

# Silver Creek, Nebraska Comprehensive Development Plan 2016





# Table of Contents



## PLAN PARTICIPANTS

### *Village Board Members*

RANDY PACZOSA  
JAMEY KERSHAW  
TRAVIS VANEK  
RON LUELLEN  
CHAD JONES

### *Planning Commission*

LYNN WIEGERT  
KELLY WICHMANN  
DON HANNAPPEL  
KEVIN OHLMAN  
RICHARD OGDEN  
BRIAN FRIEDRICHSEN  
CHRIS STAROSTKA  
GREGG FERRIS  
PAT ROBINSON

### *Board of Adjustment*

CHRIS STAROSTKA-CHAIR  
RICHARD SPIEHS  
BOB KELLY  
LARRY MEYER-SECRETARY  
MATT KING  
MARVIN FISHLER-ALTERNATE

### *Planning Consultant*



# Table of Contents

## TABLE OF CONTENTS

<b>Chapter 1: Introduction .....</b>	<b>1</b>
Location.....	2
History of Silver Creek.....	2
Purpose of the Comprehensive Plan .....	3
The Planning Process.....	3
Plan Preparation .....	3
Comprehensive Plan Components.....	4
Jurisdiction Organization .....	4
<b>Chapter 2: Silver Creek Community Engagement .....</b>	<b>5</b>
Community Engagement .....	6
Goals and Policies .....	6
Silver Creek Vision and the Plan.....	7
Silver Creek Goals and Policies .....	7
<b>Chapter 3: Silver Creek Population Profile.....</b>	<b>9</b>
Demographic Profile .....	10
Population Trends and Analysis.....	10
Age Structure Analysis .....	10
Dependency Ratio/ Median Age .....	11
Ethnicity.....	12
Population Projections .....	12
Summary of Population Projections .....	13
<b>Chapter 4: Silver Creek Housing Profile .....</b>	<b>15</b>
Housing Profile .....	16
Age of Existing Housing Stock.....	16
Housing Trends.....	17
Housing Goals, Objectives and Policies .....	19
<b>Chapter 5: Silver Creek Economic Profile.....</b>	<b>21</b>
Economic and Employment Profile.....	22
Income Statistics .....	22
Industry Employment.....	23
Commuter Trends .....	23
Economic Development .....	24
Economic Development Goals, Objectives and Policies.....	26
Economic Development Resources .....	28
<b>Chapter 6: Silver Creek Facilities .....</b>	<b>29</b>
County Facilities .....	30
County Facilities Plan .....	30
Community Parks and Facilities .....	30
Regional Recreation .....	31
Golf Courses.....	31
Education .....	31
Fire and Rescue Protection.....	32
Law Enforcement.....	33
Community Buildings.....	33
Communication .....	33
Public Utilities.....	34
Health Care.....	34

Community Facilities Goals, Objectives and Policies .....	34
<b>Chapter 7: Land Use .....</b>	<b>37</b>
Introduction .....	38
Silver Creek Land Use Elements .....	38
Existing Land Use .....	38
Existing Land Uses within Corporate Limits .....	38
Future Land Use Plan .....	41
Transitional Agriculture Land Use .....	42
Low Density Residential Land Use .....	43
Medium/High Density Residential Land Use .....	44
Mobile Home Residential Land Use .....	45
Lakefront Residential .....	46
Downtown Commercial Land Use .....	47
General Commercial Land Use .....	48
Highway Commercial Land Use .....	49
Commercial/Industrial Flex Land Use .....	50
Industrial Land Use .....	51
Public Land Use .....	52
Park and Recreational Land Use .....	52
Extraterritorial Jurisdiction (ETJ) .....	53
Future Land Use Goals .....	55
<b>Chapter 8: Annexation .....</b>	<b>57</b>
Annexation .....	58
<b>Chapter 9: Transportation .....</b>	<b>61</b>
Transportation Plan .....	62
Transportation and Trail Goals .....	65
<b>Chapter 10: Implementation Plan .....</b>	<b>67</b>
Achieving Silver Creek's Future .....	68
Comprehensive Plan Maintenance .....	68
Unanticipated Opportunities .....	69
Methods for Evaluating Development Proposals .....	69

# Table of Tables

## TABLE OF TABLES

### Chapter 3 - Silver Creek Population Profile

Table 3.1: Population Trends and Analysis 1980 to 2010 .....	10
Table 3.2: Age and Sex Characteristics 2000 to 2010 .....	10
Table 3.3: Positive Age Groups 2000 to 2010.....	11
Table 3.4: Negative Age Groups 2000 to 2010 .....	11
Table 3.5: Median Age/Dependency Ratio 2000 to 2010.....	12
Table 3.6: Population by Ethnicity .....	12

### Chapter 4 - Silver Creek Housing Profile

Table 4.1: Community Housing Trends 2000 to 2010.....	16
Table 4.2: Household Characteristics 2000 to 2010.....	18
Table 4.3: Substandard Housing Conditions 2000 to 2010 .....	19

### Chapter 5 - Silver Creek Economic Profile

Table 5.1: Household Income 2000 to 2010.....	22
Table 5.2: Employment by Industry 2000 to 2010.....	23
Table 5.3: Travel Time to Work 1990 to 2010 .....	23

### Chapter 6 - Silver Creek Facilities

Table 6.1: Sworn Officer Comparison 2013.....	33
---	----

### Chapter 7 - Land Use

Table 7.1: Existing Land Use .....	39
Table 7.2: Land Use Comparisons (in Acres) .....	39

**TABLE OF FIGURE**

**Chapter 3: Silver Creek Population Statistics**

Figure 3.1: Population and Projections 1980 to 2040 ..... 13

**Chapter 4: Silver Creek Housing**

Figure 4.1: Age of Existing Housing Stock..... 16

**Chapter 6: Silver Creek Community Facilities**

Figure 6.1: Nebraska Game and Park Regions.....30

Figure 6.2: School District Map .....32

Figure 6.3: Fire District Map .....33

**Chapter 7: Land Use**

Figure 7.1: Existing Land Use Map .....40

Figure 7.2: Future Land Use Map .....54

**Chapter 8: Annexation**

Figure 8.1: Potential Annexation Areas ..... 59

**Chapter 9: Transportation**

Figure 9.1: Traffic Flow Map ..... 64

Figure 9.2: NDOR Six-Year Highway Program..... 64

Figure 9.3: Transportation Plan Map ..... 66



# 1

## Introduction



## Location

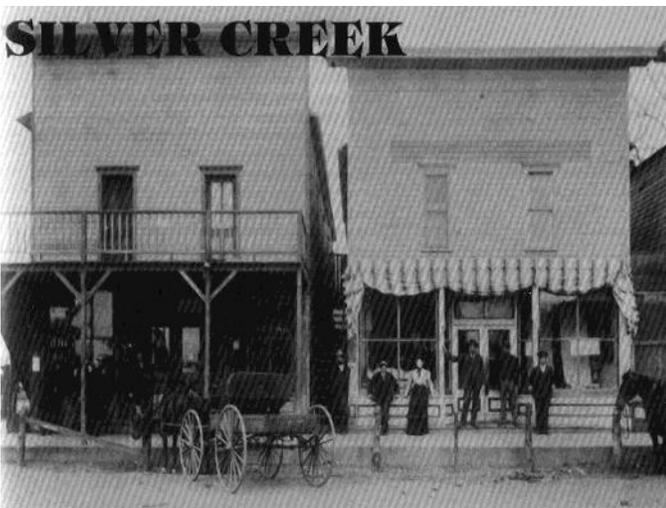
Silver Creek is located in the northern corner of Merrick County along US Highway 30. The community is just north of the Platte River. In addition to US Highway 30, Nebraska Highway 39 goes through the community in a north-south direction.

## History of Silver Creek

The following information was found at <http://www.casde.unl.edu/history/counties/Merrick>. Some items may have been modified in order to bring the information up to date.

### SILVER CREEK

*Silver Creek, at the east edge of the county, derives its name from the sparkling, clear creek which meanders near the town site platted by the Union Pacific Railroad in 1866. The first residents, Frank Hobert and his family, homesteaded in the early 1870s. A hotel called "Lee House" was built by Cyrus Lee in September of that year. Soon other settlers arrived: Howland, Brown, Wooster, and the Shaw Brothers. The Silver Creek Post Office was established in 1877, moved from one maintained at the Lathrop Ranch two miles south of town.*



Photograph 1.1  
Historic photo from Silver Creek

A school was established by Supt.E.L.Robinson with about 30 students attending. A brick structure was built in 1910, which is still in use by the K-12 district. A gym was built in the 1930s by the WPA, an elementary wing in 1959, and an addition, containing a cafeteria, gymnasium, and locker rooms, was completed in 1973.

Thomas Gannon and Mary Foster were the first couple to be wed in Silver Creek in a ceremony performed on the Fourth of July, 1881.

News hit the dusty streets in 1877 with the publication of "Silver Creek Times." The paper changed hands several times until 1903, when D.F.Davis and son Dyo began to edit "The Sand." It remained in circulation until the 1960s.

Rev.H.S.Shaw, an Episcopal minister and early settler, organized a society in Silver Creek. In 1874 the Congregational Church was formed, with a church built in 1879. Methodist Church records indicate that they held church classes in the Hill Hall in the late 1870s, with a church built in 1889. A larger building was dedicated in 1921. Fr. Rembort Stanowski traveled from his parish at Duncan to organize a Catholic Church in Silver Creek in the early 1900s. Mass was held at the home of Frank Pollard until the church was completed in 1903. The new church was dedicated in 1967.

Very early in our history, a wagon bridge was built across the Platte River just south of town. This made trade and rail transportation accessible to people on both sides of the river. Telephones came to the area in 1906, and lights were changed to electricity in 1914.

Both instrumental and vocal musical talent were encouraged by regular practices held in Silver Creek. Two good bands performed regularly in the small grandstand, and were also invited to perform in surrounding towns. One year two teams of horses pulled the band wagon to the State Fair in Lincoln, where the band received the top award for their performance.

Silver Creek's centennial was held on November 5, 1966. There was a 50-entry parade, greased pig contest, horse shoe tournament, pony rides, and games. An Olde Country Feed for \$1 was held, after which residents and neighbors enjoyed dancing to the Al Grubnick Orchestra at the Pioneer Ballroom.

The abundance of water and wildlife has proven to be a great drawing-card for Silver Creek. Dr.Bruce Cowgill initiated the "Grand National Mixed Bag Hunt" in Silver Creek in the fall of 1972. A number of actors, astronauts, major league ball players, and Olympians came to participate in the event. A banquet held at the conclusion included awards for wildlife essays, photography, habitat enhancement, etc. Silver

## Introduction

Creek received recognition in *Sports Illustrated*, *Outdoor Life*, *N.R.A. Journal*, and other publications for the "total community effort that made such a project successful." After four years, the event moved to Columbus, and later to Grand Island.

The present village of 500 people is still a hub of activity for the area it serves. Nearly 35 businesses operate in Silver Creek. Agriculture, still the mainstay of the residents, is augmented by industrial opportunities in nearby communities.

Silver Creek boasts parks with two baseball fields, tennis court, horseshoe pits, playgrounds, grills, and shelters. A Nebraska Game & Parks Commission grant was used to complete the newest park facility in 1972.

*The morale and attitude of Silver Creek is a good example of Nebraska...the Good Life.*

*By Karen Euse, Village Clerk, Box 6, Silver Creek, NE 68663, with the help of Dr. Bruce Cowgill. Pictures submitted by Euse, Cowgill, and John Bryant.*

### PURPOSE OF THE COMPREHENSIVE PLAN

The Silver Creek Comprehensive Plan is designed to promote orderly growth and development for the community, as well as providing policy guidelines to enable citizens and elected officials to make informed decisions about the future of the community.

***The Comprehensive Plan is a vision presented in text, graphics and tables representing the desires of the Village and its residents for the future.***

The Comprehensive Plan will provide a guideline for the location of future developments and uses within the planning jurisdiction of Silver Creek. The Comprehensive Development Plan is intended to encourage a strong economic base for the community so all goals can be achieved.

The Comprehensive Plan is intended as an information and management tool for community leaders to use in their decision-making process when considering future developments. The Comprehensive Plan is not a static document; it should evolve as changes in the land-use,

population or local economy occur during the planning period.

### THE PLANNING PROCESS

The Comprehensive Plan begins with the development of general goals and policies, based upon current and future issues faced by the community and its residents. These are intended to be practical guidelines for addressing existing conditions and guiding future growth.

***The Comprehensive Plan records where Silver Creek has been, where it is now, and where it likely will be in the future.***

In conjunction, the data collection phase will be occurring. Data are collected to provide a snapshot of the past and present conditions within the community. Analysis of data provides the basis for developing forecasts for future land use demands, as well as future needs regarding housing and facilities.

The Comprehensive Plan is a blueprint designed to identify, assess, and develop actions and policies in the areas of population, land use, transportation, housing, economic development, community facilities, and utilities. The Comprehensive Plan contains recommendations that when implemented will be of value to the County and its residents.

The Comprehensive Plan identifies the tools, programs, and methods necessary to carry out the recommendations. Nevertheless, the implementation of the development policies contained within the Comprehensive Plan is dependent upon the adoption of the Plan by the governing body, and the leadership exercised by the present and future elected and appointed officials of the community.

### PLAN PREPARATION

The Plan was prepared under the direction of Merrick County Joint Planning Commission, with the assistance and participation of the Silver Creek Village Board; Village and County staff; the Plan Review Committee and citizens of Silver Creek. The time period for achieving the goals, programs, and developments identified in the Silver Creek Comprehensive Plan is 20 years. However, the community should review the Plan annually and should update the document every 10 to 20 years (2035), or when an unanticipated opportunity arises.

Completing updates every ten years or so will allow the community to incorporate ideas and developments not known at the time of the present comprehensive planning process.

***The Plan is only one of several tools within the toolbox that helps guide the community into the future.***

### COMPREHENSIVE PLAN COMPONENTS

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

- Introduction Chapter
- Public Participation Chapter
- Population Statistics Chapter
- Housing Chapter
- Economics/Economic Development Chapter
- Community Facilities Chapter
- Land Use Chapter
- Transportation Chapter
- Implementation Chapter
- Zoning and Subdivision Regulations

***Planned growth will make Silver Creek more effective in serving residents, more efficient in using resources, and able to meet the standard of living and quality of life every individual desires.***

Analyzing past and existing demographic, housing, economic and social trends permit the projection of likely conditions in the future. Projections and forecasts are useful tools in planning for the future; however, these tools are not always accurate and may change due to unforeseen factors. Also, past trends may be skewed or the data may be inaccurate, creating a distorted picture of past conditions. Therefore, it is important for Silver Creek to closely monitor population, housing and economic conditions that may impact the community. Through periodic monitoring, the community can adapt and adjust to changes at the local level. Having the ability to adapt to socio-economic change allows the community to maintain an effective

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

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

### GOVERNMENTAL AND JURISDICTIONAL ORGANIZATION

The Silver Creek Village Board, which is a board of elected officials, performs the governmental functions for the Village.

The planning and zoning jurisdiction of Silver Creek, pursuant to Neb. Rev. Stat. §19-901 through 19-932, includes all of the incorporated area of Silver Creek and extends up to one-mile from the corporate boundary.



# 2 Community Engagement



## COMMUNITY ENGAGEMENT

Community engagement is critical to a successful planning effort. The use of public participation makes it possible to have a clearer understanding of how the residents feel regarding different parts of the community.

## TOWN HALL MEETING

During the primary public participation portion of the Comprehensive Plan, there was one Town Hall Meeting held on August 21, 2014 in the meeting room of the Silver Creek Fire Hall.

At the meeting, the attendees were engaged in a discussion on the following three topic areas:

- What needs to be addressed
- What is your vision for Silver Creek
- How does the community achieve this vision

### WHAT NEEDS TO BE ADDRESSED

1. Need rental housing
2. There are not many lots available for new construction
3. Uninhabitable houses in town
4. Losing the grocery store
5. Not much for younger kids and adults to do in the community
6. No community celebration or activities (may be due to lack of a high school)
7. Participation and volunteers are hard to get in the community
8. No one wants to see taxes increased due to paving
9. Cooperation in the community

### WHAT IS YOUR VISION FOR SILVER CREEK

1. Paving of more streets, especially by the school and churches
2. Better attitudes toward community
3. Continued car show and street dance
4. Movies in the park
5. New grocery store
6. Keep school functions – football and softball in Silver Creek

### HOW DOES THE COMMUNITY ACHIEVE THIS VISION

1. Need to find a rallying point for the community to grow around
2. Attitude, attitude, attitude
3. Better cooperation in the community
4. Sales tax? Currently 1% getting average of \$5000 per month
5. TIF?

6. Change the paradigm of the community
7. Overcome the entitlement
8. Keno

## GOALS AND POLICIES

The community engagement process is critical to soliciting public input as well as establishing goals and policies for the community. Planning for the future land uses of the community is an ongoing process of goal setting and problem solving aimed at encouraging and enhancing a better community with a better quality of life. Planning focuses upon ways of solving existing problems within the community, and providing a management tool enabling Silver Creek citizens to achieve their vision for the future.

Visioning is a process of evaluating present conditions, identifying problem areas, and bringing about consensus on how to overcome existing problems and manage change. By determining Silver Creek's vision, the community can decide where it wants to be in the future, and then develop a "roadmap" guiding decisions of the community. However, the plan cannot only be based upon this "vision" and "road map" concept. The residents of Silver Creek must also act or implement the necessary steps involved in achieving this "vision".

Change is continuous, therefore Silver Creek must decide specific criteria that will be used to judge and manage change. Instead of reacting to development pressures after the fact, the community along with their strategic vision, can better reinforce the desired changes, and discourage negative impacts that may undermine the vision. A shared vision allows Silver Creek to focus its diverse energies and minimize conflicts in the present, and in the future.

A key component of a Comprehensive Plan is the goals and policies. The issues and concerns of the citizens are developed into a vision. The vision statement can then be further delineated and translated into action statements and/or policies, used to guide, direct, and base decisions for future growth, development and change within Silver Creek. Consensus on "what is good land use?" and "how to manage change in order to provide the greatest benefit to the community and its residents?" is formed. Silver Creek's goals and policies attempt to address various issues, regarding the questions of "how" to plan for the future.

## Community Engagement

**Goals** are desires, necessities and issues to be attained in the future. A goal should be established in a manner that allows it to be accomplished. Goals are the end-state of a desired outcome. Goals also play a factor in the establishment of policies within a community. In order to attain certain goals and/or policies within city government, they may need to be modified or changed from time to time.

**Policies** are measurable, definable steps that lead to the eventual completion of the goal. They are specific statements of principle or actions that imply a direction that needs to be undertaken.

These policies will synthesize the information from the goals, as well as the responses from the participants of the various input processes. Policies play an important role in the Comprehensive Development Plan because they direct the different actions that will need to be taken to meet the goals.

The goals and policies assure the Comprehensive Development Plan accomplishes the desires of the residents. This section of the Plan is therefore, a compilation of local attitudes collected through public meetings and surveys. When followed, development proposals in the community should be evaluated as to their relationship with the citizens' comments. Therefore, "goals and policies" should be referred to as diligently as the Future Land Use Map or any other part of the Comprehensive Development Plan. Likewise, they should be current, in order to reflect the attitudes and desires of the Village and its residents.

