

COMPREHENSIVE DEVELOPMENT PLAN

Village of Denton, Nebraska

prepared by
Denton Area Residents

with the assistance of the
LINCOLN CITY-LANCASTER COUNTY PLANNING DEPARTMENT

February, 1977

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INTRODUCTION

This document is the Comprehensive Development Plan for the Village of Denton, Nebraska and the area lying within one mile of the village corporate limits as adopted by the Denton Planning Commission on March 21, 1977 and the Denton Village Board on April 4, 1977. The preparation of this plan was assisted by the Lincoln City-Lancaster County Planning Department under the authorization of an Intergovernmental Cooperation Agreement between the Village of Denton, the City of Lincoln and Lancaster County.

The Comprehensive Development Plan is an official document which will serve as a policy guide for decisions about future physical development in the Denton area. The plan indicates, in a general way, how the area should grow and develop to the year 2000.

In accordance with Nebraska law, the plan includes three elements: land-use, transportation, and community facilities, and considers both the corporate area of Denton and the 1 mile area over which the village may apply land use and building regulations.

Local Planning Process

The Comprehensive Development Plan represents a significant commitment by Denton to guide future growth and development. It reflects several months of intense effort by local residents to review future development requirements and growth alternatives. Key steps in the local planning process are outlined below:

--*Intergovernmental Cooperation Agreement.* The overall program began when Denton entered into an Intergovernmental Cooperation Agreement with Lancaster County and the City of Lincoln through which the Lincoln City-Lancaster County Planning Department would provide comprehensive planning assistance.

--*Plan Program Initiation.* The first official meeting of the planning program was conducted in October, 1976. A representative of the Planning Department met with members of the Village Board and the newly appointed Planning Commission. At this meeting, the overall process was discussed, individual work items explained, and a schedule established. A project Steering Committee was appointed to broaden participation in the program, consisting of Village Board and Planning Commission members plus representatives from the surrounding rural area.

--*Attitude Survey.* The Steering Committee, assisted by the Planning Department, began laying the groundwork for the plan by conducting a local attitude survey. The survey solicited attitudes on such issues as future growth, economic development and community services and facilities. The Steering Committee distributed a survey questionnaire to each household in the Denton area. The results of the attitude survey, included as Appendix 1, provided valuable insights into local needs and desires.

--*Development Goals.* During the month of November, the Steering Committee established goal statements covering community and rural development, transportation and community facilities. Development Goals were adopted by the Planning Commission and the Village Board December 6, 1976. These Development Goals, included as Appendix 2, began to define the future, and they have provided important guidelines for planning decisions throughout the program.

--*Background Analysis.* Concurrently, background data were collected and mapped, including information on topography, soils, population, existing land-use, transportation, etc. These materials were analyzed, and the planning implications were reported to the Steering Committee in the Background Study.

--*Major Work Session.* Results of the background studies were reviewed and discussed during a major weekend work session, January 8. An open house was held to explain concepts, answer questions, and receive ideas and opinions from local residents. Key land-use, transportation, community facilities and housing issues were discussed and plan alternatives evaluated. The weekend resulted in a preliminary version of the plan, which was agreed upon in concept by the Steering Committee.

--*Plan Preparation and Review.* Based on the conclusions of the work session, draft Comprehensive Plan maps and text were prepared and delivered to the Steering Committee for review and comment. The Planning Department also contacted interested individuals and agencies for review.

--*Plan Adoption.* After revisions and public hearings the Comprehensive Development Plan was adopted by the Planning Commission on March 21, 1977 and the Village Board on April 4, 1977.

Benefits of Planning

The comprehensive planning process should result in a number of benefits for the Denton area. For the first time, a wide range of data and materials on local conditions have been assembled and recorded. The process has encouraged local residents to think more directly about the future of their area and actively discuss future options and alternatives. It has resulted in a plan for future growth and development which represents a local consensus.

The plan promotes a balanced and orderly future development pattern which should enhance the local living environment. It establishes an overall framework for coordinating both public and private development. It provides guidelines by which the Planning Commission and Village Board can review and evaluate individual development proposals. It provides a guide for public investments and can help insure that local public dollars for community facilities and services are spent wisely. It clarifies long-range village policies so that

individual property owners and developers can prepare and coordinate their own development plans. Perhaps most importantly, an overall process has been established by which the Denton community can plan for the future on a continuing basis.

Organization of the Plan

This Comprehensive Plan document contains three parts:

--Part I/Chapter 1 discusses a range of factors which will influence the future growth and development possibilities in the Denton area.

--Part II/Chapters 2, 3, 4, and 5 presents the four elements of the plan; land-use, transportation, community facilities and housing; including a description of existing conditions, an analysis of the key planning issues and a description of the plan for each.

--Part III/Chapter 6 briefly reviews the next steps required to implement the plan and sustain the planning process.

PART I
CHAPTER 1
PLAN CONTEXT

A range of geographic, historical, environmental, demographic, social and economic conditions exert pressures upon the Denton area for change. This one-chapter part reviews the context in which Denton must plan for its future.

REGIONAL SETTING

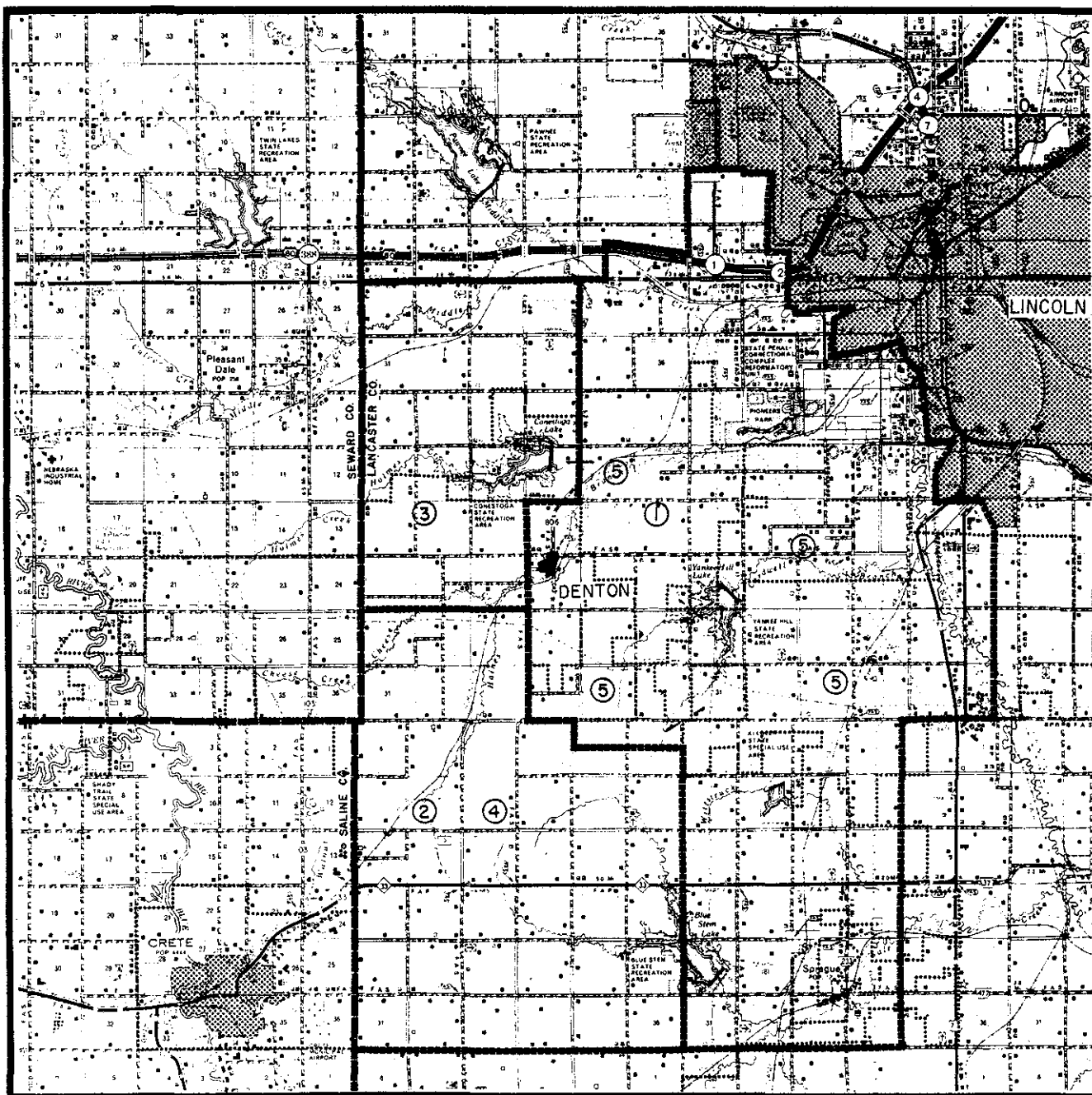
The Village of Denton is located southwest of Lincoln, Nebraska in Lancaster County. Denton is located within a metropolitan area as defined by the Federal Government--The Lincoln-Lancaster County Standard Metropolitan Statistical Area.

The City of Lincoln is the focal point of this metropolitan area. Lincoln has over 90% of the total population and is located at the geographic center. Lincoln is the seat of City, County, and State Government. With downtown Lincoln only 12 miles away, Lincoln exerts a major influence upon Denton in terms of employment and services.

The area surrounding Denton remains primarily in agricultural use. Recently there has appeared some non-farm development, typified by residential acreage development. Two State Recreation Areas are located near Denton--Conestoga Lake is located two miles north and Yankee Hill Lake is located three miles east of Denton.

Many public services are provided to the Denton area by special purpose agencies. Denton and the area generally west, as shown on Map 1, are provided public school services by the Crete Consolidated School District No. 2, with high school and now elementary school facilities located in Crete 12 miles southwest. North and east of Denton are a number of Class 1 school districts. Fire protection is provided in Denton and area east by the Southwest Rural Fire Protection District and in other areas by the Pleasant Dale and Crete districts as shown on Map 1. The Denton area is in the Salk Creek Watershed and under the jurisdiction of the Lower Platte South Natural Resources District. Electricity is served directly to retail consumers by Norris Public Power District. These public services are outside the direct control of the Village of Denton.

Denton must plan for its future within this regional area. Local strategies for physical and economic development and improved commercial and public services must relate to this larger regional context.



———— Fire Protection Districts

..... School Districts

- ① Southwest
- ② Crete
- ③ Pleasant Dale

- ④ Crete No 2
- ⑤ Unconsolidated

Map 1
REGIONAL SETTING



HISTORY

Denton takes its name from D.M. Denton, an early settler in the area. Mr. Denton had the town of Denton platted for the sale of lots for development. The plat was filed for record on August 1, 1871.

A branch of the Nebraska City-Fort Kearney Trail passed near Denton. Ruts are still visible in a pasture 2 miles south of Denton.

Denton was on the main cattle-driving trail from Texas to northern pastures. E.C. Abbott, son of an early Denton area settler James Abbott, writes of his adventures in his book, We Pointed Them North:

The summer of 1878 I ran a herd of beef for some men in Lincoln, and took them up on Cheese Creek-that was the last open range in that country. They limited me to 500 head so the cattle would do well but they paid me 25¢ a head a month and for four months. I got \$125 a month out of it. That was big money for a boy in those days when usual wages ran as low as ten dollars. In the fall these fellows sold their cattle to feeders in the eastern part of the state and I took them down there, driving them right through the streets of Lincoln. When my father got over here in 1871 the Texas Trail had only been in existence three or four years but it was a big business already and a steady stream of herds was moving north. I have been told that 600,000 cattle came up to eastern Kansas and southeastern Nebraska in 1871. Lincoln being then the north end of the trail because there were no ranches above that point; only Indians and buffalo. The B & M Railroad had got to Lincoln and you could graze and ship the beef that was going to eastern markets but most of the cattle were being sold in small herds to stockmen and settlers.

A postoffice was established in 1878. A number of businesses had opened by the 1900's, including a grocery, creamery, bank, lumber yard and two elevators. Denton incorporated in 1913 and had a population of 145 in 1920. In 1929 a fire destroyed many businesses - and the bank closed in the Great Depression of the 1930's.

ECONOMIC CONDITIONS

Denton, like many Nebraska communities, initially developed to serve the near-by farming community. It performed the economic, social, and service functions needed by the farm population as well as its own.

The declining need for farm labor, improvements in transportation and communication and changes in scale efficiencies in retailing, manufacturing and service industries--both public and private¹--have produced profound changes in small rural communities.¹ Rural populations unable to find employment in rural towns moved to larger towns where job opportunities were expanding.

