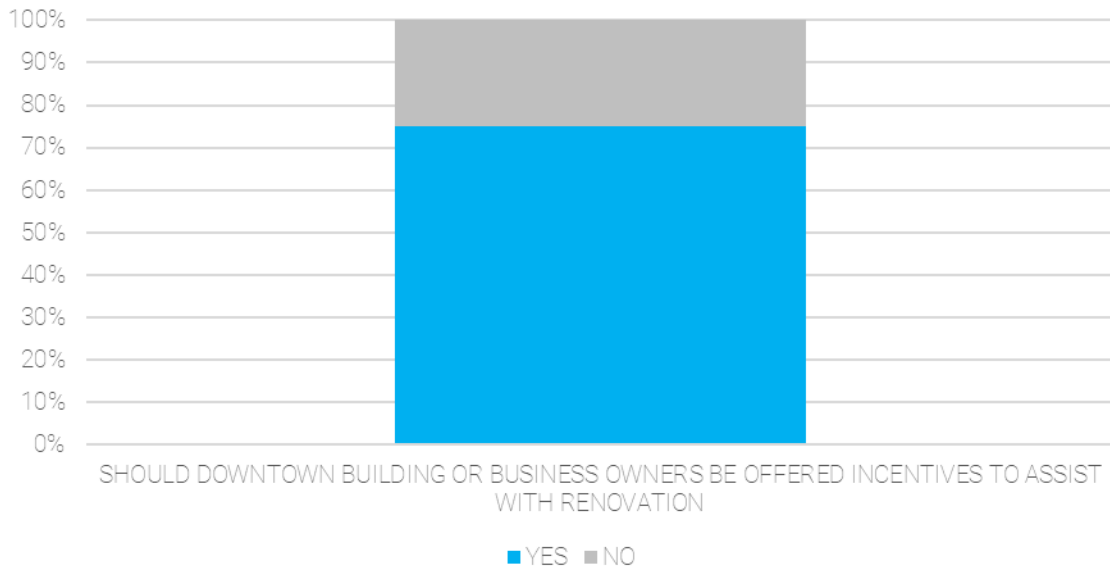
RESPONDENT'S RATE OF CONCERN OF COMMUNITY CHARACTERISTICS



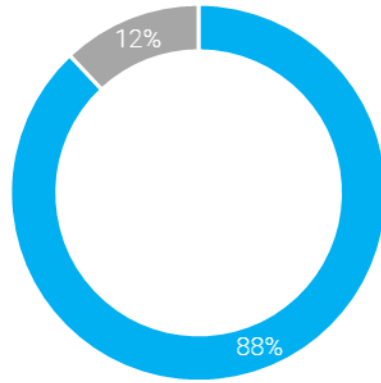
RESPONDENT'S RATING OF DOWNTOWN TILDEN ATTRIBUTES



RENOVATION INCENTIVES

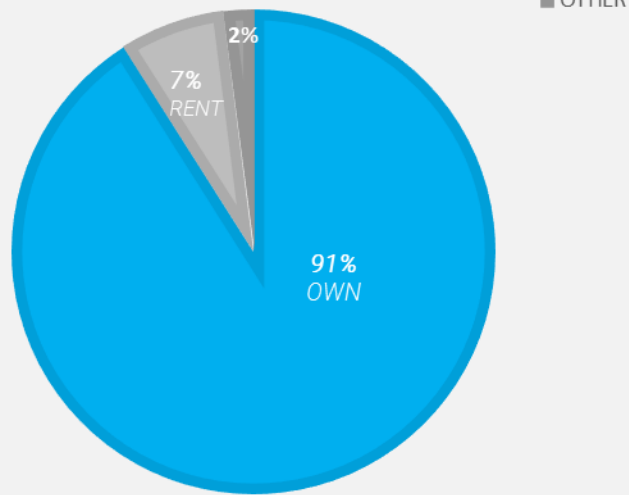


SHOULD CITY PURSUE GRANT FUNDING FOR DOWNTOWN STREETScape IMPROVEMENTS?