It is important for communities to establish their goals and policies in a manner that allows for both long-term and short-term accomplishments. The short-term goals and policies serve several functions:

- Allow for immediate feedback and success, which fuels the desire to achieve additional goals and better policies.
- Allow for the distribution of resources over time thus assuring a balanced use of public investment.
- Establish certain policies that need to be followed before the long-term goals can be accomplished.

### SILVER CREEK VISION AND THE PLAN

The Silver Creek Comprehensive Plan provides a broadly painted picture for the community's future. The vision statements and goals describing the

desired future conditions provide guidance for land use decisions and other actions, both public and private that collectively will determine the future of Silver Creek.

***Vision without action is merely a dream***

***Action without vision is just passing time***

***Vision with action can change the world***

***Joel Barker***

The core promise embedded in the Silver Creek Plan 2015 is designed to maintain and enhance the health, safety and welfare of the community during times of change, to promote our ideals and values as changes occur, and to meet the needs of today without sacrificing the ability of future generations to meet their needs. The plan acknowledges the importance of the connections between economic, environmental, and social components of the community. The plan is a combination of practicality and vision, and provides guidelines for sustaining the rich fabric of the Silver Creek community.

### SILVER CREEK PLAN GOALS AND POLICIES

The goals and policies for the Silver Creek Comprehensive Plan will be contained throughout the following Chapters. Each chapter shall contain the pertinent goals and policies for the Chapter.

Goals are intended as a long-range desire; however, as the Plan is implemented and different things in the world around Silver Creek changes, then the goals need to be modified to address the new direction and factors. Therefore, goals need to be flexible to ensure success and positive outcomes.

This Page Intentionally Left Blank



# 3

## Silver Creek Population



## DEMOGRAPHIC PROFILE

Demographics aid in understanding the past and existing conditions; while applying these to the future. It is critical for Silver Creek, including the decision-makers to understand where the community has been, where it is and where it appears to be going.

Population drives all of the major components making up the community including housing, local employment, economic, and the fiscal stability of the village. Historic population assists in developing projections for the future, which in turn assists in determining future housing, retail, medical, employment and educational needs within Palmer. Projections provide an estimate for the village to base future land-use and development decisions. However, population projections are only estimates and unforeseen factors may affect projections significantly.

## POPULATION TRENDS AND ANALYSIS

Table 3.1 contains the historic population for Silver Creek, and the incorporated communities in Merrick County, and the unincorporated areas, between 1980 and 2012. The data provides a look at where Silver Creek has been and allows for the eventual projection of populations in the community.

The 2012 population estimates show the Silver Creek's population at 360 people. The population estimates indicate a continued decrease in population from 1980 by 136 people or -27.4%.

**TABLE 3.1: POPULATION TRENDS AND ANALYSIS SILVER CREEK AND COMMUNITIES 1980 TO 2012**

Community	1980	1990	2000	2010	% Change 2000 to 2010	2012 est.	% Change 2000 to 2012	% Change 1980 to 2012
Central City	3,083	2,868	2,834	2,893	-1.4%	2,915	0.8%	-5.4%
Chapman	349	292	341	287	-15.8%	284	-1.0%	-18.6%
Clarks	445	379	361	369	2.2%	360	-2.4%	-19.1%
Palmer	487	434	472	472	0.0%	469	0.0%	-3.7%
<b>Silver Creek</b>	<b>496</b>	<b>437</b>	<b>441</b>	<b>362</b>	<b>-17.9%</b>	<b>360</b>	<b>-17.9%</b>	<b>-27.4%</b>
Incorp. Areas	4,860	4,410	4,549	4,383	-3.6%	4,388	-3.6%	-9.7%
Unincorp. Areas	4,085	3,639	3,655	3,462	-5.3%	3,392	-2.0%	-17.0%
Merrick County	8,945	8,049	8,204	7,845	-4.4%	7,780	-0.8%	-13.0%

Source: U.S. Census Bureau, 1980 - 1990, 2000, 2010, 2012 est.

## AGE STRUCTURE ANALYSIS

Age structure is an important component of population analysis. By analyzing age structure, one can determine other dynamics affecting the population of Silver Creek.

Each age group affects the population in a number of different ways. For example, the existence of larger young age groups (20-44 years) means there is a greater ability to sustain future population growth compared to the larger older age groups. Understanding what is happening within the age groups of the community's population is necessary to effectively plan for the future.

**TABLE 3.2: AGE AND SEX CHARACTERISTICS SILVER CREEK 2000 TO 2010**

Age	2000	2010	2000-2010	
	Male and Female	Male and Female	Cohort Change	% Change
0-4	32	18	18	-
5-9	32	27	27	-
10-14	38	18	-14	-43.8%
15-19	22	22	-10	-31.3%
20-24	25	16	-22	-57.9%
25-29	27	18	-4	-18.2%
30-34	12	21	-4	-16.0%
35-44	60	30	-9	-23.1%
45-54	53	50	-10	-16.7%
55-64	43	50	-3	-5.7%
65-74	50	42	-1	-2.3%
75 & older	47	37	-60	-61.9%
<b>Total</b>	<b>441</b>	<b>349</b>	<b>-92</b>	<b>-20.9%</b>

U.S. Census Bureau 2000, 2010

Table 3.2 contains the age group structure for Silver Creek in 2000 and 2010. The examination of population age structure allows for an understanding of where some of the population shifts are occurring. These data allow for a better understanding of what could occur in the future.

Realizing how many persons are in each age group, and at what rate the age groups are changing in size, will allow for informed decision-making in order to maximize the future use of resources. As shown in Table 3.2, significant changes between 2000 and 2010 occurred within a number of different age groups.

A review of population by this method permits one to undertake a detailed analysis of which specific groups are moving in and out of the community. Negative changes in a group indicates out-migration

## Silver Creek Population

or a combination of out-migration and deaths.

Silver Creek saw growth in only two age groups; the 0 to 4 and 5 to 9 years. The 0 to 4 and 5 to 9 groups always indicate an increase, since these persons were not born when the 2000 Census was completed. Outside of the 2010 age groups of 0-4 and 5-9 years, all of the other age groups saw significant decreases.

**TABLE 3.3: POSITIVE AGE GROUPS  
SILVER CREEK 2000 TO 2010**

2000 Age Group	Persons	2010 Age Group	Persons	Change
NA	NA	0 - 4 years	18 persons	+ 18 persons
NA	NA	5 - 9 years	27 persons	+ 27 persons
Total Change				+ 45 persons

Source: U.S. Census Bureau 2000, American Community Survey 2010

There were 10 age groups from 2000 that declined by 2010. The group with the greatest loss was the 75 years + (2010) which lost 60 persons over the period. The majority of this loss is likely attributed to two causes, 1) people moving on after 65 years to other communities and senior care facilities, or 2) a dying population base.

## DEPENDENCY RATIO/MEDIAN AGE

### Dependency Ratio

The dependency ratio examines the portion of a community that is spent supporting age groups that have historically been dependent upon others for survival (those under 18 years and those 65 years and more). See the box to the right for details on calculating the ratio.

Table 3.5 indicates the dependency ratios for 2000 and 2010 in Silver Creek. The proportion of persons less than 18 years of age decreased by 44.0% between 2000 and 2010; while those aged 65 years and older decreased by 5.2% overall.

In 2000, Silver Creek had a Dependency Ratio of 0.93 (48.3%/51.7%); however, by 2010 the Ratio had decreased to 0.82 (45.0%/55.0%). This is supported by the substantial decrease in the 18 and under population base.

**TABLE 3.4: NEGATIVE AGE GROUPS  
SILVER CREEK 2000 TO 2010**

2000 Age Group	Persons	2010 Age Group	Persons	Change
0-4 years	32 persons	10-14 years	18 persons	- 14 persons
5 - 9 years	32 persons	15 - 19 years	22 persons	- 10 persons
10 - 14 years	38 persons	20 - 24 years	16 persons	-22 persons
15 - 19 years	22 persons	25 - 29 years	18 persons	- 4 persons
20-24 years	25 persons	30-34 years	21 persons	- 4 persons
25 - 34 years	39 persons	35 - 44 years	30 persons	- 9 persons
35 - 44 years	60 persons	45 - 54 years	50 persons	- 10 persons
45-54 years	53 persons	55-64 years	50 persons	- 3 persons
55-64 years	43 persons	65-74 years	42 persons	- 1 persons
65 years +	97 persons	75 years +	37 persons	- 60 persons
<b>Total Change</b>				<b>- 137 persons</b>

Source: U.S. Census Bureau 2000, 2010

### Dependency Ratio

The dependency ratio examines the portion of a community's earnings that is spent supporting age groups typically and historically dependent on the incomes of others.

< 1: 1 Independent resident is able to support more than 1 Dependent resident

=1: 1 Independent resident able to support 1 Dependent resident

>1: 1 Independent resident able to support less than 1 Dependent resident

$$\frac{(\%18 \text{ years and younger} + \% 65 \text{ years} +)}{\% \text{ of remaining population}}$$

## Median Age

Table 3.5 also contains the Median Age data for Silver Creek. Between 2000 and 2010 the median age in Silver Creek increased from 38.5 years to 47.5 years. This increase equaled 9.0 years or an increase of 23.4%.

**TABLE 3.5: MEDIAN AGE/DEPENDENCY RATIO  
SILVER CREEK 2000 TO 2010**

2000		2010	
Under 18 years of age	116	Under 18 years of age	65
% of total population	26.3%	% of total population	18.0%
Total 65 yrs and older	97	Total 65 yrs and older	92
% of total population	22.0%	% of total population	25.4%
Median Age	38.5	Median Age	47.5
Total Females	175	Total Females	180
Total Males	150	Total Males	182
Dependency Ratio	0.93	Dependency Ratio	0.77
<b>Total Population</b>	<b>441</b>	<b>Total Population</b>	<b>362</b>

Source: U.S. Census Bureau 2000 and 2010

In addition, the White population saw a 18.7% decrease overall, which equaled 82 fewer Caucasian people in the community. The community and school district need to track these changes annually in order to minimize any potential fiscal impacts.

## ETHNICITY

Silver Creek during the past decade has seen a slight shift in the ethnicity. The dynamic ethnicity adds to the overall population can be complex and can cause considerable growing pains and cultural shifts regardless of the ethnic background. The shifts seen in Silver Creek are moderate considering the Hispanic population increased from one in 2000 to 13 in 2010 or an increase of 1200.0%.

**TABLE 3.6: POPULATION BY ETHNICITY  
SILVER CREEK 2000 TO 2010**

Race	2000		2010		1990-2010	
	Number	% of total	Number	% of total	Net Change	% change
White, not Hispanic	439	99.5	357	98.6	-82	-18.7
Black	1	0.2	0	0.0	-1	-
Am. Indian & AK. Native	0	0.0	1	0.3	1	-
Asian & Pacific Islander	0	0.0	0	0.0	0	-
Other, not Hispanic	0	0.0	4	1.1	4	-
<b>Hispanic</b>	<b>1</b>	<b>0.2</b>	<b>13</b>	<b>3.6</b>	<b>12</b>	<b>1200.0</b>
Mexican	1	0.2	13	3.6	12	1200.0
Puerto Rican	0	0.0	0	0.0	0	-
Cuban	0	0.0	0	0.0	0	-
Other Hispanic	0	0.0	0	0.0	0	-

Source: US Census 2000, and 2010

## POPULATION PROJECTIONS

Population projections are estimates based upon past and present circumstances. The use of population projections allows Silver Creek to estimate the potential population in future years by looking at past trends. By scrutinizing population changes in this manner, the community will be able to develop a baseline of change from which future scenarios can be generated. A number of factors (demographics, economics, social, etc.) may affect projections positively or negatively.

At the present time, these projections are the best crystal ball Silver Creek has for predicting future population changes. There are many methods to project the future population trends; the two projection techniques used below are intended to give Silver Creek a broad overview of the possible population changes that could occur in the future.

### TREND LINE ANALYSIS

Trend Line Analysis is a process of projecting future populations based upon changes during a specified period of time. In the analysis of Silver Creek, three different trend lines were reviewed: 1960 to 2010, 1990 to 2010, and 2000 to 2010. A review of these trend lines indicates Silver Creek will see varied levels of decreasing population between now and 2040. The following projections summarize the decennial population for Silver Creek through 2040.

### Silver Creek Trend Analysis

#### Year 1960 to 2010

2010	362 persons
2020	350 persons
2030	339 persons
2040	328 persons

#### Year 1990 to 2010

2010	362 persons
2020	331 persons
2030	303 persons
2040	277 persons

#### Year 2000 to 2010

2010	362 persons
2020	297 persons
2030	244 persons
2040	200 persons

### COHORT SURVIVAL ANALYSIS

Cohort Survival Analysis reviews the population by different age groups and sex. The population age

## Silver Creek Population

groups are then projected forward by decade using survival rates for the different age cohorts. This projection model accounts for average birth rates by sex and adds the new births into the future population.

The Cohort Survival Model projection indicates Silver Creek's population will decline slightly in 2020 and then begin a steady increase each decade through 2040. The following projection for Silver Creek is based on applying survival rates to age cohorts, but does not consider the effects of either in-migration or out-migration.

### Silver Creek Cohort Survival Analysis

Year	Cohort Survival Model
2020	321 persons
2030	323 persons
2040	311 persons

### SUMMARY OF POPULATION PROJECTIONS

Using the modeling techniques discussed in the previous paragraphs, a summary of the two population projections for Silver Creek through the year 2040 is shown in Figure 3.1. Three population projection scenarios were selected and include (1) a Low Series; (2) a Medium Series; and, (3) a High Series. All three projections forecast a continuing decline in population for Silver Creek through the year 2040.

#### Low = 2000 to 2010

2020	297 persons
2030	244 persons
2040	200 persons

#### Medium = Cohort

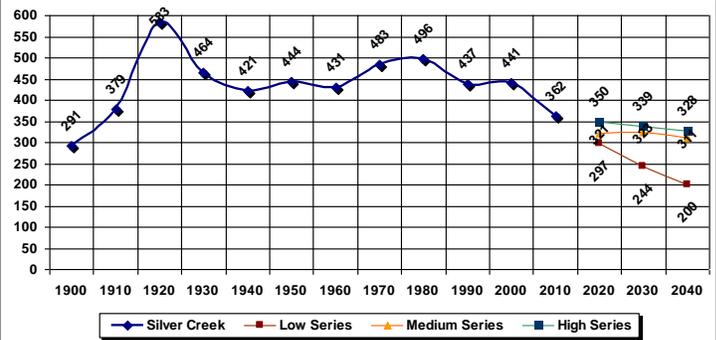
2020	321 persons
2030	323 persons
2040	311 persons

#### High = 1960 to 2010

2020	350 persons
2030	339 persons
2040	328 persons

Figure 3.1 reviews the population history of Silver Creek between 1900 and 2010, and identifies the three population projection scenarios into the years 2020, 2030 and 2040. Figure 3.1 indicates the peak population for Silver Creek occurred in 1920 with 583 people. Throughout the history of Silver Creek, the population has had several peaks and valleys.

**FIGURE 3.1: POPULATION AND PROJECTIONS  
SILVER CREEK 1930 TO 2040**



Source: U.S. Census Bureau, Marvin Planning Consultants

As stated previously, the projections have been developed from data and past trends, as well as present conditions. A number of external and internal demographic, economic and social factors may affect these population forecasts. Silver Creek should monitor population trends, size and composition periodically in order to understand in what direction their community is heading. Silver Creek's greatest population threats will continue to be out-migration of youth, and strategies should be developed to further examine and prevent this phenomenon.

Page intentionally left blank



# 4

## Silver Creek Housing Chapter



**HOUSING PROFILE**

The Housing Profile identifies existing housing characteristics and projected housing needs for residents of Silver Creek. The primary goal of the housing profile is to allow the community to examine past and present conditions; while, identifying potential needs including provisions for safe, decent, sanitary and affordable housing for every family and individual residing within the village.

The housing profile is an analysis that aids in determining the composition of owner-occupied and renter-occupied units, as well as the existence of vacant units. It is important to evaluate information on the value of owner-occupied housing units, and monthly rents for renter-occupied housing units, to determine if housing costs are a financial burden to Silver Creek residents.

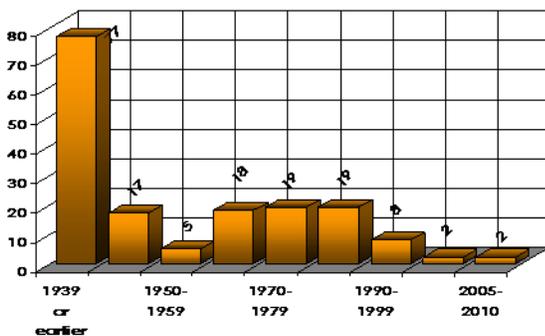
Projecting future housing needs, requires several factors to be considered. These factors include population change, household income, employment rates, land use patterns, and residents' attitudes.

The following tables and figures provide the information to aid in determining future housing needs and develop policies designed to accomplish the housing goals for Silver Creek.

**AGE OF EXISTING HOUSING STOCK**

An analysis of the age of the housing stock can reveal a great deal about population and economic conditions of the past. Examining the housing stock is important in order to understand the overall quality of housing in Silver Creek.

**FIGURE 4.1: AGE OF EXISTING HOUSING STOCK SILVER CREEK 2010**



Source: U.S. Census Bureau, American Community Survey 2010

Figure 4.1 indicates 77 homes or 46.1% of Silver Creek's 167 total housing units, were constructed prior to 1940. This consists of a mixture of older well-kept homes as well as several homes in need of repair or demolition. Silver Creek also saw positive construction activity between 1960 and 1990 with 56 (33.5%) homes constructed. This was especially true between 1970 and 1990 saw 38 (22.8%) new homes built during those two decade. These data indicate the economy was relatively good during the three decades.

Approximately 82% of all housing units in Silver Creek were constructed prior to 1980. Due to the age of these homes, there may be a tremendous need for special weatherization programs in the community to bring these homes up to current energy efficiency standards.

One housing factor that stands out compared to a lot of other rural counties is the number of homes constructed after 2000. Between 2000 and 2010, Silver Creek saw only four homes (2.4%) constructed.

**TABLE 4.1: COMMUNITY HOUSING TRENDS SILVER CREEK 2000 TO 2010**

Selected Characteristics	2000	2010	% Change 2000-2010
Population	441	362	-17.9%
Persons in Household	441	362	-17.9%
Persons in Group Quarters	-	-	-
Persons per Household	2.26	2.15	-4.9%
<b>Total Housing Units</b>	<b>206</b>	<b>167</b>	<b>-18.9%</b>
Occupied Housing Units	195	151	-22.6%
Owner-occupied units	156	120	-23.1%
Renter-occupied units	39	31	-20.5%
Vacant Housing Units	11	16	45.5%
Owner-Occupied vacancy rate	0.6%	0.0%	-
Renter-Occupied vacancy rate	2.5%	0.0%	-
Single-family Units	159	149	-6.3%
Duplex/Multiple-family units	15	11	-26.7%
Mobile Homes, trailer, other	28	7	-75.0%
<b>Median Gross Rent - 2000-2010</b>			
Silver Creek	\$318	\$445	39.9%
Nebraska	\$491	\$632	28.7%
<b>Median Value of Owner-Occupied Units - 2000-2010</b>			
Silver Creek	\$41,300	\$50,000	21.1%
Nebraska	\$88,000	\$119,700	36.0%

Source: U.S. Census Bureau 2000, American Community Survey 2010

## Silver Creek Housing

### HOUSING TRENDS

Table 4.1 identifies several different housing trends in Silver Creek. The Table indicates the breakdown between owner- or renter-occupied housing as well as the number of people living in Group Quarters. Examining these type of housing trends allow for a better understanding of the overall diversity of the population and their quality of life within Silver Creek.

