

August 2015

# EXECUTIVE SUMMARY



JOINT LAND  
USE STUDY





## What Is a Joint Land Use Study?

A JLUS is a planning process accomplished through the collaborative efforts of a comprehensive list of stakeholders in a defined study area in order to identify compatible land uses and growth management practices in communities close to active military installations. These stakeholders include local community, state, and federal officials, residents, business owners, nongovernmental organizations, and the military.

The intent of this planning effort is to foster and enhance an ongoing working relationship between Offutt Air Force Base (AFB), federal and state agencies, neighboring jurisdictions, and local organizations. The JLUS was developed under the guidance of three main objectives.

**Understanding.** Convene community and military representatives to identify, confirm, and understand the compatibility issues in an open forum, taking into consideration both community and Offutt AFB perspectives and needs. This includes public awareness, education, and input as part of a cohesive outreach program.

**Collaboration.** Encourage cooperative land use and resource planning by Offutt AFB and surrounding communities so that future community growth and development are compatible with the training and operational missions at Offutt AFB, while at the same time seeking ways to reduce operational impacts on adjacent lands.

**Actions.** Provide a set of mutually supported tools, activities, and procedures (strategies) that local jurisdictions, agencies, and Offutt AFB can implement in order to avoid and reduce compatibility issues. The strategies proposed include both operational measures to mitigate installation impacts on surrounding communities, and local government and agency approaches to reduce community impacts on military operations. These strategies will help decision makers resolve compatibility issues and prioritize projects within the annual budgeting process of their respective entity/jurisdiction.



## Collaborative Planning

The JLUS planning process was designed to create a locally relevant study that builds consensus and obtains support from the stakeholders involved. The public was instrumental in the development of this JLUS by providing their perspective and feedback, both in the JLUS public workshops and through the use of the interactive project website: [www.offuttjlus.com](http://www.offuttjlus.com).

The development of the project was also guided by two committees composed of community and military stakeholder representatives.

- **Policy Committee**, which provided project oversight, guidance, and decision-making.
- **Technical Advisory Committee**, which assisted in the identification and assessment of compatibility issues, development of recommendations, and overall report development.

**The Offutt AFB Joint Land Use Study (JLUS) was conducted as a collaborative planning effort between the following project partners:**

- Back to the River
- Bellevue Chamber of Commerce
- Bellevue Public Schools
- Cass County, NE
- City of Bellevue, NE
- City of Council Bluffs, IA
- City of Glenwood, IA
- City of La Vista, NE
- City of Omaha, NE
- City of Plattsmouth, NE
- Douglas County, NE
- Greater Omaha Economic Development Partnership
- Metropolitan Area Planning Agency
- Mills County, IA
- Offutt AFB
- Omaha Chamber of Commerce
- Papio-Missouri River Natural Resources District
- Pottawattamie County, IA
- Sarpy County, NE

