

CAIRO

COMPREHENSIVE PLAN

COMPLETED SEPTEMBER 2021



RURAL PLANNING

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INTRODUCTION

RESPONSIBILITY TO PLAN

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

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

AUTHORITY TO PLAN

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

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

A Public Hearing regarding the recommendation of this Comprehensive Plan as held by the Hall County Planning Commission on this date in 2021: **October 6, 2021.**

The Hall County Planning Commission recommended adoption of this Comprehensive Plan on this date in 2021: **October 6, 2021.**

A Public Hearing regarding the adoption of this Comprehensive Plan was held by the Cairo Village Board of Trustees on this date in 2021: **November 9, 2021.**

By approving Ordinance No: 485 the Cairo Village Board of Trustees adopted this Comprehensive Plan on this date in 2021: **November 9, 2021.**

BUILDING THE PLAN

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

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

The comprehensive development plan shall, among other possible elements, include:

1. A **land-use element** which designates the proposed general distributions, general location, and extent of the uses of land for agriculture, housing, commerce, industry, recreation, education, public buildings and lands, and other categories of public and private use of land.
2. The general location, character, and extent of existing and proposed major roads, streets, and highways, and air and other **transportation routes and facilities**.
3. The general location, type, capacity, and area served of **present and projected or needed community facilities** including recreation facilities, schools, libraries, other public buildings, and public utilities and services.
4. When next amended after January 1, 1995, an identification of sanitary and improvement districts, subdivisions, industrial tracts, commercial tracts, and other discrete developed areas which are or in the future may be **appropriate subjects for annexation** and (b) a general review of the standards and qualifications that should be met to enable the municipality to undertake annexation of such areas. Failure of the plan to identify subjects for annexation or to set out standards or qualifications for annexation shall not serve as the basis for any challenge to the validity of an annexation ordinance.

JURISDICTION OF THE PLAN

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

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

MAP 1.1 on the following page displays Cairo's corporate boundary and zoning jurisdiction.

[illegible]

PUBLIC INPUT

In preparation for the update of the comprehensive plan, members of the Cairo community were invited throughout the planning process to provide input into the plan.

Invitation: Community stakeholders were defined as any resident that had a rich history in the village and/or residents or businesses that had a vested interest in the future success of Cairo. Stakeholders were invited through a formal letter explaining the process and asking for their participation.

October 19, 2020



Dear (name of stakeholder inserted),

Earlier this year, the City of Cairo partnered with Bobbi Pettit of FIVE RULE Rural Planning (FIVE RULE) and Lisa Tschauner with the University of Nebraska Center for Entrepreneurship and Rural Development (CERD).

The purpose of the partnership is to update the City's Comprehensive Plan (Plan). The Plan is a document that communicates the Cairo community's vision for growth and development over the next decade. The Plan is most known for its connection to the City's development regulations which include: Property Maintenance, Zoning, and Subdivision Regulations. The Plan will be the basis for these types of land use decisions made by the Village Board through its enactment of its codes and regulations.

In addition to completing the Plan, the City will also be working with Bobbi and Lisa to complete a Housing Study (Study). The Study will be an important resource for planning future housing developments and pursuing grant funds and programs that will assist with developing more affordable housing options in Cairo.

To be accurate and unique to the Village of Cairo, the Plan and the Study will require a significant amount of public input. The first step to collecting this public input is the completion of as many conversations as possible with local stakeholders. The definition of a stakeholder is any community member that has a vested interest in seeing Cairo remain a strong community in the future.

We have made our best efforts to identify a wide array of stakeholders that can provide an accurate representation of the community. You are receiving this letter as you have been identified as a community stakeholder. We will be contacting you to ask you to donate your time by attending a focus group conversation or individual interview regarding your 10-year vision for the Cairo community.

We plan to hold the interviews in person on **November 5th and 6th in Cairo** and we will adhere to current health department standards and guidance regarding gatherings.

If you know already that you would like to participate, we welcome your phone call or email at 308-785-0113 or jess@fiveruleplanning.com. Also, if you know that you would not like to participate or would like to participate but only with a phone or virtual interview, we also welcome your call or email message ahead of time. Otherwise, you can ***expect our call during the weeks of October 26 and November 2.***

Thank you for your time. If you have any questions, suggestions, or would like to recommend any other community member/s that you believe needs to be included, please do not hesitate to contact us at any time. We look forward to meeting you!

Sincerely,

Bobbi Pettit

BOBBI PETTIT, AICP 2123 CENTRAL AVE. STE D KEARNEY, NE 308.224.4653 BOBBI@FIVERULEPLANNING.COM

Interviews: Lisa Tschauner and Aliese Hoffman [University of Nebraska Center for Entrepreneurship and Rural Development (CERD)] facilitated four focus groups with 25 stakeholders and completed an additional 9 individual interviews with stakeholders.

A total of 34 stakeholders participated in either a focus group session or individual interviews. The focus groups and interviews were held at the Vault Coffee Shop, Western National Bank, or by phone and were completed November 5, 11, and 13, 2020.

Survey: A community survey was created based upon the input collected during the individual/focus group interviews. A total of 148 participants completed the community survey. When appropriate, some of the survey results are referred to throughout this plan, the full survey results are included within the Plan's Appendix.



BOBBI PETTIT, AICP
2123 Central Ave., Suite D
Kearney, NE 68847

VILLAGE OF CAIRO

**FUTURE LAND USE PLAN
& HOUSING STUDY
COMMUNITY WIDE SURVEY**

SURVEY EXTENDED THROUGH MARCH 22



VILLAGE OF CAIRO
PART OF THE PASTURE



VILLAGE OF CAIRO
PART OF THE PASTURE

COMMUNITY WIDE SURVEY

YOUR INPUT IS NEEDED TO HELP THE CAIRO COMMUNITY PLAN THE
NEXT TEN YEARS

VISIT

plancairo2030.com

OR



TO GIVE US YOUR VALUABLE INPUT

*Hard copies with postage paid return envelopes can be picked up at:
THE VAULT, VILLAGE OFFICE, OR THE GATHERING PLACE*

SURVEY EXTENDED THROUGH MARCH 22

The Village of Cairo can support tourism in the area by doing these TOP THREE THINGS: (please only select three)

- ☐ Hire or contract a visitation/marketing director
- ☐ Offer more community events
- ☐ Offer more sports and recreation
- ☐ Do a bigger marketing campaign for Junk Jaunt
- ☐ Help businesses in downtown thrive
- ☐ Have better signage and way-finding tools
- ☐ Other: _____

Please indicate your support for an expansion and up-grade to the Community Center: (check all that apply)

- ☐ I support the Village in applying for Civic & Community Center Financing Fund (CCCCF).
- ☐ I support matching funds for the CCCCFF through an additional sales tax.
- ☐ I support matching funds for the CCCCFF through private fundraising.
- ☐ I do not support this initiative.
- ☐ I might support, but would like to learn more.

Centura Public Schools recently added vocational training for existing students including welding, woodshop and small engines. Please select the top THREE additional vocational programs offered to existing Centura students that would add value to the Cairo community.

- ☐ Machine tool
- ☐ Architectural drafting
- ☐ Computer drafting and design
- ☐ Residential construction
- ☐ Robotics
- ☐ Heating and air conditioning
- ☐ Electrical
- ☐ Auto mechanics
- ☐ Other: _____

What comments or suggestions do you have regarding the Village of Cairo?

Thank you for your response. Your input is important and valuable to this study.

If you have any questions or concerns regarding the housing study, comprehensive plan, or this questionnaire, please contact Lisa Tschauner at UNK:
tschaunerle@unk.edu or (308) 865-8135.



RURAL PLANNING

The Village of Cairo has partnered with Five Rule Rural Planning to conduct a housing study and gather community input. Please complete this survey to share your opinions. You must be 19 years or older old to complete. Seal the completed survey in the prepaid envelope provided and drop in the nearest USPS drop box or deliver to the Cairo Community Foundation Office. Your participation in this survey is voluntary and all responses are anonymous and confidential.

Research conducted in partnership with:



GENERAL INFORMATION

Age:

- ☐ Under 19
- ☐ 19-24
- ☐ 25-34
- ☐ 35-44
- ☐ 45-54
- ☐ 55-64
- ☐ 65-74
- ☐ 75+

Gender:

- ☐ Male
- ☐ Female
- ☐ Choose not to answer

Annual Household Income:

(combined income of all people residing in your home)

- ☐ Less than \$25,000
- ☐ \$25,000 - \$49,999
- ☐ \$50,000 - \$74,999
- ☐ \$75,000 - \$99,999
- ☐ \$100,000 - \$124,999
- ☐ \$125,000 - \$149,999
- ☐ \$150,000 - \$199,999
- ☐ \$200,000 - \$249,999
- ☐ \$250,000+

How long have you lived in the Cairo area?

- ☐ Less than one year
- ☐ 1-2 years
- ☐ 3-4 years
- ☐ 5-10 years
- ☐ 11-15 years
- ☐ 16-24 years
- ☐ 25+ years
- ☐ I don't live in the Cairo area

Where do you live?

- ☐ Cairo
- ☐ Rural/Country
- ☐ 1-5 miles outside of town
- ☐ Other: _____

Do you own or rent residential property as your primary dwelling?

- ☐ Own
- ☐ Rent

Value of home: _____ Monthly Rent: _____

(the estimated price your home would sell for in Cairo)



Be sure to completely answer each question for the survey response to be valid.

Please fill in circles like this: ● Not like this: 9 X 9

WORK INFORMATION

Do you work in Cairo?

☐ YES (skip next question) ☐ NO

If NO, how far is your commute to work?

- ☐ 1-5 miles ☐ 26-40 miles
☐ 6-15 miles ☐ 41+ miles
☐ 16-25 miles ☐ Work from home
☐ I don't work a job outside of the home
(i.e. unemployed, retired, stay-at-home parent)

Tell us of your primary work status?

- ☐ Full-time (32-50 hours per week) working for an organization
☐ Part-time (15-31 hours per week) working for an organization
☐ Independent contractor working onsite for client or customer
☐ I am remote, working full-time (32-50 hours/week) from home
☐ I am remote, working part-time (15-31 hours/week) from home
☐ I am contractor/consultant working from my home in Cairo
☐ Other: _____

HOUSING INFORMATION

Please rate the following options on how adequate these options are to support a sustainable community in Cairo. (circle)

HOUSING OPTIONS	0 = No Opinion	1 = POOR	2 = FAIR	3 = GOOD	4 = EXCELLENT
Selection of apartments/condos for rent	0	1	2	3	4
Selection of houses to rent	0	1	2	3	4
Selection of starter homes to purchase (\$100-\$150K)	0	1	2	3	4
Selection of homes to purchase for expansion or upgrade (\$150K+)	0	1	2	3	4
Selection of lots or land to build a home	0	1	2	3	4
Selection of housing for retired or aging population	0	1	2	3	4
Diversity of neighborhoods for development (differing sizes, market price and styles of homes)	0	1	2	3	4

Are you satisfied with the housing that is affordable to people of average means in Cairo?

(Average means = approximately \$56K household per year)

QUALITY

☐ YES
☐ NO

QUANTITY

☐ YES
☐ NO

Please rank the following changes in the order that will create the most positive impact to the housing in Cairo: 1 = most positive

- ____ Better code enforcement (property maintenance, nuisance issues)
____ More construction of multi-unit housing (apartments, condos)
____ Update older housing units
____ New housing construction inside of established neighborhoods
____ New housing developments or subdivisions
____ More housing options for pre-retirement or newly retired seniors
____ Better government programs (HUD) for low-income

____ Other: _____

Would you recommend Cairo to a:

NEW RESIDENT

☐ YES
☐ NO (please explain on back)

NEW BUSINESS

☐ YES
☐ NO (please explain on back)

HOUSING INFORMATION (con't)

Select the incentive programs below that are necessary to encourage housing upgrades in Cairo: (check all that apply)

- ☐ No or low interest loan assistance
☐ Forgivable loans or grants
☐ Tax credits for upgraded property
☐ Other: _____
☐ I don't think incentives should be offered in Cairo

Select the incentive programs below that are necessary to encourage new construction in Cairo: (check all that apply)

- ☐ No or low interest loan assistance
☐ Forgivable loans or grants
☐ Infrastructure assistance (i.e. water, sewer, electricity and streets)
☐ Free or low cost lots/land
☐ Tax incentives
☐ Other: _____
☐ I don't think incentives should be offered in Cairo

ADDITIONAL INFORMATION

Please rate the following on how satisfied you are with each element in general based on your residential location. (circle)

COMMUNITY APPEARANCE	0 = No Opinion	1 = Least Satisfied	4 = Most Satisfied
Community as a whole	0	1	2 3 4
The highways or main entrance(s) to town	0	1	2 3 4
The residential areas	0	1	2 3 4
Downtown business district	0	1	2 3 4
Parks & recreational areas	0	1	2 3 4
Industrial park	0	1	2 3 4
Golf course	0	1	2 3 4
Vacant Properties	0	1	2 3 4

Select the top three reasons you currently live in Cairo:

- ☐ Grew up in Cairo ☐ Access to highways/Interstate
☐ Job brought me to Cairo ☐ Retired
☐ I have family in Cairo ☐ Proximity to Grand Island
☐ Affordable housing ☐ Quality of schools
☐ Safe community ☐ Quality of healthcare
☐ Centrally located ☐ New Hope School
☐ Small-town atmosphere ☐ Centura High School
☐ OTHER: _____

Please rank the following in the order to create the most positive impact for existing and new citizens to Cairo: 1 = most positive

- ____ Additional options for daycare
____ More restaurants/fast food establishments
____ Alternative energy available (i.e. wind, solar)
____ Better emergency services
____ Walkway over railroad tracks
____ Adding hike/bike trails
____ Improvements to swimming pool
____ Addition of splashpad to city park
____ Renovations to the Community Center
____ More retail and grocery shopping businesses
____ More industrial businesses
____ More entertainment or recreational activities
____ Stronger community and civic leadership
____ Other: _____

Future Land Use (FLU) Map Open House: Upon completion of the community survey, a proposed Future Land Use Map was drafted and presented to community members in June 2021. Roughly 20 people attended the event. Attendants consisted of residents living in and around Cairo, residents living in the one-mile zoning jurisdiction, and individuals that own land within the village's zoning jurisdiction. Attendees were given the opportunity to view the FLU Map, ask questions, and give feedback. The final FLU Map resulted from the public input received at this event.

JOIN US!

The Cairo Village Board has partnered with FIVE RULE to prepare an updated comprehensive plan that will involve the adoption of a Future Land Use (FLU) Map for the entire Cairo zoning jurisdiction.

- The proposed FLU map will be on display for public viewing and comment at the Picnic Shelter at the Pool Park on **Wednesday June 9 from 4 pm to 7 pm.**
- Residents and landowners are invited to view and comment on the proposed FLU map during this time.
- Members of the Consultant Team from FIVE RULE will be available to explain the proposed FLU map and answer questions.
- A formal presentation of the proposed FLU Map will also be provided from 5:30-6:00 PM that evening.

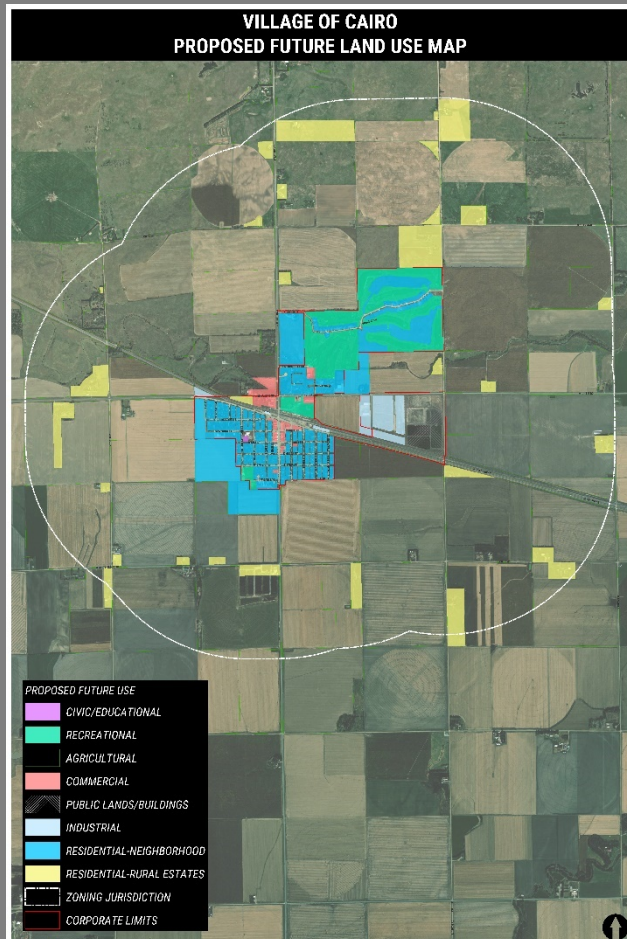
WHAT IS THE FUTURE LAND USE MAP?

In June of 2020, the Cairo Village Board contracted with FIVE RULE Rural Planning to update the Village Comprehensive Plan (Plan). The Plan guides the Board's land use decisions over the next 10 years.

The map on the back of this flyer is the Village's **Existing Land Use (ELU) Map**. The comprehensive plan process consists of the Board considering what attributes of the ELU that map should change and what should remain the same over the next 10 years. The Board makes these considerations with input from the Community and guidance from the Hall County Joint Planning Commission.

Those land use decisions are then represented on a second map, named the **Future Land Use (FLU) Map**. **The FLU Map is the most important decision making page within the Comprehensive Plan.**

The Comprehensive Plan serves as baseline guidance for land use decisions while the Zoning Regulations are the local law regulating property development within the Village of Cairo and its one-mile zoning jurisdiction. The Zoning Map should reflect the Future Land Use Map. The FLU Map is not the same as the Zoning Map; however, it will guide the Board's zoning decisions.



DECISION TO PLAN

By creating and adopting this Comprehensive Plan, the Cairo Village Board of Trustees is choosing to actively plan, work toward, and create a healthy community that protects the legacy of past residents, creates a thriving community for current residents and preserves the natural and built environment for future residents.

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

~Warren Buffett

DOCUMENTED ECONOMIC AND DEMOGRAPHIC PROJECTIONS

GRAND ISLAND MSA

The main source of demographic and economic information guiding this plan is the U.S. Census Bureau.

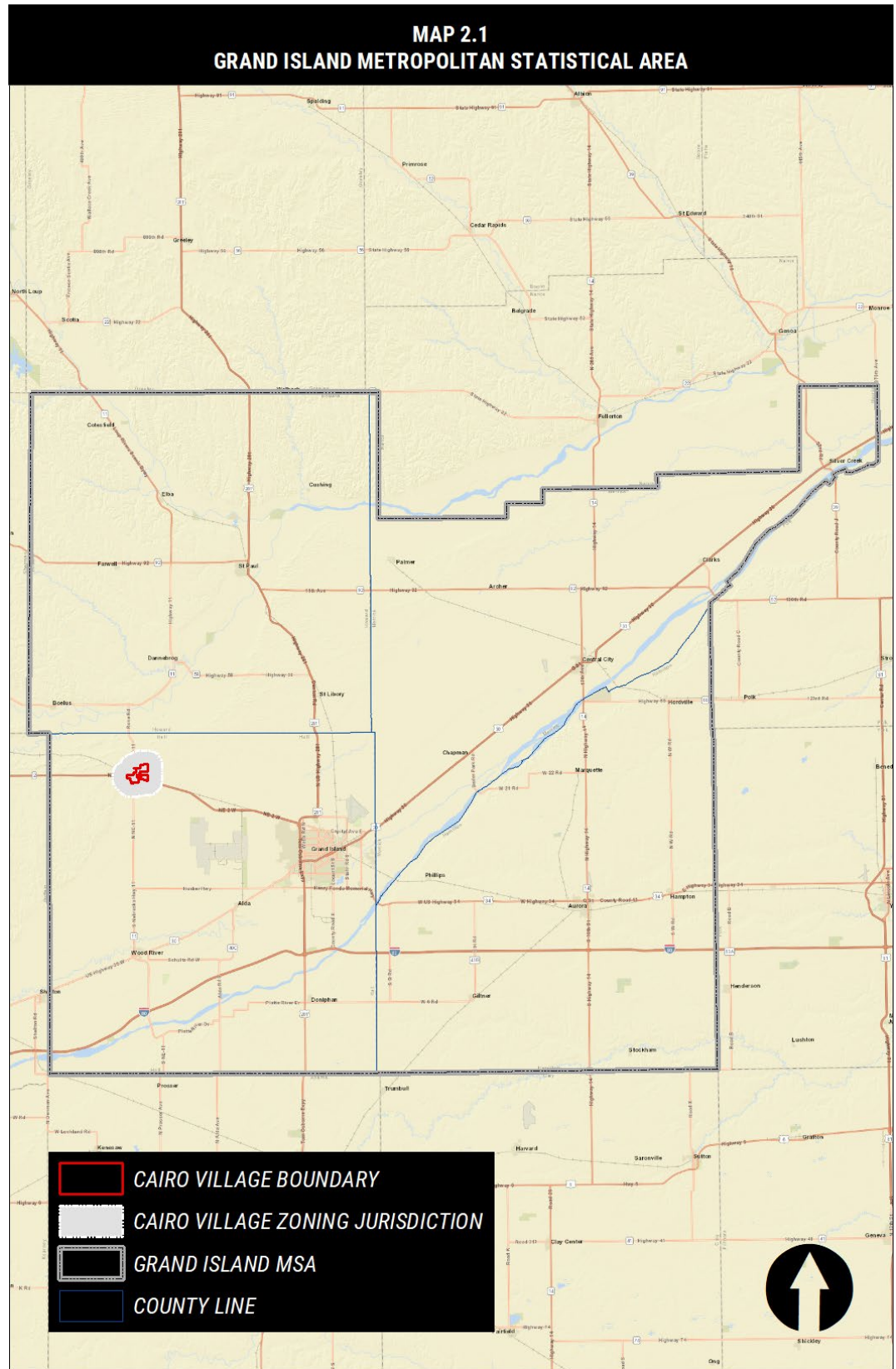
Cairo is located within the Grand Island Metropolitan Statistical Area (GI MSA).