Improvements in transportation and communication resulted in the extension of the trade areas of the larger towns and cities into the areas once served by villages. These same improvements have allowed rural people to commute farther to jobs and to some extent permitted industry to decentralize.

Today, Denton functions as part of, and is dependent upon, the larger metropolitan economic system. Of those responding to the Attitude Survey and indicating where they worked outside the home 87.3% are employed in Lincoln and only 7.8% in Denton. In addition, most all commercial services are obtained in Lincoln. After considering the dilemma of small towns in their attempt to maintain their economic viability and a desirable employment base, a Federal publication² made the following observation: "The most fortunate small town may therefore be the one which can benefit from an industrial growth city within commuting distance and yet retain the rural life-style which makes it attractive to its existing residents".

Although Lincoln will continue to be the economic focal point of the region, Denton should strive to maintain and supplement its local business activity. In addition to providing needed services and employment, commercial and industrial activities can make contribution to the local tax base beyond their costs for municipal services. The Attitude Survey and the Development Goals indicate a support for attracting new businesses.

¹ The Effect of Town Size and Location on Retail Sales, North Central Regional Center for Rural Development, Iowa State University, January 1976.

² Revitalization of Small Communities: Transportation Options, U.S. D.O.T., December 1975.

As Denton continues to plan for its future, it should consider possible strategies for attracting new commercial and industrial development. Denton should recognize the possibility of new industry being attracted to the Denton area and plan for such a possibility.

POPULATION

Population forecasts provide a basic yardstick for comprehensive planning. Forecasts help determine space requirements for future land-use activities and capacity needed for future community facilities and services. Consideration of population trends and characteristics and evaluation of factors affecting future population change will assist in forecasting future population.

Population Trends and Characteristics

As a small farm community, Denton had a population of 145 according to the 1920 U.S. Census of Population. Denton's population declined to a low of 94 in 1960. Since then Denton's population in a relative sense has risen quite dramatically--over 60% increase in 10 years to 151 in 1970 and a local estimate of 175 in November 1976.

The trend in Denton, for some time now, has been towards a younger population and smaller household size (see Table 1 and Table 3). The decrease in population per dwelling unit has been dramatic; from 3.5 in 1960 to approximately 2.7 in 1976.

TABLE 1
AGE CHARACTERISTICS

	<u>1970¹</u>			<u>1976²</u>
	LANCASTER CO. (excluding Lincoln)	LINCOLN	DENTON	DENTON
0-24	47.7%	49.6%	47.0%	45.5%
25-44	25.4	22.6	23.2	29.9
45-64	18.0	17.7	20.5	17.2
65 & Over	8.9	10.1	9.3	7.5

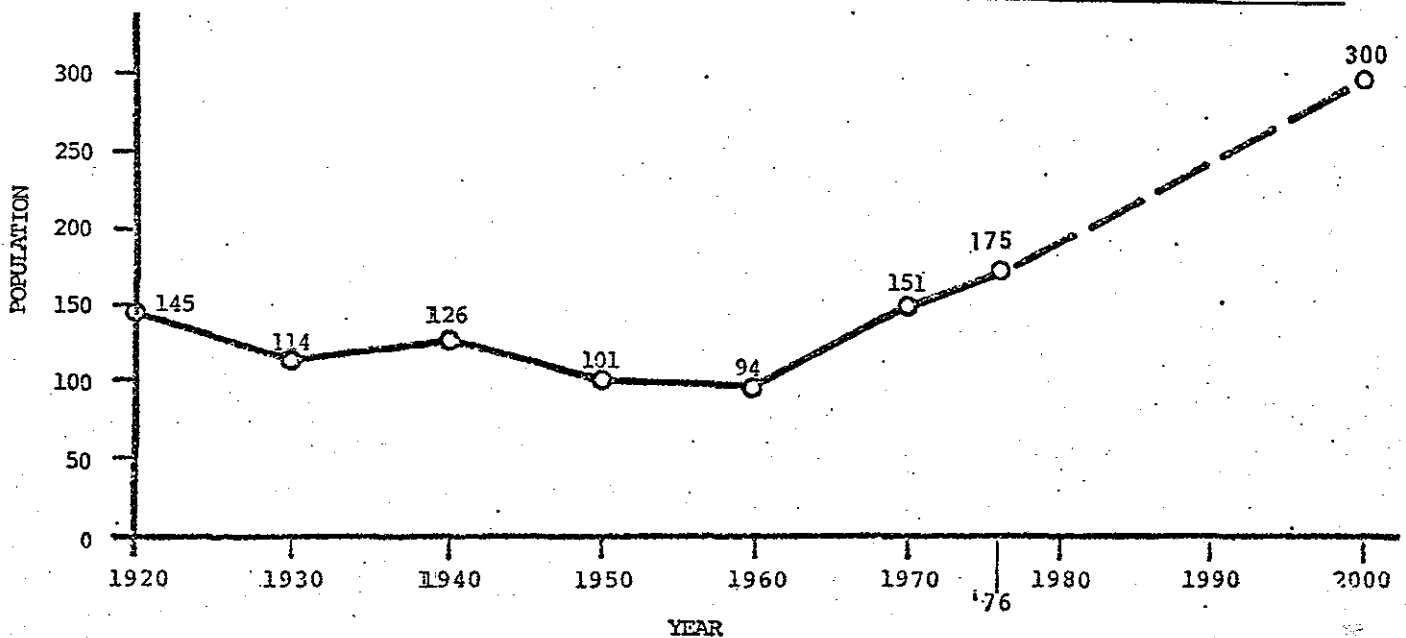
- ¹ U.S. Census
² Attitude Survey

Factors Affecting Future Population

There are two basic factors affecting future population; (1) natural population change (births minus deaths) and (2) migration. Natural population change in Denton, either up or down, is not likely to be significant. Migration will depend upon a variety of factors including the following:

- Federal rural development and housing policies*, which translate into programs that encourage individuals and families to locate in rural communities like Denton. The Farm Home Administration is currently subsidizing interest costs of housing for low and moderate income that meet their standards in communities of less than 10,000 population.
- Overall county growth*, which affects growth potentials within the communities themselves. The regional planning study forecasts major growth for the county to the year 2000.
- Attractiveness of the village as a place in which to live*, could influence future decisions on housing location. Denton could offer an attractive option to those desiring a small town, semi-rural living environment.
- Local attitudes concerning future growth*, measure how receptive the village will be to new development. Most area residents favor some future growth, provided the community's traditional "village" characteristics can be maintained. According to the response from the attitude survey, the median total population favored for the year 2000 was 200-300.
- The costs of public improvements to serve new development*, influence the financial feasibility of future growth. New development will increase demands on water, sewer, and other utilities, and require extensions of other community services. The costs of providing these support services suggest a gradual rate of future growth.
- Land suitability*, determines the appropriateness of the community for new development. The recently adopted Development Goals call for new development in areas contiguous to existing development. Natural and man-made characteristics determine how suitable this land will be for new development. However, availability of these lands depends largely on individual landowner decisions.

GRAPH POPULATION TREND AND FORECAST



Projections for the future population of Denton in the year 2000 were developed in two recent studies.

--The Bureau of Business Research at the University of Nebraska, forecasts population for Nebraska counties and incorporated communities on a statewide basis in 1973. Low, medium and high figures were projected for Denton-- 275, 315, and 370 respectively for the year 2000.

--The Planning Department, assisted by Barton-Aschman Associates, Inc., prepared estimates on a countywide basis in 1974. A year 2000 population of 315 persons was estimated for Denton.

Target Population

Based upon an evaluation of factors affecting future population and the relation between current population estimate of 175 and recent population projections a year 2000 target population of 300 for Denton has been chosen.

The Plan should respond to the land-use, transportation, and community facility implications of this population, but it should also be flexible enough to accommodate minor fluctuations either above or below the target figures. If significant fluctuations do occur the target population should be revised and the Plan should be reviewed with a view toward the implications of a new target population.

NATURAL CONDITIONS

Natural conditions, including flooding, topography, soils, and natural vegetation, influence the physical form of the Denton area and the directions which future growth should take.

Flooding

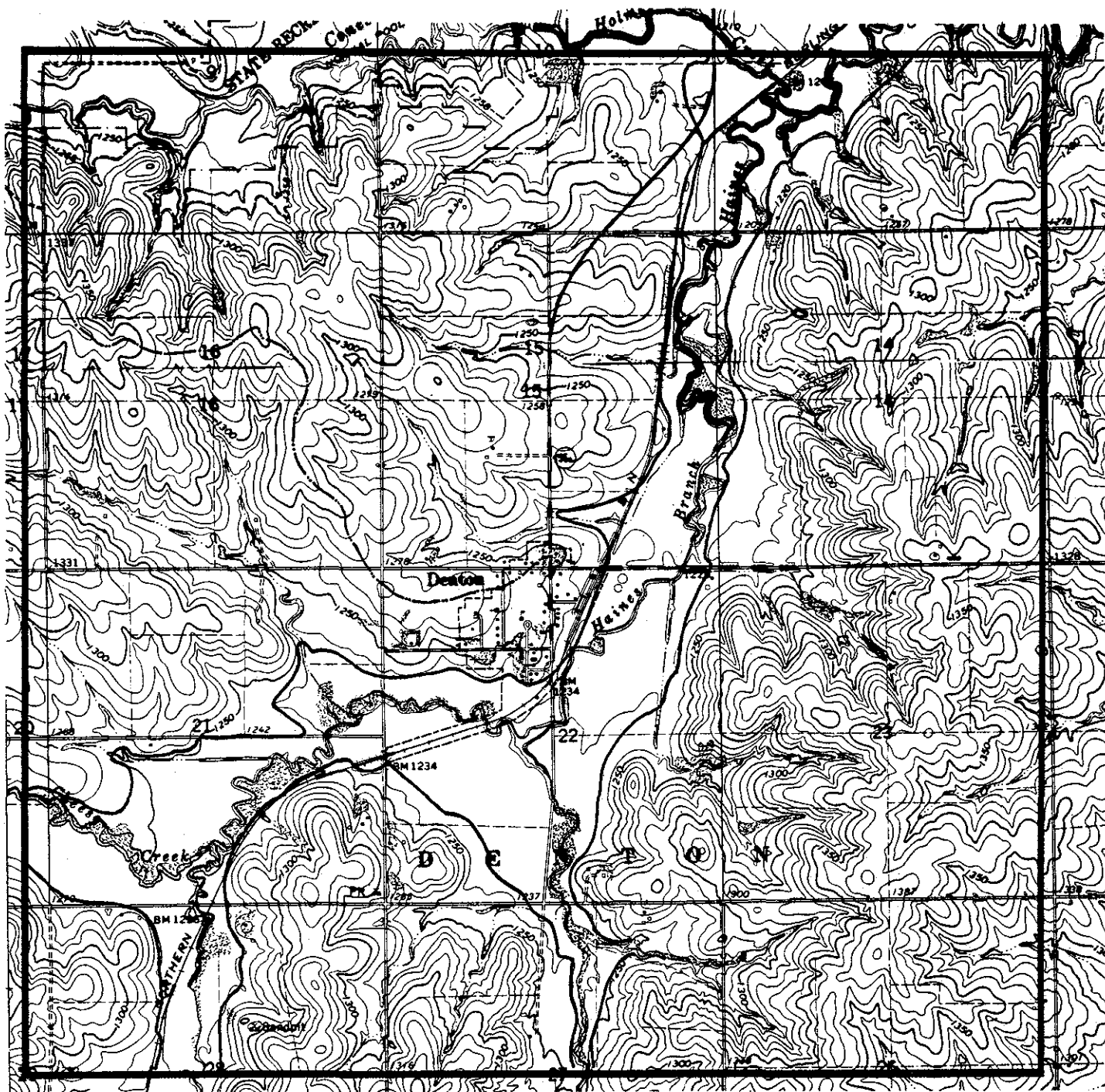
Haines Branch (of Salt Creek) flows from southwest to northeast bordering Denton on the south and east. Located down-stream and in other drainage basins, the two nearby State Lakes, north and east, have no impact upon potential flooding in Denton. Early proposals had called for an empoundment upstream from Denton on Cheese Creek -- it was never built. The Lower Platte South Natural Resource District has stated that it may initiate studies to determine the feasibility of providing an additional flood control reservoir in the vicinity of Denton.¹ The U.S. Geological Survey has prepared an outline of the area likely to be flooded by storm water once every 100 years, the 100 year flood, or as designated by the U.S. Geological Survey, the "flood prone area", and shown on Map 2.