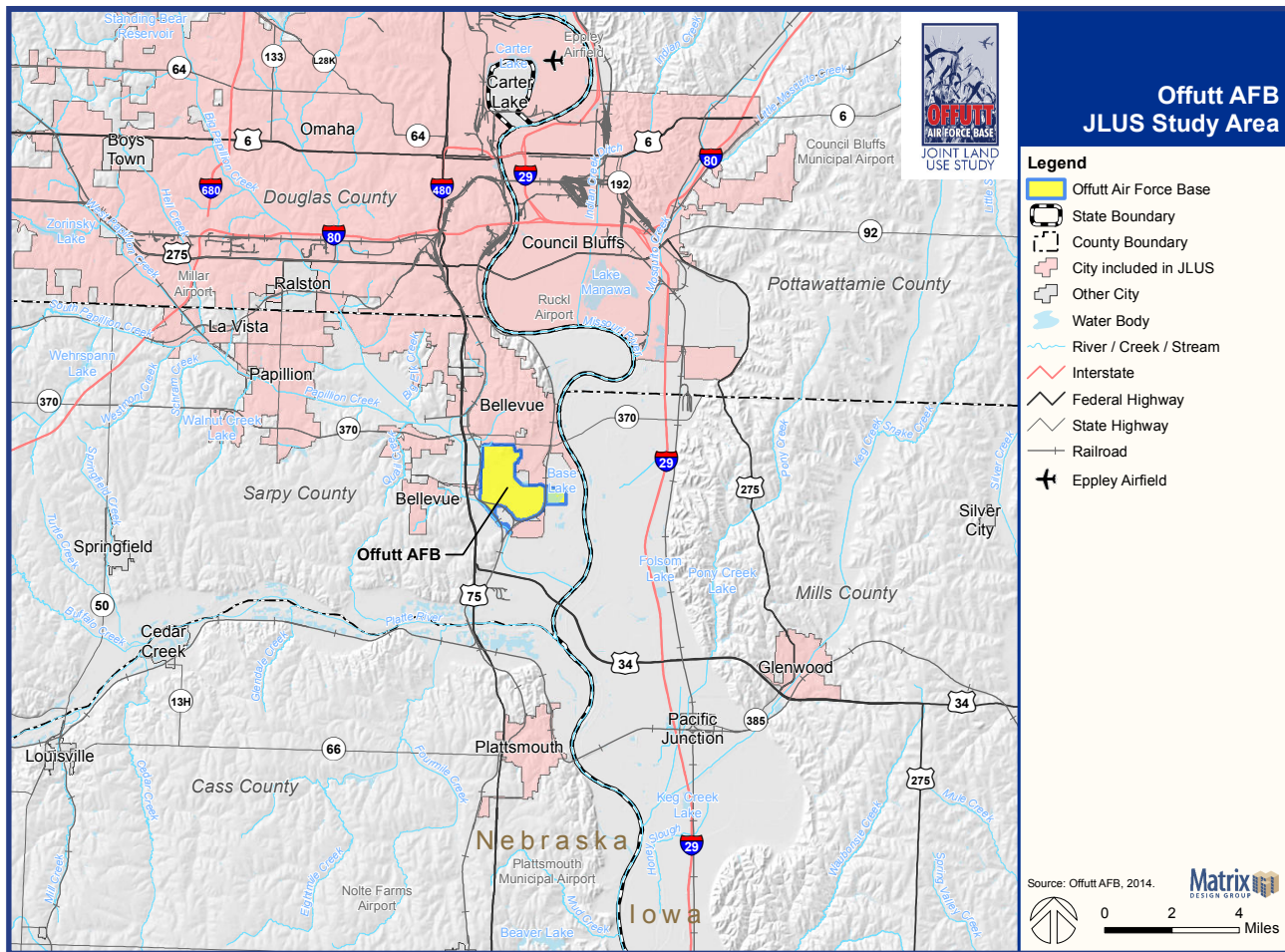
# EXECUTIVE SUMMARY

## Compatibility Assessment

Compatibility, in relation to military readiness, can be defined as the balance or compromise between community needs and interests and military needs and interests. The goal of compatibility planning is to promote an environment where both community and military entities communicate, coordinate, and implement mutually supportive actions that allow both to achieve their respective objectives. A number of factors assist in determining whether community and military plans,

programs, and activities are compatible or in conflict with each other. For the Offutt AFB JLUS, 25 compatibility factors were used to identify, determine, and establish a set of key JLUS compatibility issues. These compatibility factors included topics such as land use, noise, safety areas, vertical obstructions, and roadway capacity.

## Offutt AFB JLUS Study Area



The Offutt AFB JLUS Study Area was designed to address all lands near Offutt AFB that may impact current or future military operations or be impacted by these military operations.

Offutt AFB is located in Sarpy County and the surrounding communities' land uses include a variety of residential, commercial, industrial and agricultural uses. The primary characteristics evaluated to determine the Study Area included the 25

compatibility factors and their association with military mission readiness and community zoning and development functions.

The Study Area is characterized by economic activity that is centered on the agricultural industry and growth in industries such as insurance, healthcare, and retail trade. The population in the Study Area is increasing as the Omaha metropolitan region grows, while job growth is increasing as the economic structure continues to diversify.





## JLUS Recommended Strategies

The heart of the Offutt AFB JLUS is the set of 96 recommended strategies that address the 38 compatibility issues identified. Since the Offutt AFB JLUS is the result of a collaborative planning process, the strategies represent a true consensus plan—a realistic and coordinated approach to compatibility planning developed with the support of stakeholders involved throughout the process. The strategies developed are uniquely tailored for this JLUS and respect the local context, including the value of personal property rights recognized throughout the region.

The key to the implementation of the strategies is the establishment of a JLUS Coordination Committee to oversee the JLUS execution. Through this Committee, local jurisdictions, Offutt AFB, federal and state agencies, and other interested parties can continue their

initial work together to establish procedures, recommend or refine specific actions, and make adjustments to strategies over time to ensure the JLUS continues to resolve key compatibility issues into the future. Concurrent with the efforts of the JLUS Coordination Committee, each project partner is responsible for establishing their own course of action to implement the strategies unique to them through collaboration of their leadership, planners, and the public.

The strategies developed during the JLUS process are described in detail in Chapter 6 of the JLUS Report. The following list provides a highlight of the key recommended strategies that were developed and agreed upon by the JLUS partners.



## Key Strategies Identified



### Air Quality

- Update the 2013 Nebraska Air Quality Report



### Anti-Terrorism / Force Protection

- Identify locations of critical parcels
- Acquisition of easements through partnering
- Anti-Terrorism / Force Protection zoning overlay



### Biological Resources

- Implement boat inspection program
- Control bird and wildlife attractants near Offutt AFB
- Bird / aircraft strike hazard considerations in local jurisdiction or agency projects



# EXECUTIVE SUMMARY



## Communication

- Establish a JLUS Coordination Committee
- Establish communication procedures for mission activities and changes
- Encourage the use of media methods to disseminate information
- Maintain and continue to utilize social media
- Offutt AFB open house / mission briefings
- Use of existing websites to distribute information
- Maintain a GIS data clearinghouse
- Incorporate Offutt AFB as one of the agencies that review pre-development applications / proposals
- Public-public and public-private partnerships