The GI MSA is shown in Map 2.1 and includes Hall, Hamilton, Howard, and Merrick Counties.

Growth trends for similar communities provide insight as to how Cairo is growing when compared to other municipalities in the MSA with similar populations and commute times to Grand Island, which is the major city and economic driver of the region.

Municipalities that are compared to Cairo are listed below.

1. Central City
2. Wood River
3. St. Paul.



DEMOGRAPHIC CHARACTERISTICS

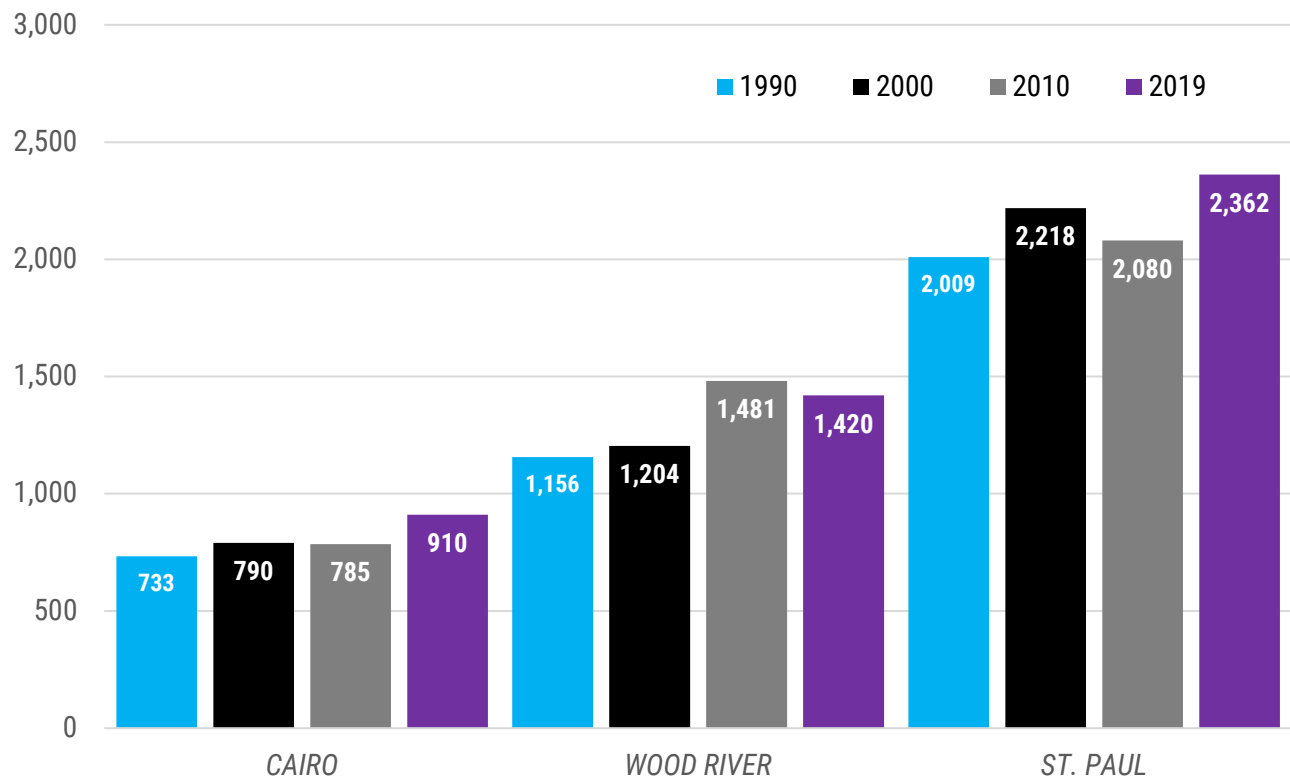
Most current population estimate: The Existing Land Use Inventory (ELUI) was completed as part of the planning process and involved identifying the use, condition, and status of every structure within the Village of Cairo. The ELUI counted a total of 357 occupied housing units. Based on ACS data, the average household size in Cairo in 2019 was 2.55. Utilizing this method of estimating Cairo's most current population, the village's total population is 910 persons.

The City of Grand Island and the entire MSA has experienced steady growth over the past three decades. This growth can be seen in the population counts of Cairo and its comparable communities, which have all reported population growth since 1990.

	1990	2000	ANNUAL GROWTH RATE, 90-00	2010	ANNUAL GROWTH RATE, 00-10	2019	ANNUAL GROWTH RATE, 10-18
CENTRAL CITY	2,868	2,998	0.45%	2,900	-0.33%	2,903	0.01%
ST. PAUL	2,009	2,218	1.04%	2,080	-0.62%	2,362	1.36%
WOOD RIVER	1,156	1,204	0.42%	1,481	2.30%	1,420	-0.41%
CAIRO	733	790	0.78%	785	-0.06%	910	1.59%

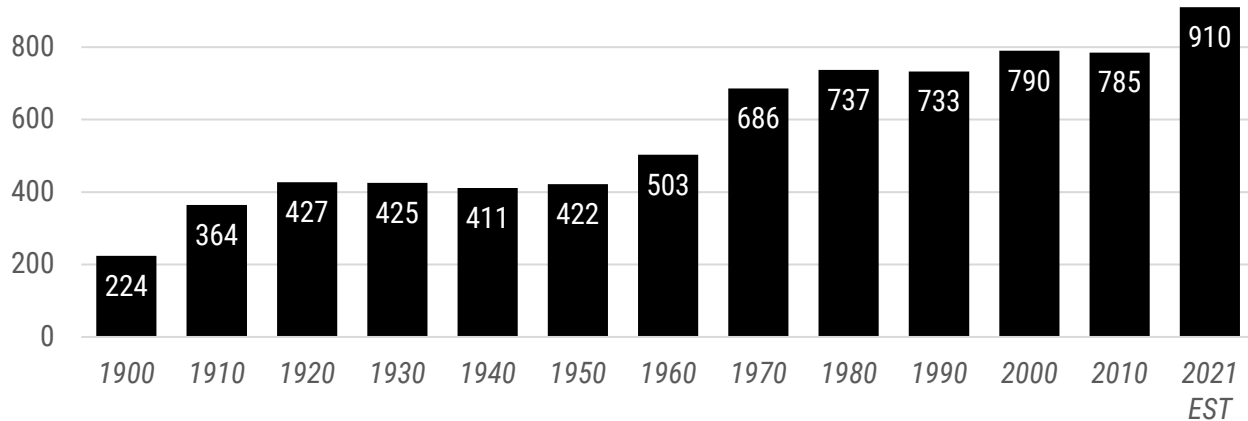
SOURCE: 1990, 2000, 2010 DECENNIAL CENSUS, 2019 AMERICAN COMMUNITY SURVEY (ACS)

CHART 2.1 GRAND ISLAND MSA COMMUNITIES, POPULATION TRENDS



The village has experienced a steady increase in population for over a century. The Census did report that the village saw a dip in population in the 1980s and the early 2000s; however, these decreases were slight, with a loss of less than 10 residents reported. Over time, the population has continued to consistently rise. According to the population estimate created by the ELUI, Cairo is at its highest point. The 2020 Decennial Census will most likely document that Cairo is at its highest population yet as well.

CHART 2.2 HISTORICAL POPULATION GROWTH, CAIRO



Families are defined by the U.S. Census as a group of two or more people related by marriage or adoption residing together. **Households** are defined as all people who occupy a housing unit.

CHART 2.3 CHANGE IN AVERAGE FAMILY AND HOUSEHOLD SIZE

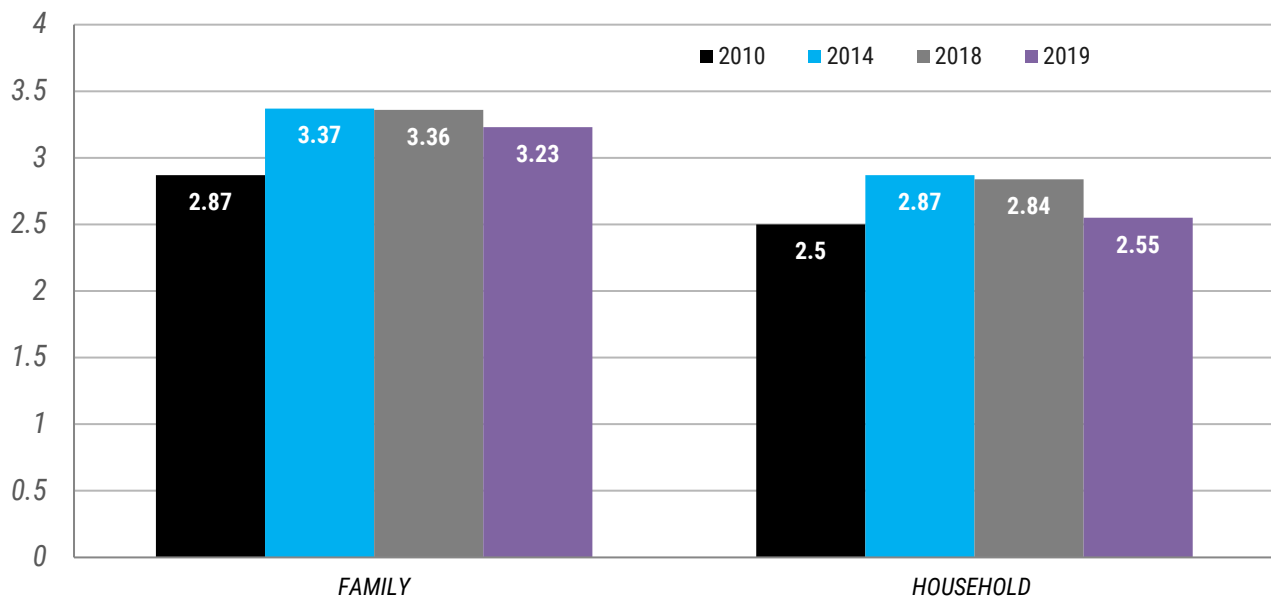
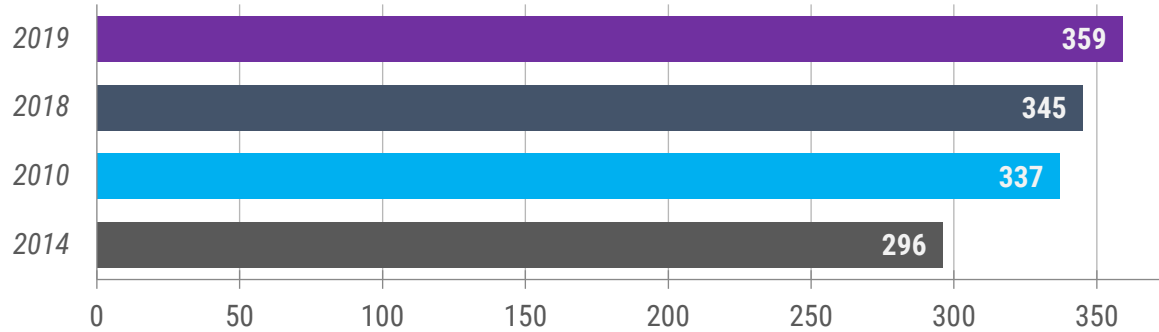


CHART 2.4 NUMBER OF HOUSEHOLDS, CAIRO

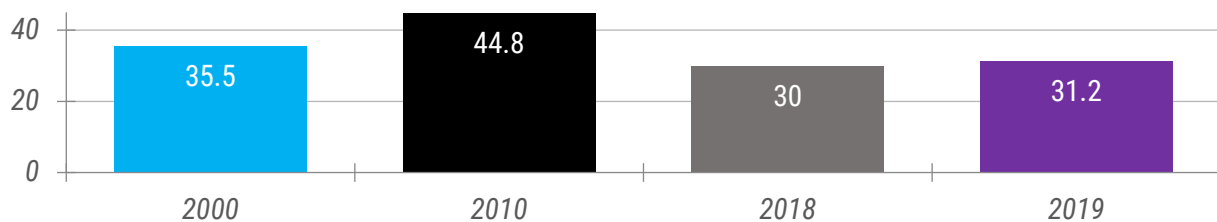


Unlike Chart 2.3 that displayed a shrinking household and family size, Chart 2.4 displays a growing number of households in Cairo. This growth in new households is likely resulting from the construction of new homes in the Centura Hills Subdivision.

Centura Hills Subdivision, looking from the south, Fall 2020



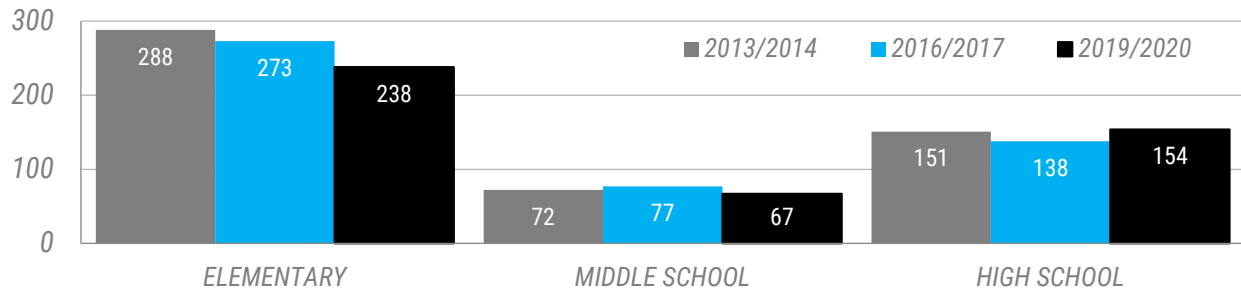
CHART 2.5 CHANGE IN MEDIAN AGE, 2010-2019, CAIRO



The median age in Cairo dropped dramatically after 2010 suggesting that new residents in Cairo are lowering the overall age of the community. When considering the growing number of households and shrinking size of households in combination with Chart 2.5 Change in Median Age and Chart 2.6 Centura School Enrollment, it appears that younger adults are moving into the community and building new homes, yet they are either not bringing children with them into Cairo, or they are bringing less children.

Cairo is the largest community belonging to the Centura Public Schools District, which also includes Boelus and Dannebrog. Cairo is also the only growing community in the district. A steady decline in the number of students enrolled in the elementary school would also suggest that less children are living in the Cairo Area.

CHART 2.6 CENTURA SCHOOL DISTRICT ENROLLMENT



Centura Public Schools District Map

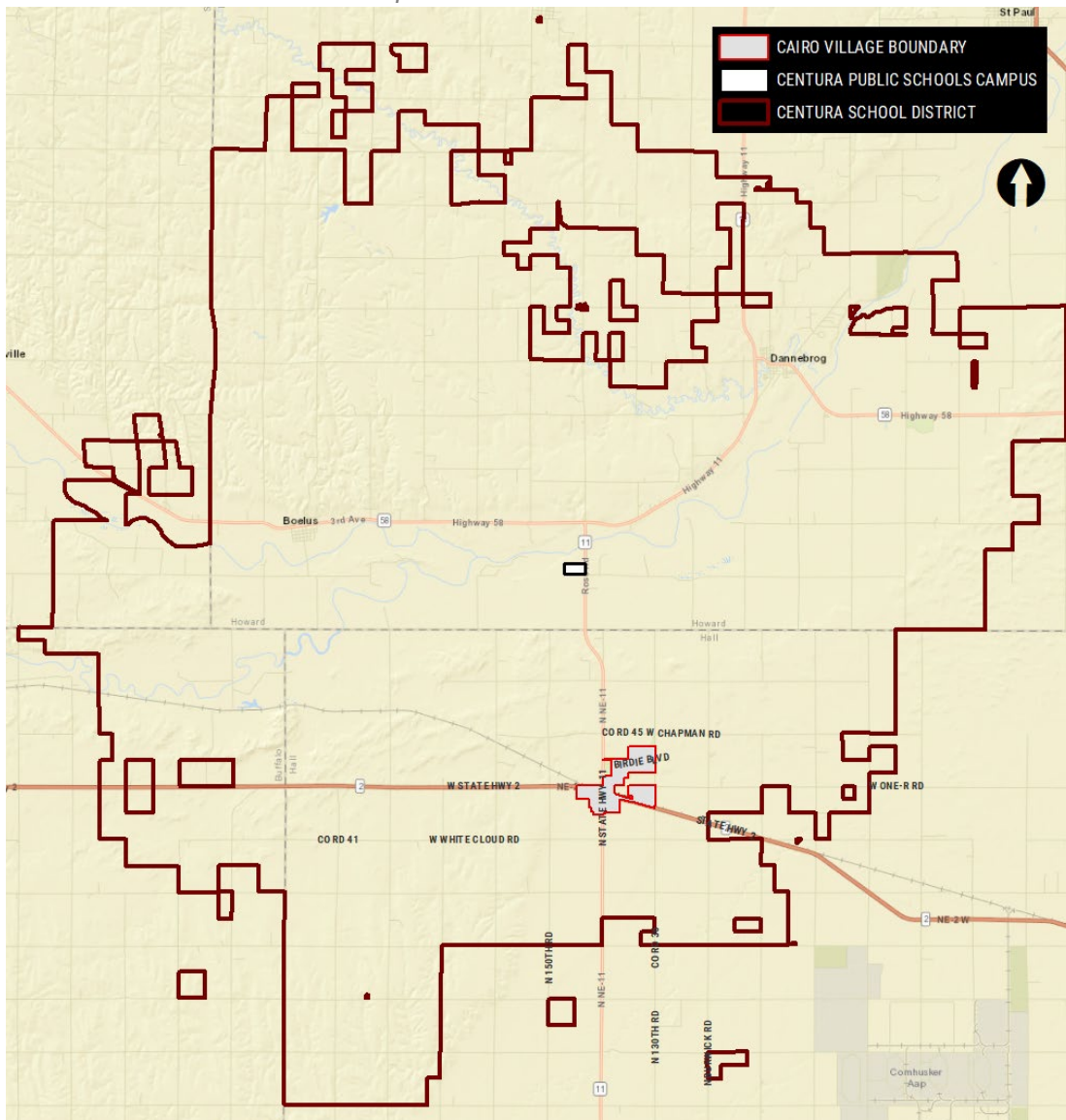


Table 2.2 and Chart 2.7 displays the age cohort breakdown for residents living in Cairo. The source of information for the table and chart were provided by ACS 2019 estimates. The largest age cohorts in the community consist of residents younger than 39. A population pyramid with the widest bars at the bottom of the pyramid is ideal for a community; this is the type of population pyramid present in Cairo. When considered in conjunction with the previous demographic data, it could be assumed that the residents building new homes and moving into Cairo are bringing, starting, or growing families that are smaller than the families before them living in Cairo.