With the enactment of the National Flood Insurance Program, federal policy has changed from one of reducing the flood hazard, which incurred considerable public costs both in the form of flood control projects and disaster relief, to a policy of discouraging development of the flood prone area. The program provides subsidized insurance to existing development in or adjacent to the flood prone area. New development in the flood area is either prohibited or must be undertaken only in a building program that incorporates extensive flood-proofing measures. With one house, the sewage lagoons and the potential for new development in the flood prone area, Denton should consider participating in the National Flood Insurance Program. Ideally, only low-intensity uses such as agriculture, open space and recreation should be designated for the flood prone area.

Topography

Topography varies in the Denton area: from the nearly level terrain of the area generally subject to flooding along Haines Branch; to the gently sloping to very steep terrain of area south and east of the flood area. Denton and the area north and west have a nearly level to gently sloping terrain.

¹ One & Six Year Plan, Lower South Platte Natural Resources District, March 1976.



-  Contour Lines (elevation above mean sea level at 10' intervals)
-  Significant Drainage Divides
-  Flood Prone Area
-  Tree Masses

Map 2

NATURAL FEATURES



Topography does not impose any specific development constraints upon development in village or to north or west (development south and east is constrained by the flood prone area.) However, an important implication of topography relates to the drainage area available for gravity flow sewer collection systems. If development occurs much further north of Denton, it will be too low in elevation to be served by simple gravity flow extension of Denton's existing sewer system.

Soils

Soils have varying capabilities for supporting different development. While test borings are required to evaluate specific building sites, generalized soil interpretations are useful in identifying potential development problems. Soil limitations including soil mapping units in the Denton area are illustrated on Map 3 and Table 2 and are briefly discussed as follows.¹

Kennebec, Colo., and Nodaway soils are not suited to community development because of the potential for flooding. These bottomland soils have been formed by a history of flooding and generally occur within the area designated as the flood prone area by the U.S. Geological Survey. These soils are best left to agriculture, wildlife and recreation. If developed, buildings and utilities should be protected from potential flooding.







Burchard and Steinauer soils over 11% slope and Sharpsburg and Steinauer soils in the Sharpsburg-Steinauer mapping unit (Rb) and Sharpsburg and Pawnee soils in the Sharpsburg-Nodaway-Pawnee mapping unit (Bp) are not well suited to community development because of steep slopes. These soils are best left natural. If developed, site planning is critical.

All other area soils are suitable for community development provided precautions are taken. All soils except Dickerson have a high or moderate shrink-swell potential causing foundations to crack if adequate reinforcing and drainage is not provided.

With the exception of Dickinson and Judson soils, found in only limited amounts, local soils present severe limitations upon the use of septic tanks because of slow

¹ Soil mapping and interpretation information are based on USDA Soil Conservation Service data. Soil surveying in Lancaster County is being accelerated with funding from the Lower Platte South Natural Resources District.



-  Eroded
-  Severely Eroded
-  Slope Over 11%
-  Flood Hazard
-  Water Body
-  Soil Symbol (see table 2)

Map 3
SOIL LIMITATIONS


0 1600 3200

 Scale in Feet NORTH

TABLE 2
SOIL CHARACTERISTICS

SYMBOL MAPPING UNIT	NAME	SLOPE ¹	LOCATION	SHRINK- SWELL POTENTIAL ²	PERMEABILITY ³
Sh	Sharpsburg	2-6%	Upland	High	Slow
Wt	Wymore	1-11%	Upland	High	Slow
Pa	Pawnee	2-7%	Upland	High	Slow
Me	Mayberry	2-7%	Upland	High	Slow
Mr	Morrill	6-11%	Upland	Moderate	Moderate- Slow
Dc	Dickerson	6-11%	Upland	Low to Very Low	Rapid
Sm	Shelby	6-11%	Upland	High	Moderate- Slow-Slow
Br	Burchard	6-15%	Upland	High	Moderate- Slow
St	Steinauer	6-30%	Upland	Moderate	Moderate- Slow
Rb	Sharpsburg- Steinauer	30-60%	Upland	(See individual soils)	
Bp	Sharpsburg- Nodaway- Pawnee	3-30%	Upland & Bottomland	(See individual soils)	
Ju/Jf	Judson	2-6%	Footslope	Moderate	Moderate
Ke/Kf	Kennebec	0-2%	Bottomland	Moderate	Moderate
Co/Cp	Colo	0-2%	Bottomland	High	Slow
Sn	Nodaway	Channelled	Bottomland	Moderate	Moderate- Slow

¹ Percent of rise over run

² Measure of displacement due to changes in moisture content of soil.

³ Rate of Transmittal of Water:

0.06 to 0.6 inches per hour considered slow

0.6 to 2.0 inches per hour considered moderate

2.0 to 20.0 inches per hour considered rapid

percolation, steep slopes, and flooding. Centralized waste water treatment for future community development should be required.¹

In terms of agricultural suitability, the most productive soils are Kennebec and Judson, followed by Colo and the more level Sharpsburg and Wymore. Soils with steep slopes, over 11%; and Nodaway soils, soils characterized by deeply cut meandering drainage courses; are not well suited to cultivation and should be left to wildlife and grazing.

Local soils are not suited to sand, gravel or topsoil material extraction operations.

Ground Water

Shallow supplies of ground water in the area are troubled with contamination, such as by nitrates. Deep supplies have problems of alkalinity. Community water supplies are in a better position to find and or treat water than individual systems.

Other Natural and Environmental Features

Significant stands of natural trees occur with few exceptions along the channel of Haines Branch. Protection of the flood prone area will also save many tree stands.

The Rosekrans Site, an archeological site, is ² located approximately one mile southwest of Denton.

DEVELOPMENT GOALS

To be effective, the Comprehensive Plan must respond to the special needs, values, and desires of local residents. The locally-prepared Community Development Goals provide this special guidance. In essence, these goals transform collective community values into operational statements which can be used as guidelines for the planning program.

The Comprehensive Plan responds to the adopted Community Development Goals, listed in Appendix 2. Specific goal statements are referred to throughout this plan document.

¹ Lancaster County Health Department limits the use of individual lagoons to building sites over three acres.

² A Survey of Historic, Architectural and Archeological Sites in the Eastern Nebraska Urban Region, July, 1971.

PART II PLAN ELEMENTS

This part consist of four chapters corresponding to the elements of the Denton Comprehensive Development Plan; Land Use, Transportation, Community Facilities and Housing. Each element should be viewed as an integral component of the overall physical development of the community and the surrounding area; each making a contribution to the quality of life of area residents.

Each chapter (or element) consists of a section describing existing conditions; a second section, discussing key planning issues to be resolved; and a third section, presenting the plan recommendations.

CHAPTER 2

LAND USE

The overall form of development within the Denton area is determined by the pattern of agricultural, residential, commercial, industrial, public, semi-public, and open space land uses. The location and extent of each of these land uses and the manner in which they are arranged and related significantly affects the quality of life within the area.

This chapter describes the existing land use pattern, discusses the more important land use issues, and presents the Land Use Plan for the year 2000.

EXISTING LAND USE

Within Denton, the village center is focused upon Lancaster Street south of Third Street. The village center contains a mixture of uses. Commercial uses include the steak house and a used appliance store in what some years ago was the grocery store, and, on the fringe of the village center, a used car lot. Public or "semi-public" land uses include the Post Office, the Legion Hall, a small playground and, on the fringe, the fire station and the village well and pump house. Also within the village center or its fringes are a number of residences.

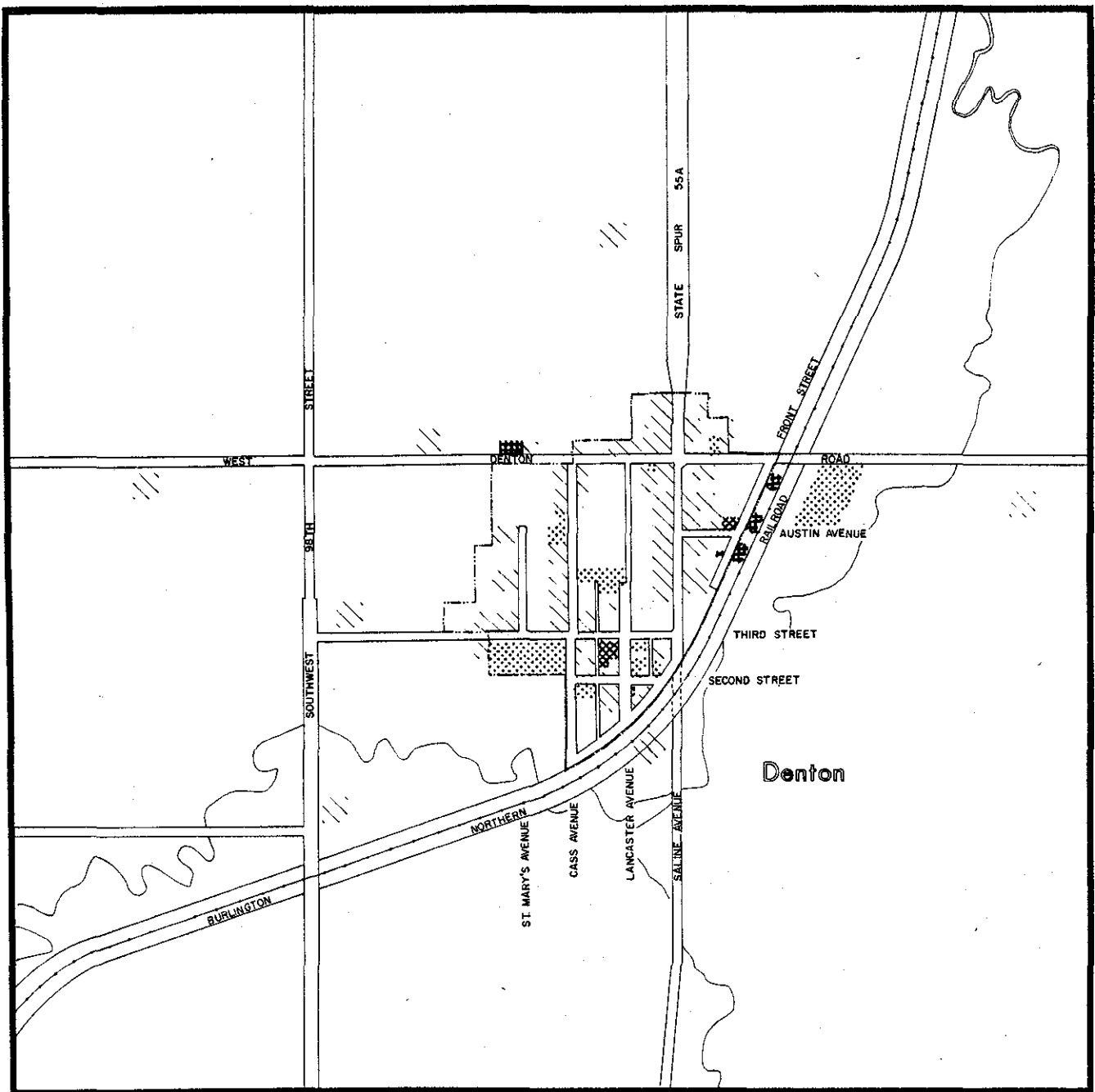
The primary housing area, is located generally north of the village center. The former school site and the present Village Hall, a public use, is centered within this residential area. Industrial land uses are located at the east edge of town.

The area surrounding Denton is used primarily for agriculture or left to open space. However, a number of rural non-farm residential acreage uses are present.

The existing pattern of land uses functions reasonably well today and provides a sound framework for the year 2000 Land Use Plan.

