

COMPREHENSIVE PLAN RECOMMENDATIONS

BELLEVUE



JOINT LAND
USE STUDY

MAPA

Omaha - Council Bluffs
Metropolitan Area
Planning Agency

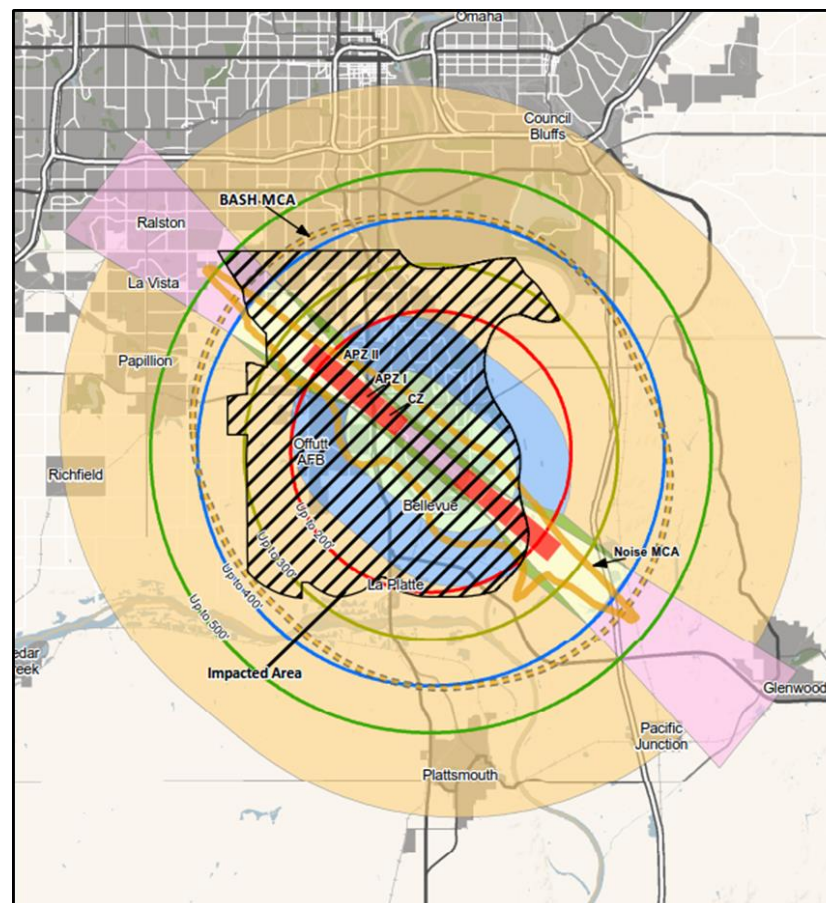
Offutt Air Force Base Joint Land Use Study Background

The Joint Land Use Study (JLUS) is a land use plan with specific implementation actions to ensure that civilian growth and development are compatible with vital training, testing, and other military operations at Offutt Air Force Base (AFB). The JLUS process promotes and enhances civilian and military communication and collaboration, serves as a catalyst to sustain the military mission, and promotes the public health, safety, quality of life, and economic viability of the region. The intent of this planning effort is to foster and enhance an ongoing working relationship between Offutt AFB, federal and state agencies, neighboring jurisdictions, and local organizations.

The Offutt AFB JLUS 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. A key strategy to guide compatible development and activities without over-regulation is the establishment of five Military Compatibility Areas (MCAs) and a Military Compatibility Area Overlay District (MCAOD). The proposed Offutt AFB MCAOD is an area that incorporates all of the MCAs.