#### PERSONS PER HOUSEHOLD

Table 4.1 also includes the number of persons per household. The average persons per household in Silver Creek decreased from 2.26 to 2.15 persons. The trend nationally has been towards a declining household size; however, the person per household in Silver Creek is similar to the county and surrounding communities:

- Merrick County has 2.43 persons per household
- Palmer has 2.44 persons per household
- Chapman has 2.50 persons per household
- Central City has 2.28 persons per household
- Grand Island has 2.59 persons per household
- Clarks has 2.54 persons per household

#### OCCUPIED VS. VACANT HOUSING UNITS

Occupied housing units in the community saw a – 22.6% change from 2000 to 2010; this equaled a total of 44 fewer units in 2010. During this same period, vacant housing units increased by only five units, going from 11 units in 2000 to 16 units in 2010. Both owner- and renter-occupied units had 0.0% vacancy rate in 2010. Therefore, the vacant units in the 2010 US Census would typically indicate abandoned and dilapidated units in the community.

Housing conditions in Silver Creek are trending similar to most rural communities where occupied units are decreasing and vacancies/abandonment are increasing. A majority of this has been occurring due to 1) a decreasing population base, and 2) an increase in absentee homeowners.

#### MEDIAN GROSS RENT

Median gross rent in Silver Creek increased from \$318 per month in 2000 to \$444 per month in 2010, or 39.9%. The State's median monthly gross rent increased by 28.7%. This indicates Silver Creek has seen gross rent increase slightly higher rate than the state. However, the community's median gross rent is still considerably less than that of the State.

Comparing changes in monthly rents between 2000 and 2010 with the Consumer Price Index (CPI) enables the local housing market to be compared to

national economic conditions. Inflation between 2000 and 2010 increased at a rate of 28.7%, indicating Silver Creek's rents exceeded the rate of inflation for the 10-year period. Thus, Silver Creek tenants were paying more in monthly rents in 2010, in terms of real dollars, than they were in 2000, on average. Landlords were also making more on their investment.

#### MEDIAN VALUE OF OWNER-OCCUPIED UNITS

The median value of owner-occupied housing units in Silver Creek increased from \$41,300 in 2000 to \$50,000 in 2010 and represents an increase of 21.1%. The median value for owner-occupied housing units in the state showed an increase of 36.0%. Housing values in Silver Creek fell short of the pace seen statewide. The median value of an owner occupied unit in Silver Creek is less than 50% of the state median and in reality the 2010 is farther from the state median value than it was in 2000.

In comparison to the CPI, the local value of owner-occupied housing increased by only 75% of the CPI. This indicates housing values in the community actually were worth less in 2010 compared to 2000 dollars.

#### TENURE OF HOUSEHOLDS BY SELECTED CHARACTERISTICS

Table 4.2 shows tenure (owner-occupied and renter-occupied) of households by number and age of persons in each housing unit. Analyzing these data gives Silver Creek the opportunity to determine where there may be a need for additional housing.

#### 2000

The largest section of owner-occupied housing in Silver Creek in 2000, based upon number of persons, was two person households, with 64 units, or 41.0% of the total owner-occupied units. By comparison, the largest household size for rentals was the single person households which had 15 renter-occupied housing units, or 38.5% of the total renter-occupied units.

TABLE 4.2: HOUSEHOLDS CHARACTERISTICS  
SILVER CREEK 2000 TO 2010

Householder Characteristic	2000				2010				O.O.	R.O.
	Owner-Occupied	% O.O	Renter-Occupied	% R.O	Owner-Occupied	% O.O	Renter-Occupied	% R.O	Percent Change	
<b>Tenure by Number of Persons in Housing Unit (Occupied Housing Units)</b>										
1 person	48	30.8%	15	38.5%	44	32.6%	16	48.5%	-8.3%	6.7%
2 persons	64	41.0%	11	28.2%	57	42.2%	10	30.3%	-10.9%	-9.1%
3 persons	17	10.9%	8	20.5%	15	11.1%	4	12.1%	-11.8%	-50.0%
4 persons	11	7.1%	3	7.7%	9	6.7%	2	6.1%	-18.2%	-33.3%
5 persons	11	7.1%	1	2.6%	5	3.7%	1	3.0%	-54.5%	0.0%
6 persons or more	5	3.2%	1	2.6%	5	3.7%	0	0.0%	0.0%	-100.0%
<b>TOTAL</b>	<b>156</b>	<b>100.0%</b>	<b>39</b>	<b>100.0%</b>	<b>135</b>	<b>100.0%</b>	<b>33</b>	<b>100.0%</b>	<b>-13.5%</b>	<b>-15.4%</b>
<b>Tenure by Age of Householder (Occupied Housing Units)</b>										
15 to 24 years	8	5.1%	5	12.8%	4	3.0%	3	9.1%	-50.0%	-40.0%
25 to 34 years	15	9.6%	10	25.6%	12	8.9%	7	21.2%	-20.0%	-30.0%
35 to 44 years	31	19.9%	2	5.1%	16	11.9%	4	12.1%	-48.4%	100.0%
45 to 54 years	21	13.5%	6	15.4%	28	20.7%	1	3.0%	33.3%	-83.3%
55 to 64 years	22	14.1%	1	2.6%	26	19.3%	4	12.1%	18.2%	300.0%
65 to 74 years	30	19.2%	3	7.7%	20	14.8%	5	15.2%	-33.3%	66.7%
75 years and over	29	18.6%	12	30.8%	29	21.5%	9	27.3%	0.0%	-25.0%
<b>TOTAL</b>	<b>156</b>	<b>100.0%</b>	<b>39</b>	<b>100.0%</b>	<b>135</b>	<b>100.0%</b>	<b>33</b>	<b>100.0%</b>	<b>-13.5%</b>	<b>-15.4%</b>

Source: U.S. Census Bureau 2000, American Community Survey 2010

Silver Creek was comprised of 138 1-or 2-person households, or 70.8% of all households. Households having 5-or more persons comprised only 10.3% of the owner-occupied segment, and 5.2% of the renter-occupied segment. Community-wide, households of 5-or more persons accounted for 18 units, or 9.2% of the total.

In 2000, the age cohorts representing the largest home ownership group was 35-44 years. Of the total residents living in owner-occupied housing units, 19.9% were between 35 and 44 years of age. This group was closely followed by the 65-74 years with 19.2%.

Overall, 37.8% of all owner-occupied units were owned by individuals 65 years and older.

The renter occupied housing was dominated by two cohort groups; the 75 years and older (30.8%) and 25 to 34 years (25.6%). These two cohorts represent 56.4% of all the renter-occupied units in 2000.

**2010**

In 2010, the largest section of owner-occupied housing in Silver Creek remained with the two-person household, with 57 units, or 42.2% of the total owner-occupied units; an increase of 2.9% over 2000. By comparison, the largest household size for rentals was the single person households with 16 renter-occupied housing units, or 48.5% of the total renter-occupied units; a change of 6.7% over 2000. The renter-occupied group having the only positive growth was single householder.

In 2010, the age cohorts representing the largest home ownership group was those 75 years and over. Of the total residents living in owner-occupied housing units, 21.5% were 75 years and over. The 45 to 54 years cohort was a close second with 20.7% of the total owner-occupied units.

Silver Creek was comprised of 127 1-or 2-person households, or 75.6% of all households; which represents an increase of 6.8% from 2000. Households having 5-or more persons comprised 7.4% of the owner-occupied segment, and 3.0% of the renter-occupied segment. Households, community-wide, with 5-or more persons accounted for 11 units, or 6.5% of the total. The total number of units decreased by seven unit or -38.9%.

## Silver Creek Housing

The renter occupied housing was again dominated by the two different cohort groups; the 75 years and older (27.3%) and the 25 to 34 years (21.2%). These two cohorts represent nearly 50% of all the renter-occupied units in 2010.

**TABLE 4.3: SUBSTANDARD HOUSING CONDITIONS  
SILVER CREEK 2000 TO 2010**

Substandard Units	Silver Creek		State of Nebraska	
	Total	% of Total	Total	% of Total
<b>Characteristics</b>				
2000 Units Lacking Complete Plumbing Facilities	0	0.0%	6,398	0.9%
2000 Units with More Than One Person per Room	3	0.2%	17,963	2.5%
2010 Units Lacking Complete Plumbing Facilities	2	0.1%	2,540	0.3%
2010 Units with More Than One Person per Room	0	0.0%	12,201	1.5%
<b>Substandard Units</b>				
<b>2000 Total</b>	3	0.2%	24,361	3.1%
<b>2010 Total</b>	2	0.1%	14,741	1.9%

Source: U.S. Census Bureau 2000, American Community Survey 2010

### SUBSTANDARD HOUSING

According to the U.S. Department of Housing and Urban Development (HUD) guidelines, housing units lacking complete plumbing or are overcrowded are considered substandard housing units. HUD defines a complete plumbing facility as hot and cold-piped water, a bathtub or shower, and a flush toilet; overcrowding is more than one person per room. In addition, anytime there is more than 1.0 persons per room, the housing unit is considered overcrowded, thus substandard.

These criteria when applied to Silver Creek indicate three housing units, or 0.2% of the total units, were substandard in 2000. This figure was reached by adding the number of housing units meeting one criterion to the number of housing units meeting the other criterion. However, the largest amount of substandard units was based on overcrowding with three units.

In 2010 the total number of substandard housing units decreased to two units. However, the primary contributing factor was lack of complete plumbing which accounted for 100% of substandard problem. Comparing Silver Creek to the state of Nebraska as a whole, the percent of substandard housing units in Silver Creek was less than the state as a whole for both time periods.

What these data fail to consider are housing units that have met both criterion and counted twice. Even so, the county should not assume these data overestimate the number of substandard housing. Housing units containing major defects requiring rehabilitation or upgrading to meet building, electrical or plumbing codes should also be included in an analysis of substandard housing. A comprehensive survey of the entire housing stock should be completed every five years to determine and identify the housing units that would benefit from remodeling or rehabilitation work. This process will help ensure that a community maintains a high quality of life for its residents through protecting the quality and quantity of its housing stock.

## HOUSING GOALS, OBJECTIVES AND POLICIES

### Housing Goal H-1:

The community of Silver Creek, either alone or in conjunction with the other villages in the Merrick County should complete a Housing Needs Assessment.

### Objectives and Policies

- H-1.1 The Housing Needs Assessment should examine specific levels of substandard housing as well as needs in owner- and renter-occupied units.
- H-1.2 The Housing Needs Assessment may be eligible for special funding through the Nebraska Department of Economic Development (NDED) and/or Nebraska Investment Finance Authority (NIFA)

### Housing Goal H-2

Work jointly with public and private sectors, as well as the South Central Nebraska Development District (SCENDD), the Village of Silver Creek should implement a housing development initiative as a primary economic development activity.

### Objectives and Policies

- H-2.1 The Community should create partnerships with local housing developers and local and state funding sources, in an effort to create new housing in the community.
- H-2.2 Plan and implement an Employer's Housing Assistance Program, to encourage major employers in the Silver Creek area to become directly involved with assisting their employees in becoming residents of the community.

**Housing Goal H-3**

Housing rehabilitation programs and activities in the Village of Silver Creek should strive to protect and preserve the existing housing stock of the community.

**Objectives and Policies**

H-3.1 Create a housing rehabilitation program, for both owner and rental housing units with emphasis on meeting the housing needs of the elderly, low income families and housing for persons with special needs.

H-3.2 Silver Creek should work with South Central Nebraska Development District on a housing nuisance abatement program.



# 5 Economy and Economic Development



## ECONOMIC AND EMPLOYMENT PROFILE

Economic data are collected in order to understand local changes in economic activity and employment needs and opportunities within Silver Creek. In this section, employment by industry, household income statistics, and commuter analyses were reviewed for Silver Creek and Nebraska.

## INCOME STATISTICS

Income statistics for households are important for determining the earning power of households in a community. The data presented here show household income levels for Silver Creek in comparison to the state. These data were reviewed to determine whether households experienced income increases at a rate comparable to the state of Nebraska and the Consumer Price Index (CPI).

Table 5.1 indicates the number of households in each income range for Silver Creek for 2000 and 2010. In 2000, the household income range most commonly reported was \$35,000 to 49,999, which accounted for 24.6% of all households. Within the state of Nebraska the income range most reported statewide was the \$50,000 to \$74,999.

**TABLE 5.1: HOUSEHOLD INCOME SILVER CREEK 2000 TO 2010**

By 2010, the income range reported most was still the \$35,000 to 49,999 which accounted for 27.8% of the total. The statewide income range was still the \$50,000 to \$74,999 range. There was minimal growth in the middle range of incomes.

Those households earning less than \$15,000 decreased from 26.2% in 2000 to 11.2% in 2010. These household groups account for the poorest of the poor in the community. The decrease between 2000 and 2010 was 57.3%, which indicates some improvement.

The median household income for Silver Creek was \$29,732 in 2000, which was approximately 75% of the State median income. By 2010, the median household income increased to \$41,875 or an increase of 40.8% but was still less than the state median income. In addition, the median household income in Silver Creek was approximately 86% of the state's median household income. Thus the gap between Silver Creek and the state of Nebraska was getting smaller.

The CPI for this period was 23.6%, indicating household incomes in Silver Creek were growing at a faster rate than nation. Households were actually earning more in real dollars in 2010 than in 2000.

Household Income Ranges	2000				2010			
	Silver Creek	% of Total	State of Nebraska	% of Total	Silver Creek	% of Total	State of Nebraska	% of Total
Less than \$10,000	25	13.4%	55,340	8.3%	12	7.9%	47,902	6.8%
\$10,000 to \$14,999	24	12.8%	43,915	6.6%	5	3.3%	41,039	5.8%
\$15,000 to \$24,999	29	15.5%	98,663	14.8%	26	17.2%	82,906	11.8%
\$25,000 to \$34,999	35	18.7%	97,932	14.7%	17	11.3%	83,822	11.9%
\$35,000 to \$49,999	46	24.6%	122,654	18.4%	42	27.8%	109,525	15.6%
\$50,000 to \$74,999	25	13.4%	136,141	20.4%	26	17.2%	146,852	20.9%
\$75,000 to \$99,999	3	1.6%	58,361	8.7%	17	11.3%	87,734	12.5%
\$100,000 to \$149,999	0	0.0%	36,565	5.5%	6	4.0%	69,882	9.9%
\$150,000 to \$199,999	0	0.0%	8,551	1.3%	0	0.0%	17,498	2.5%
\$200,000 or more	0	0.0%	8,873	1.3%	0	0.0%	15,477	2.2%
<b>Total</b>	<b>187</b>	<b>100.0%</b>	<b>666,995</b>	<b>100.0%</b>	<b>151</b>	<b>100.0%</b>	<b>702,637</b>	<b>100.0%</b>
Median Household Income	\$29,732		\$39,250		\$41,875		\$47,995	
Number of Households	187		666,995		151		702,637	

Source: U.S. Census Bureau, 2000, American Community Survey 2006-2010

# Silver Creek Economy/Economic Development

## INDUSTRY EMPLOYMENT

Employment by industry shows what types of jobs the residents of Silver Creek are engaged. The data in Table 5.2 do not represent, completely the types and numbers of jobs within Silver Creek. Table 5.2 indicates employment size by industry for Silver Creek and the State of Nebraska for 2000 and 2010.

**TABLE 5.2: EMPLOYMENT BY INDUSTRY  
SILVER CREEK 2000 TO 2010**

Industry Categories	Silver Creek			
	2000	% of Total	2010	% of Total
Agriculture, Forestry, Fishing and Hunting and Mining	18	9.0%	13	8.6%
Construction	23	11.5%	16	10.5%
Manufacturing	54	27.0%	26	17.1%
Wholesale Trade	-	0.0%	8	5.3%
Retail Trade	17	8.5%	9	5.9%
Transportation and warehousing and utilities	14	7.0%	3	2.0%
Information	5	2.5%	2	1.3%
Finance, insurance, real estate, and rental and leasing	5	2.5%	11	7.2%
Professional, scientific, management, administrative, and waste management	2	1.0%	13	8.6%
Educational, health, and social services	29	14.5%	26	17.1%
Arts, entertainment, recreation, accommodation and food services	14	7.0%	13	8.6%
Other services (except public administration)	17	8.5%	10	6.6%
Public Administration	2	1.0%	2	1.3%
<b>Total Employed Persons</b>	<b>200</b>	<b>100.0%</b>	<b>152</b>	<b>100.0%</b>

Source: U.S. Census Bureau 2000 and American Community Survey 2005-2010

Table 5.2 shows the 2000 employment sector with the greatest number of employees was Manufacturing. This sector had 54 people employed 27.0% of the total employed residents in 2000.

By 2010, Manufacturing was still at the top but only had a total of 26 employed or 17.1% of the total employment base. In addition, 2010 also saw Education, health, and social services tied with Manufacturing for the top employment sector.

Overall the top five industries in Silver Creek in 2000 were:

1. Manufacturing
2. Educational, health, and social services
3. Construction

4. Agriculture, forestry, fishing and hunting and mining
5. Retail Trade (tie)
6. Other services (except public administration) (tie)

Overall the top five industries in Silver Creek in 2010 were:

1. Manufacturing (tie)
2. Educational, health, and social services (tie)
3. Construction
4. Agriculture, forestry, fishing and hunting and mining (tie)
5. Transportation and warehousing and utilities (tie)
6. Arts, entertainment, recreation, accommodation and food services (tie)
7. Professional, scientific, management, administrative, and waste management (tie)

## COMMUTER TRENDS

Table 5.3 show the commuter characteristics for Silver Creek in 2000 and 2010. Travel time to work is another factor used to gauge where Silver Creek's workforce is employed. Table 5.3 shows how many residents of Silver Creek travel to work in each of several time categories.

**TABLE 5.3: TRAVEL TIME TO WORK  
SILVER CREEK 2000 TO 2010**

Travel Time Categories	2000	% of Total	2010	% of Total	% Change
Less than 10 minutes	48	24.2%	39	59.3%	-18.8%
10 to 14 minutes	11	5.6%	7	14.1%	-36.4%
15 to 19 minutes	9	4.5%	12	2.4%	33.3%
20 to 29 minutes	52	26.3%	50	3.0%	-3.8%
30 to 44 minutes	56	28.3%	33	12.0%	-41.1%
45 to 59 minutes	-	0.0%	3	3.4%	-
60 minutes or more	10	5.1%	2	5.8%	-80.0%
Worked at home	12	6.1%	4	2.7%	-66.7%
<b>Total</b>	<b>198</b>	<b>100.0%</b>	<b>150</b>	<b>100.0%</b>	<b>-24.2%</b>
<b>Mean Travel Time (minutes)</b>	<b>25.9</b>		<b>20.0</b>		<b>-22.8%</b>

Source: U.S. Census Bureau 2000 and American Community Survey 2005-2010

Table 5.3 indicates there was an overall decrease in the number of people from Silver Creek working in 2010 compared to 2000. The number of people working decreased from 198 in 2000 to 150 in 2010 or a change of -24.2%. The -24.2% change in persons working compared to an overall population change of -27.4% would suggest the overall population change saw a large number of working age/employed individuals.