LAND USE ISSUES

Additional land will be needed to serve the year 2000 target populations. Table 3 lists future acreage requirements for different land-use activities. An important part of the comprehensive planning program is the designation of future development areas for each of these land uses. Land use issues include: 1) the extent of future community development, 2) the location of future residential areas, 3) the location of future mobile homes and apartments, 4) the location of additional commercial sites and expansion of the village



Agricultural & Vacant

 **Residential**

 **Commercial**

 **Industrial**

 **Public & Semi-Public**

Map 4
EXISTING LAND USE

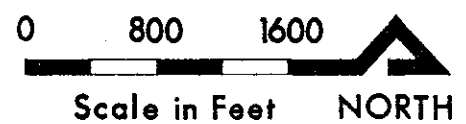


TABLE 3
LAND USE ACREAGE TRENDS AND FORECASTS

	1960	1970	1976	2000 forecast
Population	94	151	175	300
Dwelling Units (DU)	27	47	65	120
Population Per DU	3.48	3.21	2.69	2.5
Residential	6.1 Ac.	17.1 Ac.	19.3 Ac.	35.0 Ac.
Commercial	.6	.6	.6	1.0
Recreation	2.3	2.3	2.4	9.0
Other Public & Semi-Public	2.4	3.6	4.1	5.0
Industry	-	.9	.9	2.0
Railroad & Vacant RR	-	2.4	2.4	2.0
Streets & Alleys	11.9	17.4	17.4	22.0
TOTAL DEVELOPED	21.0	44.3	47.1	76.0
Vacant & Agriculture	35.3	32.6	29.8	24.0
Total	56.3	76.9	76.9	100.0

SOURCES: 1) 1960 & 1970 Populations from 1960 & 1970 Federal Census of Population
 2) 1976 Population Estimate By Local Residents in November, 1976
 3) 1960, 1970 and 1976 Land Use Acreages based upon Land Use Surveys conducted in the Spring of 1961, 1970 and 1976 by The Lincoln City-Lancaster County Planning Department

NOTE: The acreage totals include the area of the community considered the "built-up" area and not necessarily the corporate area. This area was changed between 1960 and 1970 so comparisons between 1960 figures and later years are sometimes difficult. Totals do not include the sewage lagoon.

center, 5) the reservation of industrial sites, 6) park development and open space preservation, and 7) the preservation of agricultural land.

Community Development

Community development is meant to include the type of development that typically occurs within the "built up" portion of the community--residential, commercial, industrial and certain public land uses, and excludes agricultural use and vacant or open space.

The location of future community development should be limited to areas within and adjacent to Denton that can reasonably be served by gravity flow sewer collection and areas that do not present severe building hazards, namely flooding. The adopted Community Development Goals support restricting the location of community development to areas within and adjacent to the existing community. Because of the limitation of soils upon the use of septic tanks and the limitations of individual lagoons, future community development is dependent upon the availability of community wastewater collection and treatment. Future community development in Denton is constrained by a ridge to the north and by the flood plain to the east and south as illustrated on Map 2.

Residential Development

The future housing supply in Denton should meet the expected needs of its future population -- the year 2000 target population. The Land Use Plan should identify those lands that can most reasonably be developed in housing--sufficient in area to meet the needs of the target population. According to 2000 forecast, approximately 15 additional acres of residential land, exclusive of streets, will be required to serve the target population. Besides the existing residential area, the only reasonable area for future residential development is the area west and adjacent to the existing residential area.

Special Residential Development

Often times, land use plans will not only differentiate between "use", such as between residential and industry but also between "intensity of use", such as between light and heavy industry or single family, mobile home and multiple residential. Generally no differences are perceived by area residents in terms of "intensity" except as it might apply to mobile homes.

The Attitude Survey and the Community Development goals both support limiting the location of future single-wide mobile homes to mobile home courts. The paradox is illustrated in question 19 of the survey where a majority agreed that "a 'family just starting out' should be permitted to live in a trailer or mobile home in any

residential area if that is all they can afford". Efforts to promote the sanctity of the single family house, such as restricting the location of mobile homes should recognize the impact of such action on housing opportunities of those that either prefer such housing or it's all they can afford.

The location of duplexes, townhouses, and apartments does not appear to be an issue. It may be desirable to locate apartments, particularly specialized housing for the elderly, in specific areas, say within or near the village center. However, because of minimal distances, and limited demand, no need is seen for such "special residential" areas.

Commercial Development

Owing to the location of Denton within the region and the ease of auto travel to Lincoln and Crete, little new commercial development is anticipated. Lincoln will continue to provide most retail services to village residents. However, the community should strive to attract local convenience commercial activities.

A variety of factors suggest that any new commercial development should occur within or adjacent to the village center. The village center is the site of most existing commercial businesses as well as key public facilities. Community goals state that it is the preferred location for commercial development. It has good access from regional roads as well as all parts of the village. Underutilized and vacant land parcels in the area are available for development and could accomodate new activities. Expansion of village center commercial activities should be east and south towards the rail line.

Industrial Development

Little new industrial development is anticipated. Lincoln--which has numerous attractions for prospective industries -- will continue to be the focal point for industry. The small scale industrial development anticipated could be accomodated in the "traditional" industrial area at the east edge of town along the rail line.

Industrial development should continue to focus upon this site. This is the only industrial area and its importance as an industrial area should be reinforced.

Open Space Preservation and Park Development

Stream and drainage courses, tree stands, and other natural features should be developed as parks or preserved as open space. However, many of these areas are likely to remain in private ownership. Local residents should cooperate with Lancaster County, the Natural Resources

District, and other regional agencies in park acquisition, obtaining easements, restricting community development or other actions that would assist in the protection of these natural area.

Preservation of Agricultural Lands

There is a growing awareness of the importance of agriculture in feeding a growing worldwide population, and its role in the local, regional and even national economy. The Lincoln-Lancaster County region has long supported the policy of retaining agricultural lands and has opposed unneeded and indiscriminate conversion of agricultural land to urban uses. However, increased property values and the resultant increases in taxes on farm land has made farming much less attractive. Recently passed State legislation now provides an opportunity for preferential tax treatment of agricultural lands if zoned for "exclusive" agricultural use and retained in agricultural use.

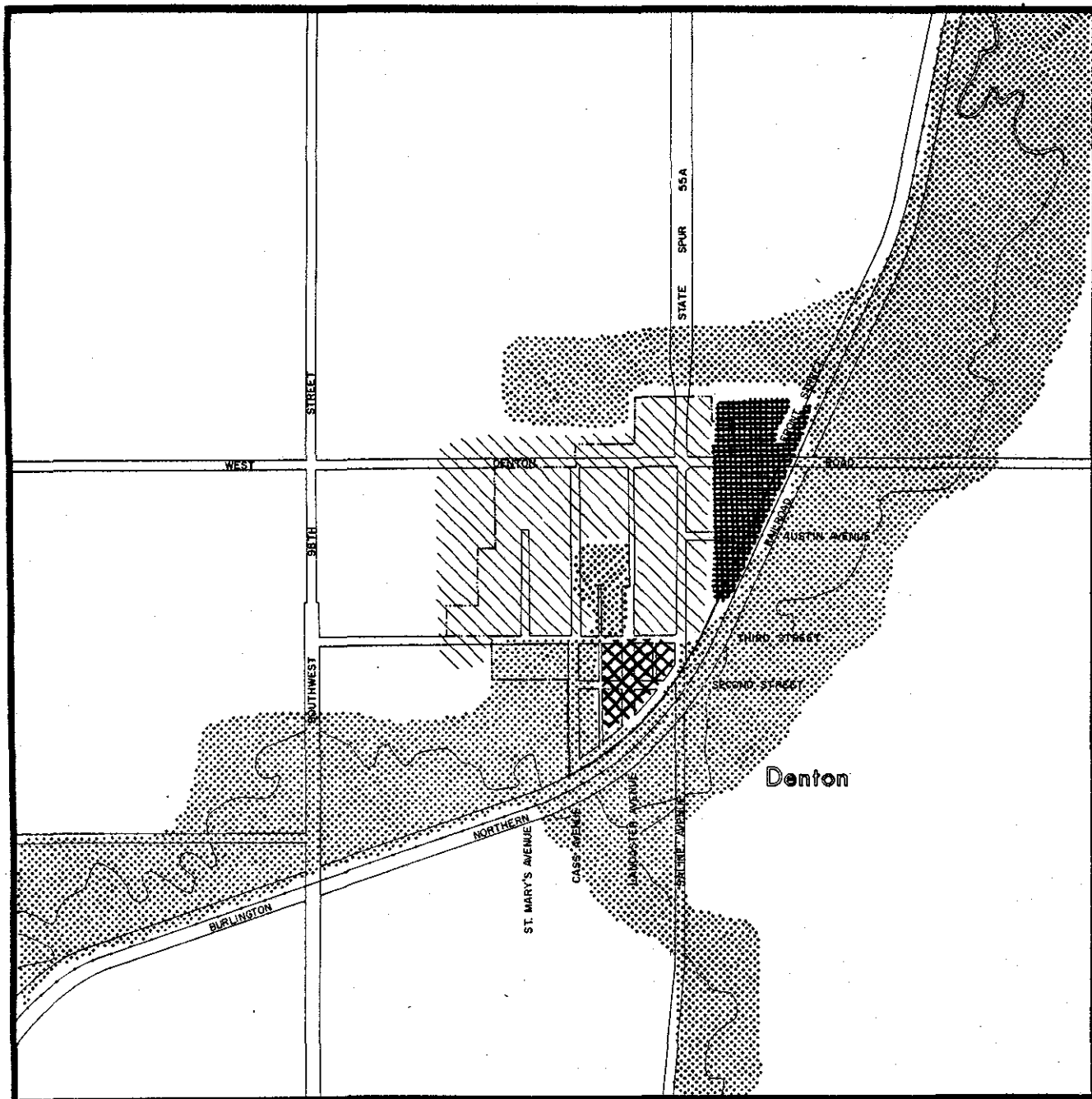
Local Development Goals also support the policy of agricultural preservation with the statements, "...maintain the rural use of the outlying rural area...". The Land Use Plan and the zoning ordinance should reflect the need for the preservation of agricultural lands. The Denton zoning ordinance, like the upcoming modifications to the County zoning regulations, will define the precise limits of any allowed rural residential areas.






Rural lands should be retained in agricultural use until needed for community expansion. The lands north and east of Denton within one mile should be reserved for eventual community development. The best means of reserving such lands would be to retain them in agricultural use until such time as they are needed for community development. If any rural non-farm development such as "residential estate", is permitted, it should be limited to the south and east side of Haines Branch, an area of some of the poorer agricultural lands in the county, and to areas consistent with areas as recommended by the Lincoln City-Lancaster County Comprehensive Regional Plan.

LAND USE PLAN

The Land Use Plan, illustrated on Map 5, indicates the recommended future use of Denton-area lands for agricultural, residential, commercial, industrial and public, parks and open land use activities. The amount of land allocated to each land use is based upon the acreages needed to serve the year 2000 target populations, as shown on Table 3. The arrangement of land uses is based on existing conditions, community attitudes and goals, and the evaluation of land use issues.

With an anticipated future population of 300 to the year 2000, future community development will generally be contained within existing community areas with some expansion west. The major existing residential area will



-  Agricultural
-  Residential
-  Commercial
-  Industrial
-  Public/Recreational/Open Space

Map 5
LAND USE PLAN



be retained. New housing will infill vacant lots within existing residential area and expand into new community area west, as services can be expanded. Future mobile homes will be permitted in any residential area so-long-as certain minimum conditions are met -- such as permanent residences located in courts with permanent foundations and temporary residents on a renewable permit basis. Industrial development will continue to occur at the east edge of town.

The village center will continue its importance as the focal point of the community with new and improved commercial, (multiple) residential and public uses. Commercial uses will continue to orient themselves along "main street" (Lancaster Avenue), expanding south and east.

A system of public parks and open land will extend through both the community and rural areas; connected together in a linear pattern along stream and drainage courses. To the extent practical the remainder of the rural area within the mile jurisdiction will be retained in agricultural use. If non-farm residential development does occur it will occur in the area east of Denton across the valley of Haines Branch.

CHAPTER 3 TRANSPORTATION

The transportation system includes both facilities and services to provide for the movement of people and goods within the community and between the community and the outside world. The system exerts a major influence upon local development opportunities and the life style of area residents.

This chapter describes existing transportation facilities and services, discusses key transportation issues and presents the year 2000 Transportation Plan.

EXISTING TRANSPORTATION

Transportation facilities consist of regional roads, "farm-to-market" county roads, trails, community streets, alleys, sidewalks, parking spaces, and the railroad lines. Specific services that might provide an alternative to automobile travel are limited.

Several paved regional roads serve Denton. West Denton Road provides paved access, east, to SW 12th Street, then north to Lincoln. State Spur 55 A provides access north to U.S. 6 and SW 98th Street south to State Highway 33. Lincoln is east on U.S. 6 and Crete is west on 33.

U.S. 6 and State Highway 33 are on the Federal Aid Primary Highway System. State Spur 55 A, Denton Road east of 55 A, Saline Avenue, Third Street and SW 98th Street are on the Federal Aid Secondary Highway System.

Denton community streets form a north-south and east-west pattern modified by the diagonal course of the rail line. Street surfacing is entirely gravel. The surface is generally wide enough for two approaching cars to pass except for Lancaster Avenue north of new Village Hall. One block of Lancaster Avenue in the village center includes curb and sufficient width for diagonal parking.

Other transportation facilities and services include the "Handi-Van" provided by the Lincoln Area Model Project on Aging (LAMP) and a scattering of older sidewalks.