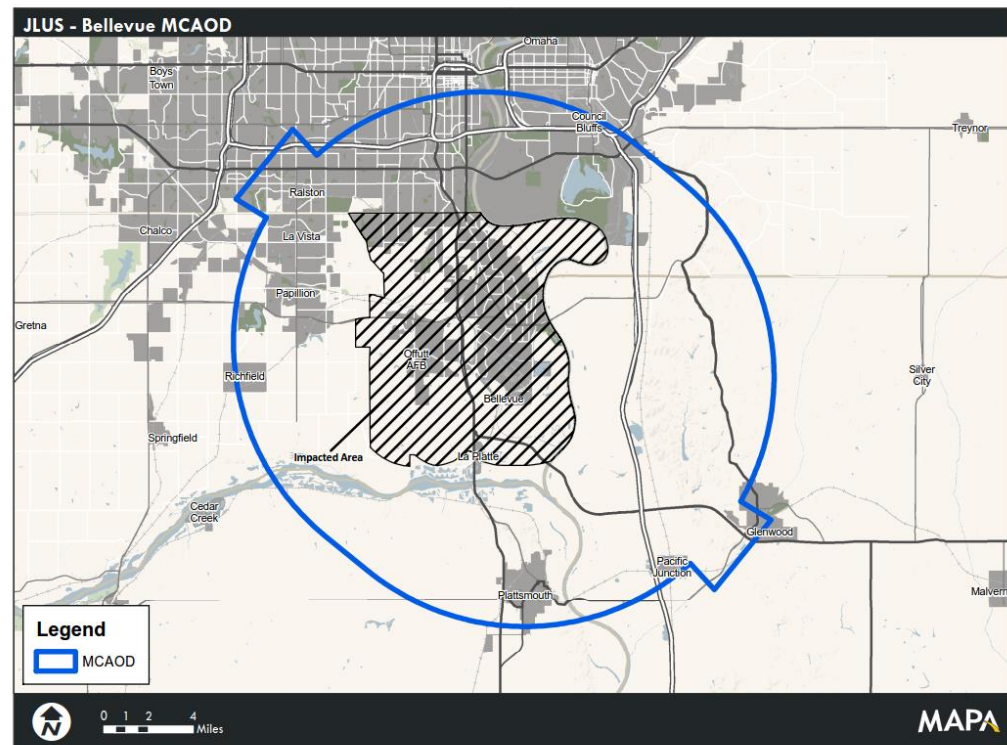
The MCAs, outlined in the image to the right, were designated to accomplish the following:

- 1) Promote an orderly transition between community and military land uses to ensure land use compatibility;
- 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, while protecting areas separate from the actual military installation (e.g., critical air space) used for training purposes; and
- 5) Establish compatibility requirements within the five designated areas within the MCAOD.



Military Compatibility Area Overlay District (MCAOD)