Table 5.3 indicates the workforce in 2010 spent less time traveling to work than in 2000. The average

travel time decreased from 25.9 minutes in 2000 to 20.0 minutes in 2010. The largest change occurred with those traveling 60 minutes or more, which decreased by eight people or -80.0%. The second largest group was the 30 to 44 minutes category, which decreased by 23 persons, or -41.1%.

Those commuting to work were not the only category showing a decrease. Those working from home also decreased from 12 people in 2000 to four in 2010 or -66.7% change.

### ECONOMIC DEVELOPMENT

The economy plays a key role in sustaining quality of life within a community. The benefits of a healthy economy reach far beyond the business sector. Local capital investment and job creation leads to quality schools, infrastructure, fire and police protection, parks and the support of countless additional community facilities and services.

The importance of economic development is apparent in Silver Creek's development of various programs to support economic survival and growth. The purpose of the Economic Development section of this Comprehensive Plan is to present simple goals and policies that will lead to and support a strong and vibrant future.

This chapter focuses primarily on entrepreneurialism, business retention and expansion, tools and strategies, labor and workforce training, infill and redevelopment, and infrastructure and land supply. The goals and objectives stated within this chapter are to be considered a community-directed guide for future economic development activities.

#### ECONOMIC DEVELOPMENT IN SILVER CREEK

The primary local advocate of economic development in Silver Creek is the Village Board. However, there can be assistance as needed from South Central Nebraska Economic Development District (Holdrege), Nebraska Public Power District (public utility) and Nebraska Department of Economic Development (state agency). The Village needs to continue to use these partners to their fullest in order to maximize future needs and economic development efforts.

Economic development activity does not require a constant attempt to lure the "one big" manufacturing company to community. In Silver Creek, economic development becomes about survival in both the short- and long-term. The

community has plenty of ground to lure a big manufacturing company to town but there is typically a limited workforce available to supply the necessary labor pool.

The future of Silver Creek and its economic viability rely on a few key elements. These elements include:

- The retention of youth within the community
- The retention of a portion of the school system locally.
- A strong agricultural economy
- Entrepreneurship by locals
- Supplying basic goods and services locally
- Quality infrastructure
- Quality housing stock

#### RETENTION OF YOUTH

The survival of any community is dependent upon maintaining its population base. As Silver Creek goes through this planning period, the population base of the community may be greatly challenged. As the residents from the "Greatest Generation" and the "Baby Boomers" age and begin to move into nursing facilities and die off, the need for a replacement population will be critical. There are fewer people in the remaining population groups such as the "Gen X", "Gen Y", and "Gen Z" to replace those in the prior groups.

The retention of the youth and/or the attraction of younger couples with children will be critical to the future of Silver Creek. This will require the community to be perceived and act in a manner that has a quality of life desired by these groups. The best way to start is to ask the youth in the community what is and will be important to them in the future. What will it take to get them to move back to Silver Creek? The younger population are the future leaders of the community, they need to provide the insight necessary to make Silver Creek a population survivor.

#### RETENTION OF A PORTION OF THE LOCAL SCHOOL SYSTEM

A critical component to the previous paragraphs is the continuation of Twin River Public Schools. The local school system is a critical component to the quality of life in the community. In today's economic and political climates it is extremely difficult for small districts such as Twin River to provide all of the necessities needed and demanded.

Currently, Twin River Public Schools are examining a move of the playing fields to Genoa. If this occurs then Silver Creek MUST fight harder to maintain the local elementary school as an attendance center.

## Silver Creek Economy/Economic Development

### A STRONG AGRICULTURAL ECONOMY

Unfortunately, a lot of Silver Creek's fortunes and misfortunes ride a lot on the agricultural economy; this is not uncommon in rural areas of Nebraska and the Great Plains. Through an economic development process, the village needs to find other areas of economic stability even if they are smaller in nature.

### ENTREPRENEURSHIP BY LOCALS

One of the best and safest means to grow a community's economy is through the entrepreneurial spirit. Most communities are looking for the next big business or industry to relocate to their community. In today's economy these type of economic development wins are fewer and fewer apart.

Local entrepreneurs can be the biggest windfall a community can see in their town. These people are typically loyal to the local area and likely will give back to the community. However, the biggest mistake that occurs with local entrepreneurs is that the locals do not support the business for some reason or another. Locals either:

- Don't want a local to succeed due to jealousy
- Can find what their selling cheaper in the town 20 to 30 miles down the road
- Don't like the individual for one reason or another.

Local entrepreneurs are more likely to:

- Give back and support the community as opposed to the out of town operation
- Pay local property taxes
- Support the local school activities in physical and monetary support

It is ironic that when communities similar to Silver Creek were founded, the entire commercial aspects of the community were likely entrepreneurs. Again, in the 21st Century, the future of these communities may rely on locally grown and nurtured individuals.

Finally, there is one additional factor weighing heavily on the success of the entrepreneur, financial backing. New business start-ups have difficulty finding the proper financial support to be successful. There is a listing of potential business assistance programs at the end of this chapter, but one of the most critical can come from local investment clubs and individuals that believe in the entrepreneur and the entrepreneurial process.

### SUPPLYING BASIC GOODS AND SERVICES LOCALLY

The more the local economy can support itself

through key goods and services such as grocery, fuel, pharmacies, hardware, restaurants/bars, etc. the more it has to offer its residents. One key factor to this issue is the critical mass required to support businesses. When examining communities that have been successful one major item stands out, the ability for a local business to supply more than one specialty; for example the pharmacy that not only contains over the counter drugs and other toiletries but also has some clothing, gifts, etc. the business is not dependent on making it on only one item.

The Town Hall meeting for the Comprehensive Plan identified what was considered a critical need, a local grocery store. There are several ways the community can attack this issue:

- Create a community owned and operated cooperative
- Support a local entrepreneur
- Work closely with Frontier COOP
- Create a locally owned and operated farmers market where seasonal and year round growers can display and sell their goods.

### QUALITY INFRASTRUCTURE

Quality infrastructure is critical to attracting and keeping residents. Quality water systems and waste systems need to be in place and maintained in order to make the community attractive as a place to live.

Communities such as Silver Creek will be faced with additional improvements as the older water mains and sanitary collection system continue to age. Staying on top of these improvements will allow the community to stay attractive to new and existing residents.

Maintaining the infrastructure, most of which is underground and unseen, is critical to a healthy community image.

### QUALITY HOUSING STOCK

Silver Creek is currently acting a "bedroom community" to several area communities including Columbus and Central City. Bedroom communities, like Silver Creek, have a great role to play in rural Nebraska, they offer a different and typically a better quality of life. The key quality of life components include:

- A quieter place to live without the "white noise" found in more urban areas
- Cleaner, prouder residents
- A safe environment with minimal levels of crime
- An environment where people look out for their

neighbors and friends

## ECONOMIC DEVELOPMENT GOALS AND POLICIES

### TOOLS AND STRATEGIES

Business retention, expansion and recruitment efforts work toward maintaining a stable economy. Business retention and expansion programs address the issues that might affect decisions by established businesses and industries to remain or expand. Such issues might include availability of public services and facilities, permitting procedures, property taxes and training programs. Recruitment programs largely focus on attracting industrial/primary users as a major economic development strategy. Retaining, expanding and attracting industrial businesses is important because these companies generally provide higher-paying jobs and do not sell directly to the end-user, creating an economic multiplier effect throughout the local economy.

### Economic Development Goal 1

ED-1 Create a healthy and stable local economy by retention, expansion and recruitment of businesses.

#### Policies

- ED-1.1 Encourage cooperation between Silver Creek's governmental and civic organizations for identification and support of bolstering local economic development.
- ED-1.2 Perform business retention/expansion surveys with assistance from SCNEDD and NEDED for every primary/industrial company within the village at a minimum of once every two years.
- ED-1.3 Prioritize visits with corporate office headquarters of local primary employers once every two years.
- ED-1.4 Encourage public/private partnerships for creative financing of local economic development and affiliated projects.
- ED-1.5 Investigate the development of a local loan fund for the support of entrepreneurialism.
- ED-1.6 Develop policies on the use of Tax Increment Financing regarding business retention and expansion.

### ENVIRONMENT

Silver Creek's citizens recognize that economic development should not come at the expense of environmental quality, which itself is recognized as an important component of community. A balanced approach to environmental sustainability advocates

a balance between utilization of area resources and economic growth. Economic growth should not exceed the ability of the natural or built environment to sustain growth over the long term.

### Economic Development Goal 2

ED-2 Recognize the importance of environmental quality and acknowledge protection of the environment will contribute to economic vitality.

#### Policies

- ED-2.1 Recognize environmental quality and economic development are objectives.
- ED-2.2 Encourage recruitment of lower-impact, environmentally friendly businesses.
- ED-2.3 Encourage programs that promote sustainable business practices such as recycling, pollution control and low-energy consumption.
- ED-2.4 Review and amend zoning regulations to ensure the environmental stability and protection of all uses, including primary uses.

### REGULATION

Silver Creek encourages an environment that offers flexibility, consistency, predictability and clear direction to advance economic opportunities.

### Economic Development Goal 3

ED-3 Provide consistent, fair and timely regulations that are flexible, responsive and effective in promoting local economic development.

#### Policies

- ED-3.1 Contract with SCNEDD to enforce nuisance codes.
- ED-3.2 Encourage the streamlining of the permitting processes to ensure timeliness in processing of permitting and zoning application to create a competitive advantage in the attraction of new or expansion of existing businesses.
- ED-3.3 Perform development review to ensure proposed developments are consistent with community vision and Silver Creek's zoning code.
- ED-3.4 Ensure timely processing of applications for development by requiring that mandatory timelines are adhered to for permitting processes.

### QUALIFIED LABOR FORCE

Qualified labor is essential to recruit and retain business locally. The basic cornerstone in the

## Silver Creek Economy/Economic Development

development qualified labor force is educational opportunity. Silver Creek citizens should encourage the constant evaluation, growth and responsiveness of K-through-12 education. Partnerships between business and the educational community should be nurtured to further the process of aligning community business needs with trained workforce.

### Economic Development Goal 4

ED-4 Promote a qualified labor force that is globally competitive and responds to the changing needs of the workplace.

#### Policies

- ED-4.1 Support the cooperation between Silver Creek and the University of Nebraska Extension regarding labor and workforce training opportunities with a continued focus on entrepreneurship.
- ED-4.2 Continue support of K-through-12 education to include skills-based training and creative partnerships with businesses.
- ED-4.3 Advocate for greater partnership between community, community college and local school district for enhanced workforce training.
- ED-4.4 Conduct research through demographic and economic analysis as well as business retention and expansion visits to determine assets in deficiencies in the skill sets found within the local labor pool.
- ED-4.5 Work with Central Community College to develop customized training programs to meet business needs.
- ED-4.6 Encourage the region's community colleges to continue offering courses that position students to be prepared for employment opportunities found in the modern, technology and information age.
- ED-4.7 Advocate for legislative change to provide a funding mechanism for technical skills training in the local high schools.
- ED-4.8 Prioritize the development of quality housing stock as a means of attracting and maintaining a qualified local labor base.

#### Infill and Redevelopment

Encourage infill and redevelopment as an economic development tool to revitalize under-utilized areas. Infill development is the process of developing or redeveloping vacant land or under used parcels of land within the community that are already provided with urban infrastructure services. Infill development policies help utilize existing utilities and services before

considering costly service extensions. The policies relating to infill and redevelopment encourage infill development in areas that are already provided with services.

### Economic Development Goal 5

ED-5 Facilitate infill and redevelopment through the use of incentives and special development strategies.

#### Policies

- ED-5.1 Identify and designate specific areas for infill and redevelopment.
- ED-5.2 Investigate using incentives such as Tax Increment Financing (TIF), revolving loan funds or community sales tax proceeds to support and incent re-use and infill within areas slated for redevelopment.
- ED-5.3 Allow for focused public investment to address the difficulties of development on small and/or nonconforming lots.
- ED-5.4 Encourage utilization of sites with suspected environmental challenges through pursuit of EPA Brownfields Assessment study and dollars to support clean-up efforts.
- ED-5.5 Prioritize demolition of vacant, delinquent and/or unsafe facilities.
- ED-5.6 Investigate cost-effective measures for demolition of vacant, delinquent and/or unsafe facilities.

#### ADEQUATE INFRASTRUCTURE AND LAND SUPPLY

Infrastructure availability is one of the most critical factors in economic development. Sewer, water, transportation, electric, natural gas, and communications facilities must be available or easily obtained. For attracting industrial/primary uses, an adequate supply of usable industrial land unencumbered by conflicting land uses and/or environmental constraints is important.

### Economic Development Goal 6

ED-6 Ensure adequate amounts of usable industrial and commercially viable land in which new businesses may locate.

#### Policies

- ED-6.1 Encourage the identification of sites suitable for new primary/industrial development.
- ED-6.2 Ensure potential industrial and commercial land has the characteristics necessary to support commerce and industry.
- ED-6.3 Maintain an inventory of identified, usable industrial and commercial land that is sufficient to meet the projected demand and

encourage marketability of the region.

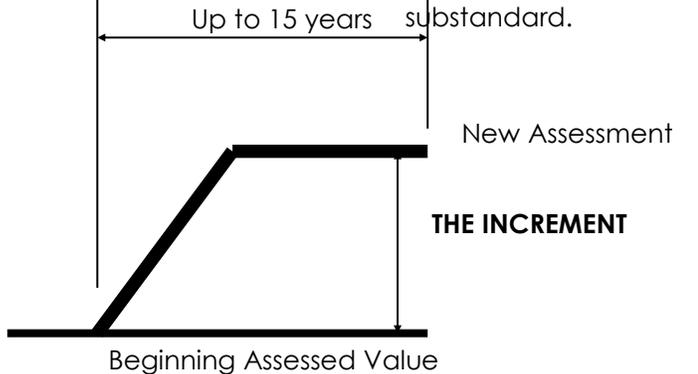
ED-6.4 Create and grow partnerships between government, the educational community, civic organizations and businesses to deal with economic issues at all levels and particularly those that impact permitting and expediency of development.

## ECONOMIC DEVELOPMENT RESOURCES

The Village of Silver Creek has several tools at their disposal with regard to economic development. One of the best tools is the membership in South Central Nebraska Development District. The District can be a major asset in the development of grant applications through the Nebraska Department of Economic Development and other sources.

### Tax Increment Financing

Another tool that is available to the Village is the use of Tax Increment Financing (TIF). In order for the Village to use TIF the Village Board would need to have a Blight and Substandard Study completed. The Village would be able to declare up to 100% of the corporate



Tax Increment Financing (TIF) in Nebraska is authorized within the State Statutes under the Community Redevelopment Act. The use of TIF has been established for the purpose of the public sector being capable to partner with the private sector on redevelopment/development activities. TIF is a means where a municipality may capture new tax revenues that are generate by a specific project, specifically, within the corporate limits. The "Increment" is the difference between the current taxes generated and the anticipated or new taxes that will be created from said project.

Funding under TIF projects is limited however to being used for activities deemed to be public infrastructure or in the public's best interest. Prior to a community using TIF as a funding mechanism, the governing body must complete a number of statutory requirements. These requirements include the authorization of a blight and substandard study to be conducted, findings that specific statutory conditions exist, and a declaration of blight and substandard conditions by the governing body.

Upon a declaration of blight and substandard conditions, the governing body must have a general redevelopment plan generated that discusses how the blight and substandard conditions will be addressed. However, once a redevelopment/development project is proposed and the governing body expresses interest, the general redevelopment plan must be amended to deal with specifics associated with the proposed project. The specific redevelopment plan is basically a contract between the municipality and the developer. The contract spells out what will be paid for by the municipality, what means of upfront financing will be used on the project, the terms of the agreement, not to exceed 15 years, and others as deemed appropriate. At this point, TIF funds can be authorized and the project started.

### Other Potential Funding Sources

Merrick Foundation, Inc.

[www.merrick-foundation.org](http://www.merrick-foundation.org)

USDA Rural Development – Nebraska

Web: <http://www.rurdev.usda.gov/ne/>

UNK Entrepreneurship and Innovation Program

Web: [http://www.unk.edu/academics/crrd/Entrepreneurship\\_program.php](http://www.unk.edu/academics/crrd/Entrepreneurship_program.php)

SCC Entrepreneurship Center

Web: <https://www.southeast.edu/Entrepreneurship/>

Nebraska Business Development Center (NBDC)

Web: <http://www.nbdc.unomaha.edu/>

Center for Rural Affairs – Rural Enterprise Assistance Project

Web: <http://www.cfra.org/reap/home>

Community Development Resources

Web: <http://cdr-nebraska.org>

The Food Processing Center – University of Nebraska Lincoln

Web: <http://fpc.unl.edu>

Nebraska Enterprise Fund

Web: <http://www.nebbiz.org>

Buy Fresh, Buy Local Nebraska

Web: <http://www.buylocalnebraska.org>



# 6 Community Facilities



## COMMUNITY FACILITIES

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

Public facilities represent a wide range of buildings, utilities, and services that are built and maintained by the different levels of government. Such facilities are provided to insure the safety, wellbeing and enjoyment of the residents of Silver Creek. These facilities and services provide residents with social, cultural, educational, and recreational opportunities, as well as law enforcement and fire protection services designed to meet area needs.

It is important for all levels of government to anticipate the future demand for their services if they are to remain strong and vital. The analysis of existing facilities and future services are contained in the Facilities Plan. Alternatively, in some instances, there are a number of services not provided by the local or state governmental body and are provided by non-governmental private or non-profit organizations for the community as a whole. These organizations are important providers of services and are in integral part of the community.

## COMMUNITY FACILITIES PLAN

The Facilities Plan component of a Comprehensive Development Plan reviews present capacities of all public and private facilities and services.

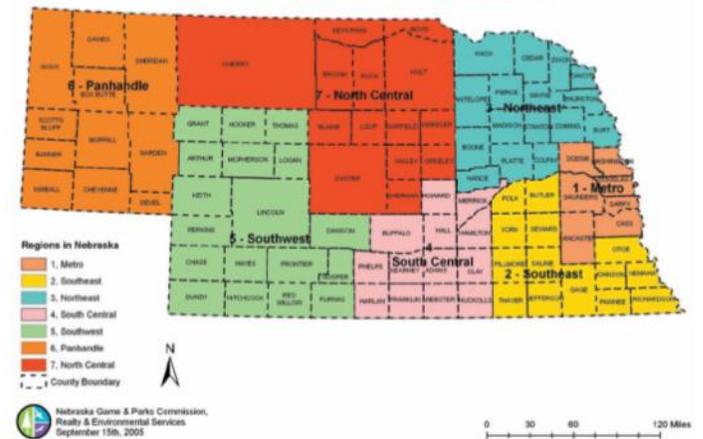
The Facilities Plan for Silver Creek is divided into the following categories:

- Recreation
- Education
- Fire/Law Enforcement
- Community Buildings
- Historic Sites and Places
- Communication and Utilities
- Health Care

### RECREATION

Silver Creek is located in Nebraska's South Central Recreation Planning, Region 4, and a region within the Nebraska Department of Game and Parks system. The Region includes 13 counties in South Central Nebraska.