TRANSPORTATION ISSUES

In general the existing streets and roads will adequately handle current and projected traffic circulation needs. However, improvement of existing community streets would be desirable and if new portions of the community develop, street extensions and new street construction will be required. The community must also consider other important transportation improvements including pedestrian and bicycle facilities and public transit service.

Street Maintenance and Planning Responsibility

Denton, as a municipality, is responsible for the maintenance of community streets within its corporate limits. County roads are the responsibility of the county. Regional roads are a combination of federal, state and local responsibility. When annexation takes place, the accompanying community streets and county roads become the maintenance responsibility of the municipality. The municipality also assumes any bonded indebtedness connected with the improvement of community streets. It is therefore important that Denton would review the location, design, construction and financing of streets and roads that ultimately might be a part of Denton.

Denton, as a village incorporated in Nebraska, is responsible for review and coordination of street planning within its entire one mile jurisdiction. Street planning includes the Transportation Plan and its implementation. Implementation is aided by the six-year road program and through the enforcement of subdivision ordinances within the one mile area.

Functional Street Classification

All streets and roads should be classified according to their intended use. Functional classification and implementation of accompanying standards can increase the efficiency of the street and road network.

The State has established "Specific Criteria" for the classification of "Rural Highways" (designated by counties) and "Municipal Streets" (designated by municipalities) as follows: 1) Interstate, 2) Expressway, 3) Major Arterial, 4) Other Arterial, 5) Collector, and 6) Local.¹ The designation of municipal streets is dependent upon the designation of the rural system by the County. (See Table 4)

TABLE 4
STREET CLASSIFICATION COMPARISON

<u>MUNICIPAL</u> ¹	<u>COUNTY</u>
Major Arterial	Major Arterial (State & Federal Highway
Other Arterial	Other Arterial/Major Collector
Collector	Minor Collector/Local
Local	Local

¹ 1-5,000 Population

¹ Procedure for Classification and Standards, the Board of Public Roads Classifications and Standards, 1974.

TABLE 5
STREET STANDARDS

	LOCAL	COLLECTOR ¹	ARTERIAL ^{1,2}
Right-of-way (feet)			
Rural (open storm drainage)	66	70	80
Urban (curb & gutter)	60	70	80
Paving Width (feet)			
Rural (open storm drainage)	22	24	24
Urban (curb & gutter)	26	36	44

¹ If on Federal, State, or County system excluding locals, those standards should apply.

² Includes both Major & Other Arterial

Future Street Design

If new areas develop, curvilinear streets, following local topography, should reduce land areas required for roadways, improve safety conditions, and result in more varied building sites. The use of "T" intersections could also improve safety conditions.

In addition, new alignments must relate to the overall street system. Certain streets must be continuous, new streets should connect with existing segments and new streets should provide for their possible extension, to avoid "land-locking" development sites. East-west circulation, either vehicular or pedestrian, is difficult. Future subdivisions between West Denton Road and Third Street should include east-west cross streets and pedestrian ways. An east-west street should form the northern boundary of the former school site or any possible park expansion at that site.

Parking Space

If a certain level of parking demand is present or anticipated and such demand will be primarily accommodated on-street, street construction should include additional paving width and curbs. In areas of potentially high parking demand; the village center, the industrial area and the former school site; a minimum of 36 feet of pavement could accommodate two slow moving lanes and two parallel parking lanes. On local residential streets a minimum of 26 feet of pavement could provide two slow traffic lanes and one parallel parking lane or one traffic lane and two parking lanes. Curbs should be included for the protection of the pavement edge in areas of potentially high or moderate parking demand; the village center, the industrial area and areas of more intensive residential development.

Off-street parking might be considered as an option or in addition to street parking. An ordinance requiring off-street parking might best serve the residential area.

Alternatives to Driving Automobiles

While the automobile has improved the mobility of the majority of Denton residents, the predominance of the automobile and dependence upon the automobile presents those unable to drive and the lower income households with a hardship. Critically needed services are no longer available in Denton, public transit is now almost non-existent, and the costs of owning and operating an automobile consume large portions of the income of lower income families.

Three strategies for supplying critically needed services to dependent people (elderly and handicapped) have been considered. There is overwhelming support of two; the continuation of programs providing "mobile services" such as the Lincoln-Lancaster County Health Department's Visiting Nurse Program and the Lincoln City Library's Mail-a-Book Program and programs providing necessary transportation such as LAMP's Handi-Van. A third strategy would include a regional program that would assist dependent people, if they desire such assistance, to move to cities such as Lincoln and Crete where services should be more readily available.

A number of actions should be taken to improve the availability of needed transportation. While problems are recognized, a local carpooling program could assist the matching of drivers and riders. The Lincoln Transportation System has offered to extend charter bus service to the rural area of Lancaster County "at cost", going to Lincoln about 10 A.M. and returning about 3 P.M. (off-peak hours), say one day a week. Denton residents believe there is insufficient demand to justify such a service just serving Denton, but think a service between Lincoln and Crete through Denton might be justified. However, there might be legal complications with such a service -- not just with the Lincoln Charter but perhaps also with State and Federal regulations.

Railroad Lines

The Burlington Northern Railroad serves Denton with approximately six trains per day estimated in 1974. It is anticipated that traffic will increase to 10 or 11 trains per day by 1980.¹ Safety at crossings with streets and sidewalks should be improved. The proposed U.S. 77 West By-Pass and the consolidation of rail crossings with grade separations should improve access and safety for travel to Lincoln.

1 Railroad Transportation Safety District

Pedestrian and Bicycle Facilities

A majority of area residents, according to the Attitude Survey, want more effort going to sidewalk construction. Denton should implement a sidewalk program that might include the mandatory construction of high priority sidewalks. An ordinance should require new development areas to include the construction of sidewalks. The width and location of any sidewalks should be standardized--a 4-foot width in most areas and perhaps wider in the village center and a specific location within the street right-of-way near the property line.

The Future Countywide Park Plan recommends creation of a park along Haines Branch connecting Conestoga Lake and Pioneers Park as a continuous park. Local residents might cooperate with the County on any proposals to develop recreational trails in the area.

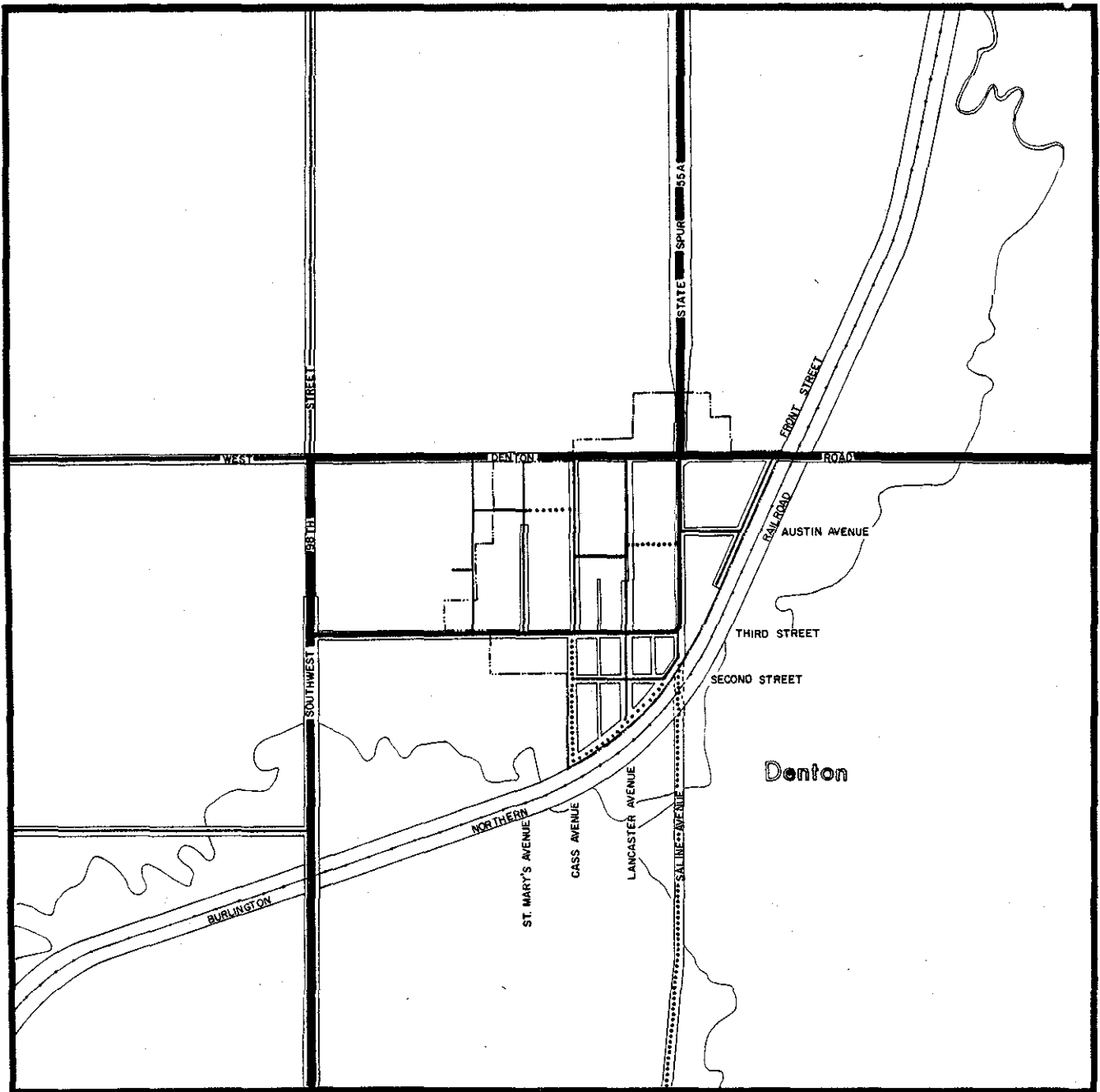
TRANSPORTATION PLAN

The Transportation Plan, illustrated on Map 6, establishes a community street system for serving existing and projected community development. It is based upon the regional traffic network and local circulation needs of the land development indicated in the Land Use Plan.

The plan designates all existing and future streets as either arterial, collector or local streets. The design and construction of streets and the public dedication of future streets will be guided by the minimum standards listed in Table 5 in previous section. *Urban* standards should apply to new subdivisions and the intention is that all streets be improved to those standards as funds become available.

New local streets will serve the new development areas and provide for improved circulation. Local streets will be developed in conjunction with plans for future land development. East-west streets and pedestrian ways will be included in new subdivisions between West Denton Road and Third Street.

In addition to the street system, other transportation improvements will be made. Street paving between existing curbs in the village center will improve its appearance. New sidewalk construction in the village center and residential areas will improve the ease and safety of pedestrian movement. Safety at railroad crossings with vehicular and pedestrian traffic will be improved. A recreational trail, developed in conjunction with new park development, and a system of pedestrian ways will be provided. Access to Lincoln and Crete will be improved by a locally initiated carpooling program and hopefully an expanded "Handi-Van" type service at regional level.



Map 6
TRANSPORTATION PLAN



CHAPTER 4 COMMUNITY FACILITIES

Community facilities and services provide the day-to-day needs of the village. They affect the health, safety and well-being of area residents and businesses. Denton provides several services directly to residents, other services are provided by outside regional or special purpose districts, such as schools and fire protection, and still others must be obtained in Lincoln, such as hospital services.