TABLE 2.2, CAIRO AGE COHORTS			
COHORT	FEMALE	MALE	CAIRO
80+	3%	2%	5%
70 TO 79	5%	6%	10%
60 TO 69	8%	10%	18%
50 TO 59	13%	10%	23%
40 TO 49	9%	12%	20%
30 TO 39	13%	16%	29%
20 TO 29	13%	18%	31%
10 TO 19	15%	9%	24%
UNDER 9	21%	20%	41%

CHART 2.7, 2019 CAIRO POPULATION PYRAMID

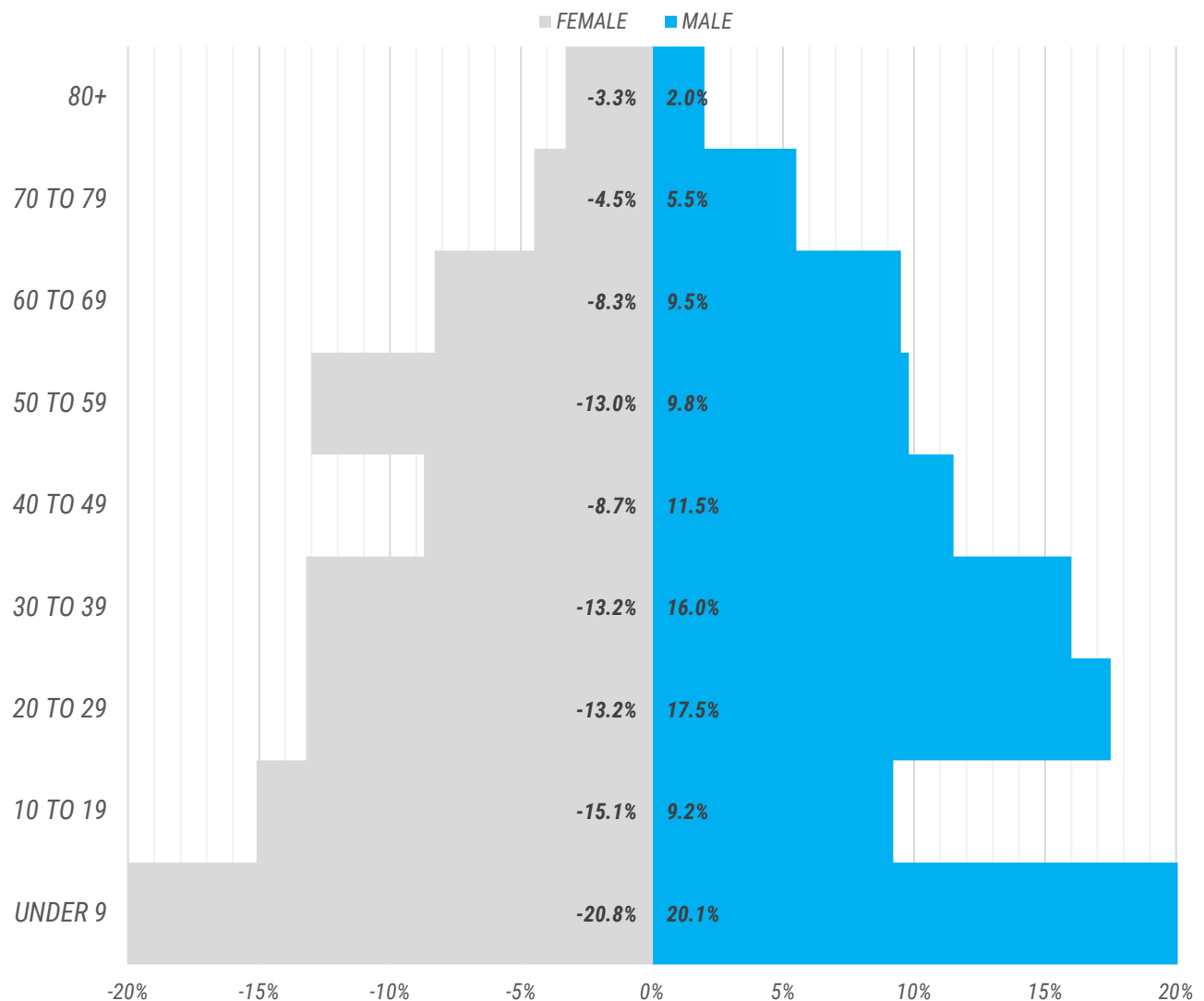
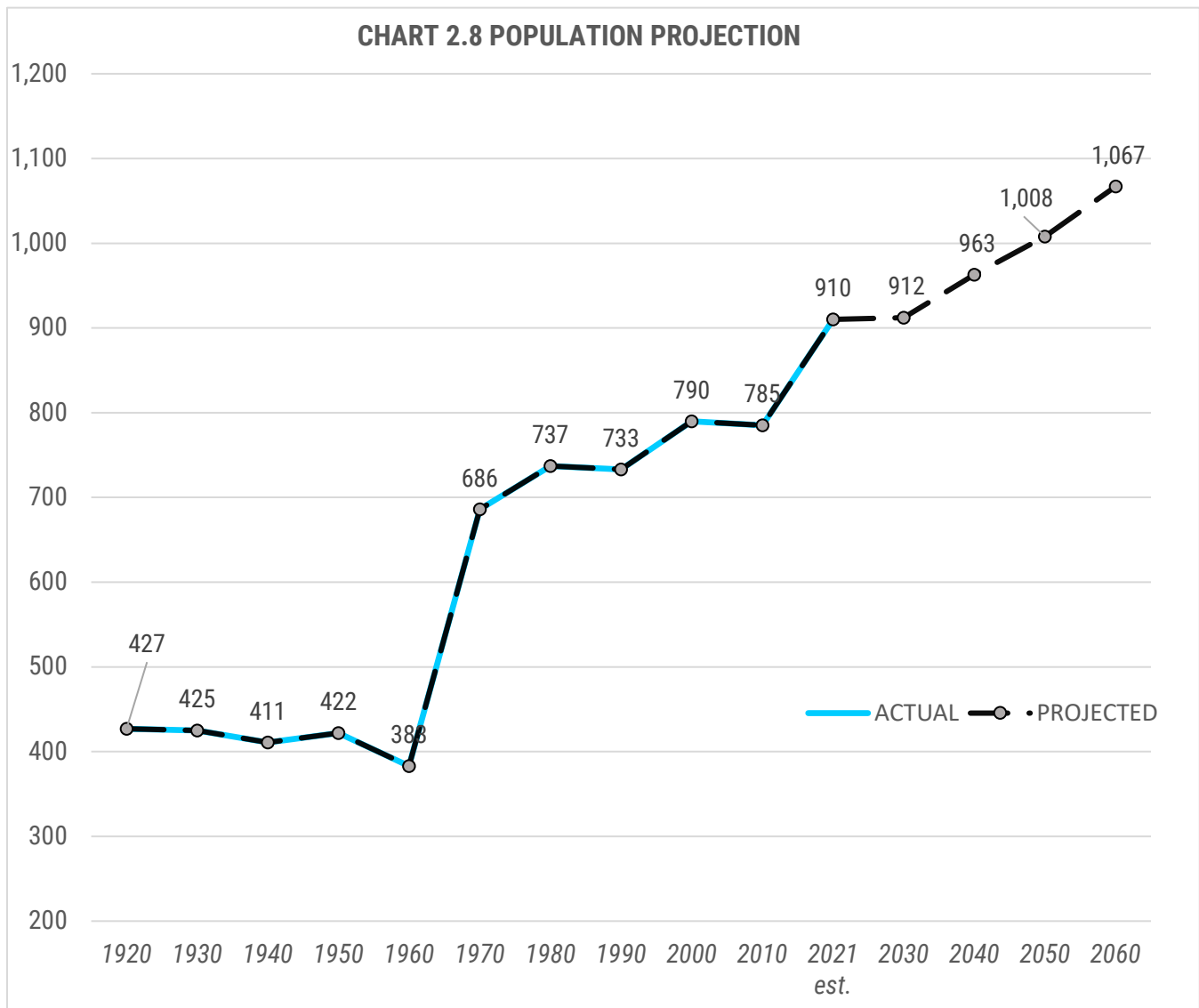


Chart 2.8 below is a simple population projection that estimates the future population counts of the Village of Cairo. The projection is created based on the assumption that nothing changes regarding intentional growth priorities or initiatives taken by Cairo leadership or other developers as the projection is based on the simple assumption that history will repeat itself.

Many unknown future factors can impact future growth patterns. However, whenever planning and preparing for future growth, most organizations have come to recognize that history generally proves to be the greatest predictor of future growth.

If the projection is accurate, and the population patterns that have taken place since 2020 will repeat itself in the next 100 years, Cairo's total population will exceed 1,000 residents by 2050. This would result in a net increase of 157 (1,067 minus 910) residents that will generate the need for roughly **62 new housing units**. This prediction is based on Cairo's average household size of 2.55:



1,067-910=157 additional persons divided by 2.55 persons per household=61.6 new housing units needed

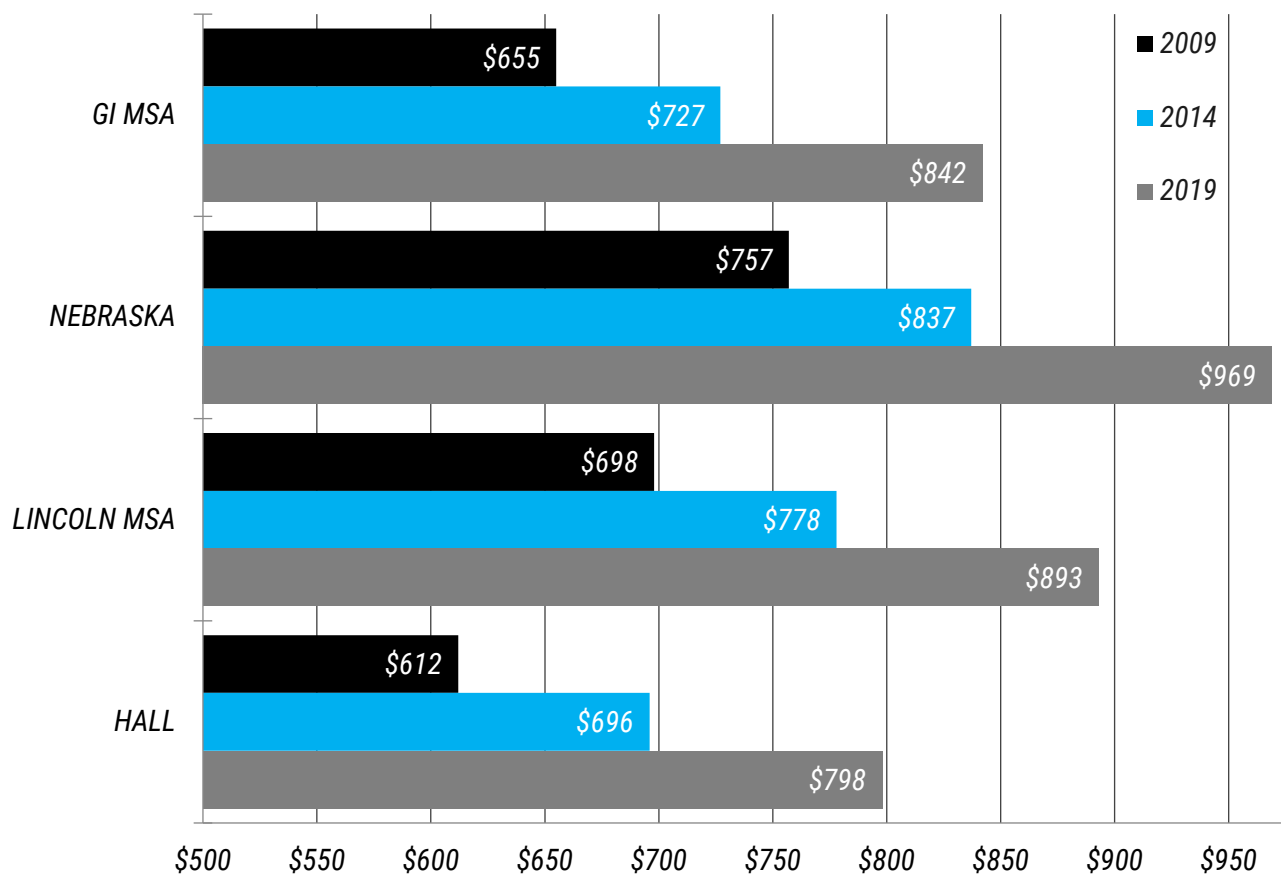
ECONOMIC CHARACTERISTICS

Average Weekly Wage (AWW) information below is based upon wages reported to the Nebraska Department of Labor for unemployment insurance.

TABLE 2.3 AVERAGE WEEKLY WAGE (AWW) COMPARISON					
	2009	2014	% CHANGE 2009-2014	2019	% CHANGE 2014-2019
GI MSA	\$655	\$727	10.99%	\$842	15.82%
NEBRASKA	\$757	\$837	10.57%	\$969	15.77%
LINCOLN MSA	\$698	\$778	11.46%	\$893	14.78%
HALL COUNTY	\$612	\$696	13.73%	\$798	14.66%
SOURCE: NEBRASKA DEPARTMENT OF LABOR, QUARTERLY CENSUS OF WAGES					

Table 2.3 and Chart 2.10 demonstrate that wages are growing in Nebraska. While the amount of income earned by Nebraska residents has increased by more than 10% since 2010, the most dramatic increase has been experienced by wage earners living in the Grand Island MSA. Wages are still higher for Lincoln MSA workers and Nebraska as a whole; however, wage earners in the Grand Island MSA are gaining rapidly. While this is good news for employees living in Cairo, it signals a shortage of labor that is most likely limiting the ability of businesses in the area to grow and will weaken the area's ability to recruit employers.

**CHART 2.10 AVERAGE WEEKLY WAGE COMPARISONS
(NEBRASKA DEPARTMENT OF LABOR)**

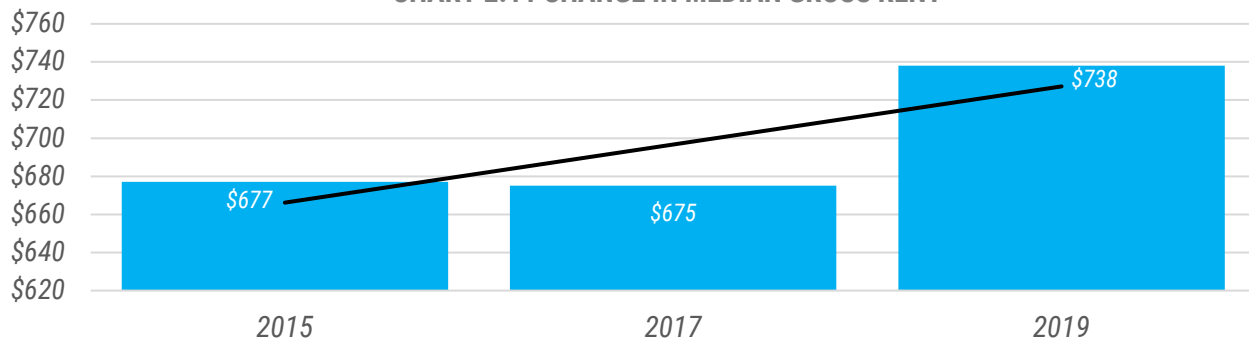


The following charts compare the change in median household incomes compared to the change in median home values (owner occupied homes) and median gross rent (renter occupied homes).

TABLE 2.4 CHANGE IN HOME VALUE AND GROSS RENT				
	2015	2017	2019	% INCREASE, 2015-2017
MEDIAN HOME VALUE	\$114,700	\$120,000	\$131,600	13%
MEDIAN GROSS RENT	\$677	\$675	\$738	8%

All data provided for Charts 2.10 and 2.11 is provided by the U.S. Census American Community Survey (ACS) and is an estimate of the combined wages of all wage earners in a household. The ACS collects data on a rolling basis and provides an estimate for each year based upon the data collected. Unlike the AWW wage data, the ACS estimates that a slight dip in earnings took place for households between 2017 and 2019. The ACS also estimates that earnings have begun to increase again.

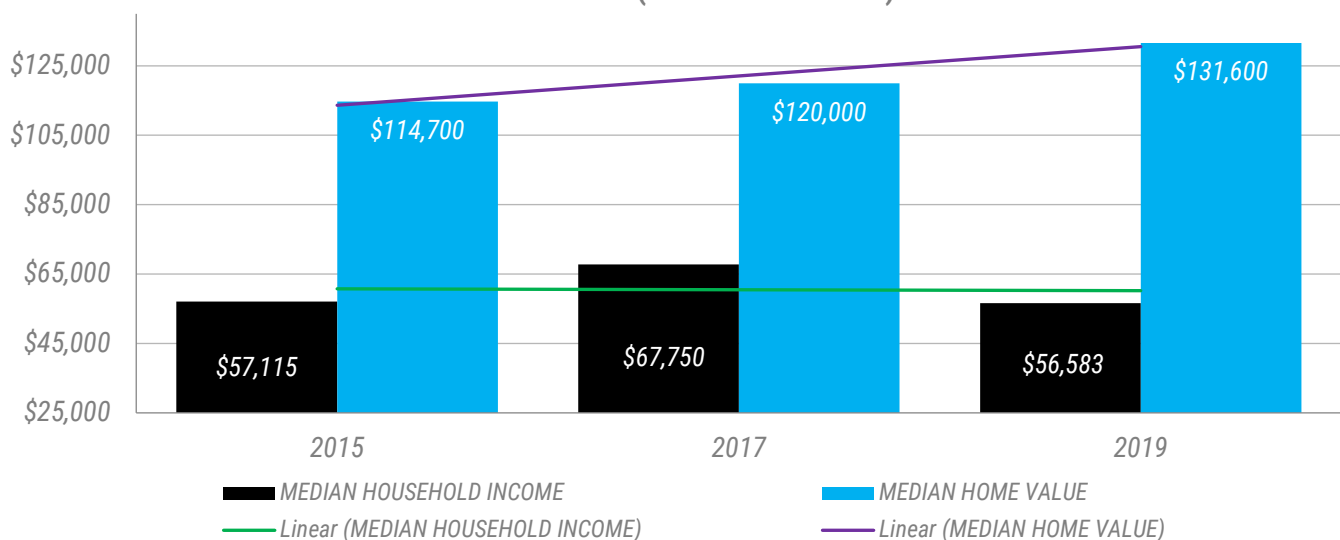
CHART 2.11 CHANGE IN MEDIAN GROSS RENT



However, the rise in home values and gross rent is increasing at a much more significant pace. This rise in home values is most likely connected to earlier data that points to an increasing population in the area and an ongoing increase in the price of labor.

Increasing wages show that the region is trying to recruit workers. Yet, homes are not being added at a pace to keep up with the number of workers being recruited to the area. As jobs are filled by people moving into the region, homes are not being added at the same pace. This chain of events is exasperating the lack of housing supply needed to meet the growing demand.