FIGURE 6.1: NEBRASKA GAME AND PARKS REGIONS



## COMMUNITY PARKS AND FACILITIES

The following facilities and programs can be found in the identified communities of Silver Creek.

### Silver Creek Parks

The Village has camping with electrical hook-ups, playground, baseball and softball fields is available at Silver Creek Park. Area softball and slow pitch ball for youth and adults provide area residents with relaxation and companionship. An annual July 4th horseshoe tournament is held at the Vine Street Mini Park.

The Platte River, Prairie Creek, and Silver Creek provide area residents with fishing, canoeing, boating and hunting.

Source: <http://www.ci.silver-creek.ne.us/attract.htm>



Photograph 6.1  
View of Silver Creek Mini Park

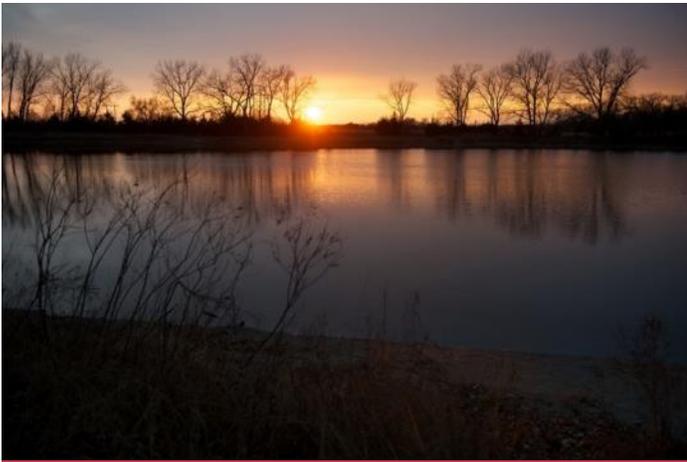
# Silver Creek Community Facilities

## REGIONAL RECREATION

### BADER MEMORIAL PARK

Bader Memorial Park is a county park containing 270 acres of ground. The park was established in 1973. The park is located approximately 10 miles east of Grand Island and 2 1/2 miles south of Chapman. The park offers fishing, camping, swimming, hiking and picnicking.

The 270 acres lie between the Platte River and the Wood River. The park has been described as a microcosm of the Platte River and includes floodplain, woodlands, sandpits, and tall grass prairie. The river and ponds are used by migrating ducks and geese in February and March.



Photograph 6.2  
Scene from Bader Park  
Source: [www.baderpark.com](http://www.baderpark.com)

Trails have been developed around and through all of the major habitat types.

Source: [www.baderpark.com/baderparkamenities.htm](http://www.baderpark.com/baderparkamenities.htm)

### DR. BRUCE COWGILL WILDLIFE MANAGEMENT AREA

This WMA contains 216.67 acres northeast of Silver Creek in Merrick County and is along the Platte River. Hunting is allowed for deer, quail, turkey and water fowl.

(Source: <http://outdoornebraska.ne.gov/gisapps/default.asp>)

## GOLF COURSES

The following is a brief description of the local golf courses in and around Merrick County.

### RIVERSIDE GOLF CLUB

The Riverside Golf Club is located two miles from Central City. The course is a nine-hole course and is open to the public. The course opened in 1955.

Other golf courses serving the Merrick County area include:

### Course

Valley View Country Club  
Fonner View Golf Course  
Indianhead Golf Club  
Riverside Country Club  
Jackrabbit Run Golf Course  
Poco Creek Golf Course  
St. Paul Country Club  
Dannebrog Golf Course  
York Golf Course  
Kemp Country Club  
Pawnee Hills Golf Course

### Community

Rural Hamilton County  
Grand Island  
Grand Island  
Grand Island  
Grand Island  
Aurora  
St. Paul  
Dannebrog  
York  
Fullerton  
Fullerton

## EDUCATION

### PUBLIC SCHOOLS

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

- |         |  |
|---------|--|
| Class 1 | <i>Dissolved by Legislative action</i>   |
| Class 2 | Any school district with territory having a population of 1,000 inhabitants or less that maintains both elementary and high school grades under the direction of a single school board.  |
| Class 3 | Any school district with territory having a population of more than 1,000 and less than 100,000 that maintains both elementary and high school grades under the direction of a single school board.                                |
| Class 4 | Any school district with territory having a population of 100,000 or more and less than 200,000 inhabitants that maintains both elementary and high school grades under the direction of a single school board.                    |
| Class 5 | Any school district with territory having a population of 200,000 or more that maintains both elementary and high school grades under the direction of a single school board.  |
| Class 6 | Any school district that maintains only a high school under the direction of a single school board. The territory of Class 6 district is made up entirely of Class 1 districts (or portions thereof) that have joined the Class 6. |

## TWIN RIVER PUBLIC SCHOOLS

Twin River Public Schools (TRPS) serves residents in the northeastern most portion of Merrick County. Similar to HPC the district covers portion of multiple counties. TRPS is accredited by the State of Nebraska. The district is a Class 3 school district. The District operates three facilities:

- Twin River Elementary located at 816 Willard Avenue in Genoa
- Twin River Elementary located at 609 5th Street in Silver Creek
- Twin River Middle/Senior High School located at 816 Willard Avenue in Genoa

## OTHER SCHOOLS SERVING MERRICK COUNTY

Besides the four public school districts serving Merrick County, there are several parochial schools in the area. These include:

- Nebraska Christian Schools located near Central City
- Zion Lutheran Elementary located in Worms
- Grand Island Central Catholic located in Grand Island

## POST-SECONDARY EDUCATION

There are no post-secondary educational facility located in Merrick County.

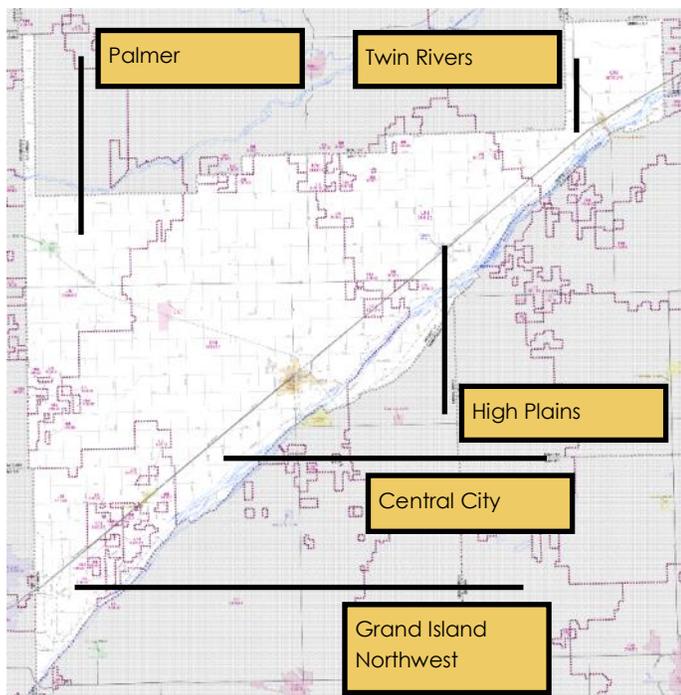
The residents of Merrick County and the surrounding area have a large selection of in-state post-secondary schools to select. Some of these include:

- Central Community College
- University of Nebraska-Lincoln
- University of Nebraska-Omaha
- University of Nebraska-Kearney
- Nebraska Wesleyan
- Union College
- Kaplan University
- Doane College
- Concordia University
- Creighton University

## FIRE AND POLICE PROTECTION

Fire and rescue in Silver Creek is handled through a volunteer department. The fire hall is located along US Highway 30 in Silver Creek.

**TABLE 6.2: ENROLLMENT BY DISTRICT  
MERRICK COUNTY PUBLIC SCHOOL DISTRICT**



Source: US Census 2010



**Photograph 6.3  
Silver Creek Fire Hall**

# Silver Creek Community Facilities

**FIGURE 6.3: FIRE DISTRICT MAP SILVER CREEK 2014**



Source: Nebraska Department of Roads

## LAW ENFORCEMENT

### MERRICK COUNTY SHERIFF'S DEPARTMENT

Law enforcement in Silver Creek is the responsibility of the Merrick County Sheriff. The office of the Merrick County Sheriff is located at 1821 16th Avenue in Central City. In addition to the Sheriff's office, the facility also contains a county detention center.

Based upon data from the Nebraska Commission on Law Enforcement and Criminal Justice, Merrick County had seven full-time and two part-time sworn officers in 2013. The past three years can be seen in Table 6.1.

**TABLE 6.6: SWORN OFFICER COMPARISON MERRICK COUNTY 2013**

County	2011		2012		2013	
	Sworn Officers FT/PT	Officers per 1,000 Population	Sworn Officers FT/PT	Officers per 1,000 Population	Sworn Officers FT/PT	Officers per 1,000 Population
Merrick	6/1	1.2	6/2	1.2	7/2	1.4
Nance	7/0	1.9	6/0	1.9	7/0	1.9
Hall	27/0	2.8	28/0	2.9	28/0	3.0

Source: Nebraska Commission on Law Enforcement and Criminal Justice 2013

The ratio of law enforcement officers per 1,000 persons in the population for any given area is influenced by many factors. The determination of law

enforcement strength for a certain area is based on such factors as population density, size and character of the community, geographic location and other conditions existing in the area. The data indicate Merrick County has been maintaining a ratio of approximately 1.3 sworn officers per 1,000 people over a period of time; apparently this is a good balance for Merrick County.

## COMMUNITY BUILDINGS

### VILLAGE OFFICE

There was no Village Office in Silver Creek. The Village Clerk worked from home and the Village Board of Trustees met in the meeting room of the Fire Hall.

## COMMUNICATION

### TELEPHONE SERVICES

There are numerous telephone providers serving Silver Creek with landline and cellular services.

### RADIO STATIONS

Several radio stations serve the Silver Creek area. The nearest stations are based and broadcast from Columbus and Grand Island.

### TELEVISION STATIONS

Presently there are no local television stations located in Merrick County. The over the air stations that serve the area originate out of Lincoln, Grand Island, Hastings and Omaha in Nebraska.

Besides over the air television, there are a number of cable television suppliers as well as satellite providers.

### INTERNET/WORLD WIDE WEB SERVICE PROVIDERS (ISP)

High speed Internet service is provided in Merrick County by numerous companies.

### NEWSPAPERS

The residents of Merrick County are served locally by the Republican-Nonpareil in Central City and the Palmer Journal in Palmer. Listed below are newspapers with daily circulation within the Merrick County area:

- Grand Island Independent
- Omaha World Herald
- Columbus Telegram
- Lincoln Journal Star

## PUBLIC UTILITIES

### ELECTRICITY

Polk County Rural Public Power is both the supplier and operator of the electric system in Silver Creek.

### SOLID WASTE

Sanitation collection in Merrick County is provided by private haulers.

## HEALTH CARE

### COLUMBUS COMMUNITY HOSPITAL - COLUMBUS

Columbus Community Hospital is an acute care facility, with both inpatient and outpatient services. The Hospital consists of over 550 employees and 300+ volunteers. They are a community owned, not-for-profit hospital dedicated to providing compassionate, accessible healthcare close to home.

Some of the services available at Columbus Community Hospital include:

- Diagnostic Imaging
- Emergency Department/Trauma Services
- Health Library
- Home Health
- Hospice
- Hospitalist Services
- ICU/ACU
- Laboratory
- Lifeline
- Maternal Child Health
- Occupational Health Services
- Oncology and Infusion Services
- Orthopedic Services
- Pain Management
- Rehabilitative Services
- Respiratory Care
- Same Day Services
- Skilled Nursing
- Sleep Lab
- Sports Medicine
- STAR Program®
- Surgical Services
- Women's Health
- W.O.C. Health Center

Source: [https://www.columbushosp.org/our\\_services.aspx](https://www.columbushosp.org/our_services.aspx)

### LITZENBERG MEMORIAL COUNTY HOSPITAL - CENTRAL CITY

Litzenberg was designated a Critical Access Hospital in June 2000, and, as such, is licensed for 20 beds in acute care. Many changes have occurred inside the facility to meet the demands for changing technology and equipment, as well as adequate care space. With the foresight of an aggressive Board

of Trustees and County Board of Supervisors, and the generosity and support of caring employees and friends of the hospital, Litzenberg completed a five-year, \$1.5 million capital campaign project that began in 2000.

Source: <http://www.lmchealth.com/getpage.php?name=history&sub=Our+History>

## COMMUNITY FACILITIES GOALS AND POLICIES

### PARKS AND RECREATIONAL GOALS

#### Parks and Recreation Goal 1

Development of a community-wide trails system will aid in the long-term recreational and walkability needs of the residents as well as the overall health of the community

#### Policies

- PR-1.1 The Village should develop a community-wide trails plan that examines possible routes and costs to construct the projects.
- PR-1.2 The Village of Silver Creek should work towards an achievable number of feet/miles that can be constructed annually and budget for the project.

#### Parks and Recreation Goal 2

Silver Creek will continue to provide adequate recreational facilities for the youth of the community.

#### Policies

- PR-2.1 The Village should continually approach school age kids and their parents regarding the needs in the community regarding recreational facilities.
- PR-2.2 The Village should continue to work with the school system to cooperate on the use and development of special recreational facilities within the community.

### EDUCATIONAL GOALS

#### Educational Goal 1

Quality education is a vital component of positive growth. Although the Village's role is limited, objectives and policies need to be established with regard to locating development to insure cost effective use of existing facilities.

#### Policies

- EDU-1.1 Cooperate with Twin River Public Schools in expanding public uses of educational facilities.
- EDU-1.2 The school districts should review all new development proposed within the zoning jurisdiction of Silver Creek so they can accommodate future school populations.

## Silver Creek Community Facilities

### Educational Goal 2

Silver Creek, in order to maintain a stable or growing population, needs to maintain a locally owned and operated school system.

#### Policies

EDU-2.1 The Village should work with the school district and residents to develop a short- and long-term strategic plan that ensures the continuation of a local attendance center in the community.

EDU-2.2 The Village should identify specific economic development actions to be undertaken to assist with survival of the school system.

### PUBLIC SAFETY GOALS

#### Public Safety Goal 1

The goal of the Village of Silver Creek is to maintain fire protection, rescue and ambulance programs by exploring programs and alternative services to insure optimum service levels and public costs.

#### Policies

PS -1.1 The Village should continue to work with the fire department to maintain quality equipment levels.

PS-1.2 The Fire Department should continue to expand fire safety education and prevention throughout the community.

#### Public Safety Goal 2

The goal of the Village of Silver Creek is to maintain quality law enforcement within the community.

#### Policies

PS -2.1 Continue to identify specific ways to work cooperatively with the County Sheriff regarding protection within the corporate limits of Silver Creek.

PS-2.2 Continue to support minimum standards regarding equipment used by law enforcement.

#### Public Safety Goal 3

The goal of the Village of Silver Creek is to maintain regulations to protect the general health and safety of all residents.

#### Policies

PS-3.1 The Village should continue to regulate nuisances and poorly maintained properties. This includes continued efforts to regulate junk cars, junkyards and dilapidated/deteriorated residences across the Village.

PS-3.2 Establish regulations protecting the Village residents from the secondary effects of adult entertainment.

### PUBLIC FACILITY GOALS

#### Public Facility Goal 1

The Village of Silver Creek must continually replace and upgrade its aging infrastructure.

#### Policies

PUB-1.1 The Village should continue to expand and upgrade the water and sanitary sewer system in a manner that will guide growth and redevelopment in a systematic and responsible manner without creating large shortfalls for the Village to meet demand.

PUB-1.2 A funding mechanism needs to be put into place in order to upgrade the existing system.

Page intentionally left blank



# 7

## Land Use



## INTRODUCTION

Any planning jurisdiction, whether a large growing urban area or a small declining rural county, there will be changes in land uses throughout the planning period. The purpose of the Silver Creek Land Use Chapter is to provide a general guide to direct changes in land use over time. The resulting changes in land uses should be capable of coexisting with a minimum number of conflicts. This Chapter must reflect the existing conditions and be flexible in order to meet the needs of its citizens as well as their vision for the community's future.

The Silver Creek Land Use Chapter provides the basis for the formulation of land use and the zoning regulations. For this reason, it is imperative to formulate a plan tailored to the needs, desires and environmental limitations of the planning area. The Chapter should promote improvements in all the components of the local economy.

## SILVER CREEK LAND USE ELEMENTS

The elements of the Silver Creek Land Use Chapter include:

- Existing Land Use, and
- Future Land Use Plan

All of these elements are integrated in some manner. Effective evaluations and decisions regarding development decisions require a substantial amount of information to be utilized.

## EXISTING LAND USE

The term "Existing Land Use" refers to the developed uses in place within a building or on a specific parcel of land. The number and type of uses are constantly changing within a community, and produce a number of impacts that either benefit or detract from the community. Because of this, the short and long-term success and sustainability of the community is directly contingent upon available resources utilized in the best manner given the constraints the village faces during the course of the planning period.

Existing patterns of land use are often fixed in older communities or at least in established sections, while development in newer areas is often reflective of current development practices. Overall, development patterns in and around Silver Creek have been influenced by topography and manmade features such as railroad lines and one U.S. Highway. These items will likely continue to influence development patterns throughout the course of the planning period.

## EXISTING LAND USE CATEGORIES

The utilization of land is best described in specific categories that provide broad descriptions where numerous businesses, institutions, and structures can be grouped. For the purposes of the Comprehensive Plan, the following land use classifications are used:

- Single Family Residential 
- Multi-Family Residential (includes Duplexes and Apartments) 
- Manufactured Housing (including Trailers and Mobile Homes) 
- Commercial 
- Industrial 
- Public (including City facilities and schools) 
- Parks & Recreation (including Open Space) 
- Vacant/Agricultural 

These land use classifications are used throughout both the existing land use analysis as well as the future land use plan to ensure continuity and methodology.

## EXISTING LAND USES WITHIN CORPORATE LIMITS

As part of the planning process, a survey was conducted using the Merrick County Assessors GIS system and as well as through field verifications via a windshield survey. This survey noted the use of each parcel of land within the village of Silver Creek. The data from the survey is analyzed in the following paragraphs.

Table 7.1 includes the different types of data. The first set of data are the total acres determined per land use from the survey; next is the percentage of those areas compared to the total developed land; the third set of data compare the all land uses to the total area within the corporate limits of Silver Creek; finally, the last column examines the data in terms of acres per 100 persons.

The persons per 100 acre establishes a baseline from which land use numbers can be equally compared from one community to another as well as to project future land use needs due to population. The results of the land use survey are presented graphically on Figure 7.1.

## Land Use

**TABLE 7.1: EXISTING LAND USES  
SILVER CREEK 2014**

Source: Merrick County Assessor's Office

Type of Use	Acres	Percent of Developed Area	Percent of Total Area	Acres per 100 persons
Residential	62.31	36.3%	32.5%	17.21
Single-family	59.87	34.9%	31.2%	16.54
Multi-family	2.26	1.3%	1.2%	0.62
Mobile Homes	0.18	0.1%	0.1%	0.05
Commercial	7.00	4.1%	3.6%	1.93
Industrial	22.35	13.0%	11.6%	6.17
Quasi-Public/Public	0.59	0.3%	0.3%	0.16
Parks/Recreation	22.28	13.0%	11.6%	6.15
Transportation	57.06	33.3%	29.7%	15.76
Total Developed Land	171.59	100.0%	89.4%	47.40
Vacant/Agriculture	20.41	-	10.6%	5.64
<b>Total Area</b>	<b>192.00</b>	<b>-</b>	<b>100.0%</b>	<b>53.04</b>

Note: Acres per 100 is based upon the 2010 population

Table 7.1 indicates 36.3% of the develop area within Silver Creek is residential. Commercial uses accounted for 4.1% of the total developed area; while industrial uses made up 13.0% of the developed area. Transportation, platted streets and their corresponding right-of-way, made up 33.3% of the developed area of Silver Creek. Overall, residential and transportation uses accounted for 69.6% of the developed area of Silver Creek.