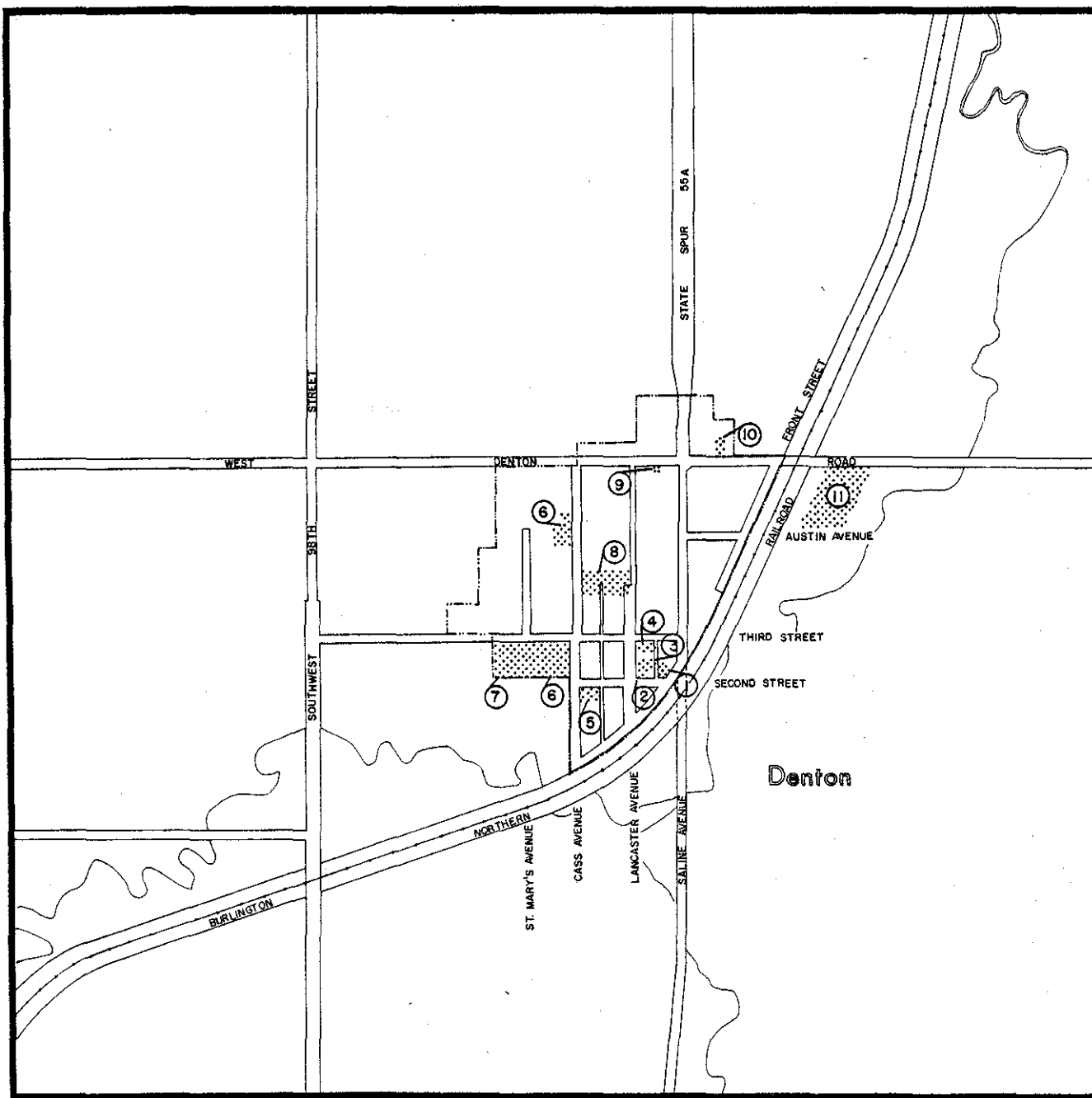
This chapter describes existing community services and facilities, discusses the community facility issues, and presents the year 2000 Community Facilities Plan.

EXISTING COMMUNITY FACILITIES

Denton operates water and waste water systems. The waste water system, established in 1965, includes 6 and 8 inch collection lines and a two cell lagoon treatment facility. The water system, established in 1972, includes a pressure tank, 6 and 4 inch distribution lines, fire hydrants and a single well.

Denton has acquired the former school in Denton. The structure is used as the village hall. The old grounds include some playground equipment. In addition, a playground is located in the village center.

Services and facilities beyond the direct control of Denton include the following: school services are provided by the Crete Consolidated School District with all facilities now located in Crete. Private door-to-door solid waste collection service is available in the Denton area by private haulers with disposal at the Lincoln landfill. Fire and rescue protection is provided by the Southwest Fire Protection District with a station located in Denton. Police protection is provided by the County Sheriff and the State Patrol. With the proposed consolidation of the County road maintenance function the future of the County maintenance garage in Denton is uncertain. Library service is provided by the Lincoln-City Library System through a variety of means. The Lincoln-Lancaster County Health Department operates a "visiting nurse" program for the rural communities.



① Fire Station

② Playground

③ Legion Hall

④ Post Office

⑤ Well & Pump House

⑥ Church

⑦ Cemetery

⑧ Former School

⑨ Telephone Switching Station

⑩ County Maintenance Building

⑪ Sewage Lagoon

Map 7
EXISTING FACILITIES



COMMUNITY FACILITIES ISSUE

Continued improvement of locally based community facilities will be needed to better meet the needs of existing and future residents of Denton. Some improvements are absolutely necessary, while others might simply be desirable.

Waste Water Service

The collection system should be adequate to serve the target population with simple gravity flow extensions to serve the growth area to the west. The lagoons are operating near capacity and immediate construction of an additional lagoon cell has been recommended.¹ Expansion of the treatment facility will certainly be needed to serve the needs of the year 2000 target population.

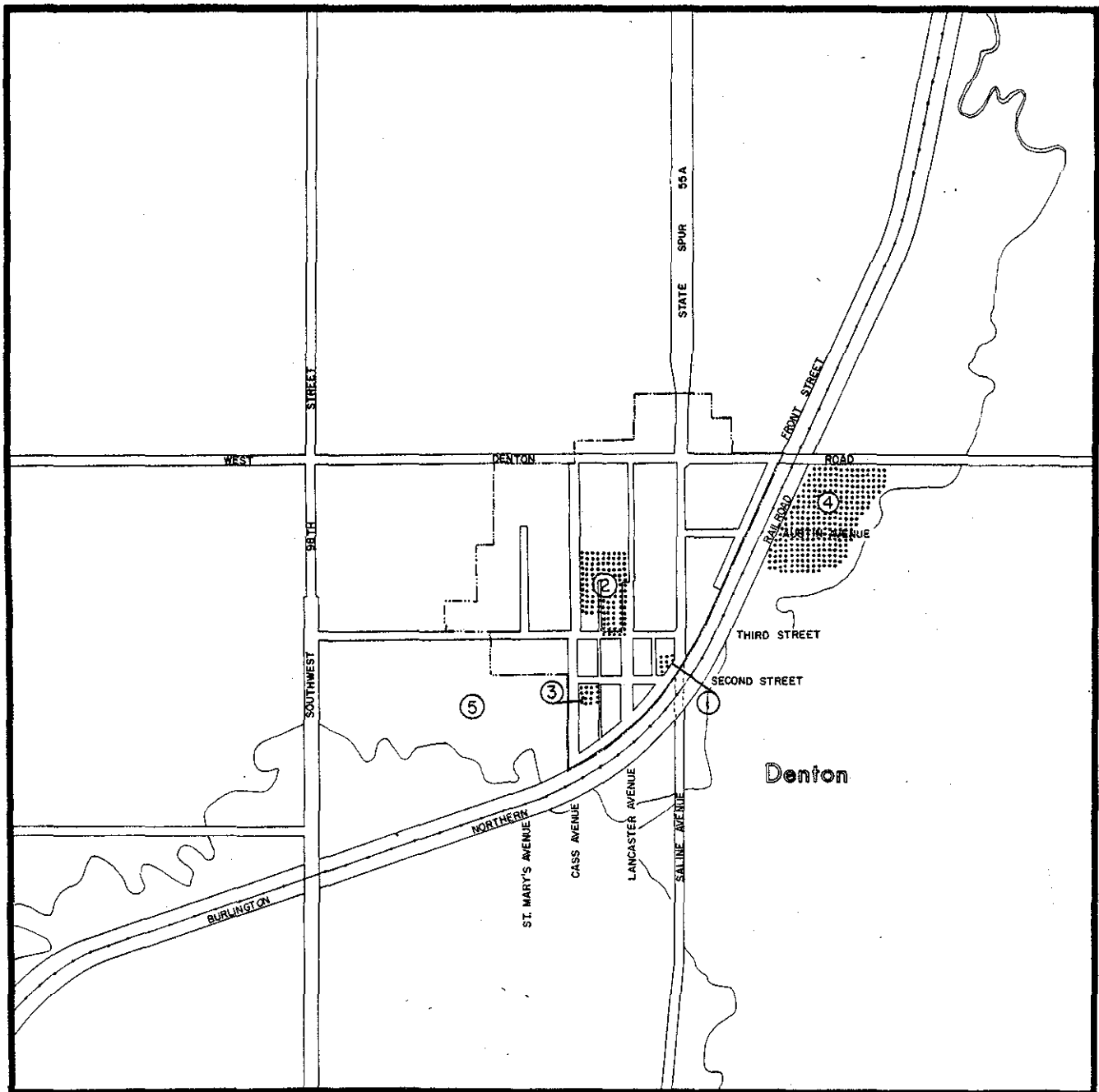
Water Service

Water from the one well was sampled for water quality, December 1973.² Water quality exceeded limits recommended as "permissible" guidelines established by the U.S. Department of Health, Education, & Welfare for total dissolved solids and manganese. The water also suffers from hardness and alkalinity. There appears no easy solution to the problem of poor water quality. When the water system was originally proposed, alternatives to a local well, included Conestoga Lake as a possible supply and a rural water district. The treatment of the local ground water supply should be considered.

The pumping capacity of the well is approximately 300 gallons per minute, sufficient capacity to meet the needs of peak day consumption but not adequately meet the needs of fire protection. An existing proposal calls for the provision for an alternative power source, in the event of an electrical power outage, such as that generated from the power take-off on the village tractor. However, with only one well there is no standby source of water if the one well was to break down or even shut down for routine maintenance. No emergency water storage, such as an elevated water storage tank, exists.

¹ Salt Creek Basin-Lincoln Metropolitan Area Water Quality Management, June 1973 and Lower Platte River Basin Water Quality Management Plan, June 1974.

² Nebraska Public Water Supply Information, Division of Environmental Engineering, Nebraska State Department of Health, March 1975.



- ① Fire Station
- ② Community & Recreation Center
- ③ Well & Pump House
- ④ Wastewater Treatment Plant
- ⑤ Future Park Site

Map 8
FACILITIES PLAN



Parks, Recreation and New Community Building

The Attitude Survey indicates that in general the most important need is for improved recreational facilities and programs. *The State Comprehensive Outdoor Recreation Plan*, (Nebraska Game and Parks Commission, 1973) recommends that rural communities maintain at least 2.5 acres of park land per 100 population.

With a year 2000 population of 300 a total park space of 7.5 acres is needed by State recommendations. The former school site and the village center playground total less than 3 acres.

The first priority for future park addition is at the site of the former school, the new community building. Expansion at this site has the advantage of consolidating the major park area with the new community building at a central location within the residential area. At this writing the vacant tract north appears committed to housing. The area south should make a more attractive park addition because of a small swale and some trees. With expansion limited to a southerly direction, including the removal of one mobile home, the park site could be expanded to about 3 acres. Even with this expansion and the retention of the village center park, total village park area would remain below generally accepted minimum acreage guidelines.

The second priority for future park addition is the area generally southwest of town along Haines Branch. A new park in this area could be large enough to meet acreage guidelines and also provide an attractive park setting. However, this area, unlike the former school site, is poorly located with respect to the residential area and lacks "visibility".

Another possibility is the small swale north of town. However it would be more practical to develop this park site concurrently with other plans to develop north of town -- sometime beyond the year 2000.

COMMUNITY FACILITIES PLAN

The Community Facilities Plan, illustrated on Map 8, indicates the recommended location and distribution of more important public facilities which will be needed to serve the target population.

Water system improvements, after the provision for an alternative power source for the well and a second well, will be directed at improving water quality. The regular flushing of water mains and the looping of dead-end mains along with the treatment of the water supply will improve water quality. The provision of elevated water storage will wait until late in the planning period.

The waste water system improvements will include expansion of the treatment facility in the same general location. Extension of water and waste water lines will be made to serve the gradual development of new growth area.

Storm water runoff will be handled in existing drainage courses and eventually in street gutter pans and limited storm sewers where necessary to avoid dips in arterial and collector streets.

Recreational improvements will focus upon the former school building and surrounding area, transforming them into a joint community and recreation center. Later, the emphasis will turn to a possible new park southwest of town.

Other community services and facilities in their present form will continue to serve the community through the planning period. The churches, education and library service, and electrical and telephone systems will not be directly impacted by the plan.

CHAPTER 5 HOUSING

Shelter is a basic need of human settlement. Area housing and housing opportunities available to area residents have important impacts upon the physical environment and the quality of life.

This chapter reviews housing and household characteristics; discusses housing issues; and outlines a strategy for improving local housing and housing opportunities, the Housing Plan.

EXISTING HOUSING

Housing within Denton is predominantly single-family. From the total housing stock of 65 dwelling units 47 are conventionally constructed single-family units, 12 are (single family) mobile homes and 6 units can be roughly defined as apartments. One three-unit apartment house is a conversion from what was originally a single-family dwelling. Two apartment units are located above the steak house and another unit is located behind the Post Office.