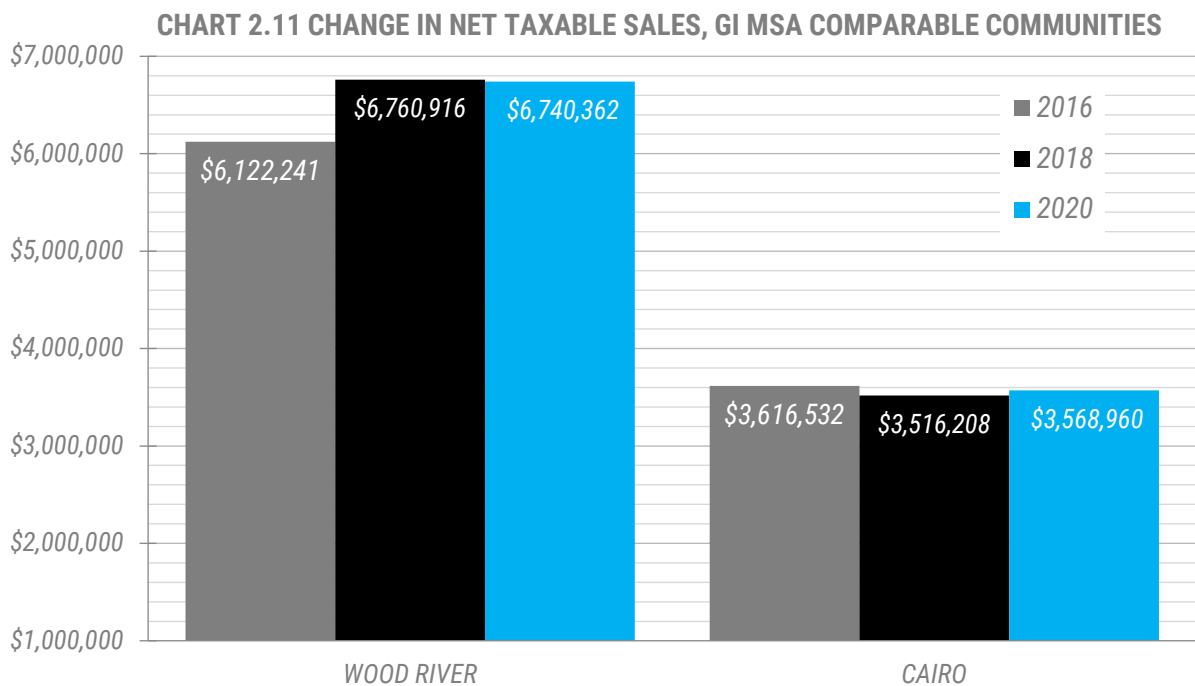
CHART 2.10 MEDIAN HOME VALUES (OWNER OCCUPIED) & HOUSEHOLD INCOMES



Sales tax information collected by the Nebraska Department of Revenue is a good indicator of the amount of economic activity in a community. Table 2.5 and Chart 2.11 below display the change in net taxable sales from 2016 to 2020. St. Paul has experienced a steady and significant increase in the number of local sales generated while Wood River and Cairo have seen slight increases. Cairo and Wood River are both located just under 16 miles from Grand Island while St. Paul is 23 miles from Grand Island.

TABLE 2.5 CHANGE IN NET TAXABLE SALES, GI MSA COMPARABLE COMMUNITIES					
	2016	2018	% CHANGE	2020	% CHANGE
CAIRO	\$3,616,532	\$3,516,208	-0.7%	\$3,568,960	1.5%
ST. PAUL	\$28,969,183	\$30,300,632	1.1%	\$32,724,455	7.4%
WOOD RIVER	\$6,122,241	\$6,760,916	2.6%	\$6,740,362	-0.3%
SOURCE: NEBRASKA DEPARTMENT OF REVENUE, 2019					

The struggle to increase locally generated sales in Cairo and Wood River is connected to its convenient drive to a variety of retail options in Grand Island. However, the growing number of residents and households in all of the Grand Island MSA communities point to the potential for small retailers and service-oriented businesses to grow within each of their respective communities.



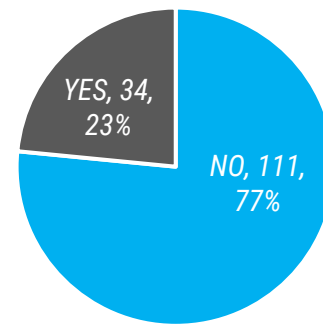
Cairo has a full downtown business district and an industrial park ready to house new and growing local businesses. Sales tax can be an important source of revenue that supplements property tax for a small community like Cairo. Small businesses in Cairo can also provide secondary jobs to family members living in Cairo and working a primary job in Grand Island. Lastly, small businesses can provide services that will make Cairo a more convenient place to live with the opportunity to do business and receive services locally. Attracting and growing small retail and service-oriented businesses is an important priority for the Village of Cairo if it wishes to continue growing and offering a high quality of life to current and new residents.

COMMUNITY SURVEY

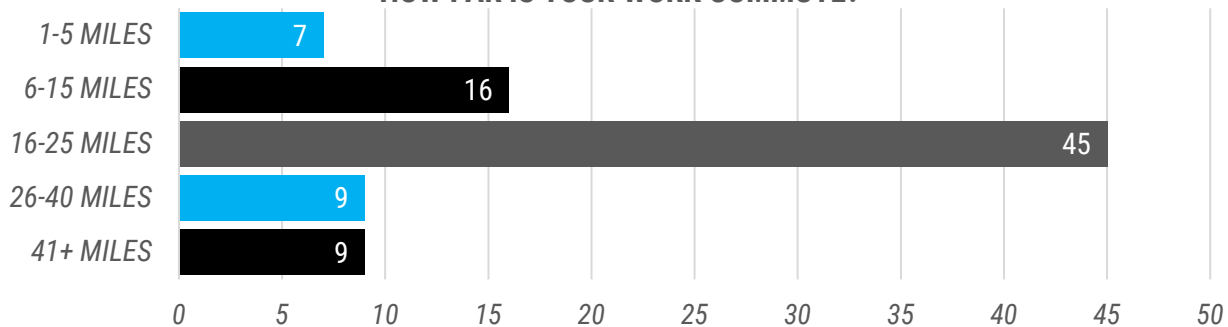
A total of 148 respondents completed the Cairo community survey; of that total amount, 127 (86%) said they lived either inside of Cairo or within 5 miles of town.

Seventy-seven percent of survey respondents said they work outside of Cairo. Roughly 52% Cairo residents that work outside of the home reported a work commute distance of 16-25 miles.

WORK IN CAIRO?

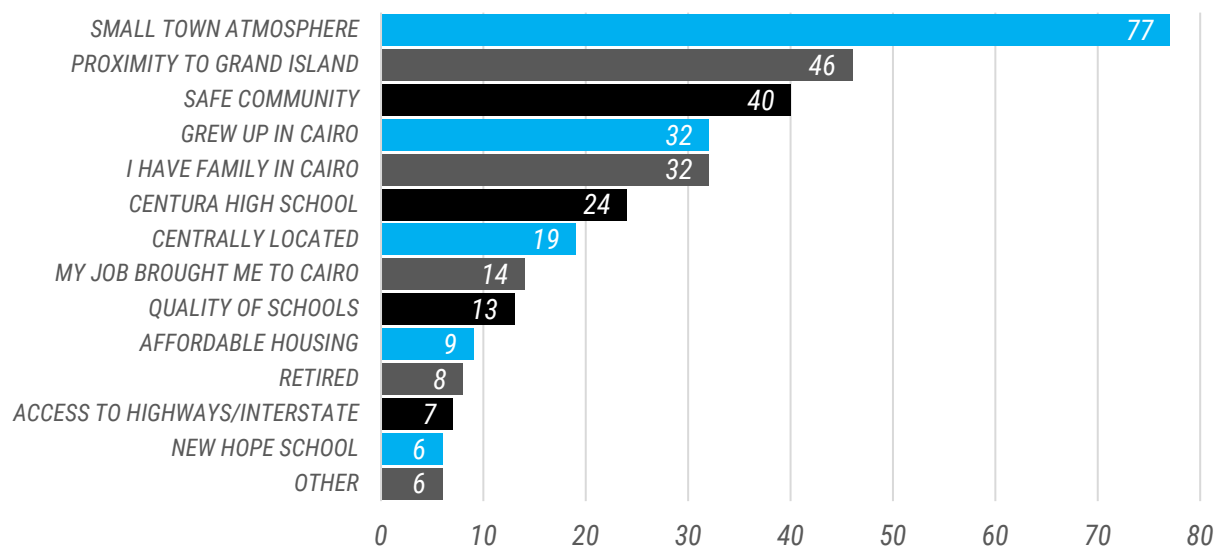


HOW FAR IS YOUR WORK COMMUTE?



When asked to choose the main reason for living in Cairo, the most popular choices were the small-town atmosphere, proximity to Grand Island and sense of safety in their community. These survey responses support the assumption that Cairo is a bedroom community. Bedroom community, by definition, is a suburb or small community that is primarily residential [other than industrial or commercial] and is inhabited mostly by people working in a nearby City. Cairo is an easy 15-minute drive from Grand Island, the seventh fastest growing city in Nebraska and the second fastest growing city outside of the Omaha/Lincoln Metropolitan Area.

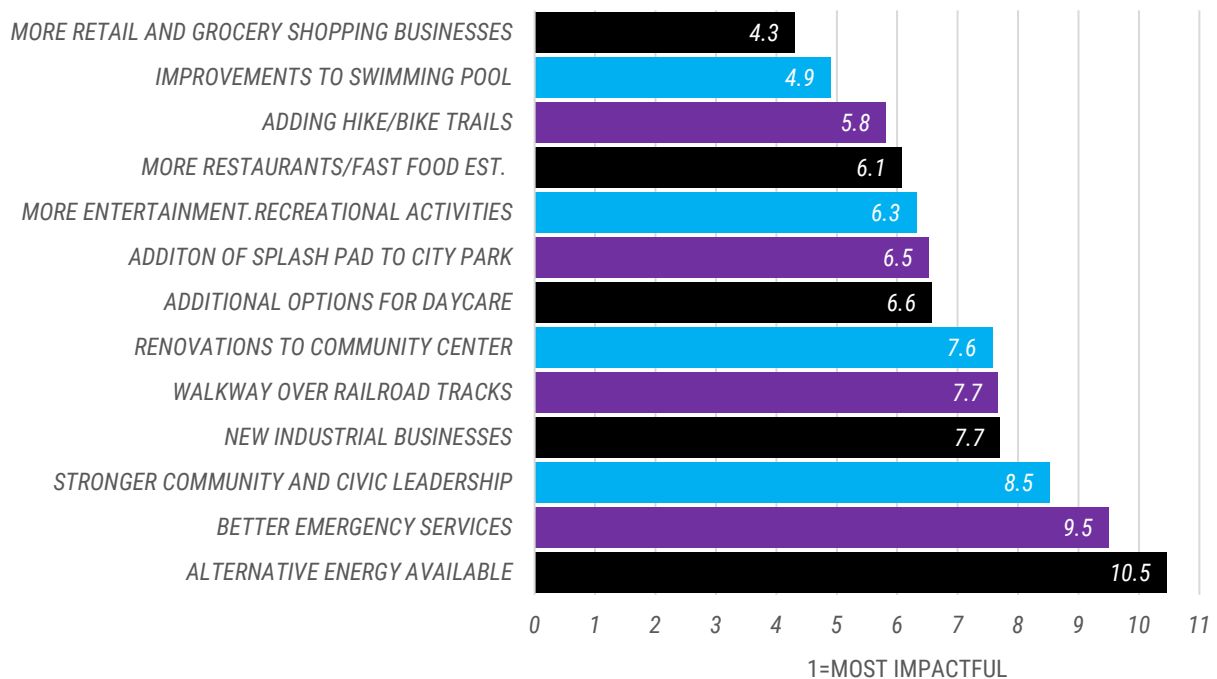
TOP THREE REASONS FOR CURRENTLY LIVING IN CAIRO:



Although it is a bedroom community, businesses are still a critical part of Cairo's future. Cairo will most likely struggle with attracting large employers to the community, but it is still an important priority to recruit and grow businesses that generate tax revenue (sales and property), increase the village's utility customer base, and provide services and secondary jobs to residents.

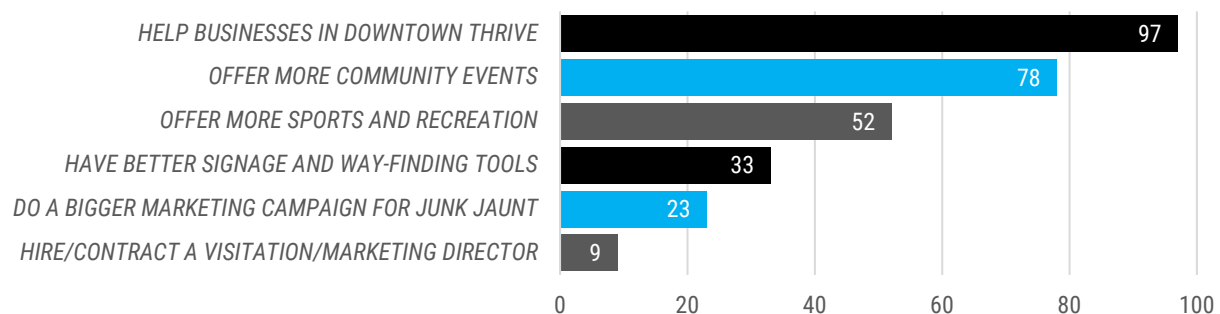
When questioned about the most important projects that would impact Cairo's ability to grow and improve, adding more retail and grocery businesses ranked as the most impactful ahead of all other possible projects.

RANKING OF CHANGES THAT WILL CREATE MOST POSITIVE IMPACT FOR EXISTING AND NEW RESIDENTS



Tourism is another important driver with the ability to positively impact the local economy without requiring as much initial investment that housing development or business recruitment do. When asked how the Village of Cairo could support tourism to the area, most respondents pointed again to supporting the local business community.

THE VILLAGE OF CAIRO CAN SUPPORT TOURISM TO THE AREA BY DOING THESE TOP THREE THINGS...



DEMOGRAPHIC AND ECONOMIC PROJECTIONS- KEY TAKEAWAYS

Key takeaways regarding **Demographics** to be considered include the following points:

- **Population Growth:** The City of Grand Island and Grand Island MSA communities are growing. The number of households and residents is increasing. At the same time, Cairo's median age is decreasing along with the number of family and/or household members. Elementary school enrollment at Centura Public Schools is decreasing yet the ACS estimates that 41% of Cairo's population is children 9 years of age and younger. Census data estimating the population breakdown (by age) of Cairo does not appear to be consistent. Regardless of those inconsistencies, the Village of Cairo is growing, and that new residents and housing units are being added to the area.
- **High Point:** Historical population trends have fed into a population projection that predicts Cairo is at its highest population point since 1920, 100 years ago. The plan predicts that the village's population will continue to rise and will exceed 1,000 residents in the next two to three decades.
- **Housing Demand:** If this plan's prediction is correct, the Cairo community will need to add roughly 67 new housing units to accommodate the growth. While some of this growth has been planned for with the addition of the Birdie Boulevard subdivision, additional lands will need to be developed and annexed into the village.

Key takeaways regarding **Economics** to be considered include the following points:

- **Cost of labor:** Wages for workers in Hall County, Grand Island MSA, and all of Nebraska are seeing a steady increase. Wages for GI MSA workers are seeing the greatest increase in the past five years. This is good news for employees living in Cairo. However, the supply of labor does not appear to be keeping up with demand. Employers in the area are most likely being forced to compete for labor which could be preventing businesses from making other investments that would benefit the region.
- **Housing costs:** Though wages are increasing, they do not appear to be keeping up with the cost of housing, which is most likely connected to the lack of labor in the area. Home values and gross rents have increased significantly over the past five years. A significant increase in prices almost always points to demand outpacing supply. In this case, the supply of housing is not keeping up with the demand for it. The region's economy needs workers and workers moving to the region need housing. If Cairo is financially and politically able to attract more residents, the region's demand for housing suggests that new homes built in Cairo would fill up quickly. Based on wage information, affordable homes should exceed a monthly housing cost of no more than \$1,000.
- **Demand for services and secondary jobs:** Most survey respondents claimed that Cairo's small town, safe atmosphere and proximity to Grand Island are the main reasons they reside in Cairo. Cairo is a bedroom community. To better support its residents and encourage them to belong to the Cairo Community, the number of businesses providing services and secondary jobs need to increase. An increase in the business diversity is the most important value to current residents. The types of businesses that are wanted most by survey respondents include grocery and retail businesses. Over the next decade, it is the Village of Cairo's intent to build out its industrial park. The future tenants of that park will most likely be businesses that are locally grown and supported.

LAND USE AND ANNEXATION

NRS § 19-903

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

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

Cairo Community, looking from the north, Fall 2021



EXISTING LAND USE INVENTORY

Village Existing Land Use Inventory

An existing land use inventory was completed in October 2020. The purpose of creating the inventory is to identify the current land use situation in Cairo and then use that understanding to make land use decisions over the next decade. Map 3.1 on the following page represents the Existing Land Use (ELU) inventory for all lands inside the village. Table 3.1 and Charts 3.1 and 3.2 provide a breakdown of land use by parcels and by acres.

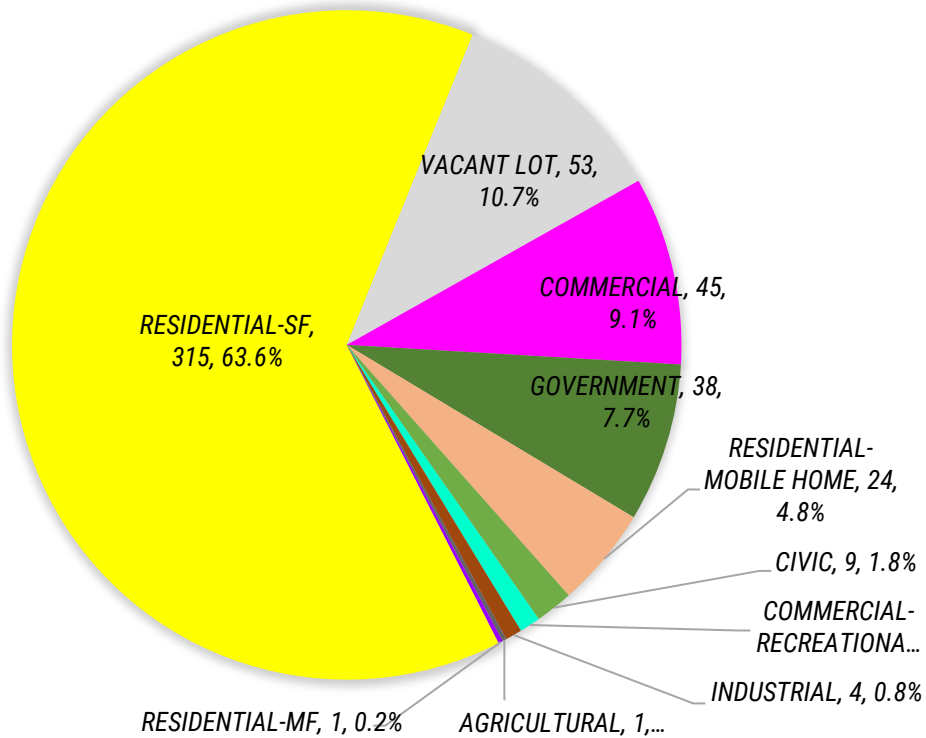
Cairo is classified by Nebraska Statute as a village and therefore has zoning jurisdiction over all lands inside of the corporate limits and within one mile of the village corporate limits. For this reason, the land use inventory completed in October 2020, also involved those lands within one mile of the village. The data in Table 3.1 and Charts 3.1 and 3.2 only represent the lands inside of the Village of Cairo corporate limits.

The primary user of land inside Cairo is residential, single family (SF) homes; this is evident when breaking down the use of land by parcels or acres. The second highest user, vacant lots, includes those lots that are developed within Birdie Subdivision but have yet to be built upon. When they are developed, they will also be residential SF uses. Commercial is the next largest user of land after residential. If the village achieves its development goals, government will not be the fourth largest user of land by 2030 as much of the industrial park should be under the ownership of private commercial uses.