**TABLE 7.2: LAND USE COMPARISONS (IN ACRES)  
SILVER CREEK, NEBRASKA**

Type of Use	Silver Creek (1)	Percent of Total Area	Palmer (2)	Percent of Total Area	Henderson (3)	Percent of Total Area	Chapman (4)	Percent of Total Area
Residential	62.31	34.1%	96.21	36.9%	125.73	32.5%	81.91	31.4%
Single-family	59.87	31.2%	95.46	36.6%	120.09	31.1%	68.01	26.1%
Multi-family	2.26	1.4%	0.75	0.3%	4.89	1.3%	0	0.0%
Mobile Homes	0.18	1.5%	0.00	0.0%	0.75	0.2%	13.9	5.3%
Commercial	7.00	5.8%	21.99	8.4%	5.58	1.4%	12.81	4.9%
Industrial	22.35	0.0%	22.62	8.7%	40.92	10.6%	24.74	9.5%
Quasi-Public/Public	0.59	2.0%	60.94	23.3%	11.69	3.0%	3.44	1.3%
Parks/Recreation	22.28	2.1%	4.89	1.9%	88.61	22.9%	3.99	1.5%
Transportation	57.06	38.1%	60.36	23.1%	97.40	25.2%	70.55	27.0%
Total Developed Land	171.59	82.1%	267.01	79.2%	369.93	95.7%	197.44	75.6%
Vacant/Agriculture	20.41	17.9%	69.99	26.8%	16.79	4.3%	63.56	24.4%
<b>Total Area</b>	<b>192.00</b>	<b>100.0%</b>	<b>337.00</b>	<b>100.0%</b>	<b>386.72</b>	<b>100.0%</b>	<b>261.00</b>	<b>100.0%</b>

Source: (1) 2014 Comprehensive Development Plan – Merrick County  
 (2) 2014 Comprehensive Development Plan – Merrick County  
 (3) 2010 Comprehensive Development Plan – MPC Field Survey  
 (4) 2002 Comprehensive Development Plan - Merrick County

The developed area of a community is usually less than the total area of the corporate limits of the village. In the case of Silver Creek, there is 63.56 acres considered as vacant or agricultural or 24.4% of the corporate limits.

### LAND USE COMPARATIVE ANALYSIS

Table 7.2 compares the land use make-up of Silver Creek to three similar communities. The table shows there are varying levels of uses in each community. The table is purely for comparison purposes and does not indicate one community's make-up is better than another.

### EXISTING LAND USE ANALYSIS WITHIN THE ETJ

During the course of the land use survey, land uses in the one-mile extraterritorial jurisdiction of Silver Creek were reviewed. The predominate land use within the outlying areas is agriculture, including farmsteads and acreage developments.

Also within the ETJ, there is a some floodplain. These areas may create extreme limitations on future development in the future.

FIGURE 7.1:  
EXISTING LAND USE MAP  
SILVER CREEK 2014



0 0.0375 0.075 0.15 Miles

**VILLAGE OF SILVER CREEK**  
**MERRICK COUNTY, NEBRASKA**  
**EXISTING LAND USE MAP**



The map, all associated data, and measurements are approximate and not to be used for any official purpose.

### FUTURE LAND USE PLAN

The Future Land Use Plan provides the basis for the formulation of land use policy and zoning regulations. For this reason, it is imperative to formulate a plan tailored to the needs, desires and environmental limitations of the planning area. The Future Land Use Plan should promote improvements in all components of the local economy. The following common principles and land use concepts have been formed to guide future development and redevelopment activities within Silver Creek's planning and zoning jurisdiction.

The plan is based upon existing conditions and projected future conditions for the community. The Land Use Plan also assists the community in determining the type, direction and timing of future community growth, development and redevelopment activities. The criteria used in this Plan reflect several elements, including:

- the current use of land within and around the community
- future development activities
- future redevelopment needs and desires
- physical characteristics, opportunities and constraints of future growth areas
- current population and economic trends affecting the community

The Silver Creek Future Land Use section of the comprehensive development plan typically identifies more land for development and redevelopment than forecasted for the planning period. The process of identifying more land area allows for several development/redevelopment activities and opportunities without giving one or even two property owners an unfair advantage. Typically, the value of land can increase merely as a result of plan designating an area as one use or another. However, value should be added to land by the real and substantial investments in roads, water, sewer or parks, not by the designation of land in the Plan.

Efficient allocation of land recognizes the forces of the private market and the limitations of the capital improvement budget. This Plan acknowledges that these factors play an important role in the growth, development, and redevelopment of Silver Creek. A Future Land Use Plan is intended to be a general guide to future land use that balances private sector development (the critical growth element in any community) with the concerns, interests, and

demands of the overall local economy.

### LAND USE CATEGORIES

The future land uses for Silver Creek are separated into 12 categories. The following list shows the land uses within this plan:

- Transitional Agriculture
- Low Density Residential
- Medium/High Density Residential
- Mobile Home Residential
- Sand Pit Residential
- Downtown Commercial
- General Commercial
- Highway Commercial
- Flex
- Industrial
- Public
- Parks/Recreation



## TRANSITIONAL AGRICULTURE LAND USE

### GENERAL PURPOSE

This land use designation provides for the continuation of existing cropland, farmsteads, limited livestock, animal services, crop services, horticulture, and community supported agriculture.

In specific cases, where the design criteria are met, mobile home residential development may be allowed in any of these areas. These criteria are intended to provide for an area having livable lot sizes, landscaping, streets and safe and clean storm shelters.

These areas may also contain commercial and industrial uses; these uses will typically serve the local rural area in some fashion. At some point in the future this land area may transition into a more urbanized area depending upon specific growth patterns.

### TYPICAL USES

1. Crop production, including grazing lands
2. Private grain storage
3. Commercial grain storage
4. Manure/fertilizer applications
5. Public recreational, wildlife and historical areas
6. Renewable energy equipment
7. Tourism activities such as: hunting preserves, fishing etc.
8. Religious uses and structures
9. Educational uses and structures
10. Community/Recreational Center

### POTENTIAL ISSUES TO CONSIDER

1. Slopes
2. Topography
3. Natural amenities such as trees, ponds, and streams
4. Site drainage
5. Flooding hazard.
6. Minimum residential densities
7. Groundwater contamination
8. Minimum lot sizes
9. Wetlands

### BUILDABLE LOT POLICIES

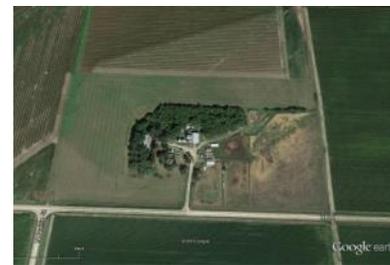
1. Minimum residential lot sizes should be kept at the lowest possible size that will accommodate both private water and sanitary sewer.

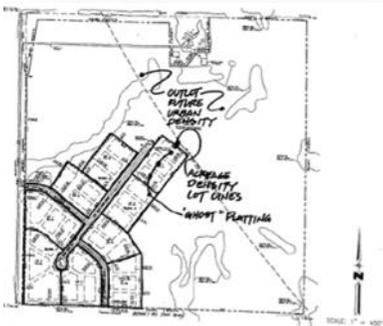
### RESIDENTIAL DENSITIES

1. Residential densities within this land use category should be no more than four dwelling units per 1/4 section.

### DEVELOPMENT POLICIES TO CONSIDER

1. Cluster developments should be considered and used whenever soils, topography, natural amenities warrant.
2. Ghost platting should be considered on any proposed subdivision within 1-mile of the corporate limits of Silver Creek. **See subsection on "Ghost Platting".**





An example of a "ghost" plat done, initially, as a clustered subdivision.

## LOW DENSITY RESIDENTIAL LAND USE

### GENERAL PURPOSE

The recommended density for this land use designation is a minimum of 1/4 acre per unit. This type of land use is not recommended in prime developable areas in or near Silver Creek due to the amount of land consumed.

An example of a typical low density residential/estate development area would be a clustered development incorporating the natural amenities of the area. A portion of the development site should allow single family residential and the remaining area of the site would be left undeveloped. Village services could either be or not be provided within this land use designation.

In specific cases, where the design criteria are met, mobile home residential development may be allowed in any of these areas. These criteria are intended to provide for an area that has livable lot sizes, landscaping, streets and storm shelters that are safe and clean.

### TYPICAL USES

1. Single-family residential dwelling units and associated accessory uses
2. Religious uses and structures
3. Educational uses and structures
4. Community/Recreational Center
5. Public facilities such as police, fire and rescue, libraries, Village/county/state/federal offices
6. Public recreational, wildlife, and historical areas
7. Renewable energy equipment

### POTENTIAL ISSUES TO CONSIDER

1. Slopes
2. Topography
3. Natural amenities such as trees, ponds, and streams
4. Site drainage
5. Flooding hazard.
6. Minimum lot sizes and residential densities
7. Wetlands

### BUILDABLE LOT POLICIES

1. Minimum residential lot sizes should be kept at the lowest possible size that will accommodate both private water and sanitary sewer or public water and sanitary sewer.

### RESIDENTIAL DENSITIES

1. Residential densities within this land use category should be approximately one dwelling unit per every 1/4 acres.

### DEVELOPMENT POLICIES TO CONSIDER

1. Cluster developments should be considered and used whenever soils, topography, natural amenities warrant. **See subsection of clustered developments.**
2. Ghost platting should be considered on any proposed subdivision within 1-mile of the corporate limits of Silver Creek. **See subsection on "Ghost Platting".**

## MEDIUM/HIGH DENSITY RESIDENTIAL LAND USE

### GENERAL PURPOSE

This designation is the next highest area in terms of residential density. This district is intended to be similar to the typical residential area that covers most communities like Silver Creek. Village services such as water and sewer would be provided.

It is intended for this district to encourage variations to the standard detached single-family environment. The area should include single-family detached dwellings, with an occasional townhouse, condominium, and small multi-family apartment developments.

In specific cases, where the design criteria are met, mobile home residential development may be allowed in any of these areas. These criteria are intended to provide for an area that has livable lot sizes, landscaping, streets and storm shelters that are safe and clean.

### TYPICAL USES

1. Single-family residential dwelling units and associated accessory uses
2. Townhouses, condominiums and duplexes
3. Small multi-family complexes
4. Parks and Recreational facilities
5. Public facilities such as police, fire and rescue, libraries, Village/county/state/federal offices
6. Educational uses and structures
7. Community/Recreational Center
8. Religious uses and structures
9. Health care facilities
10. Renewable energy equipment

### POTENTIAL ISSUES TO CONSIDER

1. Slopes
2. Topography
3. Natural amenities such as trees, ponds, and streams
4. Site drainage
5. Flooding hazard.
6. Minimum residential densities
7. Minimum lot sizes
8. Wetlands

### BUILDABLE LOT POLICIES

1. Minimum lot sizes should be in the 6,000 to 10,000 square foot range with some allowances for larger lots being as large as 1/4 acre.

### RESIDENTIAL DENSITIES

1. The proposed density for this land use district ranges from four to eight units per acre (a typical Village block is approximately two acres). This density would allow lots for single family dwellings ranging from approximately 14,500 square feet to 5,000 square feet.





## MOBILE HOME RESIDENTIAL LAND USE

### GENERAL PURPOSE

These areas are focused on allowing mobile homes as primary dwelling units. However, standard stick-built single-family dwellings units are also allowed.

The mobile home residential use districts may be allowed within other land use districts, if all of the special design requirements are able to be met.

### TYPICAL USES

1. Mobile homes as the primary dwelling unit
2. Standard stick built homes as a primary dwelling unit
3. Public facilities such as police, fire and rescue, libraries, Village/county/state/federal offices
4. Religious uses and structures
5. Educational uses and structures
6. Community/Recreational Center
7. Accessory uses as desired or required

### POTENTIAL ISSUES TO CONSIDER

1. Traffic control
2. Parking, especially on-street
3. Safety of residents living in the mobile homes from strong winds
4. Distances of homes from storm shelters

### BUILDABLE LOT POLICIES

1. Building lots in this district should vary throughout depending upon the use. The typical lot widths should be a minimum of 25 to 50 feet depending upon off-street parking locations.

### DEVELOPMENT POLICIES TO CONSIDER

1. Storm shelters should be required in order to provide adequate safety from wind storms and tornadoes.
2. Storm shelters should meet all FEMA guidelines at the time of construction.
3. Storm shelters should be sized to hold an average of two persons per home site in the park.
4. All homes should be strapped down according to all manufacture guidelines.
5. All home site should have adequate hard-surfaced off-street parking.
6. The mobile home park should have a community building providing laundry services, storm shelter, if desired, etc.
7. Streets within the mobile home park should be hard-surfaced.

## LAKEFRONT RESIDENTIAL

### GENERAL PURPOSE

This land use area is intended to provide for existing and future sandpit developments in along the Platte River valley. The future application of this district will likely require for a land use map amendment. This use district will be designated on a case by case basis, as a developer demonstrates the location and design will have minimal impacts on any floodplain and will have limited impact on the local environment.

### COMPATIBLE USES

1. Crop production, including grazing lands
2. Religious uses and structures
3. Educational uses and structures
4. Community/Recreational Center
5. Sand and gravel extraction when the reclamation plan indicates residential development in the future.
6. Sandpit/residential developments when above the base flood elevation or outside the floodplain

### INCOMPATIBLE USES

1. Livestock operations
2. Large commercial developments
3. Mobile homes as a single-family dwelling unless located within a mobile home park

### POTENTIAL ISSUES TO CONSIDER

1. Floodway
2. Floodplain and flooding hazard
3. Proximity to existing livestock facilities
4. Wetlands
5. Depth to groundwater
6. Natural amenities such as trees, ponds, and streams
7. Site drainage
8. Groundwater contamination
9. Existing and/or proposed sanitary system
10. Potable well locations
11. Wellhead protection areas

### SPECIAL POLICIES

1. Residential lot sizes may vary depending upon the types of sanitary system installed and the source of potable water.
2. Residential densities within this land use category should be no more than four dwelling units per 1/4 section; except when a sandpit development is proposed.
3. Cluster developments should be considered and used whenever soils, topography, natural amenities warrant.
4. New developments are encourage to contain internal water and/or sanitary sewer systems.





## DOWNTOWN COMMERCIAL LAND USE

### GENERAL PURPOSE

This area is focused on the heart of Silver Creek's commercial activities, as well as the historic heart of the community. This area should continue to promote basic retail, service, and office uses. With new development and redevelopment, new construction may include multiple stories with upper level housing in this area.

In addition, this area typically will not have any setbacks and new buildings can be constructed right to the property line.

### TYPICAL USES

1. General retail businesses on all floors
2. General offices on all floors
3. Restaurants without drive-thru
4. Drinking establishments
5. Public facilities
6. Single-family residential dwellings on upper floors
7. Religious uses and structures
8. Educational uses and structures
9. Community/Recreational Center

### POTENTIAL ISSUES TO CONSIDER

1. Traffic control
2. Parking, especially on-street
3. Character of the area
4. Potential design modifications

### BUILDABLE LOT POLICIES

1. Building lots in this district should vary throughout depending upon the use. The typical downtown lot widths range from 25 lineal feet to between 50 and 100 feet.

### SPECIFIC USE NOT RECOMMENDED

1. Apartments
2. Storage within existing buildings

## GENERAL COMMERCIAL LAND USE

### GENERAL PURPOSE

This land use category is intended to provide a location for commercial uses that may be similar to those found in the Downtown Commercial area and are on limited lots/pad sites throughout the community.

A major difference between the General Commercial and the Downtown Commercial Districts is that uses locating within this particular area will be required to meet established setbacks as well as other minimal design criteria.

### TYPICAL USES

1. General retail businesses
2. General offices
3. Restaurants with or without a drive-thru
4. Drinking establishments
5. Public facilities such as police, fire and rescue, libraries, Village/county/state/federal offices
6. Religious uses and structures
7. Educational uses and structures
8. Community/Recreational Center

### POTENTIAL ISSUES TO CONSIDER

1. Traffic control
2. Parking
3. Potential design modifications

### BUILDABLE LOT POLICIES

1. Developments in this district should have a minimum of 7,000 square feet since there will be requirements for parking and internal trafficways.

### DEVELOPMENT POLICIES TO CONSIDER

1. These developments should minimize the impact on adjacent uses such as parks and residential developments.
2. All loading and unloading facilities should be screened from adjacent uses and the general public.
3. Screening should be used between these uses and other uses such as parks and residential developments.





### HIGHWAY COMMERCIAL LAND USE

#### GENERAL PURPOSE

This land use category is intended to provide a location for commercial uses traveler oriented or more intensive than uses typically found in other commercial districts. This district should typically be placed along a major highway within the community.

A major difference between the General Commercial and the Highway Commercial Districts is that uses locating within this particular area may have limited access off the highways and the lots within this district. In addition, uses locating adjacent to one another should be connected by a service road as opposed to requiring shoppers to move on and off the highway.

#### TYPICAL USES

1. General retail businesses
2. Restaurants with or without a drive-thru
3. Public facilities such as police, fire and rescue, libraries, Village/county/state/federal offices
4. Religious uses and structures
5. Educational uses and structures
6. Community/Recreational Center
7. Convenience stores with or without fuel sales

#### POTENTIAL ISSUES TO CONSIDER

1. Traffic control
2. Parking
3. Potential design modifications

#### BUILDABLE LOT POLICIES

1. Developments in this district should have a minimum of 10,000 square feet since there will be requirements for parking and internal trafficways.

#### DEVELOPMENT POLICIES TO CONSIDER

1. These developments should minimize the impact on adjacent uses such as parks and residential developments.
2. All loading and unloading facilities should be screened from adjacent uses and the general public.
3. Screening should be used between these uses and other uses such as parks and residential developments.

## COMMERCIAL/INDUSTRIAL FLEX LAND USE

### GENERAL PURPOSE

The Commercial/Industrial Flex land uses areas are established in order to accommodate both commercial (general or highway) and industrial uses. These areas are places where either type of use would be appropriate; therefore these areas allow the market some flexibility.

### TYPICAL USES

1. General retail businesses
2. Restaurants with or without a drive-thru
3. Public facilities such as police, fire and rescue, libraries, Village/county/state/federal offices
4. Religious uses and structures
5. Educational uses and structures
6. Community/Recreational Center
7. Convenience stores with or without fuel sales
8. Warehousing and storage
9. Self-service storage facilities
10. Light manufacturing
11. Necessary accessory uses and structures that are subordinate to the primary structure

### POTENTIAL ISSUES TO CONSIDER

1. Traffic control
2. Parking
3. Potential design modifications
4. Secondary effects of adult entertainment uses

### BUILDABLE LOT POLICIES

1. Lot size and setbacks should be adjusted to fit the specific area. Some of these areas may be included in Planned Unit Developments (PUD) and the overall scheme of the development may dictate these items.
2. When lots are not part of a PUD then lot sizes should be adequate to handle the required setbacks of the zoning district and all other pertinent requirements such as parking and screening.
3. Setbacks within developments not done as a PUD should follow the appropriate zoning district.