## Energy Development

- Coordination with DOD Siting Clearinghouse
- Identify and map locations suitable for wind energy development
- Coordinate with wind developers to reach an agreement that supports wind energy and military missions
- Develop solar siting guidelines



## Frequency Spectrum Interference/Impedance

- Refer applications and permit requests to Offutt AFB for review
- Ensure compatible frequencies



## Housing Availability

- Inform communities of Air Force housing needs
- Update jurisdiction housing elements and plans



## Infrastructure Extensions

- Monitor development along, or increase in usage of, Highway 34
- Encourage compatible land development



## Land / Air / Sea Spaces

- Develop information on usage of non-military drones around Offutt AFB
- Protect potential future runway safety zone areas



## Land Use

- Update local jurisdiction comprehensive plans to include military compatibility policies that support and promote compatible land uses
- Ensure Federal Aviation Regulation Part 77 height compliance
- Define and establish Military Compatibility Areas
- Compatible economic development marketing



## Light and Glare

- Develop dark skies ordinances, where applicable



## Noise and Vibration

- Update / amend comprehensive plans, zoning regulations, and building codes for noise attenuation standards



## Roadway Capacity

- Conduct a traffic impact analysis study
- Review Offutt AFB gate access
- Promote carpool programs



## Vertical Obstructions

- Amend zoning for imaginary surfaces heights and slopes
- Discourage placement of tall structures within safety flight corridors



## Water Quality / Quantity

- Develop a comprehensive and integrated flood management plan



## Geographic Relevance

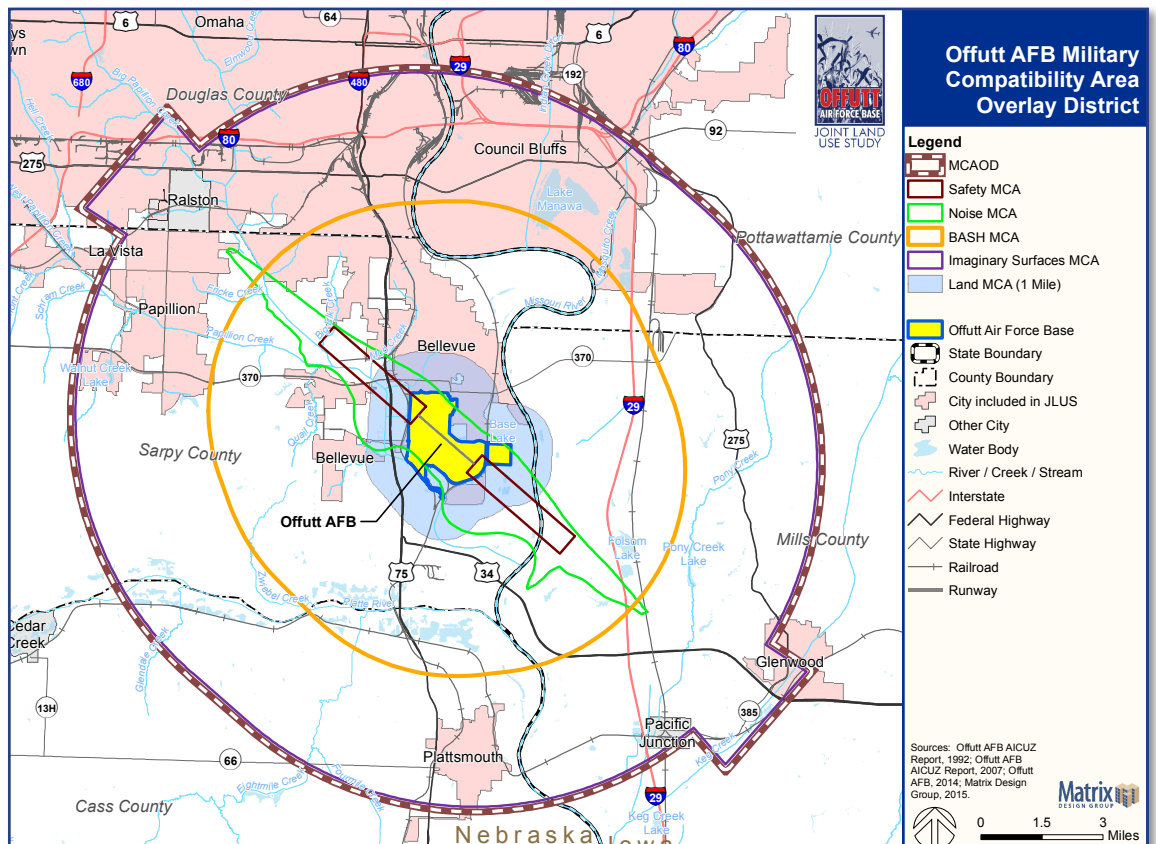
A key strategy to guide compatible development and activities without overregulation is the establishment of five Military Compatibility Areas (MCAs) and a Military Compatibility Area Overlay District (MCAOD). The MCAs (described on the following pages) are used to define the geographic areas where specific JLUS strategies are to be applied. This technique ensures the strategies are applied to the appropriate areas, and that locations deemed not subject to a specific compatibility issue are not adversely impacted by regulations inappropriate for their location or circumstance.