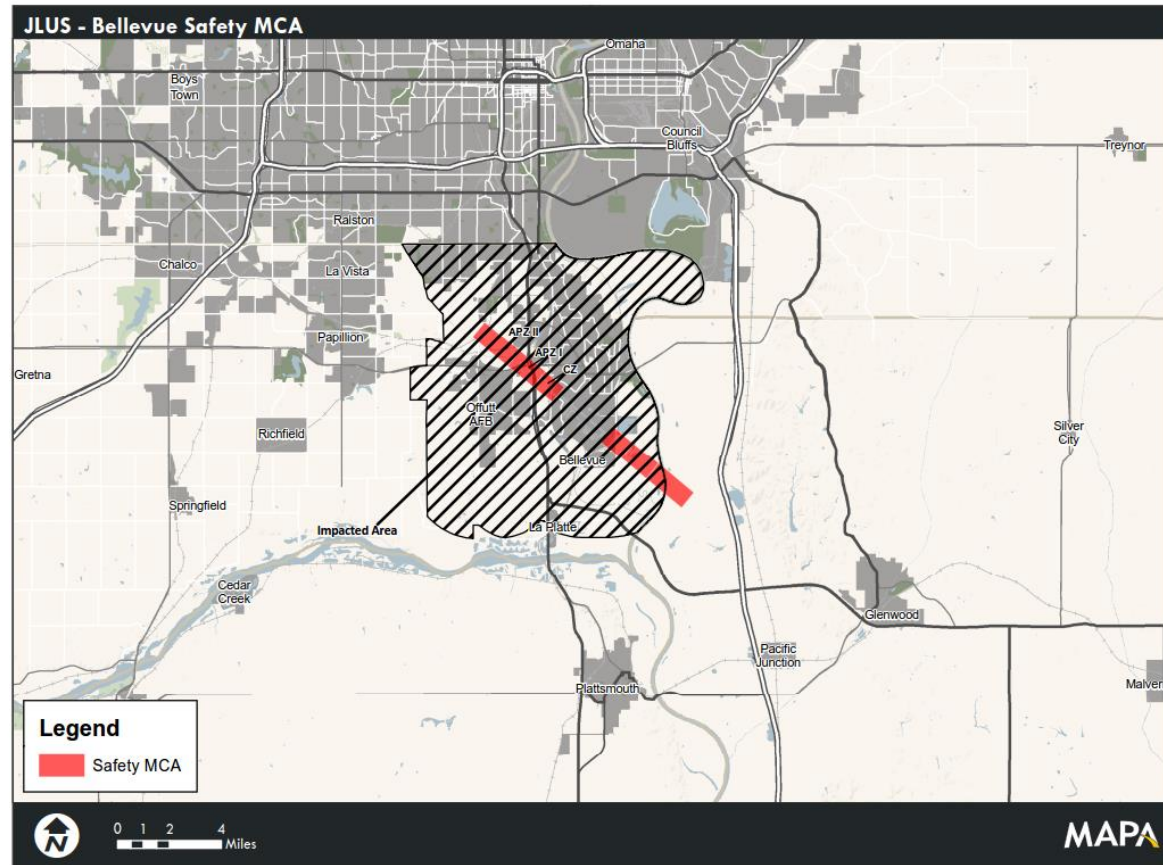
The Area contains a mixture of land use types. Various types of residential development are the most prevalent land use throughout the City. Commercial and office use are along Mission Avenue from Lincoln Road to Haworth Park, at the intersections of Hwy 370 and 36th Street, and Fort Crook Road and Harvell Drive. Much of the retail commercial uses are at the intersection of Hwy 75 and Cornhusker Road, along Fort Crook Road south of Harvell Drive, and along Galvin Road. Agricultural, parks and open spaces are located on the east side of the City along the Missouri River and agricultural uses along the Papio Creek and southeast Bellevue. Industrial uses are located south of Offutt AFB and along the rail line between Fort Crook Road and Hwy 75. Much of the flex space use is on the south and west side of Offutt AFB.