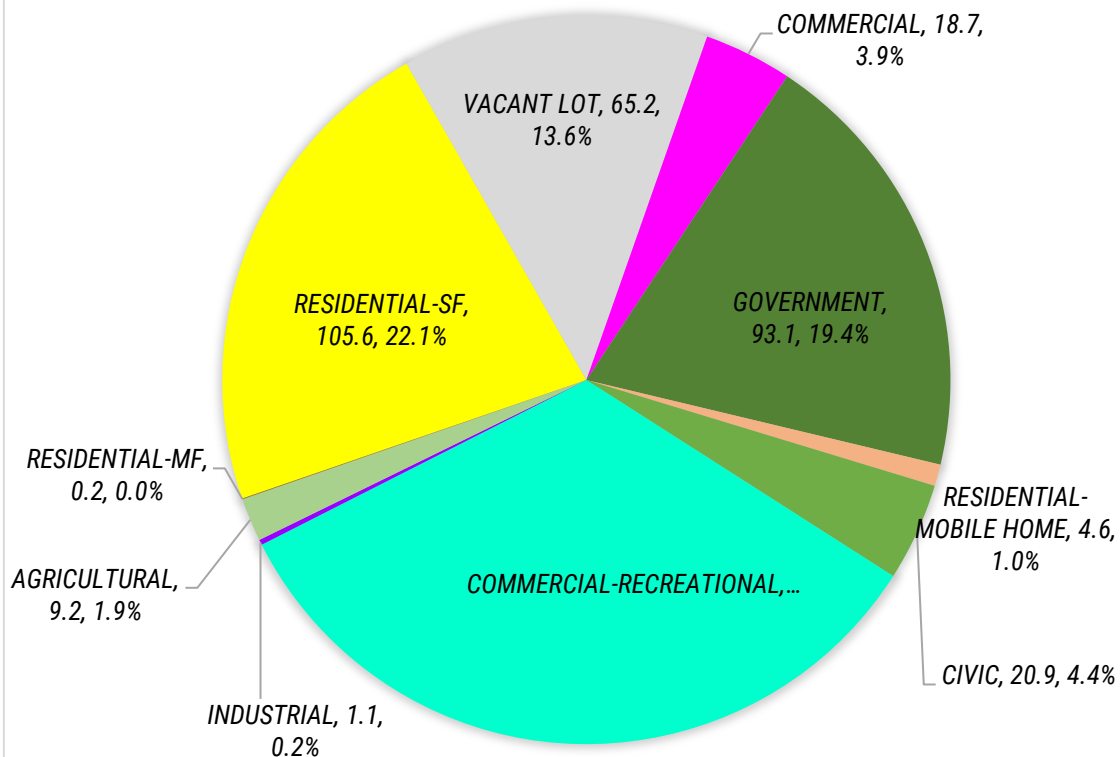
**TABLE 3.1 VILLAGE OF CAIRO EXISTING LAND USE BREAKDOWN
(ASSESSED OCTOBER 2020)**

	PARCELS	% OF TOTAL	ACRES	% OF TOTAL
RESIDENTIAL-SF	315	64%	105.6	22%
VACANT LOT	53	11%	65.2	14%
COMMERCIAL	45	9%	18.7	4%
GOVERNMENT	38	8%	93.1	19%
RESIDENTIAL-MOBILE HOME	24	5%	4.6	1%
CIVIC	9	5%	20.9	1%
COMMERCIAL-RECREATIONAL	5	1%	160.3	33%
INDUSTRIAL	4	1%	1.1	0%
AGRICULTURAL	1	0%	9.2	2%
RESIDENTIAL-MF	1	0%	0.2	0%
TOTAL	495		478.8	

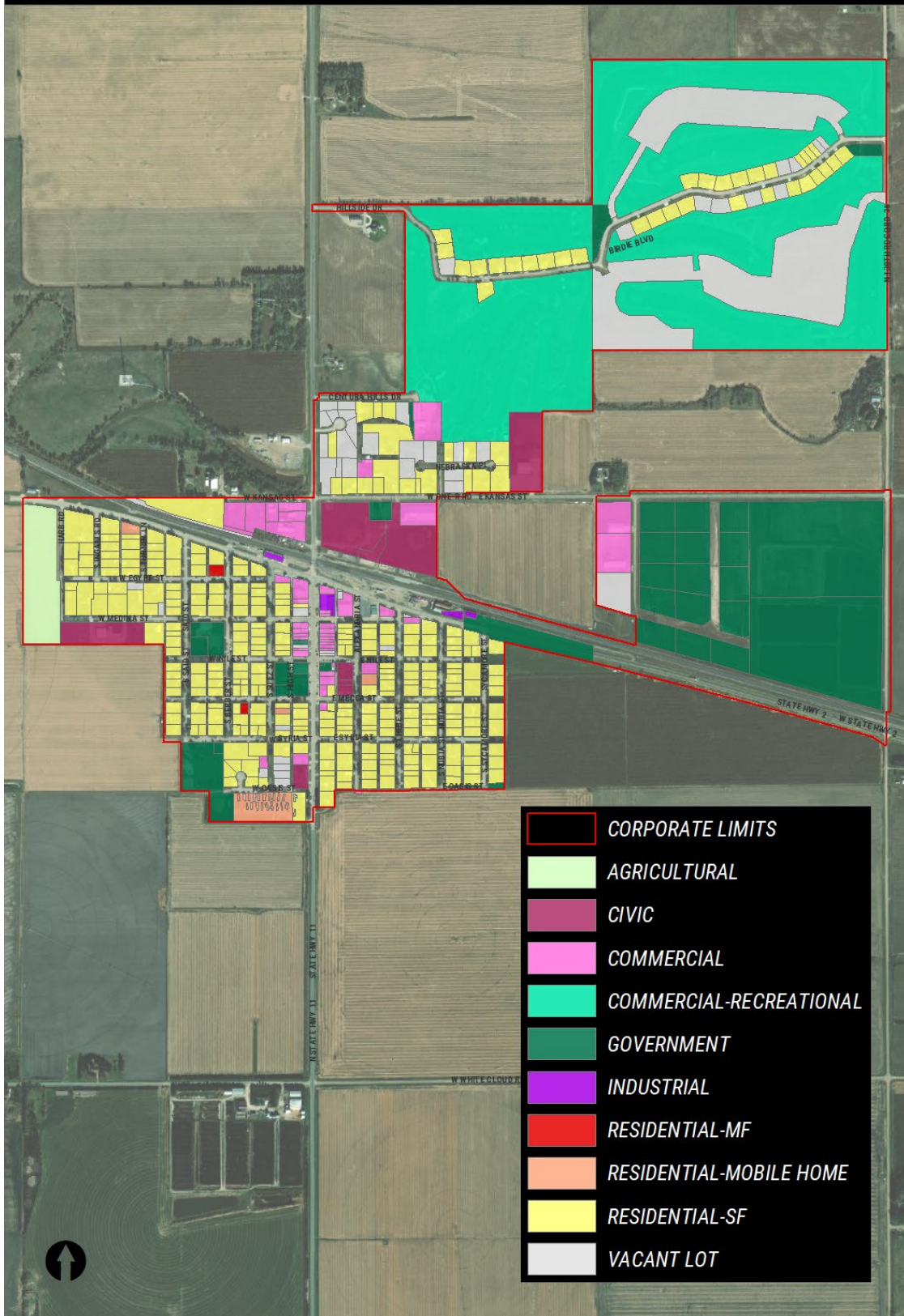
**CHART 3.1 CAIRO VILLAGE EXISTING LAND USE INVENTORY
BREAKDOWN BY PARCEL**



**CHART 3.1 CAIRO VILLAGE EXISTING LAND USE INVENTORY
BREAKDOWN BY ACRES**



**MAP 3.1
EXISTING LAND USE INVENTORY (OCT 2020)**

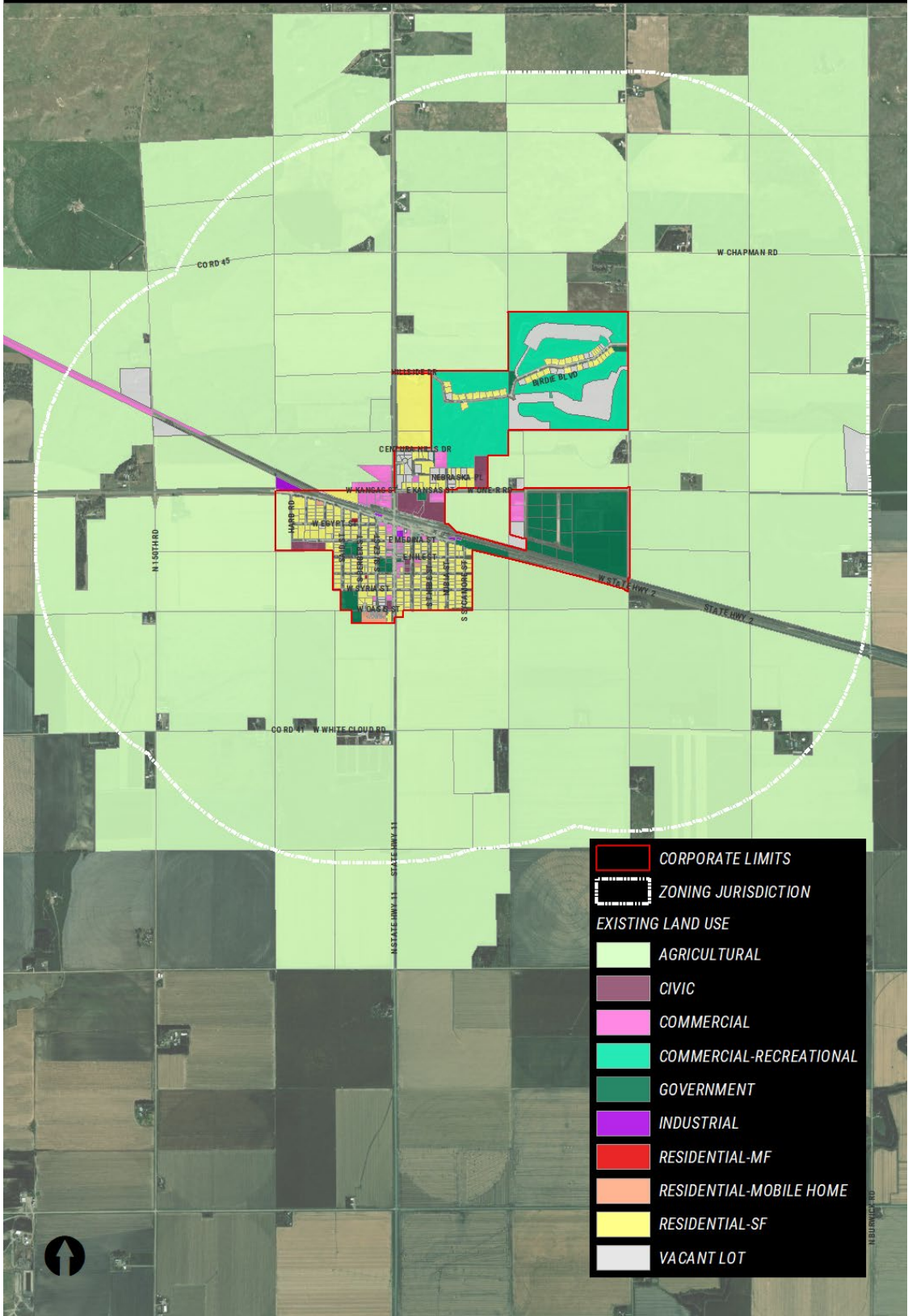


One-Mile Zoning Jurisdiction

The lands outside of Cairo, but within the village's zoning jurisdiction were also included in the land use inventory. Map 3.2 below represents the village's existing land use map when considering the entire zoning jurisdiction. A breakdown of uses within the zoning jurisdiction is not provided within the plan as the overwhelmingly primary user of land is agricultural and the Village Board does not foresee it having a significantly measurable impact on the lands within its one-mile zoning jurisdiction.

If the Village Board does encounter a situation where it could impact the uses in its one-mile zoning jurisdiction it will operate mainly from a stance of conserving lands within the zoning jurisdiction as agricultural or ensuring that lands adjacent to the village can be annexed and served with village owned utilities.

MAP 3.2
CAIRO ZONING JURISDICTION-EXISTING LAND USE INVENTORY (OCT 2020)



STATUS AND CONDITION OF STRUCTURES

The status and condition of all structures within the Village of Cairo is also identified when the existing land use inventory is completed. This task is completed to identify underutilized properties within the community on lots that are already developed. In Cairo, however, the majority of lots are being utilized.

The inventory is performed from the nearest public right of way. Properties that are labeled as vacant are categorized based upon the way that they appear to the individual completing the inventory. Structures that do appear to be vacant are grouped into one of three categories:

1. **Appears Abandoned (AA):** It appears the structure is uninhabitable, has not been utilized in several months, and does not appear to be maintained.
2. **Appears maintained but no evidence of daily use (NEDU):** While the property is maintained (yard is mowed, entries are secure), it does not appear that anybody is utilizing the property daily.
3. **For Sale (FS):** There is a sign in the yard or some indicator that the property is actively being marketed to buyers.

Based on the assessments, only 6 out of 363 residential structures (1.7%) were labeled as vacant, with only one structure being listed as for sale at the time of the inventory and only one structure identified as vacant, appearing abandoned. Eight out of 41 (19.5%) commercial structures were identified as vacant, NEDU. Zero commercial structures were identified as vacant, AA.

In addition to identifying status, properties are categorized by their condition as well. These assessments are based upon the Nebraska Housing Study Lite Toolkit that was developed by the South Central Economic Development District (SCEDD) to be used as a rating tool for structures. Based on their appearance from the nearest public right of way, structures are grouped into one of three categories:

1. **Fair to Excellent:** Structures in excellent condition, have solid roofs, foundations, and contribute positively to Cairo's building stock. Structures in fair condition are structurally sound, but may need minor repairs such as new shingles, paint, concrete steps, or doors that need replacing; they do not detract from the overall neighborhood but do have deferred maintenance issues.
2. **Major Wear:** Structures with major wear have substantial wear such as a sagging roof, missing or rotted siding, rotting windows, and other issues such as a sagging porch; these structures appear tired and give a negative impression of the neighborhood.
3. **Dilapidated:** Structures that are dilapidated are in an overall unsatisfactory condition, with a crumbling foundation, broken windows/doors, and/or a sagging roof. The structure has outlasted its normal life expectancy and is a safety/health hazard.

Only 12 out of 346 (3%) total residential structures were rated as having major wear while 0 residential structures were rated as dilapidated. A total of 41 commercial structures were counted; only 2 out of 41 (5%) were rated as having major wear while the remaining 39 were rated as fair to excellent.

Overall, the status and condition assessment suggest that most structures in Cairo are occupied and maintained. Properties that are the best candidates for redevelopment were generally more of a commercial nature; most residential units are not being underutilized. Therefore, if the village wishes to add more residents, it will most likely need to place more consideration on expansion through new construction.

While 20% of commercial structures were identified as not being used daily, it is likely that most of these structures are being used by the owner for warehousing; they may appear under utilized but they are likely not available for redevelopment. The Cairo industrial park is ready for new commercial structures.

TABLE 3.2 RESIDENTIAL VACANCY RATE

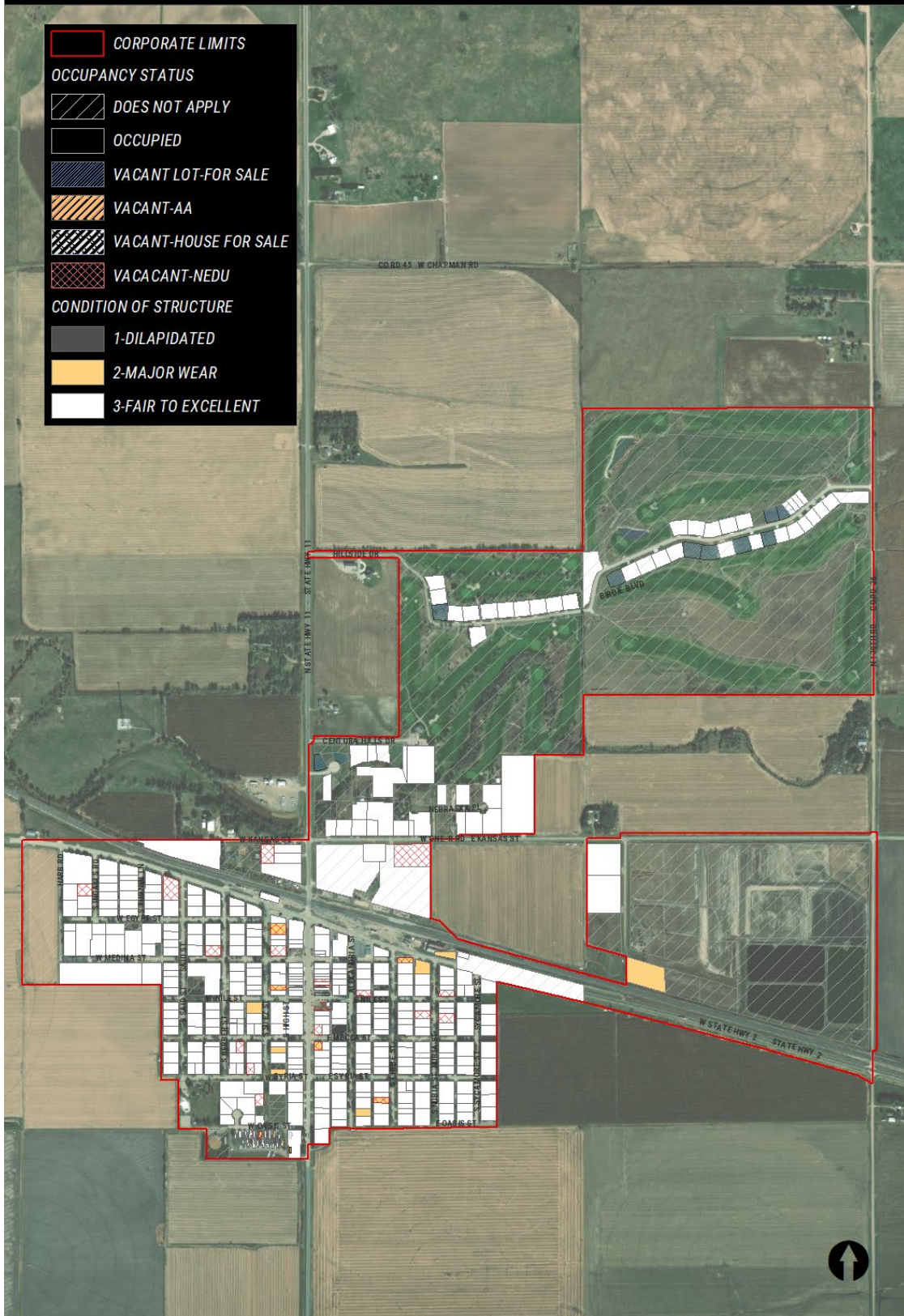
Multi-Family (MF)	
OCCUPIED	25
VACANT-AA	0
VACANT-FS	0
VACANT-NEDU	0
Total MF Units Counted	25
Total MF Vacant Units Counted	0
MF Vacancy Rate	0.0%
Mobile Home	
OCCUPIED	23
VACANT-AA	1
VACANT-FS	0
VACANT-NEDU	1
Total Mobile Home Units Counted	25
Total Mobile Home Vacant Units Counted	2
Mobile Home Vacancy Rate	8.0%
Single Family	
OCCUPIED	309
VACANT-AA	0
VACANT-FS	1
VACANT-NEDU	3
Total SF Units Counted	313
Total SF Vacant Units Counted	4
SF Vacancy Rate	1.3%
Total Residential Units Counted	363
Total Occupied Residential Units Counted	357
Total Vacant Residential Units	6
Overall Residential Vacancy Rate	1.7%

TABLE 3.3 COMMERCIAL/INDUSTRIAL VACANCY RATE

Commercial	
OCCUPIED	33
VACANT-AA	0
VACANT-FS	0
VACANT-NEDU	8
Total Commercial Units Counted	41
Total Occupied Commercial Units Counted	33
Total Vacant Commercial Units	8
Overall Commercial Vacancy Rate	19.5%
Industrial	
OCCUPIED	4
VACANT-AA	0
VACANT-FS	0
VACANT-NEDU	0
Total Commercial Units Counted	4
Total Occupied Commercial Units Counted	4
Total Vacant Commercial Units	0
Overall Commercial Vacancy Rate	0%

Cairo Downtown Business District, looking from the north, Fall 2021

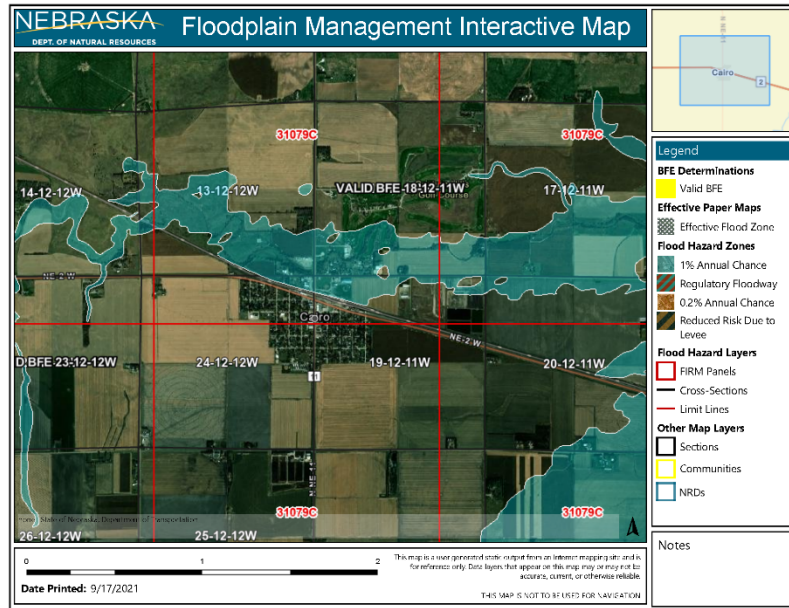
MAP 3.3 STATUS AND CONDITION OF STRUCTURES (OCT 2020)



PLANNING FOR NATURAL HAZARDS

The most likely natural hazard that the village can plan for involves flooding hazards. Map 3.4, Future Land Use Map displays that new commercial/industrial growth is planned for the Cairo Industrial Park and new residential growth is planned for the southwest corner of Cairo.