The proposed Offutt AFB MCAOD is an area that incorporates all of the MCAs.

The MCAs were designated to accomplish the following:

1. Promote an orderly transition between community and military land uses so that land uses remain compatible;
2. Protect public health, safety, and welfare;
3. Maintain operational capabilities of military installations and areas;
4. Promote an awareness of the size and scope of military training areas to protect areas separate from the actual military installation (e.g., critical air space) used for training purposes; and
5. Establish compatibility requirements within the designated area, such as requirements for sound attenuation and aviation easements.

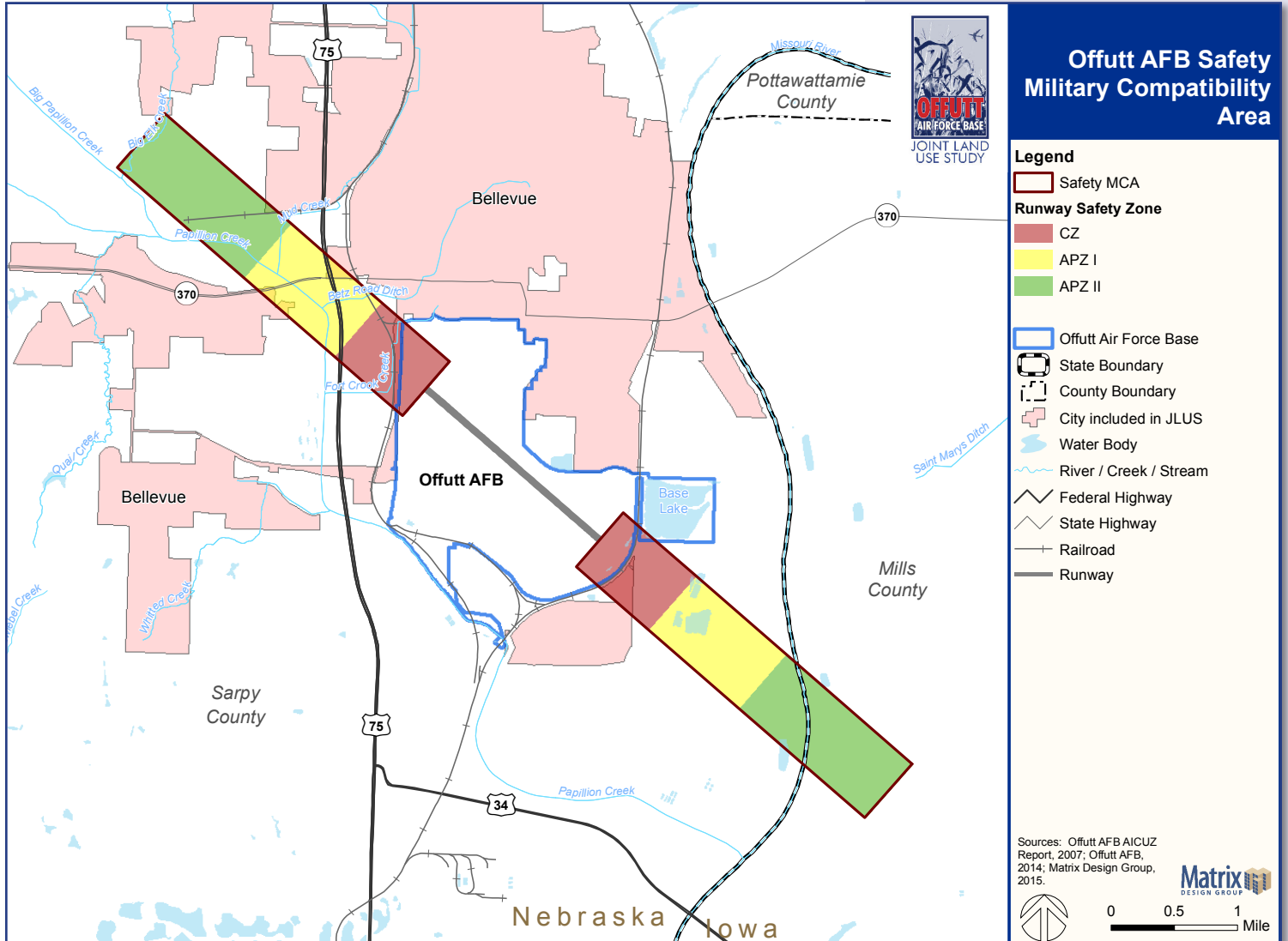
## Military Compatibility Area Overlay District