From 1961 to 1976, the number of dwelling units more than doubled and average household size decreased by .7 persons. Such statistics suggest a quantum improvement in housing conditions. Certainly crowding is less of a problem but the idea that a majority of the housing is less than 15 years old is a little misleading. Much of the new housing has come not from new construction but from mobile homes or old farm dwellings moved into town and an apartment house converted from an existing single family home.

TABLE 6
HOUSING TYPES

	<u>1961</u>	<u>1970</u>	<u>1976</u>
Conventional Single Family	25	45	47
Mobile Homes	2	2	12
"Apartment" Units	2	2	6
TOTAL	<u>29</u>	<u>49</u>	<u>65</u>

Source: Planning Department

HOUSING ISSUES

The discussion that follows centers upon housing problems considered more serious by residents in the Attitude Survey (see question 16 of Appendix 1). In order of seriousness, the perceived problems are (1) "cost of rents too high", (2) "deterioration of older housing", (3) "lack of available housing", (4) "household incomes too low", (5) "choice of housing types", (8) "not enough low income housing", and (9) "not enough apartment units". "Too much low income housing" generally was not considered a problem.

Costs (or Rents) Too High

If the cost of housing is too high, the question is, "compared to what?" -- the cost of housing in previous years, the cost of other goods and services, or household income. The suspicion is that "high cost" is perceived as a general problem -- the problem of increasing prices for a broad spectrum of goods and services -- inflation.

Beyond the general problem of inflation, increased costs can be attributed to the fact that Denton now supplies housing in a growing regional (Lincoln) housing market. Increased demand for housing in Denton has increased the costs and rents of available housing. Because Denton provides such a small percentage (approximately 1/10 of one percent) of the housing in Lancaster County, any reasonable increase in the local supply would have little or no impact upon its price.

The "high" costs of local housing, brought about by the forces of international inflation and a growing regional demand for housing is a fact of life that Denton is powerless to control.

Denton might be able to reduce the effective cost of housing by reducing taxes or user fees. However, from the results of the Attitude Survey, residents are demanding increases in services even if it means increased taxes or user fees. Utility costs can be minimized by encouraging infill development and not permitting community development to occur in areas that can not be served by reasonably economical extensions of the utility systems.

Incomes Too Low

As incomes and costs are only relative, perhaps Denton should pursue a strategy of increasing incomes rather than one of reducing costs per se. Lack of income is addressed in the goal statement as follows: "Recognizing that a number of housing problems are the result of a lack of income, support improvement of local household incomes particularly the lower income".

Crowding and deterioration are typical of housing problems aggravated by the demand for low cost housing by the low income. Low income households attempt to reduce their housing costs by occupying less space person (crowding) or by buying or renting depreciated housing (deterioration).

The condition of the poorest housing can be improved by increases in the incomes of the lowest income households. "Incomes" can be increased by an improved economy, resultant improvement in employment, and programs ranging from education and vocational training to housing assistance and income guarantees.

Many of such programs should be initiated, coordinated and financed at the federal, state or county level. With financial assistance from the federal government by way of Community Development Block Grant Funds, Denton could provide housing assistance or other permitted projects such as sewer and water that should benefit "people of lower and middle income". Housing assistance efforts should be coordinated at the county level.

Lack of Available Housing (or Land)

The lack of available housing or land available for new housing construction is a problem related to other problems, all caused in part by the same factor--increased demand for housing in Denton because of the growing regional housing market. Increased demand has created what appears to be a short supply. The fact is that not only have prices increased but so has the supply of housing. However, the target population indicates that Denton will remain a small town and will not provide a significant amount of housing in the regional housing market.

The future housing supply in Denton should meet the expected needs of its future population -- the year 2000 target population.

Deterioration and Poor Construction

Deterioration of older housing is addressed in a goal statement as follows: "Improve housing conditions and appearance of housing areas by rehabilitation or demolition of deteriorated structures...". Improved demand for housing will encourage private rehabilitation and the replacement of deteriorated structures with new construction and hopefully encourage quality new construction. Public action should be coordinated with private such as supplying needed public services and the adoption of needed regulations such as building codes and a housing ordinance. Community Development Funds could be used for code enforcement, rehabilitation and demolition.

Lack of Choice in Housing

Lack of choice of housing types, not enough low income housing, and not enough apartment units are related problems as perhaps are all housing problems. These problems are addressed in the following goal statement: "Recognize the general preference for the single family dwelling and the need to maintain a diversified range of housing costs or rents and housing types, including mobile homes, duplexes and small apartments, to meet the needs of varied household incomes and preferences".

The Attitude Survey reveals that 98% of the Denton area households would prefer to live in a single family house. The fact that only 72% of dwelling units in Denton are that type can be attributed to simple economics -- lack of income to fulfill desire for a conventional single family home.

Only when every household in Denton, or likely to move to Denton, is moderately wealthy will everyone desiring a single family home be able to afford one. Although certainly incomes should increase, there will be a continuing need to supply alternative housing types, not only for those that may continue to be unable to afford a single family home, but also for those that may desire an alternative or those unable to maintain a single family home, such as the elderly and handicapped.

HOUSING PLAN

Denton will continue to rely upon the private housing industry and the prevailing market forces to keep costs down, increase the supply of housing, and provide a variety of housing types at a variety of price levels. However, there are a number of actions that the Village plans to undertake to improve housing in the Denton area.

The Village will gradually open up new lands west of town for housing development and coordinate the provision of adequate public services to new and existing housing at reasonable cost. The Village will adopt whatever land use and building regulations are needed to insure existing and future residents a safe and decent living environment.

In addition, Denton will cooperate and seek the assistance of other levels of government and the appropriate agencies in an attempt to improve local income, housing opportunities, and housing conditions. The Lincoln Housing Authority will be encouraged to provide housing assistance county-wide and to include Denton. Denton will seek Federal Community Development Block Grant Funds and as required will complete a Housing Assistance Plan (HAP) itself or cooperate in a regional (county-wide) effort to complete such requirements. As part of a HAP, Denton will survey local housing conditions and needs.

PART III
CHAPTER 6
PLAN IMPLEMENTATION

The planning process in the Denton area has just begun. In many ways, formal adoption of the Comprehensive Plan is only the first step, not the last. Without continuing action to implement and update the Plan, Denton's efforts up to this point will have little lasting impact. Continuing coordination is also required to insure compatibility of the Denton Plan with planning activities of other agencies.

There are several critical requirements to effective implementation of the Plan. First, Denton should prepare certain regulatory measures, such as zoning and subdivision ordinances, which would enforce the Plan's policies and recommendations. Second, the Village should consider project scheduling devices, like the capital improvement program, which would allow implementation of the most important public improvements on a priority system, while staying within budgetary constraints. Third, local officials must insure that local residents continue to be actively involved in planning discussions and decisions. Finally, the Plan itself must be subjected to a monitoring process, and be updated periodically to continually reflect local aspirations and opportunities and the impacts of outside forces. Each of these requirements is briefly discussed below.

ZONING AND SUBDIVISION ORDINANCES

Zoning and subdivision are the most common regulatory measures used by governmental units to implement planning policies. A zoning ordinance consists of a zoning district map and supporting ordinance text. The map divides the zoning jurisdiction into a series of zoning districts, and the text describes regulations for the use of land within each of these districts, including permitted uses, lot sizes, setback, density standards, etc.

A subdivision ordinance regulates the development of raw land. Subdivision ordinances normally prescribe standards for street improvements, lot layouts, water and sewer facilities, etc. They can help ensure proper physical development and adequate public facilities within growth areas. Subdivision regulations can also ensure that the appropriate costs of public improvements within growth areas will be borne by the developer and new residents rather than by the established community.

The next step, after adoption of the plan, is the preparation, adoption and enforcement of zoning and subdivision ordinances. Denton is presently participating in a program with other rural Lancaster County municipalities in the preparation of "model" zoning and subdivision regulations. Using the model as a base, Denton should adopt and enforce its own ordinances. The use of a model will facilitate enforcement by a common building inspector among a number of villages or contracting with the Lincoln City Building Inspector. The adopted ordinances will help implement the contents and enforce the guidelines of the Denton Comprehensive Plan. Ordinances based upon the model will assist the coordination with similar activities in the region.

CAPITAL IMPROVEMENTS PROGRAM

Another potential tool for implementing the Plan is the capital improvements program, which establishes schedules and priorities for all public improvement projects within a one and five year time period.

The Planning Commission first prepares a list of all public improvements that might be required in the up-coming years, including transportation and community facility projects. Then all projects are reviewed on the basis of the Comprehensive Plan, priorities are assigned, cost estimates prepared, and potential funding sources identified.

Denton's financial resources will always be limited, and public dollars must be spent wisely. The capital improvements program would allow Denton to provide the most critical public improvements, yet stay within budget constraints. It could help avoid costly mistakes and promote maximum community benefits from all public investment.

CITIZEN INVOLVEMENT

The planning process has contributed to a healthy dialogue among residents of the community and the rural area concerning the future of the area. Wide publicity has been given to the Plan, and a number of citizens have thus far been involved in planning discussions. This active citizen involvement should become standard policy. The planning process will affect everyone, and everyone should contribute to planning decisions. It is encouraging that citizens are looking to the future instead of simply accepting existing problems. The common interest in the quality of life for this area and the needs of its citizens can lead to great achievements.

REVIEW AND REVISION

The Comprehensive Development Plan is not a static document. The planning process must be continuous. The Plan should be monitored and updated when necessary. If community attitudes change or new issues arise which are beyond the scope of the current Plan, the Plan document should be reviewed and updated. Coordination with other agencies should insure a compatibility with other planning actions which influence the Denton area. From time to time, certain changes to the Plan document will be required. The Planning Commission and Village Board should carefully review proposed changes and their implications and actively seek citizen and pertinent agency comment on such proposals. If changes are found appropriate, they should be formally added to the Plan by legal amendment. Also, at five or ten year intervals, the entire Plan document should be reviewed and if necessary modified to ensure that it continues to be an up-to-date expression of community intentions.

APPENDIX 1

DENTON ATTITUDE SURVEY

1. What is the general appearance of Denton?
 EXCELLENT 17 GOOD 30 FAIR 10 POOR
2. What is the general appearance of the business district?
 EXCELLENT 5 GOOD 19 FAIR 33 POOR
3. Are you in favor of attracting new business to Denton?
50 YES 5 NO
4. Are you in favor of attracting new industry to Denton?
33 YES 20 NO
5. Do you think parking in the business district is adequate?
51 YES 6 NO; If NO, Why _____
6. How adequate are local parks and recreation areas? (size, proper equipment and facilities, maintenance, etc.)
2 EXCELLENT 10 GOOD 26 FAIR 15 POOR
7. How well does the community provide year-round recreation programs?
1 EXCELLENT 5 GOOD 19 FAIR 28 POOR
8. How would you rank the effectiveness of the law enforcement?
 EXCELLENT 11 GOOD 18 FAIR 24 POOR
9. Are you willing to participate in community improvement programs?
48 YES 2 NO
10. What percent of your shopping would you estimate that you do in the following communities?
LINCOLN 31 MOST 11 ABOUT HALF VERY LITTLE
CRETE 4 MOST 14 ABOUT HALF 13 VERY LITTLE
OTHER MOST ABOUT HALF 11 VERY LITTLE
11. How many members of your household work outside the home?
If so, where? 8 DENTON 2 CRETE 59 DOWNTOWN LINCOLN
30 OTHER LINCOLN LOCATION 2 FARM 1 OTHER (SPECIFY) _____
12. How important do you feel each of the following items is in your choosing Denton as your home?