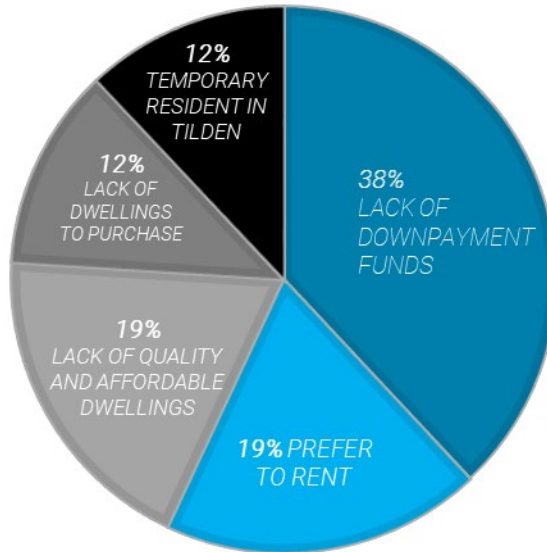


■ YES ■ NO

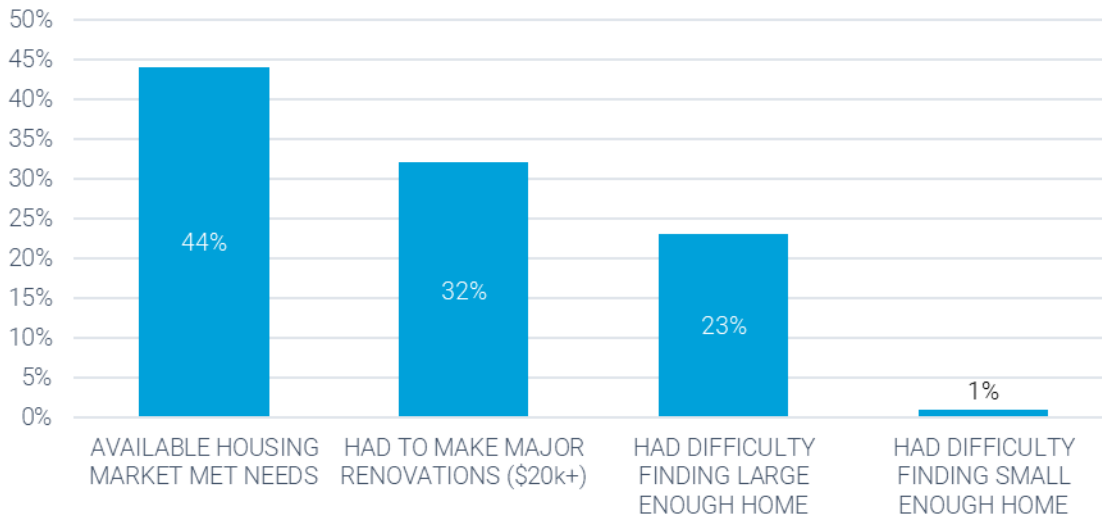
DOES RESPONDENT OWN OR RENT HOME



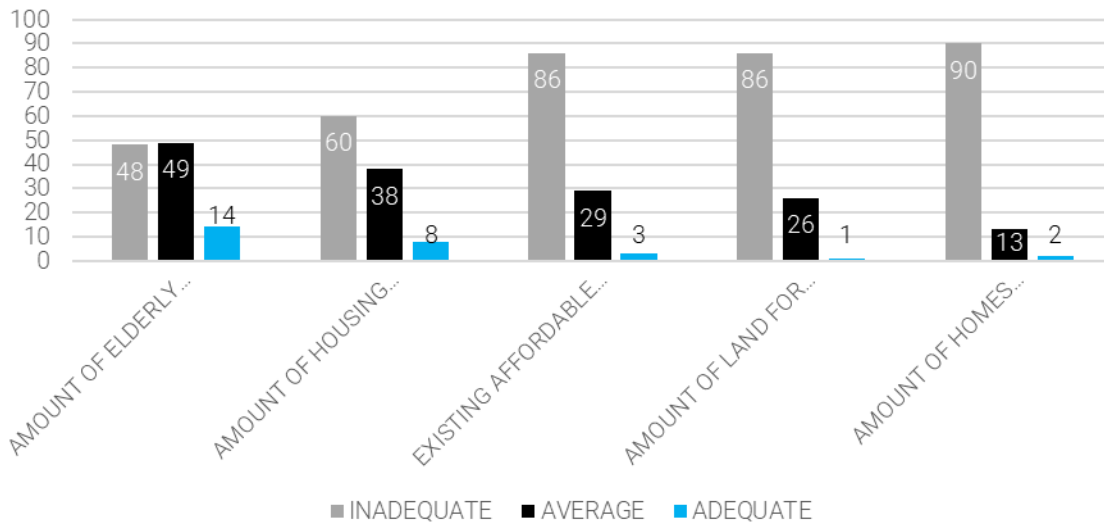
MAIN REASON FOR RENTING



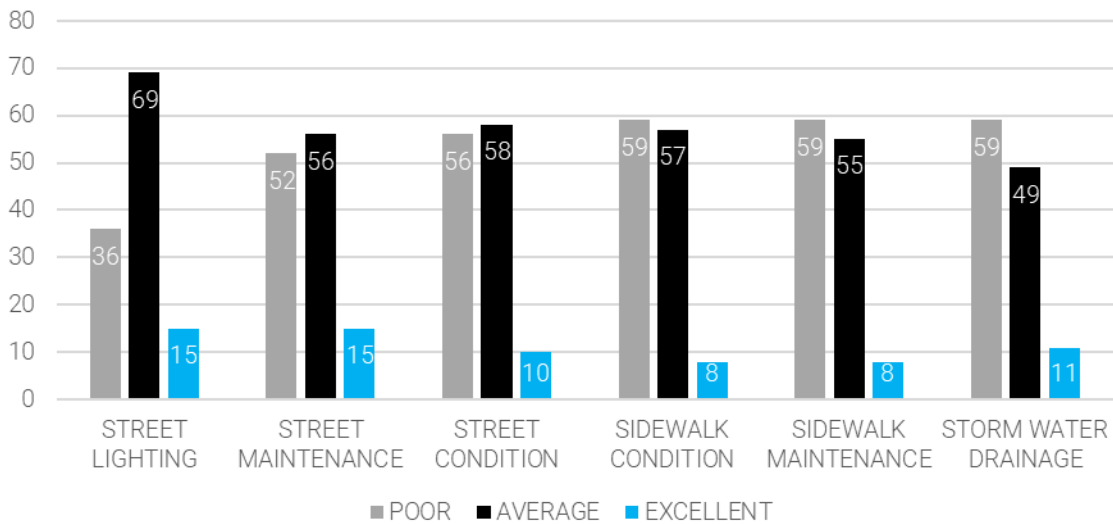
ISSUES IMPACTING RECENT HOME PURCHASES IN TILDEN