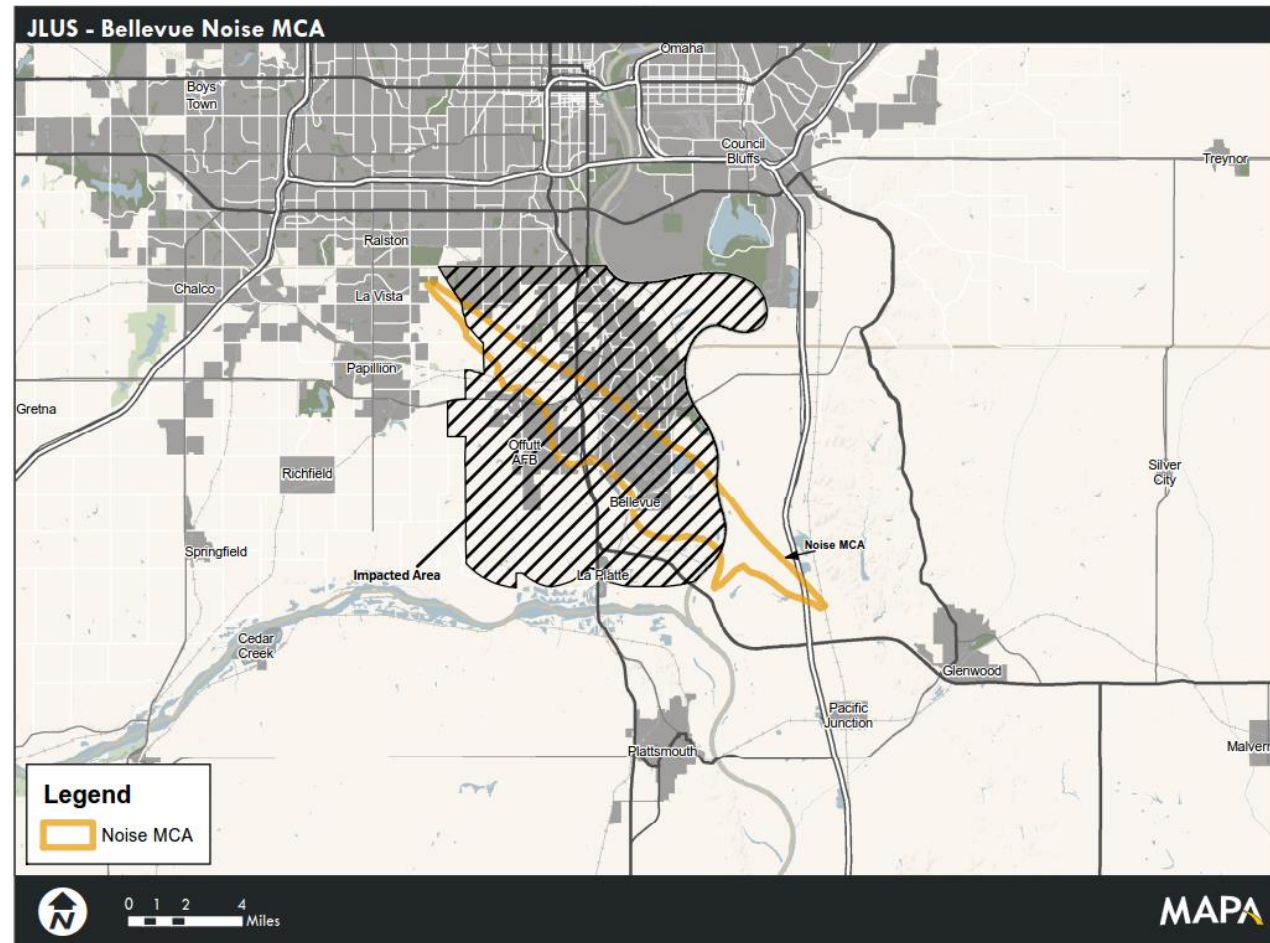
Clear Zone – The City enforces an Air Installation Compatible Use Zone (AICUZ). The only use allowed in the clear zone is agriculture. This includes the use of land for agriculture as the primary purpose of obtaining a profit by raising, harvesting, and selling crops.

Accident Potential Zone I (APZ I) - No residential uses are permitted within the APZ I. The Base Civil Engineer at Offutt AFB must be notified for comments on the proposed development and its conformance with the standards as set forth in the AICUZ report. Within each land use category, uses exist where further definition may be needed due to the variation of densities in people and structures. No passenger terminals and no major above-ground transmission lines are to be developed in APZ I. Within each land use category, uses exist where further definition may be needed due to the variation of densities in people and structures. Offices and facilities allowed in APZ I are to be low density, excluding chapels. The development of club houses are not recommended.