### DEVELOPMENT POLICIES TO CONSIDER

1. Cluster developments should be considered and used whenever the soils, topography and natural amenities warrant
2. Signage should be minimal and be aesthetically tied to the overall development or structure.
3. Security fencing should be used in most cases.





## INDUSTRIAL LAND USE

### GENERAL PURPOSE

Industrial land uses are important in order to accommodate the manufacturing base of the community. These typically need require large tracts of ground in order to deal with the buildings required for manufacturing. In addition, the location of industrial uses needs to be sensitive to other uses which are not compatible such as residential uses.

### TYPICAL USES

1. Warehousing and storage
2. Self-service storage facilities
3. Adult entertainment when the required guidelines are met
4. Light manufacturing
5. Necessary accessory uses and structures that are subordinate to the primary structure
6. Religious uses and structures
7. Public facilities such as police, fire and rescue, libraries, Village/county/state/federal offices
8. Educational uses and structures
9. Community/Recreational Center

### POTENTIAL ISSUES TO CONSIDER

1. Traffic control
2. Parking
3. Potential design modifications
4. Secondary effects of adult entertainment uses

### BUILDABLE LOT POLICIES

1. Lot size and setbacks should be adjusted to fit the specific area. Some of these areas may be included in Planned Unit Developments (PUD) and the overall scheme of the development may dictate these items.
2. When lots are not part of a PUD then lot sizes should be adequate to handle the required setbacks of the zoning district and all other pertinent requirements such as parking and screening.
3. Setbacks within developments not done as a PUD should follow the appropriate zoning district.

### DEVELOPMENT POLICIES TO CONSIDER

1. Cluster developments should be considered and used whenever the soils, topography and natural amenities warrant
2. Signage should be minimal and be aesthetically tied to the overall development or structure.
3. Security fencing should be used in most cases.

## PUBLIC LAND USE

### GENERAL PURPOSE

Public land uses are those uses specifically owned and operated by a public entity such as the Village of Silver Creek, Merrick County, Twin River Schools as well as state and federal agencies. The public land use areas are only delineated when there are larger parcels of land associated with the use. Smaller areas such as Village Hall and the Post Office are not singled out due to this reason.

### TYPICAL USES

1. Public facilities such as police, fire and rescue, libraries, Village/county/state/federal offices
2. Religious uses and structures
3. Educational uses and structures
4. Community/Recreational Center
5. Public utilities

## Park and Recreational Land Use

### GENERAL PURPOSE

This land use district is intended for parks, green space, trails, recreational areas, and areas for environmental protection. Some of these areas may or may not be used as an extension of the Village's existing park system. One issue to note is not all areas suitable for future parks and open space are indicated on the Future Land Use Map, this is done for the purpose of not artificially or prematurely inflating land values.

In addition, as new development or future redevelopment activities occur, the Village should be working to ensure new park space is incorporated into the project where needed.

Open space areas can work excellently as a buffer area between different developments and uses. In addition, these areas can be used to preserve natural features. To encourage the appropriate use of open space in this manner, the Village should work with developers to identify areas worthy of protection rather than allow individual developers identifying these areas.

### TYPICAL USES

1. Park facilities including Village/county/state/federal facilities
2. Parks
3. Trails
4. Community/Recreational Center
5. Recreational facilities such as ballfields, volleyball and basketball courts, horseshoes, splash parks, etc.



### Extraterritorial Jurisdiction (ETJ)

Planning within the extraterritorial jurisdiction of Silver Creek should be focused more on agricultural uses and less on large lot residential. New residential development should be encouraged to locate either adjacent to the community or within the existing corporate limits as a redevelopment project.

Developments requesting to be within the ETJ should be required to provide either large enough lots to adequately handle individual wells and septic systems or they should be designed with a centralized water and/or sanitary sewer collection system that meets State and Federal standards.

Development within the ETJ should also work in a manner to conserve environmentally sensitive areas as well as natural resources such as tree groves, ponds, lakes, streams, etc. In order to accomplish these protections, the Village and the developer should work to use creative subdivision designs including clustered subdivisions and planned unit developments, both are very similar in their approach.

#### CLUSTERED OR CONSERVATION SUBDIVISIONS/PLANNED UNIT DEVELOPMENTS

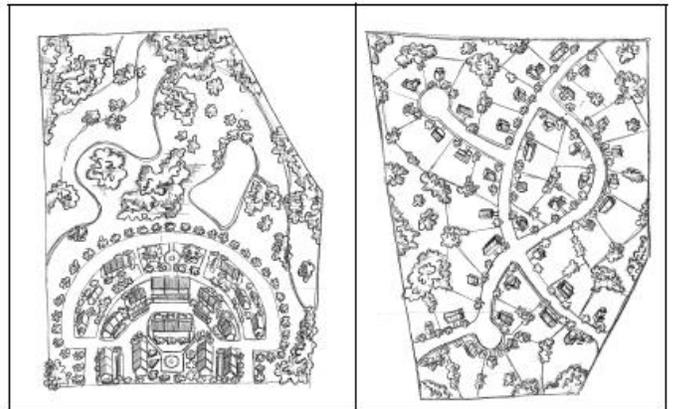
The Cluster Subdivision is a different type of subdivision that has not been used in the past in Silver Creek. These Subdivisions are designed to “cluster” building lots into certain pockets of the site. Generally, these pockets are located where the least amount of negative impact will be made to the natural environment. In addition, the Cluster Subdivision provides a means to create new neighborhoods that include mature trees, steep slopes, streams and buffers and other natural amenities. The Cluster Subdivision will be one of the most powerful tools the Village and Developer have to preserve parts of the existing natural environment.

Subdivisions should be designed using principles of environmental conservation and clustering. When clustering is used in subdivision design, the same number of dwelling units can be realized while natural features are preserved. The areas preserved can be used as natural open spaces, linear parks, or trails. This can have the effect of increasing property values as people are drawn to live in areas with environmental amenities.

Another beneficial effect often accompanying cluster development is that as developers utilize this

technique, Silver Creek can recognize an overall increase in open space without having to increase the park system.

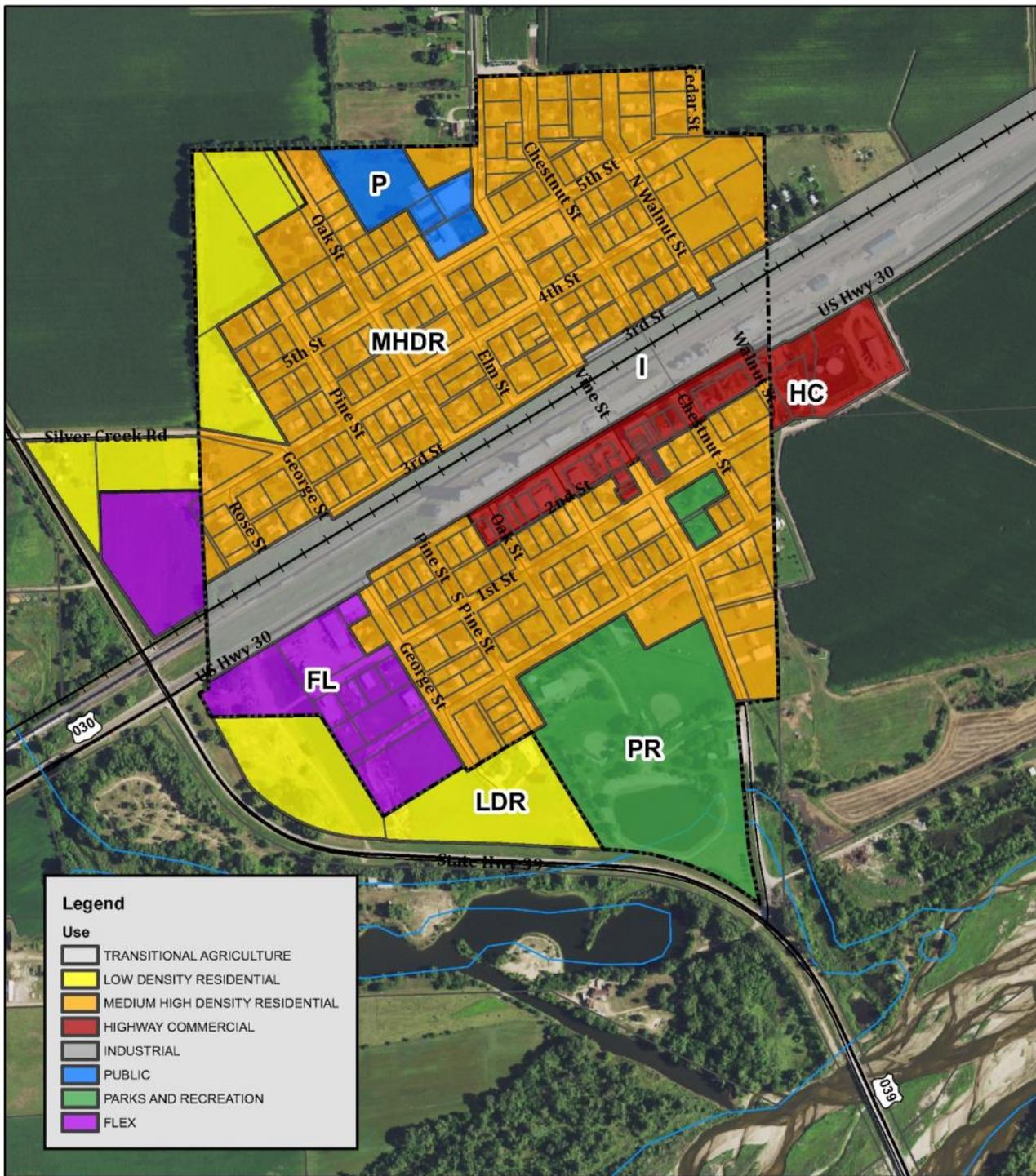
Density bonuses can be used to encourage developers to preserve natural space within their developments, while still developing approximately the same number of lots can do this. The following two diagrams show how clustering concepts can be used to develop the same number of lots in a smaller area, thereby preserving natural features such as tree clusters.



*Conservation subdivisions (left) feature smaller lots with a high percentage of open space. Conventional subdivisions (right) feature large lots with little common open space. A conventional subdivision is subject to all of the base zoning district standards, such as minimum lot size, front setbacks, landscaping, and adequacy of public facilities.*

Source: 21st Century Land Development Code; Freilich, Robert H., White, S. Mark; APA Planners Press 2008

FIGURE 7.2:  
FUTURE LAND USE MAP  
SILVER CREEK 2015



**Legend**

**Use**

- TRANSITIONAL AGRICULTURE
- LOW DENSITY RESIDENTIAL
- MEDIUM HIGH DENSITY RESIDENTIAL
- HIGHWAY COMMERCIAL
- INDUSTRIAL
- PUBLIC
- PARKS AND RECREATION
- FLEX



0 225 450 900  
Feet

**VILLAGE OF SILVER CREEK  
MERRICK COUNTY, NEBRASKA  
FUTURE LAND USE MAP**



The map, all associated data, and measurements are approximate and not to be used for any official purpose.

## Land Use

### FUTURE LAND USE GOALS

#### LAND USE GOAL AND OBJECTIVES

Guiding future growth, development, and redevelopment in Silver Creek towards a compact pattern of land uses based upon the efficient and economical expansion of public infrastructure will continue to maintain and improve the quality of life for everyone in the community.

#### Objectives

- GENLU-1.1 The cost of required improvements, both on-site and off-site, to a subdivision exclusively serving the property owners of the subdivision should be borne by the developer or those property owners within said subdivision.
- GENLU-1.2 The Village of Silver Creek, when feasible, may choose to aid a development or redevelopment with specific funding mechanisms such as Tax Increment Financing, special assessments, etc.
- GENLU-1.3 The Village should designate areas in the Land Use Plan that address some future growth in Silver Creek.
- GENLU-1.4 The Village should develop zoning and subdivision regulations promoting efficient land usage, while avoiding land use conflicts.
- GENLU-1.5 Land use policies should discourage and minimize leapfrog development outside of the corporate limits.
- GENLU-1.6 The village of Silver Creek should work toward strong compact development through the redevelopment of older dilapidated lots and neighborhoods.

#### Commercial Land Use Objectives

- COMLU-2.1 Encourage the redevelopment of the downtown commercial district
- COMLU-2.2 Appropriate transitional methods should be considered at all locations where the development or expansion of commercial land use abuts residential property (either built or zoned).
- COMLU-2.3 Commercial land use districts and uses within commercial zoning districts should be lenient yet focused in a manner that allows for new and innovative business to develop and locate within Silver Creek.

#### Industrial Land Use Objectives

- INDLU-3.1 Provide guidelines and incentives promoting clean industrial uses.
- INDLU-3.2 Industrial uses should be located so adequate buffer space is provided between incompatible land uses.
- INDLU-3.3 The Village should develop appropriate performance, design and specification standards and requirements for all existing and possible future industrial uses to guide their location or relocation in the Village.
- INDLU-3.4 The Village should recognize and encourage small-scale industries as viable alternatives to larger, conventional enterprises.
- INDLU-3.5 Signage used within and around industrial areas should be designed to compliment the materials and scale of surrounding development.
- INDLU-3.6 Industrial districts should be located:
  - i. where urban services and infrastructure are available or planned in the near future;
  - ii. in sites supported by adequate road capacity – commercial development should be linked to the implementation of the transportation plan;
  - iii. so they enhance entryways or public way corridors, when developing adjacent to these corridors; and
  - iv. in a manner supporting the creation and maintenance of greenspace.

#### Residential Land Use Objectives

- RESLU-4.1 Residential development should be separated from more intensive uses, such as agriculture, commercial, and industrial development, by the use of setbacks, buffer zones, or impact easements, when possible.
- RESLU-4.2 The Village should promote the development of housing that varies in size, density, and location.
- RESLU-4.3 The Village should develop subdivision regulations providing for a quality living environment while avoiding inefficient and expensive public infrastructure expansions.
- RESLU-4.4 The Village should support housing options for all incomes and physical capabilities of Silver Creek's residents.
- RESLU-4.5 New residential developments should be accompanied by covenants, when

- appropriate, which provide for the maintenance of common areas, easements and drainage.
- RESLU-4.6 The establishment of a rehabilitation program should be undertaken to maintain and improve the existing housing stock.
  - RESLU-4.7 The Village should develop relationships and partnerships with housing professions in the public and private sector to establish a range of affordable housing options, ranging from a First Time Homebuyer program to rental assistance.
  - RESLU-4.8 The Village should promote low to zero non-farm densities in agricultural districts by providing proper distances between residential and agricultural uses.
  - RESLU-4.9 The Village should work with the owner of existing dilapidated properties to eliminate the inadequate structure(s) from the property and open it up for redevelopment.
  - RESLU-4.10 Silver Creek should work on redevelopment of deteriorated/dilapidated properties in order to address the demand for new housing in the community. This allows for new housing to take advantage of existing street and utility systems without creating a greater demand for maintenance of the existing system.



# 8

## Annexation



## ANNEXATION

### ANNEXATION

As municipalities grow in size the borders must be extended in order to provide a higher quality of life for its residents. The State of Nebraska has established a process for communities to extend their corporate limits into urban or suburban areas situated contiguous to an existing community, provided the criteria for such action is justified. This power should be used, as development becomes urban in nature rather than rural. An important restriction must be followed before contiguous lands are considered for annexation, that is, the land may not be further than 500 feet from the corporate limits of the municipality. There are two means for annexing land into the corporate limits:

- Land that has been requested to be annexed by the property owner(s), or
- Any contiguous or adjacent lands, lots, tracts, streets, or highways which are urban or suburban in character.

Landowners that desire annexation of land must submit a plat, by a licensed surveyor. This plat must be approved by the Village Engineer and filed with the Clerk along with a written request signed by all owner(s) of record within the proposed annexed area.

Following three separate readings of the ordinance (waiver of the three readings is not allowed by State Law under this process), a majority of affirmative votes by the Village Council in favor of an annexation is required at each reading, to pass the annexation. The certified map is then filed with the Register of Deeds, County Clerk and County Assessor, together with a certified copy of the annexation ordinance. The Village has one year to develop a plan that addresses the providing of services to residents of the annexed area.

With regard to annexation, the Village should establish subdivision improvement agreements and non-contested annexation agreements with future Sanitary Improvement Districts (SID's). This agreement gives the SID a possible financing vehicle, the Village gets an agreement that states that the SID can be annexed, at the discretion of the Village, and the SID will not contest the annexation action.

### ANNEXATIONS POLICY

The Village of Silver Creek has established an annexation policy. The policy is consistent with the provisions allowed by the State of Nebraska. This policy is as follows:

1. All areas deemed to be urban and suburban in character adjacent to the Corporate Limits of Silver Creek shall be considered eligible for annexation and annexed according to the Revised Nebraska State Statutes.
2. The Village of Silver Creek shall discourage the use of Sanitary Improvement Districts (SID) within the extraterritorial jurisdiction of Silver Creek.
3. If SID's are approved within the extraterritorial jurisdiction, then there needs to be an agreement as part of the subdivision agreement that the SID will not protest any future annexations undertaken by the Village of Silver Creek upon that SID.
4. The Village of Silver Creek shall require the owner of any and all properties adjacent to the Corporate Limits of the Village of Silver Creek to file subdivision plats on such properties as additions to the Village of Silver Creek.
5. All sand and gravel operations within the extraterritorial jurisdiction of Silver Creek shall be considered to be urban and suburban in character.
6. The Village of Silver Creek shall consider extension of the extraterritorial jurisdiction of the Village along with all approved annexations.
7. All areas encompassed by the Corporate Limits of Silver Creek should be considered for annexation.
8. County Industrial Tracts should periodically be reviewed as allowed by Revised Nebraska State Statutes for consideration of annexation.