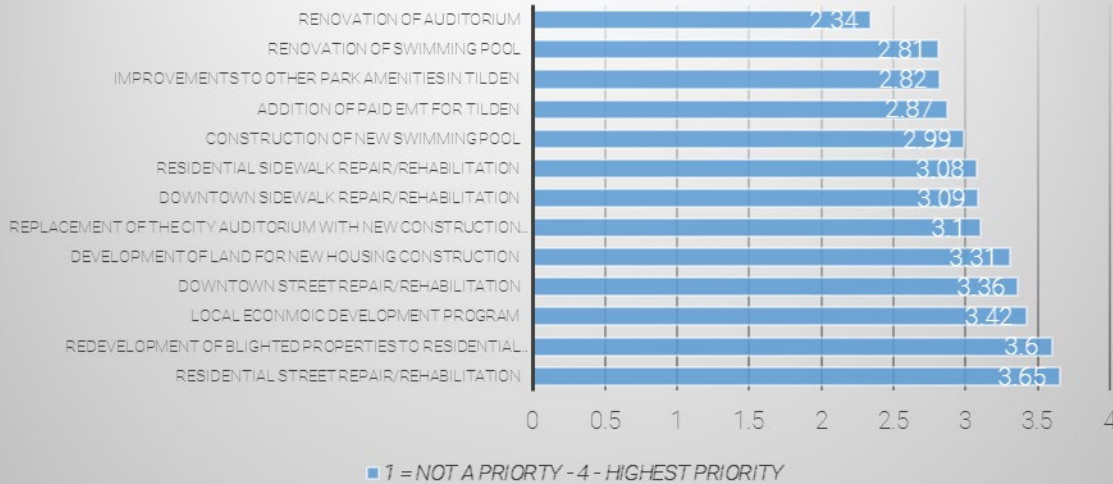
RESPONDENT'S RATING OF ADEQUACY OF TYPES OF HOUSING IN TILDEN COMMUNITY



RESPONDENT'S RATING OF RESIDENTIAL NEIGHBORHOOD ATTRIBUTES IN TILDEN



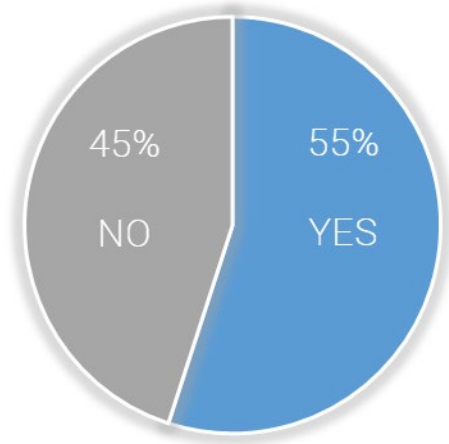
PRIORITY OF PROJECTS OVER NEXT 5-10 YEARS