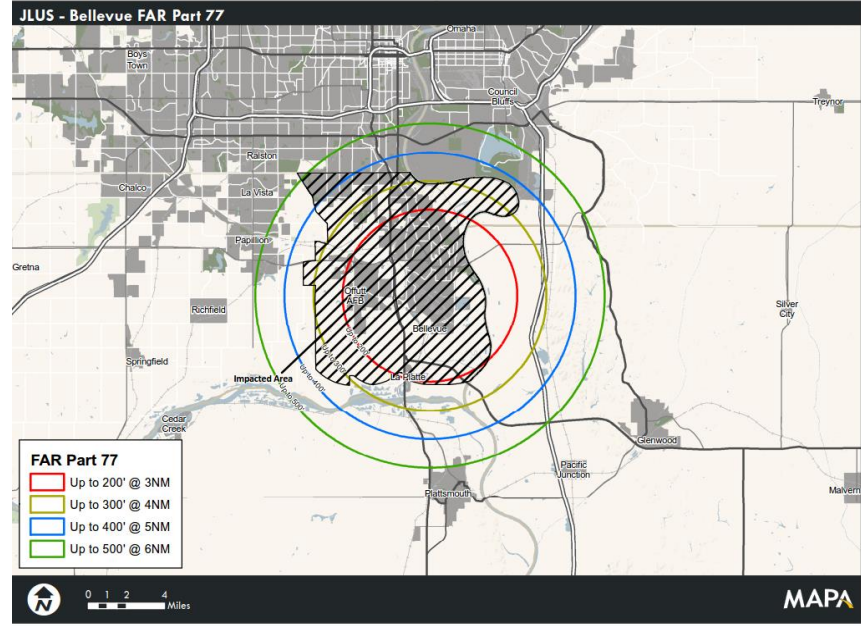
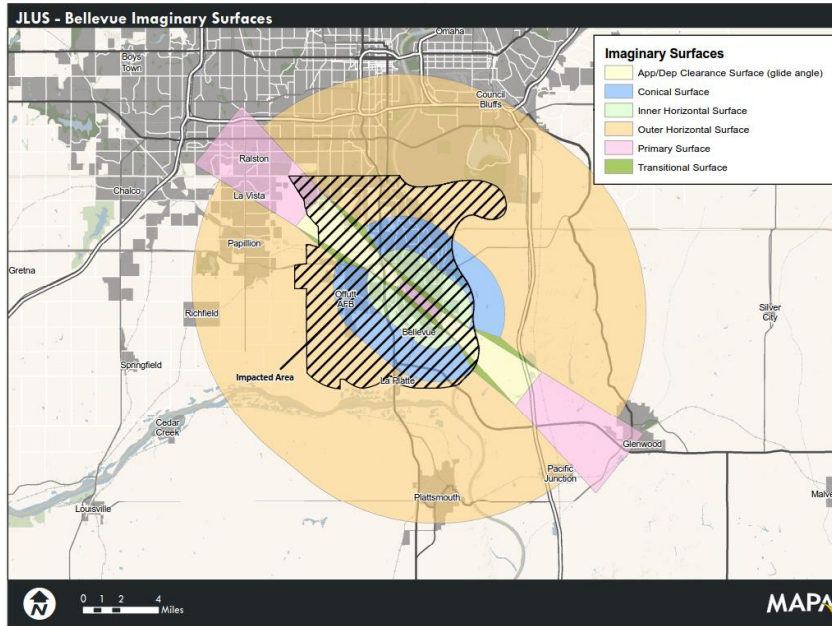
Accident Potential Zone II (APZ II) - The only residential development allowed within the APZ II are single unit detached residential units. The Base Civil Engineer at Offutt AFB must be notified for comments on the proposed development and its conformance with the standards as set forth in the AICUZ report. Within each land use category, uses exist where further definition may be needed due to the variation of densities in people and structures. Offices and facilities allowed in APZ II are to be low density, excluding chapels. The development of club houses and areas of gathering people are not recommended.