# EXECUTIVE SUMMARY

## Safety Military Compatibility Area



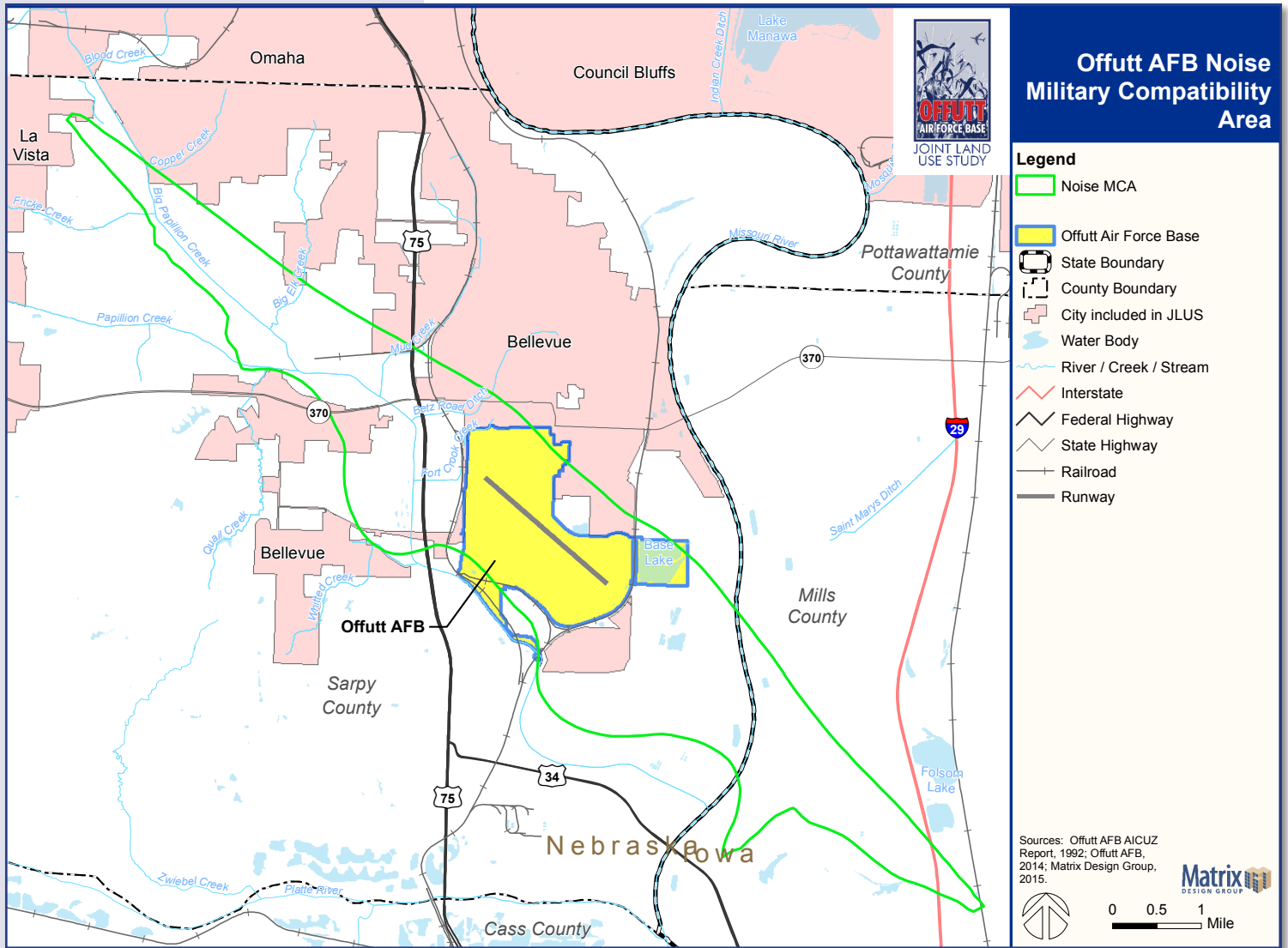
The proposed Safety MCA would regulate compatible land use types and densities / intensities within the Clear Zones (CZs) and Accident Potential Zones (APZs) of Offutt AFB's runway. Each of these would be a subzone of the Safety MCA. The current location of each safety subzone is based on the airfield layout and air operations identified in Offutt AFB's Air Installation Compatible Use Zone (AICUZ) Report.

A Safety MCA is needed to prevent the development of incompatible land uses in areas with the greatest potential for an accident (in the unlikely event that one was to occur). The safety zones are explained in more detail in Chapter 5, Section 5.21 Safety in the Background Report.