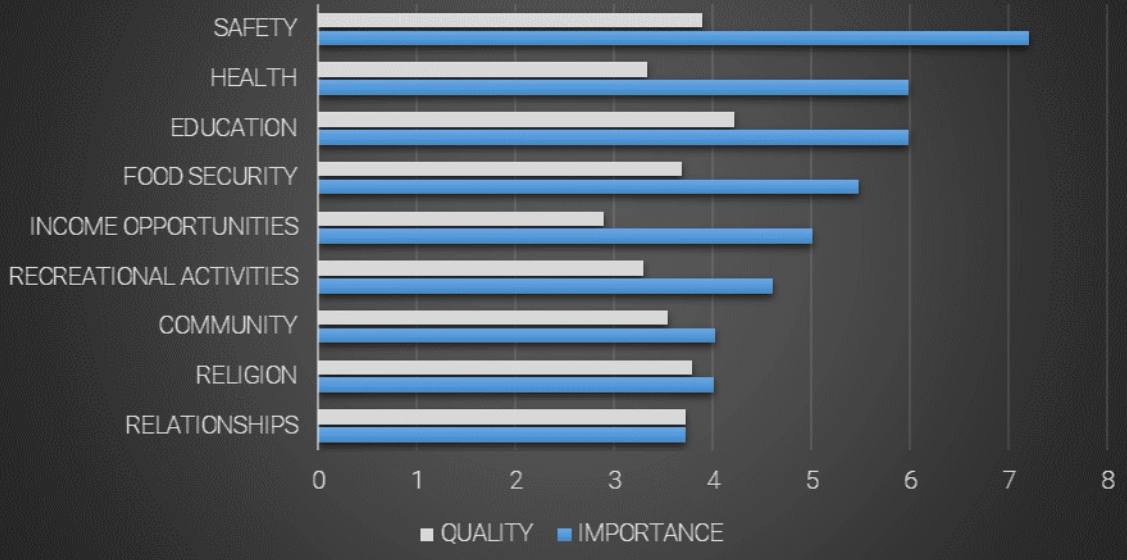
IMPORTANCE OF ACTIVITIES FOR ECONOMIC GROWTH



SHOULD THE CITY OF TILDEN CREATE AN "LB 840" PROGRAM AND PASS AN ADDITIONAL .1/2% SALES TAX TO SUPPORT BUSINESS DEVELOPMENT AND EXPANSION?



LIFE FACTORS OF LIVING IN TILDEN AREA



Bobbi Pettit, AICP



RURAL PLANNING