Neither of these new developments are located within the village's floodplain, which is displayed in the map below, provided by the Nebraska Department of Natural Resources. Lands that are colored in blue are those lands that have a 1% chance of flooding annually.



The Village of Cairo's zoning regulations are administered by the Hall County Regional Planning Commission. Section 8 enforces the Village's floodplain regulations.

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CAIRO, NEBRASKA • ZONING ORDINANCE • 2003

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FUTURE LAND USE MAP

Map 3.4 on the following page is the proposed future land use (FLU) map for Cairo's entire zoning jurisdiction. It should guide all land use and development decisions over the next ten years. Should the Hall County Joint Planning Commission and Village Board choose to make policy decisions that are not reflected on the FLU map, then the FLU map must be amended to reflect the change in policies.

Map 3.4 represents the vision of the Cairo community by illustrating attributes of the existing land use maps that the village would like to change in the next ten years. The village's vision for annexation as well as redevelopment of already incorporated areas is communicated through the Future Land Use Map. The Future Land Use (FLU) Map was presented to the Cairo community during an outdoor open house on June 9, 2021. Comments from the community were incorporated into the proposed future land use map.

POLICY STATEMENTS

The FLU Map reflects the following policy statements that represent the Cairo community's vision for future growth.

1. **Residential growth:** The Village of Cairo recognizes the unmet demand for housing and the negative impact it is having on the community's ability to attract young families and provide employees for area businesses. According to information provided by the Village Engineer (Olsson), the lands that are in the southwest corner would be the most affordable to develop. This is due to the land's natural sloping and the water and sanitary infrastructure that already exists near the ballfields and swimming pool.

The FLU map also shows no residential or commercial development of the lands within the one-mile zoning jurisdiction of the village. This reflects the Village Board's policy to pay special attention to the way that new developments will impact the ability of the village to expand by adding neighborhoods that are annexed and connected to services. Centura Hills Subdivision is located on the north side of the village and has lots yet to be sold and built upon. The housing lots in Centura Hills are geared more toward larger dwelling units while the lands reserved on the southwest side of the village would serve smaller more affordable housing neighborhoods.

2. **Commercial land development:** The Cairo Industrial Park has developed an 18-lot subdivision. Three lots have been sold and are developed while 15 lots remain. New commercial businesses and expanding local businesses should be in the park, which has been marked by the FLU Map as industrial.

ACCEPTABLE SUB-USES

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

Agriculture

Village and/or county facilities (Parks and Recreation/Utility/Trash Storage/Landfill/Recycling)

Industrial

Village and/or county facilities (Utility/Trash Storage/Landfill/Recycling)

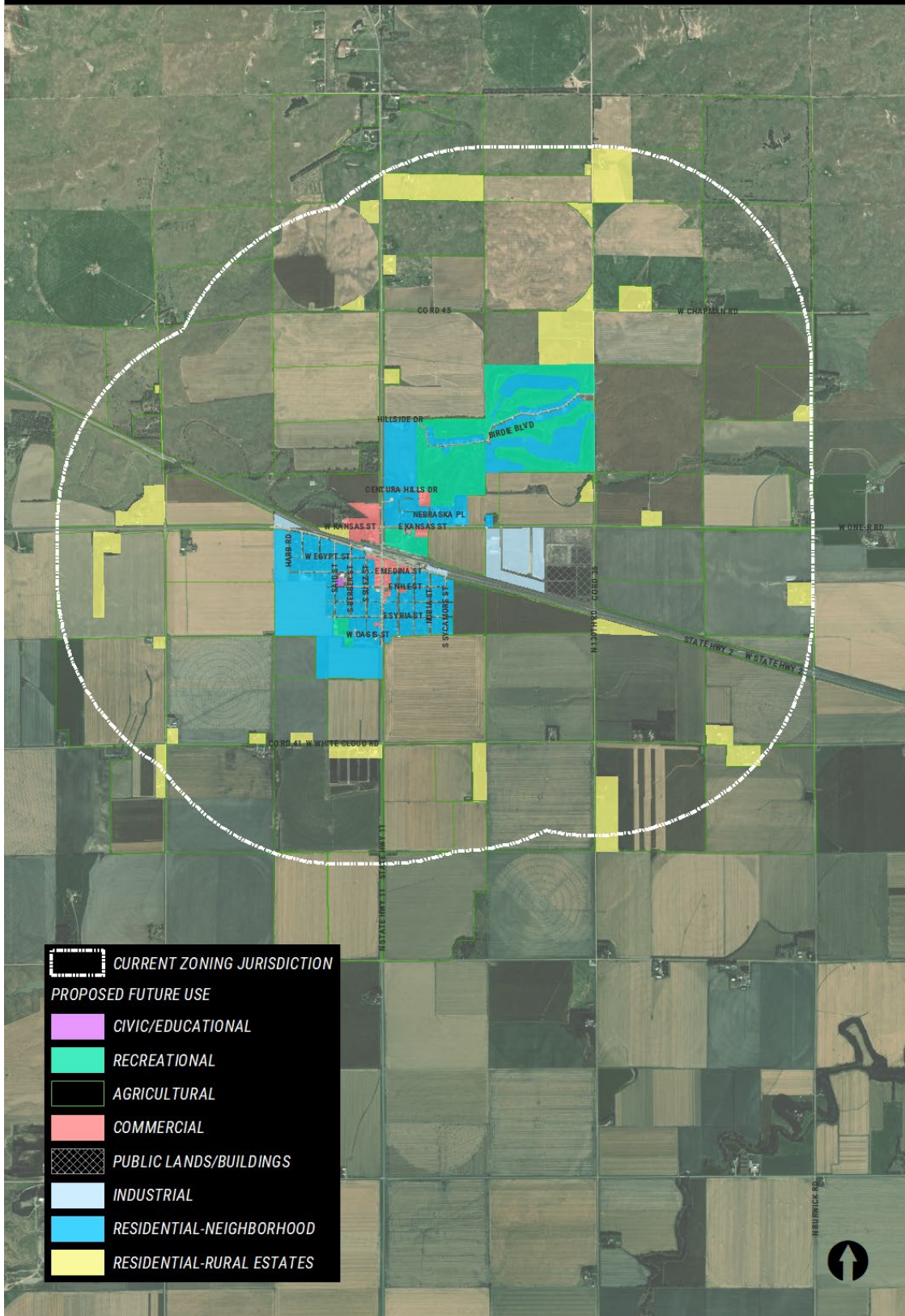
Commercial

Public and or non-profit/civic uses (Religious/Educational/Office/Library/Community Center/Parks and Recreation)

Residential

Public and or non-profit/civic uses (Religious/Educational/Library/Community Center/Parks and Recreation)

MAP 3.4 CAIRO ZONING JURISDICTION FUTURE LAND USE MAP



TRANSPORTATION ROUTES AND FACILITIES

NRS § 19-903

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

TRANSPORTATION ROUTES

The Village of Cairo transportation routes consist of several surface transportation assets that are displayed on Map 4.1, Streets Classification:

- Arterial Streets
- Collector Streets
- Local Streets

Cairo has two state highways intersecting through the village: State Highway 2 and State Highway 11. These major routes serve as arterial streets; streets that carry people into and out of the community. The village is also served by a small group of collector streets, which delivers residents and visitors to local streets. The remainder of streets in Cairo are classified as local streets that deliver residents and visitors directly to their homes or destinations. Map 4.2 displays the Village's Through Routes Plan. Streets identified should have the rights of way at the end of each street preserved.

Map 4.1 displays the classifications of the streets in and around the Village of Cairo. Map 4.2 displays the through routes map, which consists of the arterial and collector streets in and around Cairo. Both maps communicate two important policies to be considered by the village's leadership when making decisions.

Maintain Collector Street Rights of Way: The Village of Cairo has little to no control of the Highways 2 and 11. However, there are several collector streets that carry vehicles all the way through Cairo going north and south as well as east and west. The ability to develop along through streets that are not impeded by floodways or private developments [such as cul-de-sacs] will impact the type and amount of affordable housing that is able to be constructed.

Therefore, to support the village's goals to add affordable housing, these through street rights of way need to be maintained and/or acquired.

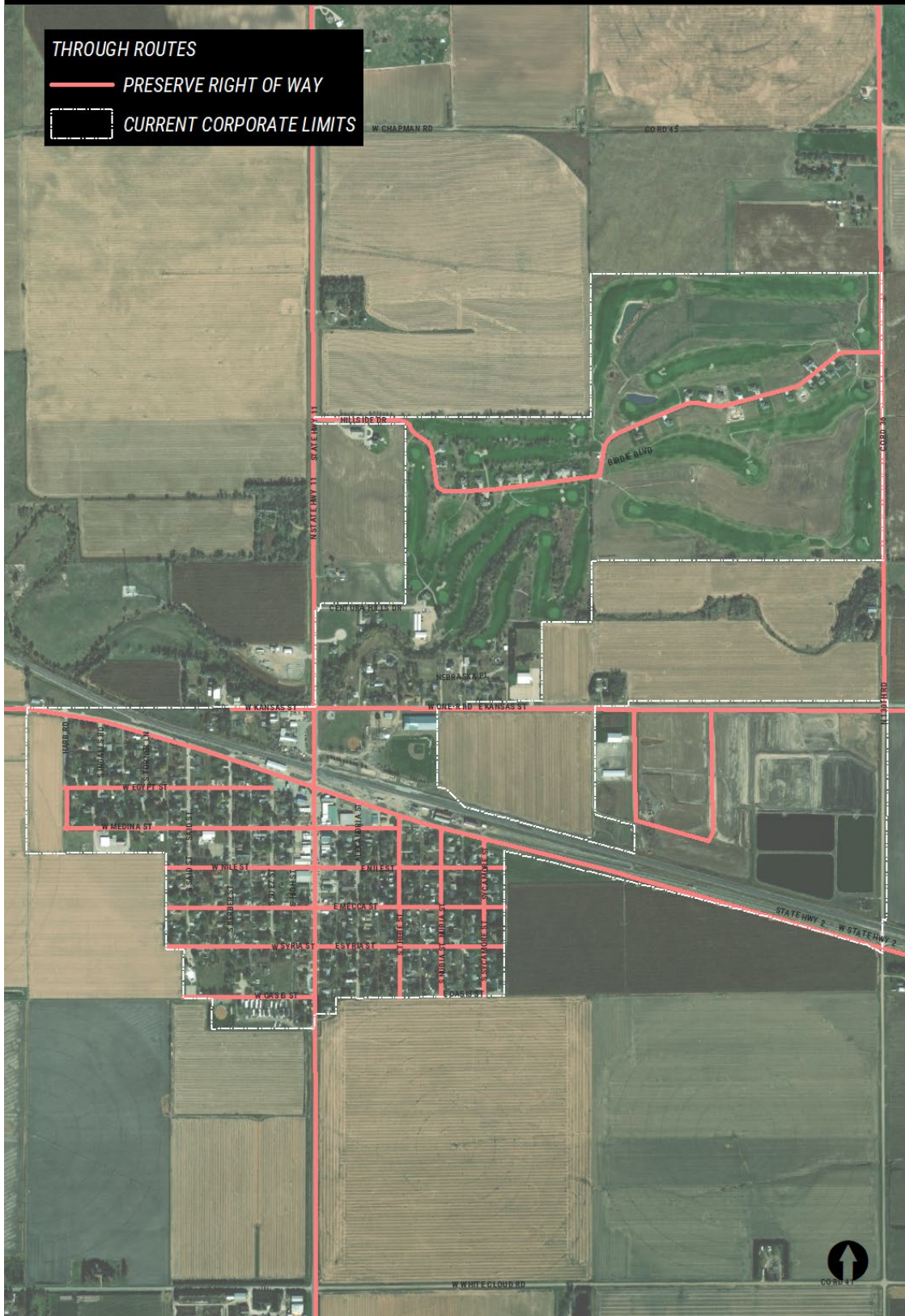
Preserve Commercial Corridors: State Highways 2 and 11 are important assets for the Cairo community. They are the community's front porch, and the source of judgements passersby will make when traveling along these routes. Some of these passersby may be potential future residents; as such, these corridors must be preserved and well maintained. It is also a source of customers for businesses as well as a natural location for those businesses to serve residents.

The properties along these corridors must be reserved for the types of businesses that will bring commerce to Cairo and provide services and secondary jobs to residents. All businesses along these highway corridors must be required to maintain their properties and understand that its appearance will impact the ability of the village to attract other new businesses as well as residents.

Love Our Byways: Highway 2 is an important highway that brings a large amount of traffic to, from, and through Cairo that is also traveling from or to Grand Island. The village maintenance shed is located along this byway on the east side of Cairo. The Community Club was awarded grant funds from the Toyota, Love our Byways Program, this year to landscape the area around the sign. This project is an important step and reminder of the need to maintain the appearance and pay special attention to uses along this commercial corridor.

[illegible]

MAP 4.2 THROUGH ROUTES



STREETS AND SIDEWALKS

The following maps, Map 4.3, 4.4, and 4.5, were completed at the same time as the existing land use inventory and display the material and condition of the streets as well as the presence and condition of the local sidewalks.

Streets: The streets in Cairo are mainly asphalt streets rated in satisfactory or good condition. Four separate street lengths were marked as “other”. These stretches do not appear to have a street constructed by the right of way for these streets appear to be preserved, according to Hall County property records: Suez Street from Oasis to Syria; E Nile Street from Sycamore to the corporate boundary; E Mecca Street from Sycamore to the corporate boundary; and East Syria Street from Sycamore to the corporate boundary. Three street lengths that are gravel surface and appear to be utilized as private streets are located on the west end of Cairo: West Nile Street, West Mecca Street, and West Oasis Street. The remaining street lengths that are not concrete are located north of Highway 2.

One-and Six-Year Plan: The Nebraska Department of Transportation (NDOT) encourages municipalities to annually complete and submit a One-and Six-Year Plan for local street projects. NDOT will distribute funds to that municipality to support the completion of those projects. Olsson is the Village Engineer and completes the plan for the Village Board each year in February. Several factors will affect the eventual completion of the projects on the one-and-six-year plan. While these projects may not be completed in the next one to six years, the streets on this Plan demonstrate the board’s priorities concerning street projects.

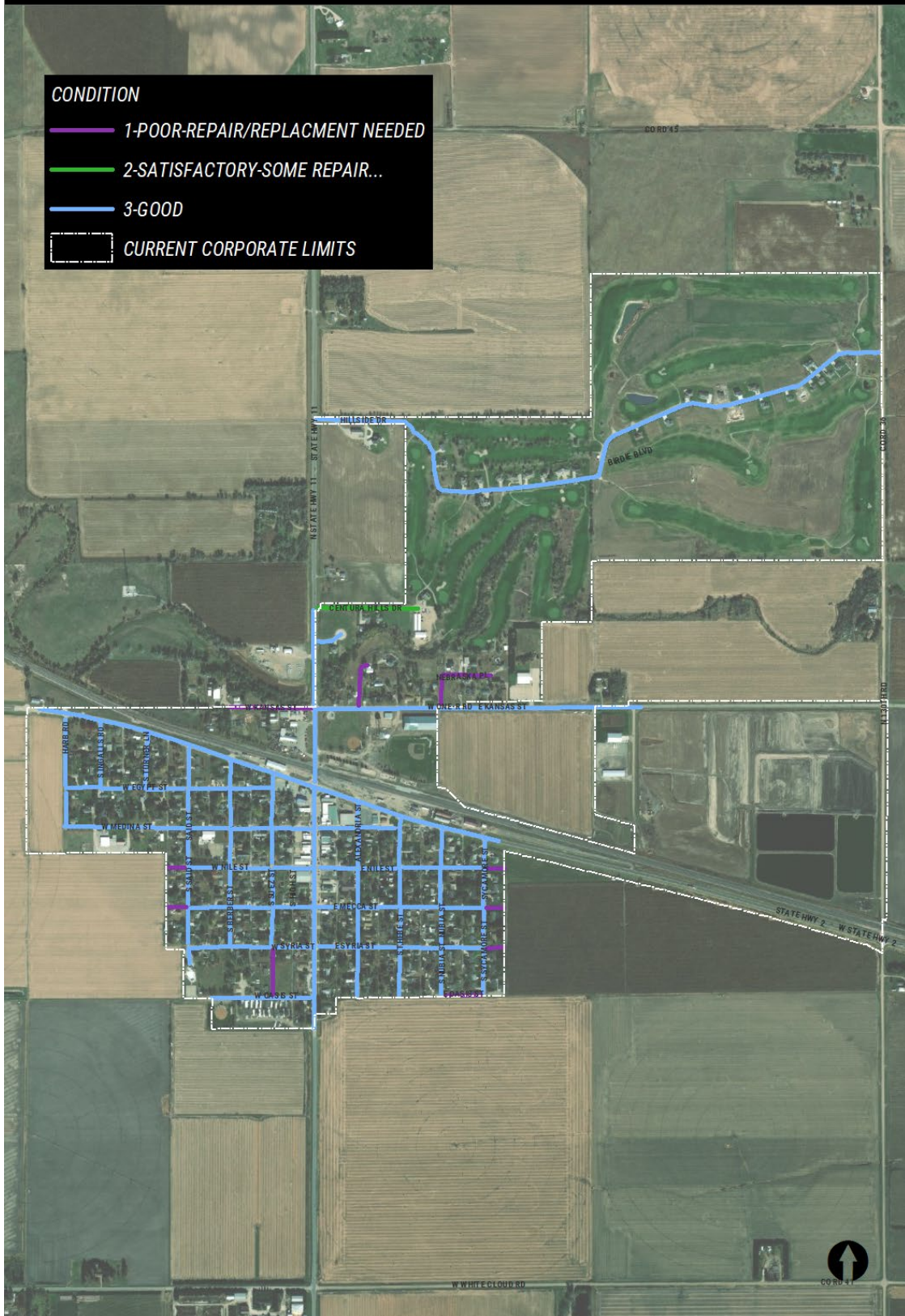
According to the February 9, 2021, Board meeting minutes, the one-year plan includes constructing streets at the industrial park and extending Hillside Drive and beginning the phase of Putter’s Cove-a cul-de-sac at the golf course. The six-year plan includes paving 130th Road east of the golf course and extending Suez Street. As the Village Engineer, Olsson is responsible for maintaining the plan and providing cost estimates for each project.

The public hearing for the 1- & 6-year street plan was opened at 7:05 on motion made by M Johnson and seconded by J Johnson. Ayes: 5. Nays: 0. Matt Rief with Olsson explained that each year the NDOT (Nebraska Department of Transportation) likes for each village/city to submit a 1- & 6-year plan for any street projects that may be happening, the NDOT then sends back money to each village/city to be used for these projects. On the 1-year plan is the construction of extending Hillside Drive and beginning the phase of Putter’s Cove-a cul-de-sac at the golf course. On the 6-year plan are plans for paving Nebraska Place, the paving of 130th Road east of the golf course, and the extension of Suez Street. Some discussion took place about adding the streets at the industrial park to the 1-year plan instead of the 6-year plan, the board also felt that Nebraska Place no longer needs to be listed on either plan. Some numbers were discussed about the amounts it would cost for the paving of the streets at the industrial park and the board then decided to just have Matt Rief add the streets at the industrial park for paving purposed onto the 6-year plan, Olsson will work on an estimate for the cost of such project. The public hearing was closed at 7:20 on motion made by J Johnson and seconded by M Johnson. Ayes: Dibbern, G Sorensen, M Johnson, Bellamy, and J Johnson. Nays: None. Resolution 02-09-2021 adopting the 1- & 6-year plan was passed and approved on motion made by Bellamy and seconded by M Johnson. Ayes: G Sorensen, J Johnson, Dibbern, Bellamy, and M Johnson. Nays: None.