## Noise Military Compatibility Area

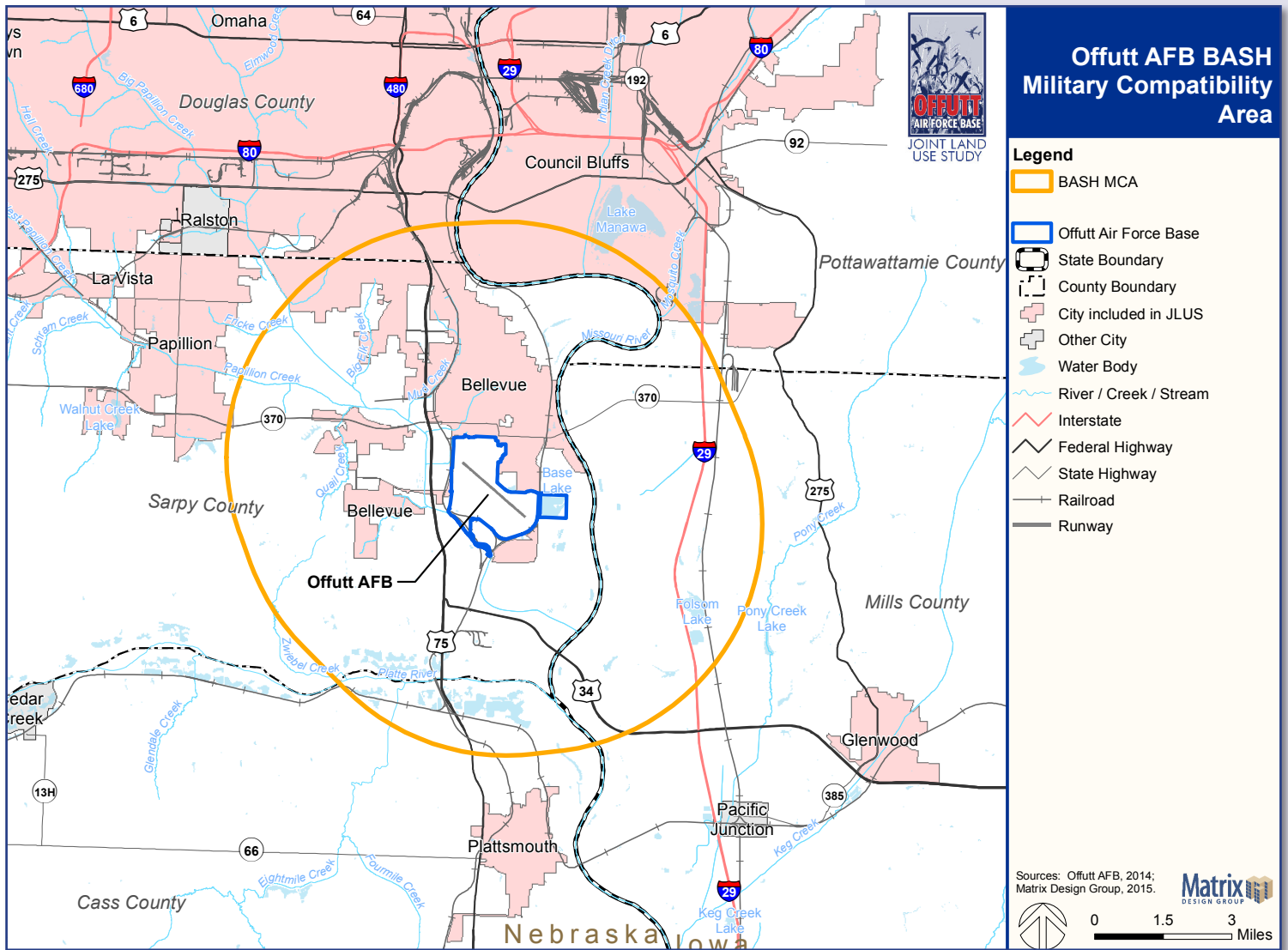


Noise is often a concern to the public surrounding military installations with flying missions. The Noise MCA includes all land located off-installation within 1992 Offutt AFB 65 decibel (dB) day-night level (DNL) noise contour. Areas within this MCA are exposed to noise of 65 dB DNL or higher. Residential developments and other noise-sensitive land uses within this MCA may be subject to sound attenuation measures to reduce interior noise levels and achieve a maximum interior noise level of 45 dB DNL. Noise zones are explained in more detail in Chapter 5, Section 5.18 Noise in the Background Report.