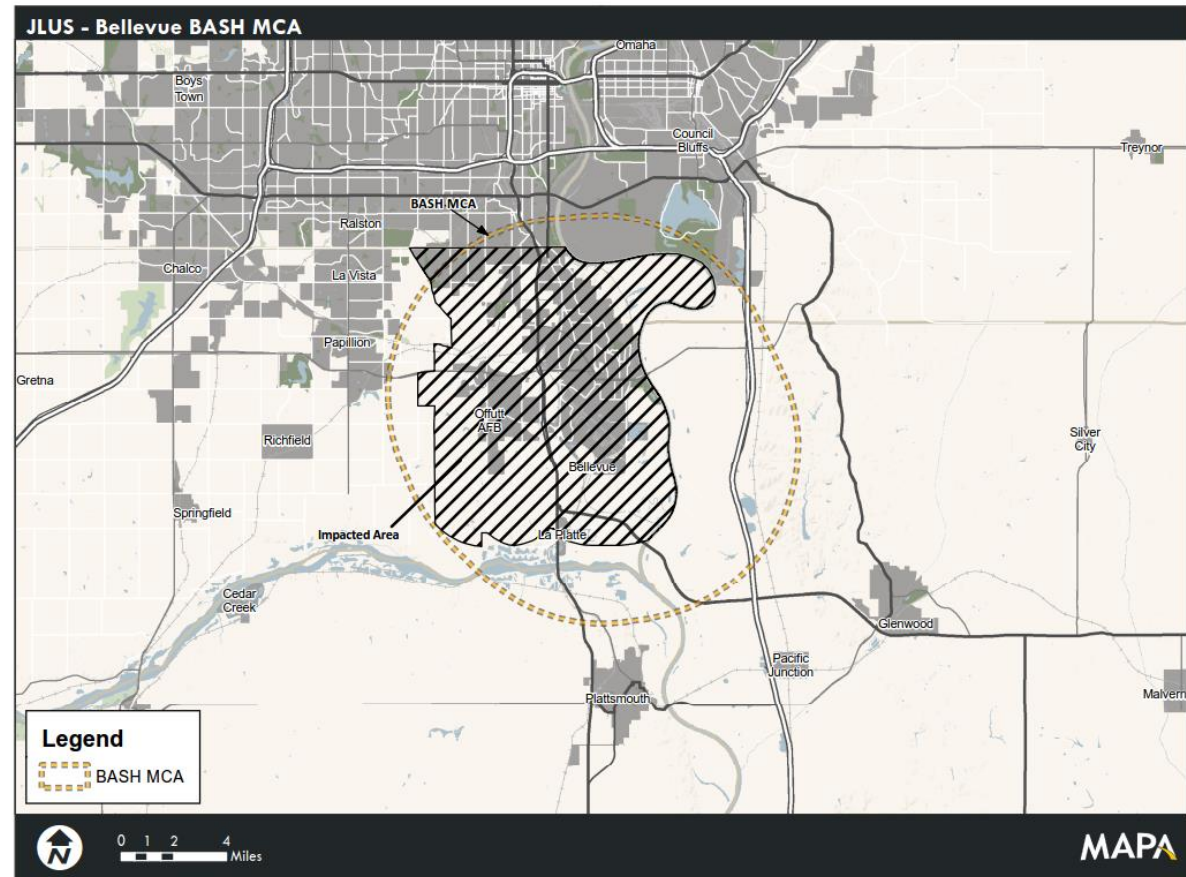
Noise Contour MCA - The Noise Zone established in the AICUZ lists allowable developments within the 65-70dB, 70-75dB, 75-80 dB, and great then 80dB. Land uses and related structures that are generally compatible may require additional measures to achieve Noise Level Reduction (NLR) of 25, 30, or 35. These measures need to be incorporated into the design and construction of structures. Overall noise level reduction may not necessarily solve noise difficulties and additional evaluation is warranted. No residential uses are allowable in areas over 80dB. Other uses over 80dB are highly restrictive.



Imaginary Surfaces MCA – The entire Area lies in 500 ft. height limit established by the Imaginary Surfaces MCA. The area also lies between 200 ft. and 500 ft. of the FAR 77.23(a) (2) Obstruction Standards. Federal Aviation Regulation Part 77 (FAR Part 77) height limit require minimization of vertical obstructions (e.g., buildings, telecommunications facilities, recreational facilities, energy transmission/generation towers, etc.).



Bird/Wildlife Air Strike (BASH MCA) – The area impacted by the BASH MCA is within the entire City and most of the ETJ. Land west of 48th Street and north of Robin Drive is outside the BASH.



Comprehensive Plan Recommendations

Goal:

Secure the continued viability of unique regional economic assets such as Offutt Airforce Base (AFB)

Objective:

City government will continue to collaborate with Offutt AFB to integrate reasonable measures provisions into City plans and programs, intended to reduce or avoid conflicts which might threaten the Offutt AFB's current or potential future mission.

City government will continue to actively engage Offutt AFB leadership in an on-going dialogue regarding issues of mutual interest, including but not limited to prospective land use developments, infrastructure extensions, a land use plan, regulation amendments, and other similar concerns affecting Bellevue lands within the MCAOD.

Goal:

The City will adopt an overlay zone and related standards governing land development located within the Imaginary Surfaces MCA and BASH MCA as depicted in the 2015 Offutt AFB JLUS. These regulations shall supersede the underlying zoning in terms of maximum permissible residential density, structure heights, FAR 77.23(a)(2) Obstruction Standards, and permissible land use, with the exception of fully entitled developments (legal agreements with the governing body to allow a certain building type to occur on the site).