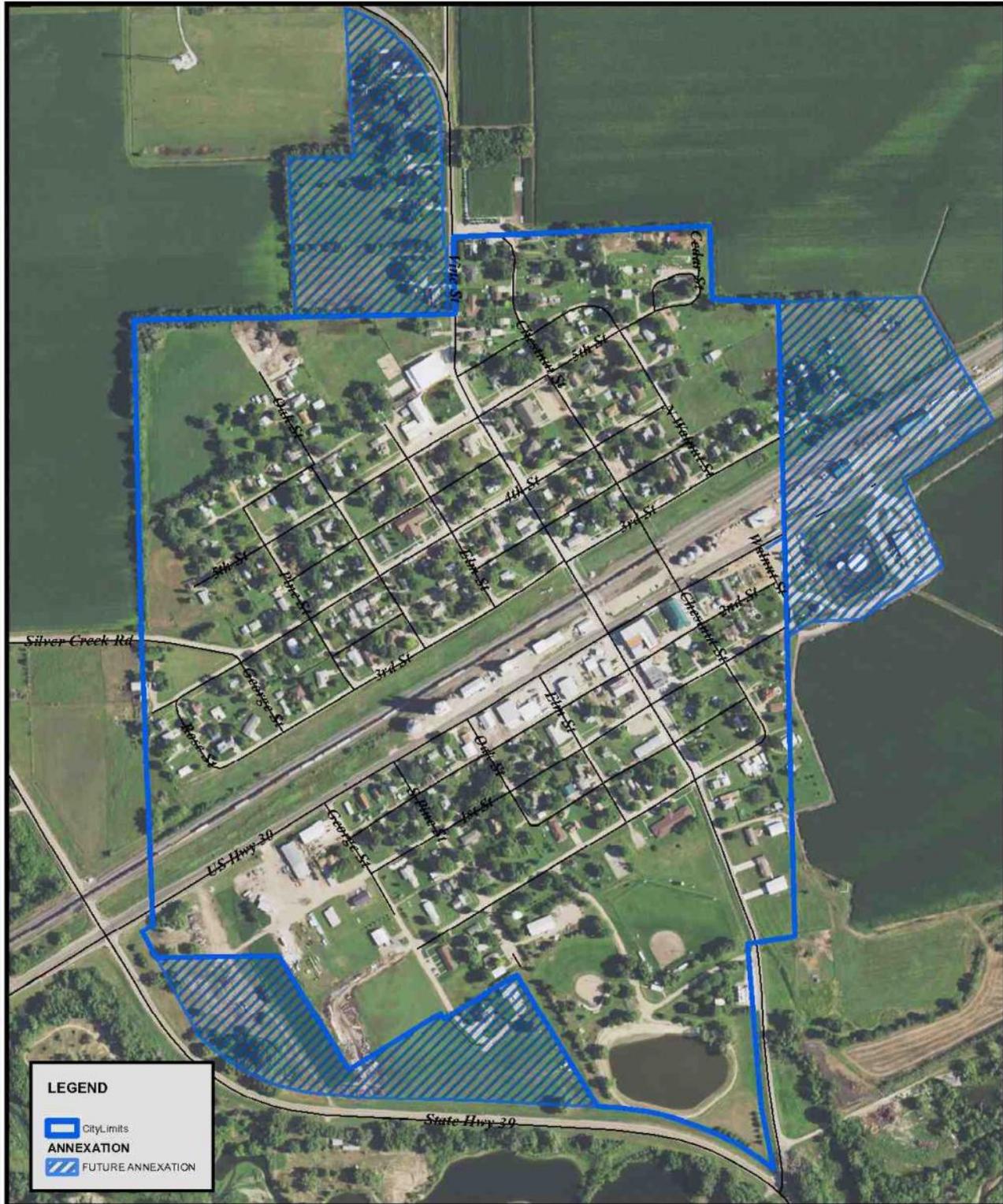
### POTENTIAL FUTURE ANNEXATIONS

There are three primary areas eligible for annexation in Silver Creek. The first is along the southwest corner of the community; the second area is on the northern edge of the community; while, the final area is along the east edge. See Figure 8.1 for details.

At the time of this plan, there were no Sanitary Improvement Districts within the Silver Creek zoning jurisdiction.

# Annexation

FIGURE 8.1:  
POTENTIAL ANNEXATION AREAS



**LEGEND**

- City Limits
- ANNEXATION
- FUTURE ANNEXATION



**VILLAGE OF SILVER CREEK**  
**MERRICK COUNTY, NEBRASKA**  
**FUTURE ANNEXATION MAP**



The map, all associated data, and measurements are approximate and not to be used for any official purpose.

Page intentionally left blank



# 9

## Transportation



**TRANSPORTATION PLAN**

**INTRODUCTION**

Transportation networks tie communities together as well as providing a link to the outside world. Adequate circulation systems are essential for the safe and efficient flow of vehicles and pedestrians, and accessibility to all parts of the community. The Transportation Plan will identify existing systems and any major improvements planned for the future and those necessary to provide safe and efficient circulation of vehicles within Silver Creek and Merrick County, including major projects that ensure implementation of the Land Use Plan.

**EXISTING TRANSPORTATION SYSTEM AND FACILITIES**

Residents within a community have specific transportation needs. These include rail service, bus service, air transportation, as well as vehicular transportation. All of the transportation facilities are not available within the community or county and require residents to travel to the nearest location. This portion of the Comprehensive Development Plan examines those services with regard to the closest proximity for residents of Silver Creek.

**Railroad Service**

The closest rail freight service to Silver Creek is in Grand Island, Columbus or Lincoln. However, the Union Pacific Railroad does have a rail line through Silver Creek and Merrick County and they operate approximately 64 trains per day on this line. The nearest passenger service is located in Hastings or Lincoln through Amtrak.



**Photo 9.1**  
Union Pacific Mainline in Silver Creek

**Bus Service**

The nearest commercial bus service with ticketing services is available in Grand Island or Columbus via Arrow Stage Lines and Burlington Trailways.

**Commercial Airport Service**

Central Nebraska Regional Airport in Grand Island is the nearest commercial facility to residents in Silver Creek and Merrick County. However, arrivals and departures are limited to major airlines. Currently, the airport and commercial service connects people to Phoenix and Las Vegas through Allegiant Airlines and points across the U.S. through Dallas-Ft. Worth via American Airlines.

Lincoln Municipal Airport in Lincoln is the next closest point for commercial service. However, airlines and flight schedules are limited. The airport is served by Delta and United Airlines.

**Small craft Public Airports**

The Central City Municipal Airport is the nearest small aircraft facility. The primary runway #1634 is 3700 feet by 60 feet with concrete surfacing. The fixed based operator (FBO) for this facility is Central Nebraska Aeronautics. Elevation is listed at 1715 feet.



**Photo 9.2**  
Aerial of Central City Municipal Airport  
Source: Google Earth

**Surface Transportation**

The surface transportation system for Silver Creek is based primarily upon the system of local streets connected to US Highway 30 and county road system, which allows the community access to the surrounding region. These roadways are an essential aspect of community development for the residents of Silver Creek as they provide for movement of goods and services into and through the Village.

# Transportation

## State and Federal Highways

The Village of Silver Creek has two major highways running through the community. The major north-south highway is Nebraska Highway 39 and the east-west connection is US Highway 30.

## TRANSPORTATION PLANNING AND LAND USE

Land use and transportation create the pattern for future development and are extremely interdependent upon one another in order to effectively shape a community. An improved or new transportation route generates a greater level of accessibility and will likely determine how adjacent land will be utilized in the future.

In the short term, land use shapes the demand for transportation and vice versa; one key to good land use planning is to balance land use and transportation. However, new or improved roads, as well as, county and state/federal highways may change land values, thus altering the intensity of which land is utilized.

In general, the greater the transportation needs of a particular land use, the greater its preference for a site near major transportation facilities. Commercial activities are most sensitive to accessibility since their survival often depends upon how easy a consumer can get to the business. Thus, commercial land uses are generally located near the center of their market area and along highways or at the intersection of arterial streets.

Industrial uses are also highly dependent on transportation access, but in a different way. For example, visibility is not as critical for an industry as it is for a retail store. Industrial uses often need access to more specialized transportation facilities, which is why industrial sites tend to be located near railroad lines or highways to suit individual industrial uses.

## STREET AND ROAD CLASSIFICATION SYSTEM

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

Nebraska Highway Law (Chapter 39, Article 21, Revised Reissue Statutes of Nebraska 1943) proposes the functional classification of both rural and municipal roads and streets and public highways. Chapter 39, Article 21.03 lists rural highway classifications as:

1. Interstate: federally-designed National System of Interstate and defense highways;
2. Expressway: second in importance to Interstate. Consists of a group of highways following major traffic desires in Nebraska and ultimately should be developed to multiple divided highway standards;
3. Major Arterial: consists of the balance of routes that serve major statewide interests for highway transportation in Nebraska. Characterized by high speed, relatively long distances, travel patterns;
4. Other Arterial: consists of a group of highways of less importance as through-travel routes.
5. Collector: consists of a group of highways that pick up traffic from the local or land-service roads and transport community centers or to the arterial systems. Main school bus routes, mail routes, and farm-to-market routes;
6. Local: consists of all remaining rural roads, generally described as land-access roads providing service to adjacent land and dwellings; and
7. Bridges: structures crossing a stream three hundred feet or more in width or channels of such a stream having a combined width of three hundred feet or more.

It is noted in article 39-2103, the combined rural highways classified under subdivisions (1) and (3) should serve every incorporated municipality having a minimum population of at least one hundred inhabitants or sufficient commerce, a part of that will be served by stubs or spurs, and the major recreational areas of the state. Street and road classifications for the circulation system within the Village of Silver Creek are outlined below:

1. Arterial streets - public ways where large volumes of high-speed, through traffic are carried, and may serve as primary circulation routes for local traffic. These streets also provide access to abutting property.
2. Collector streets - are connecting links between Arterials and various sectors of the Village, over which local residential traffic moves in routine daily trips to centers of activity.
3. Local streets - function primarily to provide

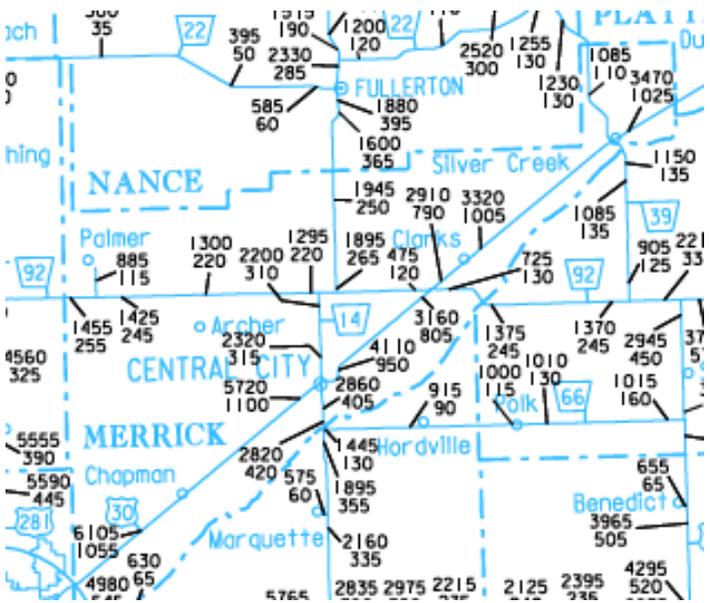
access to properties. They are characterized by short trip length and low traffic volumes.

4. Marginal access streets - parallel and adjacent to arterial streets and/or provides access to abutting property. They increase the safety and efficiency of thoroughfares by separating the property access function from the traffic flow function.
5. Alleys - provide secondary access to properties. They provide service access in the case of commercial and industrial properties. Alleys should be provided for residential properties only when necessary for safe access, due to the fronting of the property on a major thoroughfare.

**TRAFFIC COUNTS NEAR SILVER CREEK**

Silver Creek is divided by US Highway 30 which sees a nearly 3,500 cars and over 1,000 trucks on a daily basis, based upon traffic flow studies conducted in 2012.

**FIGURE 9.1:  
TRAFFIC FLOW MAP**



Source: Nebraska Department of Roads

**NEBRASKA DEPARTMENT OF ROADS' IMPROVEMENTS**

The Nebraska Department of Roads publishes an annual list of proposed projects for the current fiscal year, for fiscal years one to five years from the present, and six years and beyond. Silver Creek is in the Department of Road's District 4. Between Fiscal Years 2015 and 2020, there is one project budgeted for the Silver Creek area, which is work on the Platte River bridge.

**FIGURE 9.2:  
NDOR SIX-YEAR HIGHWAY PROGRAM  
MERRICK COUNTY**



Source: Nebraska Department of Roads

**CORRIDOR ENHANCEMENT**

Corridor enhancement will be very dependent upon future decisions by the Nebraska Department of Roads as well as decisions made by future Village Board in Silver Creek.

Silver Creek has one major corridor that slices through the community, US 30. This corridor has a major bearing on how travelers and visitors view Silver Creek. Therefore, this corridor needs to be maintained and enhanced in the future through several ways, including:

- Continued tree plantings;
- Making the corridors friendly to all types of transportation means including bicycles and pedestrians;
- Sidewalks need to be installed and maintained; and
- Signage needs to be consistent and legible.

**TRAILS DEVELOPMENT**

Trails are becoming a larger part of people's lives. Trails are being used as a means of relaxation and physical fitness. Development of a trails system in and around Silver Creek will be a key to future transportation demands.

## Transportation

The trails system needs to cover all parts of the community.

One key way of developing this expanded system is to make trails a component of any future street reconstruction project or new street project as new developments are constructed. Trails can even be a part of an existing or new sidewalk system; however, the sidewalks will need to meet state and federal standards for width in order to be called an official trail.

Trails development can be accomplished as a means of transportation for the community. In addition, trails have been successful as an economic development tool since they add to the overall quality of life within the community and the surrounding area.

### TRANSPORTATION AND TRAIL GOALS

#### TRANSPORTATION AND TRAIL GOAL 1

Silver Creek will maintain its existing road network and enhance it as future development and vehicle counts justify. The Village will provide and encourage an efficient, safe, convenient transportation and communication system.

#### Objectives

- TRAN-1.1 Encourage bicycle and pedestrian access to and within existing and future commercial areas.
- TRAN-1.2 When new development is contemplated, due consideration must be given to the carrying capacity of the existing road system in the area, and development should be discouraged from occurring in areas where the road system is insufficient to handle any additional traffic load.
- TRAN-1.3 Improve, develop, and maintain well-traveled roads with hard surfacing including asphalt and concrete.
- TRAN-1.4 Right-of-way and pavements shall be sufficiently wide and of sufficient strength to accommodate anticipated future traffic loads.
- TRAN-1.5 Commercial signing along major arterials shall be kept to a minimum and shall be low profile.
- TRAN-1.6 When new or reconstructed streets are built, there should provisions made in the design documents that provide for additional space along a wider shoulder or path within the R.O.W. for pedestrian/

bicycle access.

- TRAN-1.7 The Village of Silver Creek will encourage bicycle and pedestrian traffic as an element of the street transportation system.
- TRAN-1.8 The Village should develop a separate Master Trails Plan addressing potential trail locations, designs, opinions of cost.

#### TRANSPORTATION FINANCING ISSUES

The primary sources of information utilized in the maintenance and development of the transportation and circulation system are (1) Village "One and Six Year Road Plan" and (2) the State of Nebraska "One and Five Year Highway Program." These state and local improvement plans should only be viewed as a planning tool, which are subject to change depending on financing capabilities of the governmental unit.

The Village's "One and Six Year Road Plan" is reviewed and adopted by the local unit of government to address the issues of proposed road and street system improvements and development. Upon approval of these plans by the Board of Public Road Classifications and Standards, the governmental units are eligible to receive revenue from the Nebraska Department of Roads and the State Treasurer's Office, which must be allocated to county road improvement projects.

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

FIGURE 9.3:  
TRANSPORTATION PLAN MAP



0 0.0375 0.075 0.15  
Miles

**VILLAGE OF SILVER CREEK**  
**MERRICK COUNTY, NEBRASKA**  
**TRANSPORTATION MAP**



The map, all associated data, and measurements are approximate and not to be used for any official purpose.



# 10

## Implementation



## ACHIEVING SILVER CREEK'S FUTURE

Successful community plans have the same key ingredients: "2% inspiration and 98% perspiration." This section of the plan contains the inspiration of the many village officials and residents who have participated in the planning process. However, the ultimate success of this plan remains in the dedication offered by each and every resident.

There are numerous goals and objectives in this plan. We recommend reviewing the relevant goals during planning and budget setting sessions to determine what projects may need to be undertaken during the course of the fiscal year.

### ACTION AGENDA

The Action Agenda is a combination of the following:

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

It will be critical to earmark the specific funds to be used and the individuals primarily responsible for implementing the goals and objectives in Silver Creek.

### Support Programs for the Action Agenda

Six programs will play a vital role in the success of Silver Creek's plan. These programs are:

1. **Zoning Regulations** - updated land use districts can allow the community to provide direction for future growth.
2. **Subdivision Regulations** - establish criteria for dividing land into building areas, utility easements, and streets. Implementing the Transportation Plan is a primary function of subdivision regulations.
3. **Plan Maintenance** - an annual and five-year review program will allow the community flexibility in responding to growth and a continuous program of maintaining the plan's viability.
4. **Housing Study** - A Housing Study will be critical to use in direct relationship to the Comprehensive Plan due to the need for housing issues in the community. The study will help guide the community in the redevelopment and future development of housing throughout the corporate limits.
5. **The Blight and Substandard Study and General Redevelopment Plan** - these documents will help guide the community through the overall redevelopment efforts within Silver Creek. These documents also provide the basis for the use of tax Increment financing now and in the future.
6. **Strategic Plan** - A Strategic Plan will assist in identifying future economic development

strategies that will tie into the overall planning effort of the community. It will be critical to work with this document and the Plan in unison.

### PLAN FINANCING

The Implementation Plan is a reiteration of the goals and objectives; however, the goals and policies have been prioritized by the importance to the community. This prioritization was undertaken during the comprehensive planning process with the Planning Commission and the Plan Review Committee.

### COMPREHENSIVE PLAN MAINTENANCE

#### ANNUAL REVIEW OF THE PLAN

A relevant, up to date plan is critical to the on-going planning success. To maintain both public and private sector confidence; evaluate the effectiveness of planning activities; and, most importantly, make mid-plan corrections on the use of community resources, the plan must be current. The annual review should occur during the month of January.

After adoption of the comprehensive plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies of the plan. At the beginning of each year a report should be prepared by the Planning Commission, which provides information and recommendations on:

- whether the plan is current in respect to population and economic changes; and
- The recommended goals, objectives, and/or policies are still valid for the Village and its long-term growth.

The Planning Commission should hold a public hearing on this report in order to:

1. Provide citizens or developers with an opportunity to present possible changes to the plan,
2. Identify any changes in the status of projects called for in the plan, and
3. Bring forth any issues, or identify any changes in conditions, which may impact the validity of the plan.

If the Planning Commission finds major policy issues or major changes in basic assumptions or conditions have arisen which could necessitate revisions to the Comprehensive Plan, they should recommend changes or further study of those changes. This process may lead to identification of amendments to the Comprehensive Plan and would be processed as

## Implementation

per the procedures in the next section.

### UNANTICIPATED OPPORTUNITIES

If major new, innovative development and/or redevelopment opportunities arise which impact any number of elements of the plan and which are determined to be of importance, a plan amendment may be proposed and considered separate from the Annual Review and other proposed Comprehensive Plan amendments. The Comprehensive Plan amendment process should adhere to the adoption process specified by Nebraska law and provide for the organized participation and involvement of citizens.

### METHODS FOR EVALUATING DEVELOPMENT PROPOSALS

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

If a development proposal is not in conformance or consistent with the policies developed in the Comprehensive Plan, serious consideration should be given to making modifications to the proposal or the following criteria should be used to determine if a Comprehensive Plan amendment would be justified:

- the character of the adjacent neighborhood
- the zoning and uses on nearby properties
- the suitability of the property for the uses allowed under the current zoning designation
- the type and extent of positive or detrimental impact that may affect adjacent
- properties, or the community at large, if the request is approved
- the impact of the proposal on public utilities and facilities
- the length of time that the subject and adjacent properties have been utilized for their current uses
- the benefits of the proposal to the public health, safety, and welfare compared to
- the hardship imposed on the applicant if the request is not approved
- comparison between the existing land use plan and the proposed change regarding the relative conformance to the goals and policies
- consideration of Village staff recommendations