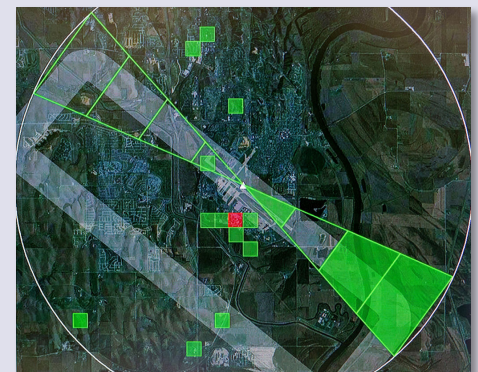


# EXECUTIVE SUMMARY

## BASH Military Compatibility Area



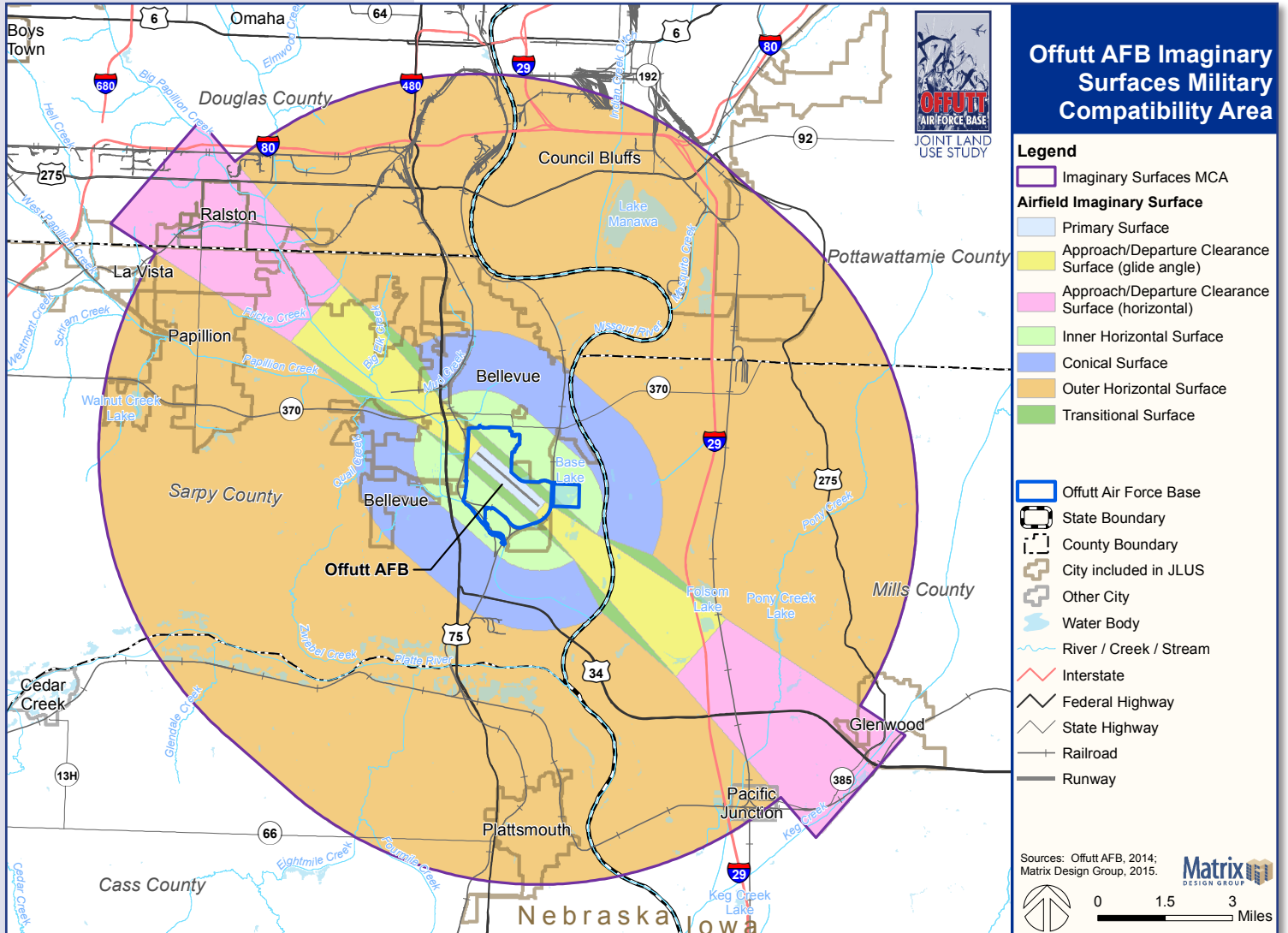
The proposed Bird / Wildlife Aircraft Strike Hazard (BASH) MCA extends outward from the airport operational areas at Offutt AFB for five miles. This MCA is meant to include areas near the airfield with the highest safety concerns relative to uses that may concentrate or attract birds. Bird strikes with aircraft can have serious safety concerns, including the potential for loss of life or aircraft. Even minor bird strikes can cause costly repairs to aircraft and interfere with missions. The five-mile distance associated with the BASH MCA is a Federal Aviation Administration (FAA) recommended standard for managing bird attractants around runways. BASH concerns are explained in more detail in Chapter 5, Section 5.3 Biological Resources in the Background Report.



Screenshot of computer readout data from Offutt AFB's MERLIN SS200m Aircraft Bird strike Avoidance Radar System. Each square represents groups of birds, from 1-10, 11-20, and more than 20.