MAP 4.3 CAIRO STREETS-MATERIAL



MAP 4.4 CAIRO STREETS-CONDITION



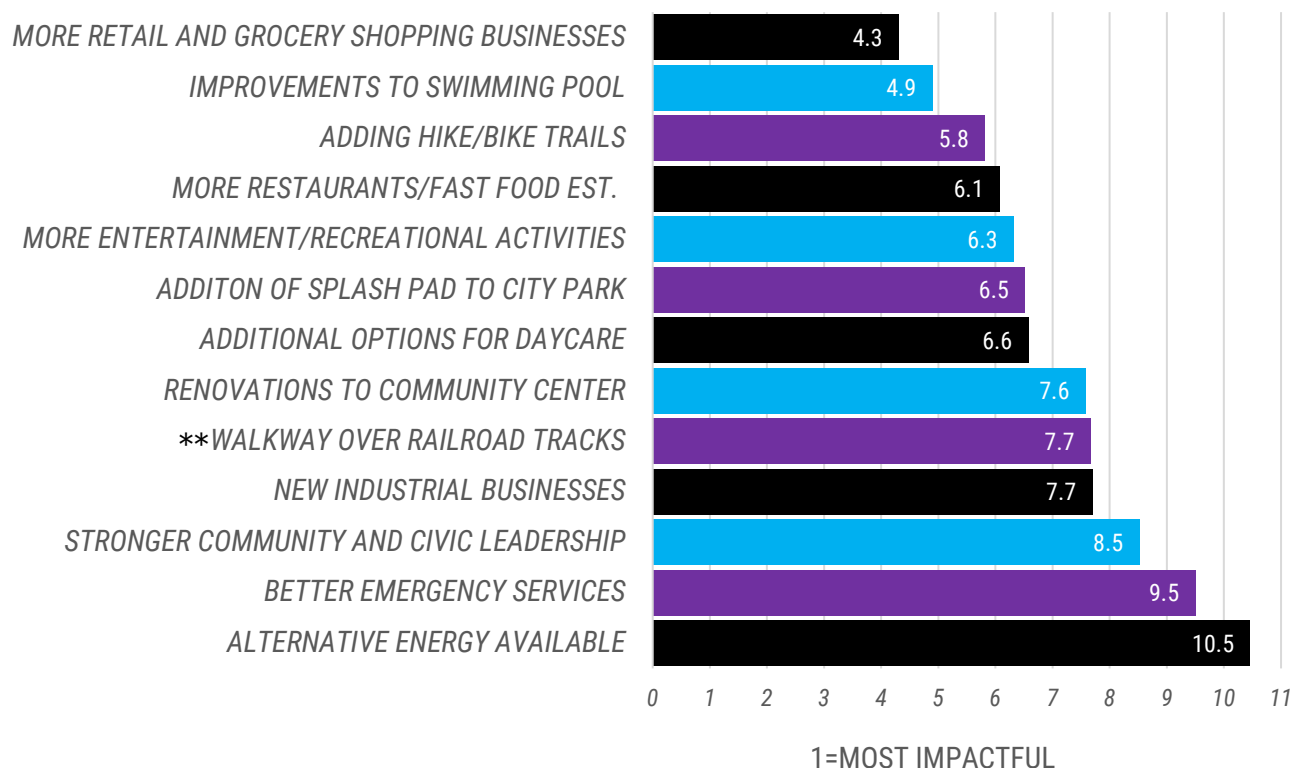
Sidewalks: According to Map 4.5, most of the sidewalk system in Cairo is either missing or in disrepair. Centura Hills is the newest subdivision in Cairo and was constructed without sidewalks. In a community the size of Cairo, residents and vehicles alike may be more comfortable with sharing the street and a village-wide sidewalk system may not be appropriate. Sidewalk projects will compete with other street and community projects that are most likely in higher demand than new sidewalks.

The village must preserve the sidewalks that it does have and consider pedestrian transportation and important pedestrian routes when considering new developments. Preserving routes to and around the three major park/recreation facilities and downtown are examples of sidewalk assets that need to be maintained and expanded when feasible.

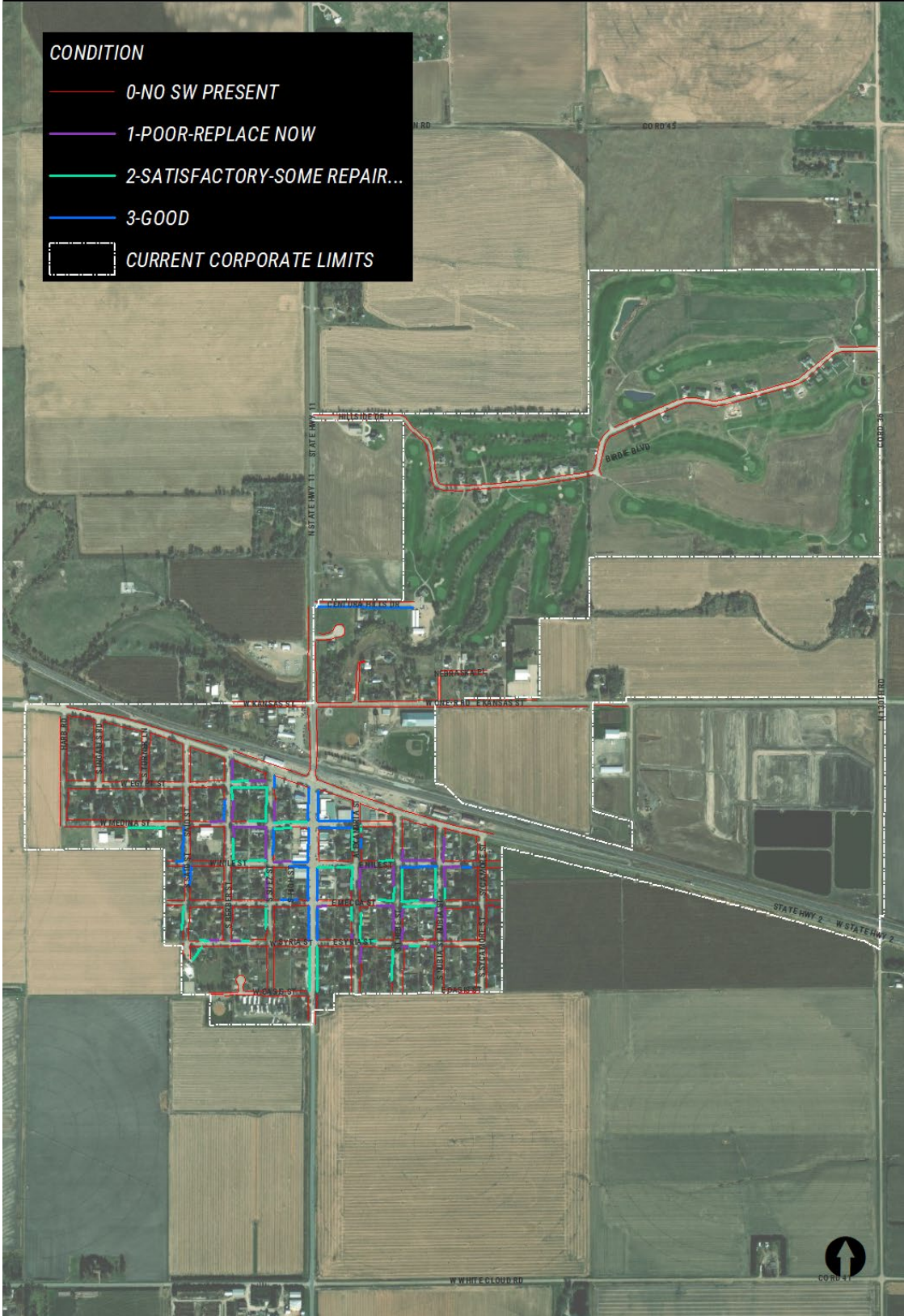
Sidewalk Network-Oasis Street to Highway 2: The sidewalks on both sides of Highway 11 from the south edge of town to Highway 2 are present and in satisfactory to good condition. This length of sidewalk needs to be maintained as it provides a safe way for pedestrians to share the road on Cairo's busiest street.

****Walkway over railroad tracks:** Highway 2 and the railroad are important transportation assets to the region and the state. They are also barriers to connecting the community. An overpass over Highway 2 is a community project that has been discussed over the past several years. The bypass would cross the tracks and the highway. Overpass projects are costly and require the clearance of numerous bureaucratic hurdles. When asked about changes that are most important, an overpass appeared within the top 10 most desired projects. However, eight other projects were ahead of the overpass. Should the Village Board decide to commit to this overpass, a significant number of resources in the form of time and money will need to be committed as well to see this project through.

CHART 4.1 RANKING OF CHANGES THAT WILL CREATE MOST POSITIVE IMPACT FOR EXISTING AND NEW RESIDENTS



MAP 4.5
CAIRO SIDEWALKS-PRESENCE & CONDITION



TRANSPORTATION ROUTES AND FACILITIES-KEY TAKE AWAYS

Preserve and protect rights of way: Through streets are an important part of developing and maintaining affordable housing neighborhoods. Most of the east/west streets appear to have their rights of way preserved when reaching the edges of town. Based on preliminary engineering advice, the southwest corner of the town has the highest potential for future housing development that would support smaller lots (4,000-6,000 sf) that can be connected to all services and annexed into the village. Preserving rights of way will be important to fulfilling this potential for housing development.

Commercial corridor consideration: Highways 2 and 11 are important routes bringing traffic to, through, and from Cairo. They are the most likely locations for the types of businesses desired by the community that will bring retail, services, and secondary jobs to Cairo. They are also the first and last scene that travelers and tourists will see when traveling to, through, and from Cairo. Because of their importance to the local economy, the appearance and uses along these corridors require special consideration.

Pedestrian routes: The Village of Cairo has a very little sidewalk network that is present and in good condition. However, there is a stretch of sidewalk that is present and in mostly good condition along Highway 11, south of the tracks. This stretch must be preserved as it provides a safe form of pedestrian transportation along the community's busiest in town traffic route. It is not always necessary or feasible to require a fully functioning sidewalk system in every neighborhood; however, it should always be considered, especially when a development may be an important part of connectivity for the entire community.

Highway 11, in town pedestrian route, Fall 2020



PRESENT AND PROJECTED COMMUNITY FACILITIES

NRS § 19-903

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

DOMESTIC WATER AND SANITARY SEWER SYSTEM

Olsson serves the village as its civil engineer and maintains the records that contain information about the village's overall water and sanitary system. Maps 5.1 and 5.2 on the following pages are based upon drawings provided by Olsson and represents the size and location of the lines that serve the community.

The Village of Cairo has seen increases in the revenue it receives from providing water and sanitary services to its residents. The change in revenues and expenses beginning in FY 2018 are due to investments the village has made in improving and expanding the lagoon and installing infrastructure to service the industrial park. Recruiting residents to complete the build outs of Centura Hills Subdivision and the Cairo Industrial Park are essential to recovering the infrastructure investments that have been made as well as providing revenue needed to expand housing in other parts of the community.

TABLE 5.1 WATER/SEWER FUND NET OPERATING REVENUE					
	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021 YTD
INCOME	\$162,807	\$195,221	\$205,846	\$514,181	\$733,364
EXPENSES	\$139,610	\$171,285	\$147,182	\$426,716	\$742,615
NET INCOME	\$23,197	\$23,936	\$58,663	\$87,465	-\$9,250

SOURCE: VILLAGE OF CAIRO

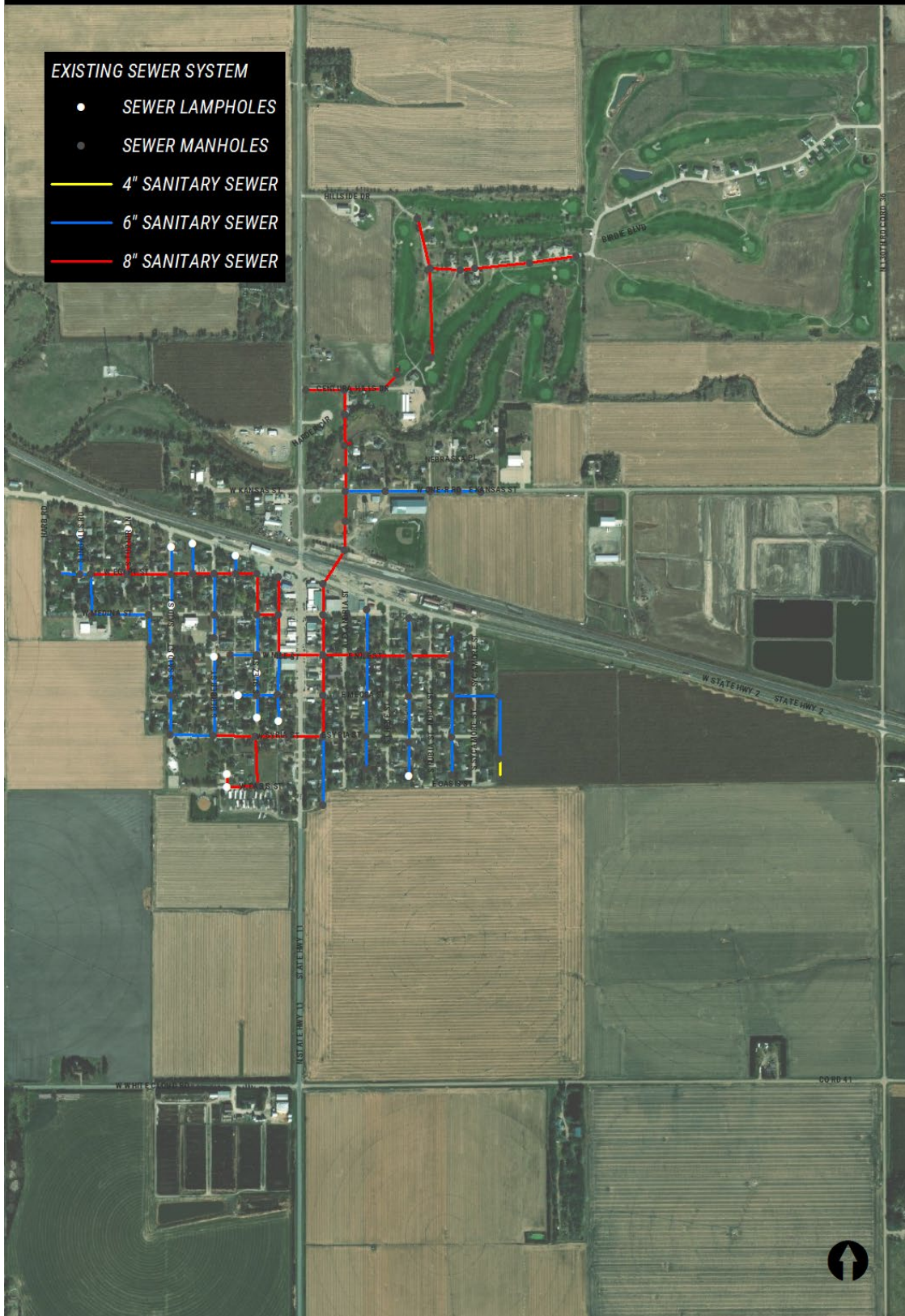
SANITARY SEWER

The information provided in Map 5.1 is not complete as it does not reflect all the infrastructure that has been added to support development in the north side of Cairo. Olsson has provided estimates to the village for the cost of compiling the data to complete this map. Completing this map will assist the village with having a complete and accurate picture of its sanitary infrastructure.

Cairo lagoons and industrial park, looking from the north, Fall 2020



MAP 5.1 **CAIRO EXISTING SEWER SYSTEM (1996)**



WATER SYSTEM

The water system in Cairo consists of a series of lines ranging from 2" to 12" in diameter, three domestic wells, and one water tower, located in the same area as the sports fields complex. Two wells were constructed in 1995 and the third well was built in 2011. Due to past issues with arsenic levels the possibility of needing a new well does exist.

The village has seen the highest increase in residential customers, moving from 294 customers in 2016 to 308 customers in 2020. The number of business/church customers has also increased, but only slightly, averaging one new customer account per year from 2016 to 2020.

Number of customers does not appear to be growing at the same rate as usage of water. Usage has increased significantly beginning in 2020. Usage records only exist through August for 2021. By August of 2020, total usage [year to date] was 31,522 gallons. By August of 2021, total usage [year to date] was 37,142 gallons. This suggests that 2021 will end at a higher usage level than 2020, which was the highest in the past five years.