	<u>Very Important</u>	<u>Somewhat Important</u>	<u>Not Important</u>
a. General appearance	<u>16</u>	<u>24</u>	<u>5</u>
b. Near relatives and/or friends	<u>15</u>	<u>23</u>	<u>11</u>
c. Cost of living	<u>14</u>	<u>19</u>	<u>9</u>
d. Have always lived here	<u>14</u>	<u>10</u>	<u>19</u>
e. Close to nature	<u>20</u>	<u>21</u>	<u>5</u>
f. Close to work	<u>21</u>	<u>11</u>	<u>8</u>
g. Freedom from heavy traffic	<u>30</u>	<u>10</u>	<u>4</u>
h. Fewer governmental restrictions	<u>25</u>	<u>11</u>	<u>10</u>
i. Cleaner air	<u>32</u>	<u>14</u>	
j. Friendliness and peacefulness	<u>31</u>	<u>13</u>	
k. Taxes	<u>17</u>	<u>21</u>	<u>6</u>
l. Other (Specify)			

13. How serious do you consider each of the following problems in Denton area:

	<u>Very Important</u>	<u>Somewhat Important</u>	<u>Not Important</u>
a. Weeds	<u>32</u>	<u>16</u>	<u>2</u>
b. Dead trees	<u>28</u>	<u>13</u>	<u>7</u>
c. Solid waste disposal	<u>22</u>	<u>12</u>	<u>8</u>
d. Roadside litter	<u>30</u>	<u>17</u>	<u>1</u>
e. Deteriorating buildings	<u>27</u>	<u>20</u>	<u>1</u>
f. Unsightly vacant lots	<u>33</u>	<u>9</u>	<u>5</u>
g. Dogs running loose	<u>38</u>	<u>9</u>	<u>5</u>
h. Vandalism	<u>29</u>	<u>12</u>	<u>6</u>
i. Motorcycles	<u>26</u>	<u>12</u>	<u>12</u>
j. Mini-bikes	<u>12</u>	<u>12</u>	<u>10</u>
k. Speeding autos	<u>38</u>	<u>7</u>	<u>3</u>
l. Medical care availability	<u>27</u>	<u>10</u>	<u>7</u>
m. Other (Specify) _____	_____	_____	_____

14. Which type residence would you prefer to live in?

51 Single family house
1 Small apartment house or duplex
 _____ Large apartment house
1 Mobile home
 _____ Other (Specify) _____

15. a. What would be a desirable lot size for any new single family housing development? (width) x (depth)

1 10 13 15
 width (circle): 50, 60, 75, 100, other (specify) _____
 depth (circle): 100, 120, 150, other (specify) _____

- b. Should Denton adopt minimum lot size standards for new housing development? 16 23
36 YES 13 NO

- c. If YES, what would be an acceptable absolute minimum for new single family housing development? (width) x (depth)

11 7 15 8
 width (circle): 50, 60, 75, 100, other (specify) 80'
 depth (circle): 100, 120, 150, other (specify) _____
2 16 14

16. To what degree do you consider the following items to be housing problems in the area?

	<u>Serious</u>	<u>Moderate</u>	<u>No Problem</u>
a. Lack of available housing	<u>13</u>	<u>23</u>	<u>10</u>
b. Lack of available land	<u>8</u>	<u>20</u>	<u>17</u>
c. Choice of housing types	<u>14</u>	<u>13</u>	<u>15</u>
d. Cost or rents are too high	<u>18</u>	<u>15</u>	<u>10</u>
e. Household incomes too low	<u>8</u>	<u>23</u>	<u>9</u>
f. Poor construction quality	<u>10</u>	<u>15</u>	<u>13</u>
g. Not enough apartment units	<u>11</u>	<u>9</u>	<u>18</u>
h. Deterioration of older housing	<u>18</u>	<u>12</u>	<u>10</u>
i. Not enough low income housing	<u>13</u>	<u>8</u>	<u>20</u>
j. Too much low income housing	<u>1</u>	<u>7</u>	<u>25</u>
k. Other (Specify) _____	_____	_____	_____

17. Where do you feel future single-wide mobile homes should be located (check one)?

18 On any vacant lot (mixed with conventional homes)
38 Only in mobile home courts

18. To what degree do you favor each of the following items as desirable characteristics of residential neighborhoods?

	<u>Favor Large Amount</u>	<u>Favor Some</u>	<u>Oppose Any</u>
a. Mixture of housing types (i.e. single family, duplex, apt.)	<u>8</u>	<u>28</u>	<u>5</u>
b. Mixture of housing costs or rents	<u>7</u>	<u>28</u>	<u>5</u>
c. Mixture of income groups	<u>7</u>	<u>28</u>	<u>4</u>
d. Mixture of service uses	<u>5</u>	<u>17</u>	<u>10</u>
e. Mixture of office uses	<u>1</u>	<u>20</u>	<u>14</u>
f. Mixture of retail uses	<u>5</u>	<u>18</u>	<u>14</u>
g. Mixture of industrial uses	<u>4</u>	<u>15</u>	<u>15</u>

19. A family "just starting out" should be permitted to live in a trailer or mobile home in any residential area if that is all they can afford. 32 AGREE 23 DISAGREE

20. Below is a list of services which generally require taxes for development and maintenance. Should we spend more, less or about the same as in past years?

	<u>More</u>	<u>Less</u>	<u>Same</u>
a. Provide recreation programs	<u>31</u>		<u>17</u>
b. Building better parks	<u>25</u>	<u>4</u>	<u>13</u>
c. Improve present parks	<u>27</u>	<u>1</u>	<u>10</u>
d. Provide community recreation center	<u>28</u>	<u>4</u>	<u>11</u>
e. Eliminate community eyesores	<u>33</u>	<u>1</u>	<u>12</u>
f. Improve fire/rescue protection	<u>16</u>	<u>5</u>	<u>22</u>
g. Help finance low-income housing	<u>11</u>	<u>19</u>	<u>8</u>
h. Develop an industrial site	<u>13</u>	<u>17</u>	<u>8</u>
i. Improve sanitary sewer systems	<u>9</u>	<u>5</u>	<u>25</u>
j. Improve water systems	<u>15</u>	<u>3</u>	<u>24</u>
k. Support pollution abatement	<u>13</u>	<u>6</u>	<u>18</u>
l. Improve law enforcement	<u>32</u>	<u>1</u>	<u>14</u>
m. Pave streets	<u>29</u>	<u>7</u>	<u>10</u>
n. Maintain streets	<u>18</u>	<u>1</u>	<u>22</u>
o. Provide street lighting	<u>13</u>	<u>1</u>	<u>27</u>
p. Improve rescue protection	<u>16</u>	<u>1</u>	<u>26</u>
q. Improved garbage collection	<u>7</u>	<u>2</u>	<u>31</u>
r. Improve snow removal	<u>21</u>	<u>2</u>	<u>15</u>
s. Planting street trees	<u>23</u>	<u>8</u>	<u>14</u>
t. Bus service to Lincoln	<u>19</u>	<u>11</u>	<u>9</u>
u. Sidewalks	<u>26</u>	<u>6</u>	<u>14</u>
v. Storm drainage	<u>12</u>	<u>5</u>	<u>20</u>

21. What recreational or entertainment facilities would you like to have? Tennis court (mentioned 10 times), recreation for young (5), swimming pool (4), basketball court (4), bowling alley (2), bingo (2) over 60 club, another restaurant, gym, volleyball court, restrooms, picnic tables, purchase of schoolhouse with playground & ballpark is sufficient, and association to operate schoolhouse as community center, flowers & trees, churches and legion provide some recreation.

22. What three things should the town go to work on now to improve itself?
1st: Physical appearance (mentioned 15 times) such as clean up vacant lots & remove junk cars.
2nd: Lawlessness & law enforcement (10 times) such as vandalism by youth, speeding, town marshall & parental control over children.
3rd: Street maintenance (6) such as paving, grading & snow removal.
4th: Attract new development (5) such as grocery store & housing.
5th: Control of animals (3).
6th: Water system (2) & Planning for new development (2).
23. How many years have you lived in the Denton area? 19.5 years or less, 4 6 to 10 years, 12 11 to 20 years, 23 over 21 years
24. Do you live in Denton or the rural area surrounding Denton?
48 Denton 8 Denton area
25. Which would you rather do (check one)?
48 Remain in your present residence
4 Move to another residence in Denton area
4 Move away from Denton area
26. Do you think the people of Denton, for the most part, are friendly and hospitable towards strangers and newcomers?
43 YES 11 NO
27. What do you think the population of Denton will be 25 years from now? (population: 94 in 1960 Federal census; 151 in 1970 Federal census; current local estimate is 175.)
1 150 or less; 8 150-200, 19 200-300, 11 300-500, 7 500 or mor
28. What do you want the population of Denton to be 25 years from now?
1 150 or less, 10 150-200, 16 200-300, 9 300-500, 7 500 or mor
29. What are the approximate ages of members of your household? (indicate number in each of following are categories)
61 under 25 40 25-44 23 45-64 10 over 65
30. The proximity of Denton to a metropolitan city (Lincoln) gives rise to certain problems and opportunities. With this in mind, please express your opinions on the following questions.
- a. To what extent should Denton integrate its future with Lincoln, Lancaster County and other communities?
Predominant opinion was not to "integrate" with Lincoln. Specific comments included: "As little as possible-left city to get away from congestion and hassle" and "Cooperate fully on necessary matters but remain independent village."
- b. In what ways should Denton try to develop, exclusive of Lincoln, Lancaster County and other communities?
Predominate feeling was that Denton should expand commercial and other services to better meet area residents needs. The desire for a grocery store was mentioned, 6 times. Specific comments included: "Be unique and creative in solving problems" and "Develop to serve Denton people and surrounding areas and make it more than just another "bedroom town"."
31. Additional comments: _____

APPENDIX 2 DENTON DEVELOPMENT GOALS

PREFACE:

The following goal statements represent the collective thinking of the Denton area residents as to the direction the area should take and the kind of community Denton should become. These goals are intended to serve as a guide to decision making in individual, family, organizational, and government activities that affect the area at large.

These goals are based upon an area-wide attitude survey conducted in November, 1976. However, as attitudes change goals should be modified so they remain an up-to-date expression of area residents' wishes.

COMMUNITY AND RURAL DEVELOPMENT:

Guide future community development (residential, commercial and industrial) into desirable land use arrangements, within and adjacent to existing community and maintain the agricultural use of the outlying rural area. (Questions 15b, 17)

Residential:

Recognize the general preference for the single family dwelling and the need to maintain a diversified range of housing costs or rents and housing types, including mobile homes, duplexes and small apartments, to meet the need of varied household incomes and varied housing preferences. (Questions 14, 16c, d, g and j, 17, 18a, b, and c, and 19)

Improve housing conditions and appearance of housing areas by rehabilitation or demolition of deteriorated structures and clean up of vacant lots. (Questions 1 and 16h)

Recognizing that a number of housing problems are the result of a lack of household income, support improvement of local household income particularly the lower income. (Question 16e)

Limit future single-wide mobile homes to locations within mobile home courts. (Question 17)

Maintain a spacious and open character in residential areas. (Question 15)

Commercial services:

Attract new and varied commercial services to the Denton area; preferably with facilities located in the existing village center. (Questions 2, 3, 4 and 5)

Economic development and employment:

Maintain existing and attract new commercial and industrial businesses to Denton. (Questions 3, 4, 10 and 11)

Expand local and regional job opportunities to serve the employment needs of the local labor force. (Questions 3, 4 and 11)

Limit the location of business development so as to minimize any adverse impacts upon the community. (Question 18d, e, f, and g)

Maintain a vigorous agricultural economy.

Environment:

Improve the appearance of the community while maintaining the small town character. (Questions 1, 2, 12, 13, 20, 27, 28 and 30)

Restrict the scattering of community development from the rural area.

TRANSPORTATION:

Provide transportation facilities and programs that ensure area residents access to needed services and employment, to ensure residents' social, economic and environmental well-being, and that reinforces the desired development pattern. (Questions 10, 11, 20m, n, r, t, and u)

Community streets and rural roads:

Coordinate and promote continued improvement (paving) and maintenance of all necessary streets and roads. (Question 20m, n and r)

Public transit:

Support and encourage the provision of transit service between Denton and service and employment centers (Lincoln and Crete). (Question 20t)

Pedestrian:

Provide a system of well-maintained sidewalks or walkways to enable safe and convenient pedestrian movement. (Question 20u)

Traffic safety:

Minimize pedestrian, vehicular and rail traffic conflicts.

COMMUNITY SERVICES:

Ensure the adequate provision of community services and facilities and guide community development through the planned extension of community services and facilities. (Question 20)

Utility service:

Provide that all community residents and community development are served with adequate water and sanitary sewer storm drainage, electrical and telephone systems and solid waste collection and disposal services. (Question 20)

Refuse extension of utilities to proposed development in areas not appropriate for community development.

Protection services:

Promote the adequate police, fire and rescue protection. (Question 20f, and 1)

Education:

Promote the availability of effective educational and vocational programs for all ages.

Parks and recreation:

Provide a local park system including both facilities and programs to meet the recreational and leisure needs of area residents. (Question 20a, b, c and d, and 22)

Social and human:

Promote social, cultural, health and human services and activities.

Communication:

Improve public information and understanding.

Cooperation:

Seek inter-governmental and agency cooperation in the provision of specific services that the local community cannot support independently; such as educational, library and health services. (Question 30)