## Imaginary Surfaces Military Compatibility Area

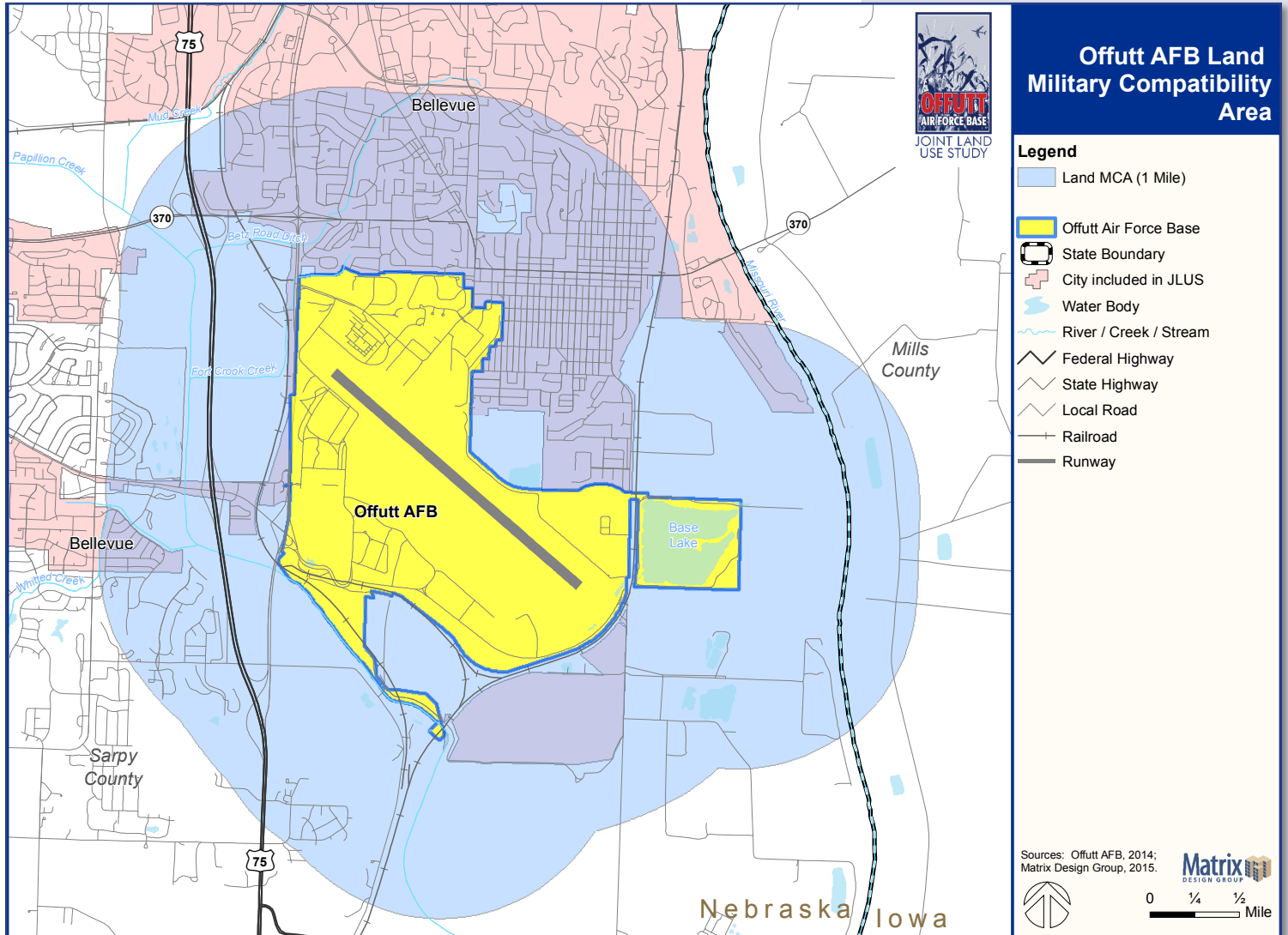


The purpose of the Imaginary Surfaces MCA is to regulate the height of structures and buildings within the area defined by FAA guidance and Air Force instructions known as imaginary surfaces. The imaginary surfaces are a 3-D geographic area comprising approach and departure airspace corridors and safety buffers. Vertical obstruction heights are a major concern for flight operations due to the potential for a structure to extend into navigable airspace, which could impede safe flight operations and put both pilots and citizens on the ground at risk. Vertical obstructions that can affect flight safety include, but are not limited to, cell towers, power lines, wind turbines, buildings, and trees. The imaginary surfaces are explained in more detail in Chapter 5, Section 5.23 Vertical Obstructions in the Background Report.



# EXECUTIVE SUMMARY

## Land Military Compatibility Area



The Land MCA is designed to capture lands adjacent to Offutt AFB and is more for awareness purposes to keep landowners informed of the operations that may impact their quality of life. The Land MCA includes all land within one mile of the boundary of Offutt AFB.





## For Additional Information Contact:



### Metropolitan Area Planning Agency

2222 Cuming Street  
Omaha NE, 68102  
402.444.6866  
[www.mapacog.org/](http://www.mapacog.org/)

## JLUS Documents

Three JLUS documents providing different levels of information are available to the public, elected and appointed officials, and the military. These documents provide an overview of the JLUS process, detailed information on Offutt AFB and the overall study area, an assessment of existing compatibility issues, and the recommended strategies in the Implementation Plan. These resource documents are as follows.

### JLUS Report

The JLUS Report presents an overview of the JLUS planning process, purpose and objectives of the study and the recommended Implementation Plan. The report presents a concise description of the following:

- JLUS project study area, including Offutt AFB mission overview;
- Population profile and economic overview of the communities in the JLUS Study Area;
- Summary of the factors and compatibility issues identified during the JLUS process; and
- Set of recommended strategies to mitigate or prevent encroachment and proactively achieve land use compatibility.

### JLUS Background Report

The JLUS Background Report provides the technical background and detailed assessment of the compatibility issues identified as part of the JLUS project.

### JLUS Executive Summary

The JLUS Executive Summary serves as a quick reference describing the purpose of a JLUS and providing an overview of the key JLUS strategies and Military Compatibility Areas.

*This study was prepared under contract with Metropolitan Area Planning Agency, with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the key JLUS partners involved in the development of this study and does not necessarily reflect the views of the Office of Economic Adjustment.*