CHART 5.1 CAIRO WATER CUSTOMERS

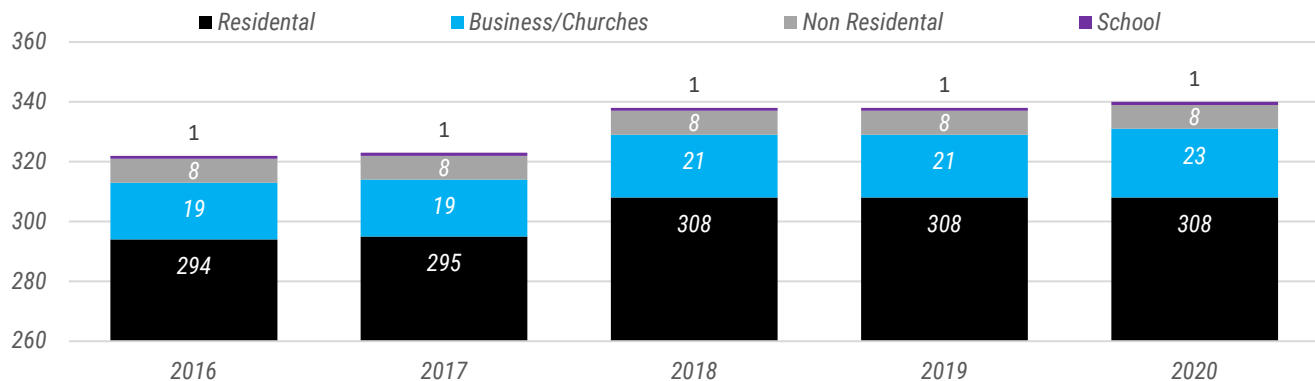
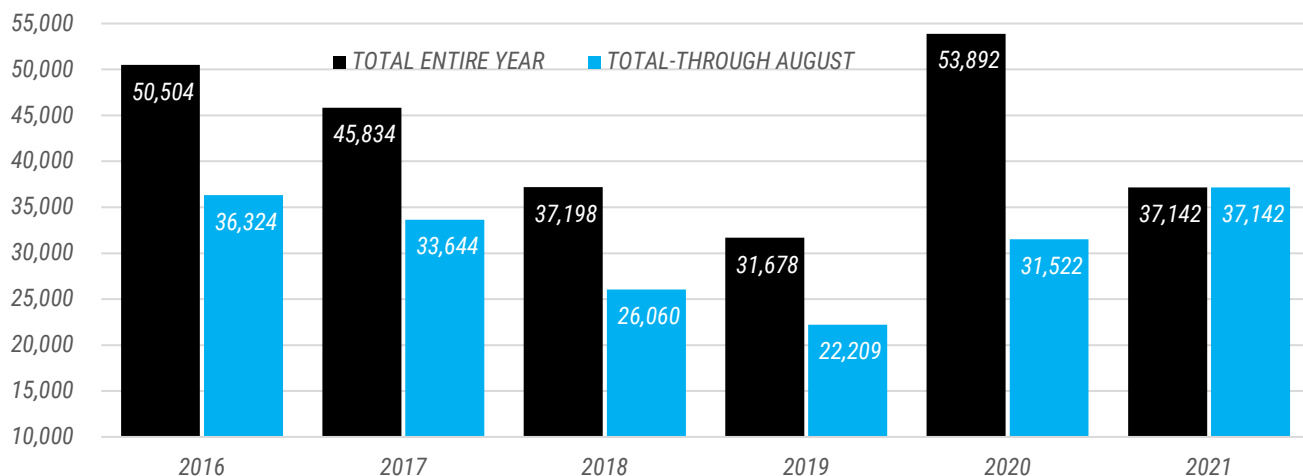
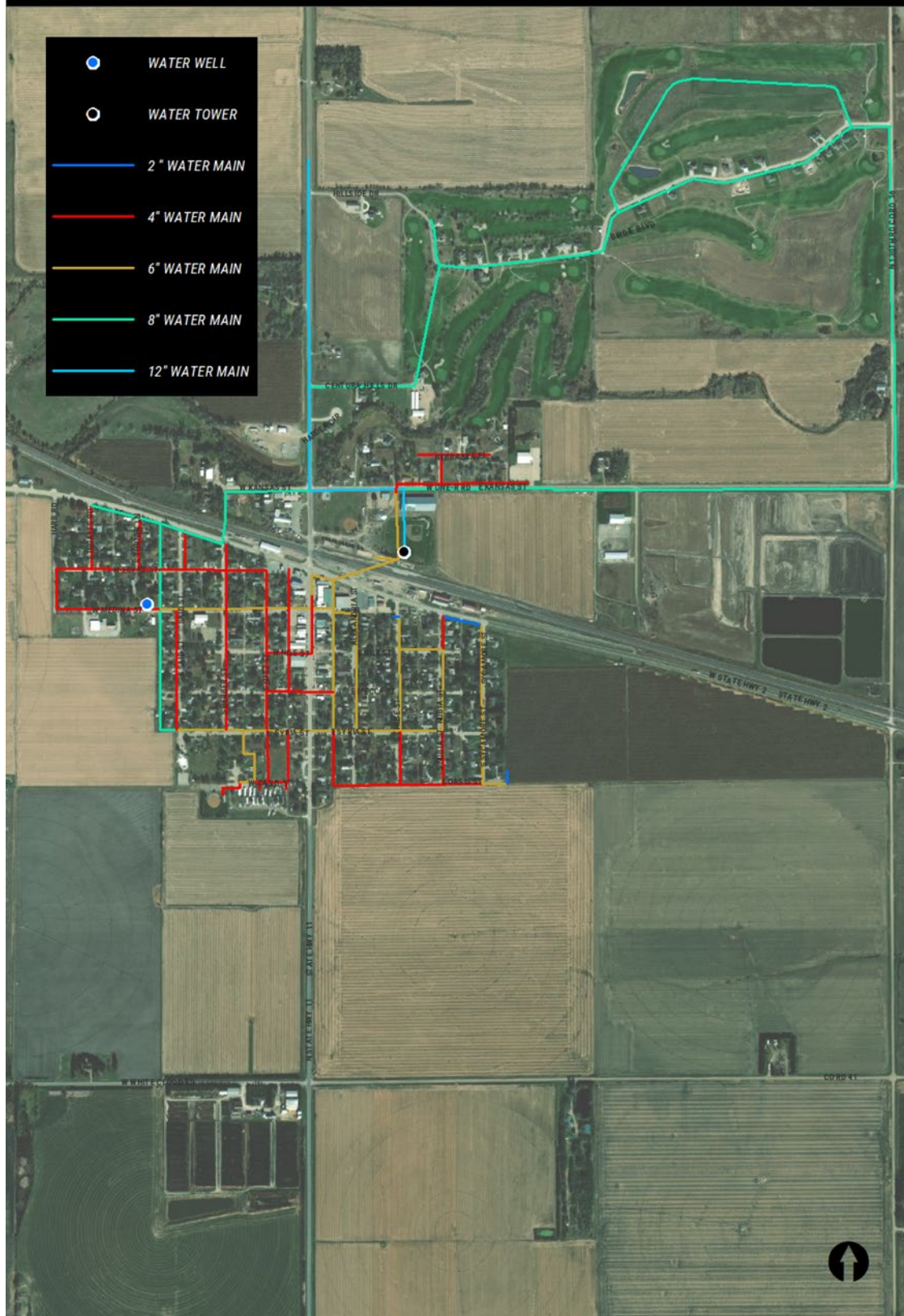


CHART 5.4 WATER USAGE IN GALLONS



**MAP 5.2
CAIRO WATER MAP (2004)**



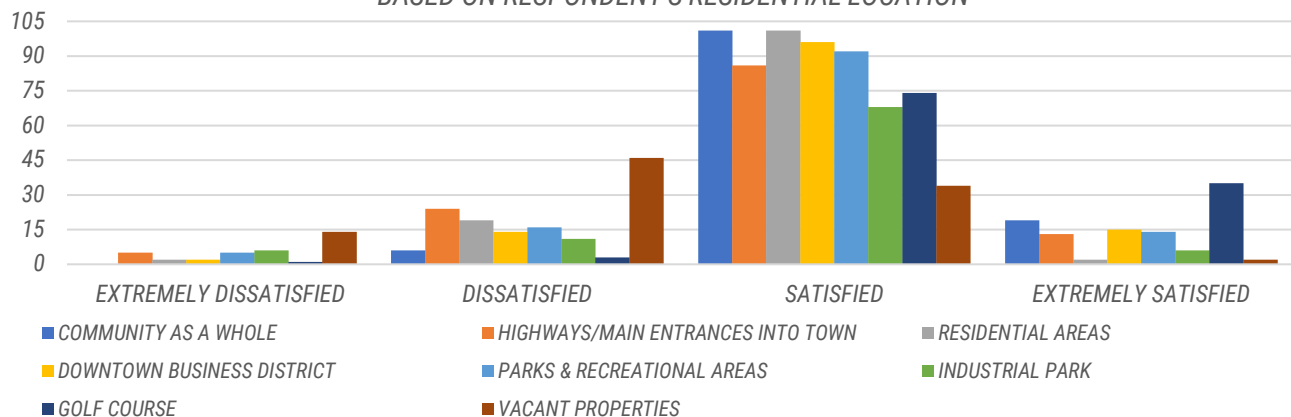
PUBLIC LANDS AND BUILDINGS

Map 5.3 on the following page displays the location of the public lands and buildings in Cairo. The Village of Cairo owns multiple assets, which include the community center, community parks, ballfields, a maintenance building, fire department, and village offices. Cairo has a volunteer fire department, which is housed in a well-maintained facility that hosts vehicles, gear, equipment, the village office, and Village Board meetings.

Community satisfaction with services:

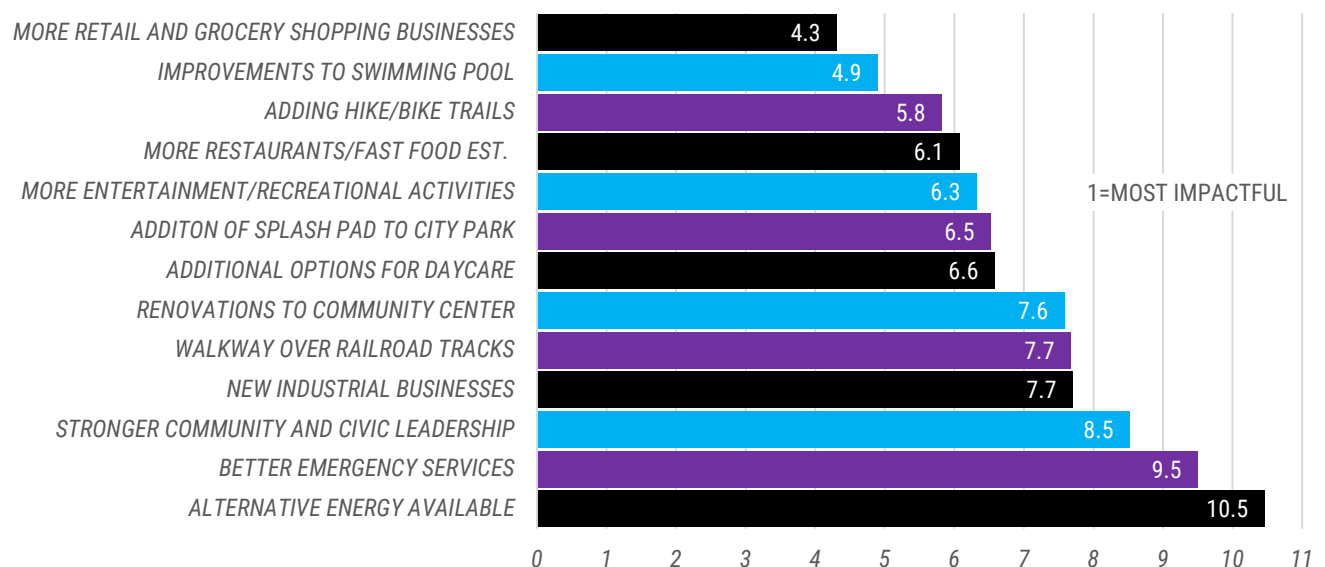
When questioned about their overall satisfaction with services and areas in the village, residents were mostly satisfied.

CHART 5.1 SATISFACTION WITH COMMUNITY ELEMENTS
BASED ON RESPONDENT'S RESIDENTIAL LOCATION



Two community facilities that were identified several times during the community interviews were the swimming pool and community center. Residents generally displayed a high appreciation for both assets and would like to see the village expand/improve both facilities.

CHART 5.2 RANKING OF CHANGES THAT WILL CREATE MOST POSITIVE IMPACT FOR EXISTING AND NEW RESIDENTS

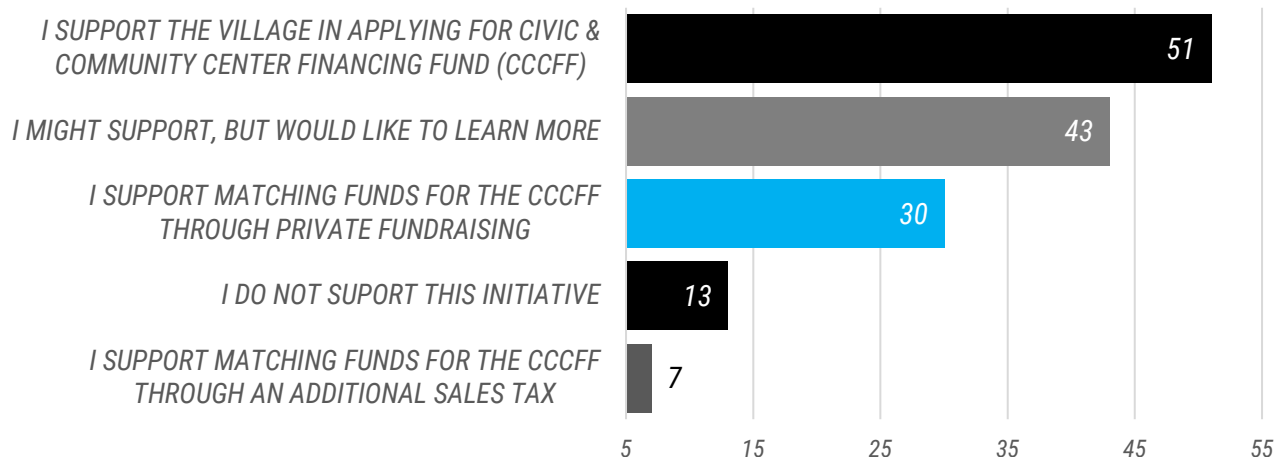


Civic and Community Center Financing Fund

The State of Nebraska offers a program to any community outside of Lincoln and Omaha that provides funding to support the construction, improvement, and expansion of community center facilities. This program is named the Civic and Community Center Financing Fund (CCCFF) and provides matching funds to study the need and cost for a community center project and provide funds to assist with the construction of community centers.

The reoccurring themes based around the community center during the interviews prompted the inclusion of a community center question in the community survey. This question was based upon the community's willingness to pursue CCCFF funds to improve/expand the community center. Thirteen respondents were against pursuing the CCCFF program while 131 showed some level of support.

CHART 5.3 RESPONDENT'S SUPPORT FOR AN EXPANSION/UPGRADE TO THE COMMUNITY CENTER WITH CIVIC AND COMMUNITY CENTER FINANCING FUND



The community center property occupies an entire city block; the actual building currently takes up roughly ¼ of the entire property.

Cairo community center property, looking from the east, Fall 2020



PARKS

Parks: Residents in Cairo enjoy three parks. Rasmussen Park houses the swimming pool and is located on the southwest edge of town. Hulett Park is in the middle of town and has modern playground equipment, and the sports fields complex (owned by the Cairo Athletic Association) is located north of Highway 2. The village also owns and maintains a baseball field on the southwest corner of town. Maps 5.4 and 5.5 on the following pages display the location of the parks as well as a ½ mile radius around each park.

Amount: As a general guide, the American Planning Association (APA) recommends a community have two acres of park space for every 100 residents. With a population of approximately 836 residents, and roughly 16.5 acres of park space, Cairo should aim for 9 acres of park space; therefore, the village currently has enough park space.

<i>PARK</i>	<i>TOTAL AREA (ACRES)</i>
Rasmussen Park, Pool, and Ball field	5.2
Hulett Park	0.64
Sports fields complex	10.7
Total acres of park space in Cairo	16.5
Recommended amount of park space	9
Current excess of park space	7.5

Access: According to community planning standards, residents should live within ½ to 1 mile of park space. Map 5.5 displays a ½ mile radius around each park. According to Map 5.5 all residents except those living in Centura Hills Subdivision are within one ½ mile radius of a park. Further, should the village move forward with adding housing to the southwest corner of town, those new residents would be well within the ½ mile radius of a park.

Additional park amenities: Participants in the focus group/individual interviews and community survey respondents alike favored the addition of park/recreation amenities, especially the installation of a community trails system and the addition of a splash pad. The community was also overwhelmingly in support of keeping the swimming pool; improvements to the swimming pool was in the top 3 most desired community projects.

MAP 5.4 CAIRO PARKS



[illegible]

COMMUNITY SERVICE PARTNERSHIPS

Public Safety: The community is served by a voluntary fire department and EMT rescue team. The Cairo Rural Volunteer Fire Department has existed since 1910 and provides emergency services to residents living in and around the Village of Cairo. The Village Office and Cairo Volunteer Fire Department are housed in the same building. The Hall County Sheriff provides police protection and has a physical office in the community.

Schools: Residents in Cairo are part of the Centura Public School District, located outside of Cairo north of town. New Hope Christian School is a private K-8 school located inside of Cairo. The Village of Cairo has in the past and will continue to look for ways to partner with and support both schools.

Cairo Volunteer Fire Department, Village Office, and Hall County Sheriff, looking from the east, Fall 2021



COMMUNITY FACILITIES -KEY TAKE AWAYS

Infrastructure Investment: The Village of Cairo has made significant investments to improve its infrastructure, especially the sanitary sewer system. Over the next decade, the development of the industrial park and Centura Hills Subdivision are important priorities that will assist the village with recovering this investment and receive the increased revenues that will come from the complete build out of these subdivisions. Development of other residential neighborhoods is another important priority impacting the village's ability to grow sustainably. Lands on the southwest corner of town hold the greatest potential for cost effective development of residential neighborhoods.

Community Center: Improvement and/or expansion of the community center was identified by community stakeholders as an important issue. The Civic and Community Center Financing Fund (CCCCF) is made available by the State of Nebraska and the village's community center is an eligible project. Community survey respondents are mostly in support of pursuing the CCCCCF program.

Parks/Recreation Amenities Preservation and Improvements: As is, the village's park system provides ample space and access for enjoyment by its residents. Improvements that the community would like to see added to the park system involve improving the current state of the swimming pool, installing a splash pad, and adding a parks/trails system.

CAIRO COMPREHENSIVE PLAN-SUMMARY OF KEY TAKEAWAYS

The policy statements and key takeaways provided in this comprehensive plan are repeated below.

Demographic and Economic Projections

- **Population Growth:** The City of Grand Island and Grand Island MSA communities are growing. The number of households and residents is increasing. At the same time, Cairo's median age is decreasing along with the number of family and/or household members. Elementary school enrollment at Centura Public Schools is decreasing, yet the ACS estimates that 41% of Cairo's population is children 9 years of age and younger. Census data estimating the population breakdown (by age) of Cairo does not appear to be consistent. Regardless of those inconsistencies, the Village of Cairo is growing, and new residents and housing units are being added to the area.
- **High Point:** Historical population trends have fed into a population projection that predicts Cairo is at its highest population point since 1920, 100 years ago. The plan predicts that the village's population will continue to rise and will exceed 1,000 residents in the next two to three decades.
- **Housing Demand:** If this plan's prediction is correct, the Cairo community will add roughly 67 new housing units to accommodate the growth. While some of this growth has been planned for with the addition of the Birdie Boulevard subdivision, additional lands will need to be developed and annexed into the village.
- **Cost of labor:** Wages for workers in Hall County, Grand Island MSA, and all of Nebraska are seeing a steady increase. Wages for GI MSA workers are seeing the greatest increase in the past five years. This is good news for employees living in Cairo. However, the supply of labor does not appear to be keeping up with demand. Employers in the area are most likely being forced to compete for labor which could be preventing businesses from making other investments that would benefit the region.
- **Housing costs:** Though wages are increasing, they do not appear to be keeping up with the cost of housing, which is most likely connected to the lack of labor in the area. Home values and gross rents have increased significantly over the past five years. A significant increase in prices almost always points to demand outpacing supply. In this case, the supply of housing is not keeping up with the demand for it. The region's economy needs workers and workers moving to the region need housing. If Cairo is financially and politically able to attract more residents, the region's demand for housing suggests that new homes built in Cairo would fill up quickly. Based on wage information, affordable homes should exceed a monthly housing cost of no more than \$1,000.
- **Demand for services and secondary jobs:** Most survey respondents claimed that Cairo's small town, safe atmosphere and proximity to Grand Island are the main reasons they reside in Cairo. Cairo is a bedroom community. To better support its residents and encourage them to belong to the Cairo community, the number of businesses providing services and secondary jobs need to increase. An increase in the business diversity is the most important value to current residents. The types of businesses that are wanted most by survey respondents include grocery and retail businesses. Over the next decade, it is the Village of Cairo's intent to build out its industrial park. The future tenants of that park will most likely be businesses that are locally grown and supported.

Land Use and Annexation

The Future Land Use (FLU) Map reflects the following policy statements that represent the Cairo community's vision for future growth.

Residential growth: The Village of Cairo recognizes the unmet demand for housing and the negative impact it is having on the community's ability to attract young families and provide employees for area businesses. According to information provided by the Village Engineer (Olsson), the lands that are in the southwest corner would be the most affordable to develop. This is due to this land's natural sloping and the water and sanitary infrastructure that already exists near the ballfields and swimming pool.

The FLU map also shows no residential or commercial development of the lands within the one-mile zoning jurisdiction of the village. This reflects the Village Board's policy to pay special attention to the way that new developments will impact the ability of the village to expand by adding neighborhoods that are annexed and connected to services. Centura Hills Subdivision is located on the north side of the village and has lots yet to be sold and built upon. The housing lots in Centura Hills are geared more toward larger dwelling units while the lands reserved on the southwest side of the village would serve smaller, more affordable housing neighborhoods.

Commercial land development: The Cairo Industrial Park has developed an 18-lot subdivision. Three lots have been sold and are developed while 15 lots remain. New commercial businesses and expanding local businesses should be in the park, which has been marked by the FLU map as industrial.

Transportation Routes and Facilities

Preserve and protect rights of way: Through streets are an important part of developing and maintaining affordable housing neighborhoods. Most of the east/west streets appear to have their rights of way preserved when reaching the edges of town. Based on preliminary engineering advice, the southwest corner of the town has the highest potential for future housing development that would support smaller lots (4,000-6,000 sf) that can be connected to all services and annexed into the village. Preserving rights of way will be important to fulfilling this potential for housing development.

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Community Facilities

Infrastructure Investment: The Village of Cairo has made significant investments to improve its infrastructure, especially the sanitary sewer system. Over the next decade, the development of the industrial park and Centura Hills Subdivision are important priorities that will assist the village with recovering this investment and receive the increased revenues that will come from the complete build out of these subdivisions. Development of other residential neighborhoods is another important priority impacting the village's ability to grow sustainably. Lands on the southwest corner of town hold the greatest potential for cost effective development of residential neighborhoods.

Community Center: Improvement and/or expansion of the community center was identified by stakeholders as an important issue. The Civic and Community Center Financing Fund (CCCCFF) is made available by the State of Nebraska and the village's community center is an eligible project. Community survey respondents are mostly in support of pursuing the CCCFF program.

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