Objective:

Submit permits for structures, including communication towers and wind energy conservation systems, over 300 ft. located within the Imaginary Surfaces MCA and FAR 77.23(a)(2) Obstruction Standards of Offutt AFB Base Community Planner for comment.

Objective:

Submit permits for outdoor solid waste landfills within the BASH MCA to the Offutt AFB Base Community Planner for comment.

Goal:

The City shall establish consistent and comprehensive programs, entities and/or initiatives which foster collaboration and coordination with Offutt AFB.

Goal:

The City will evaluate permit, zoning, and subdivision actions against the goals established in the Offutt AFB Joint Land Use Study Final Report and provide an opportunity for review and comment from the Offutt AFB Base Community Planner prior to approval.

COMPREHENSIVE PLAN RECOMMENDATIONS

COUNCIL BLUFFS



JOINT LAND
USE STUDY

MAPA

Omaha - Council Bluffs
Metropolitan Area
Planning Agency

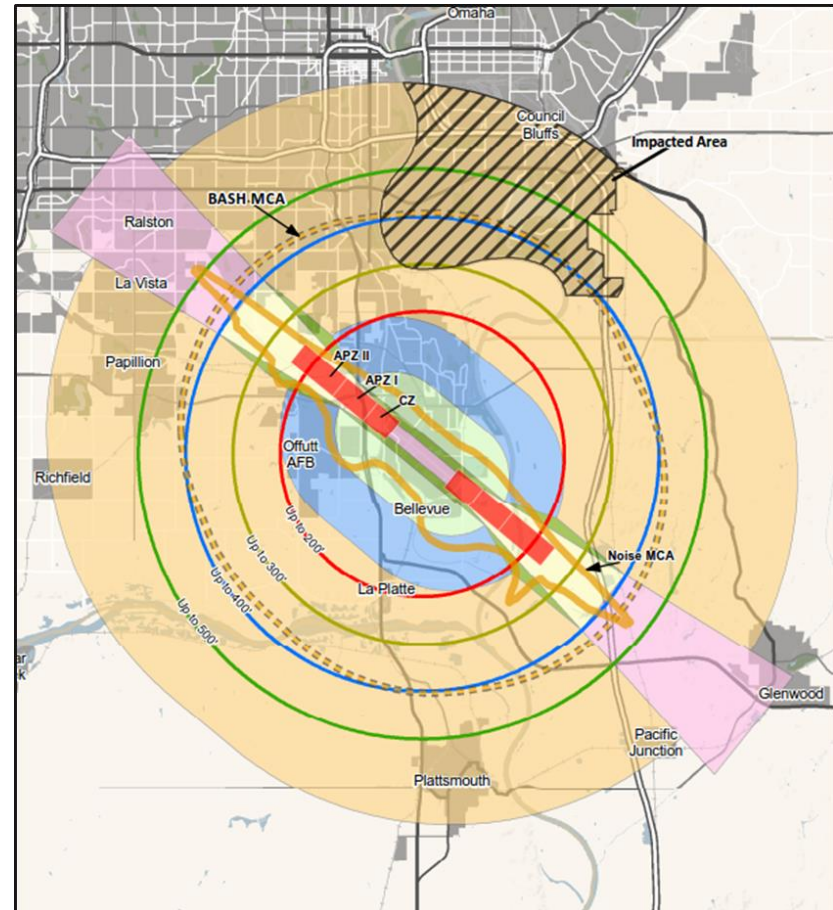
Offutt Air Force Base Joint Land Use Study Background

Joint Land Use Study (JLUS) is a land use plan with specific implementation actions to ensure civilian growth and development are compatible with vital training, testing, and other military operations. The JLUS process promotes and enhances civilian and military communication and collaboration, serves as a catalyst to sustain the military mission, and promotes the public health, safety, quality of life, and economic viability of a region. 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 Offutt AFB JLUS 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. A key strategy to guide compatible development and activities without over-regulation is the establishment of five Military Compatibility Areas (MCAs) and a Military Compatibility Area Overlay District (MCAOD). The proposed Offutt AFB MCAOD is an area that incorporates all of the MCAs.

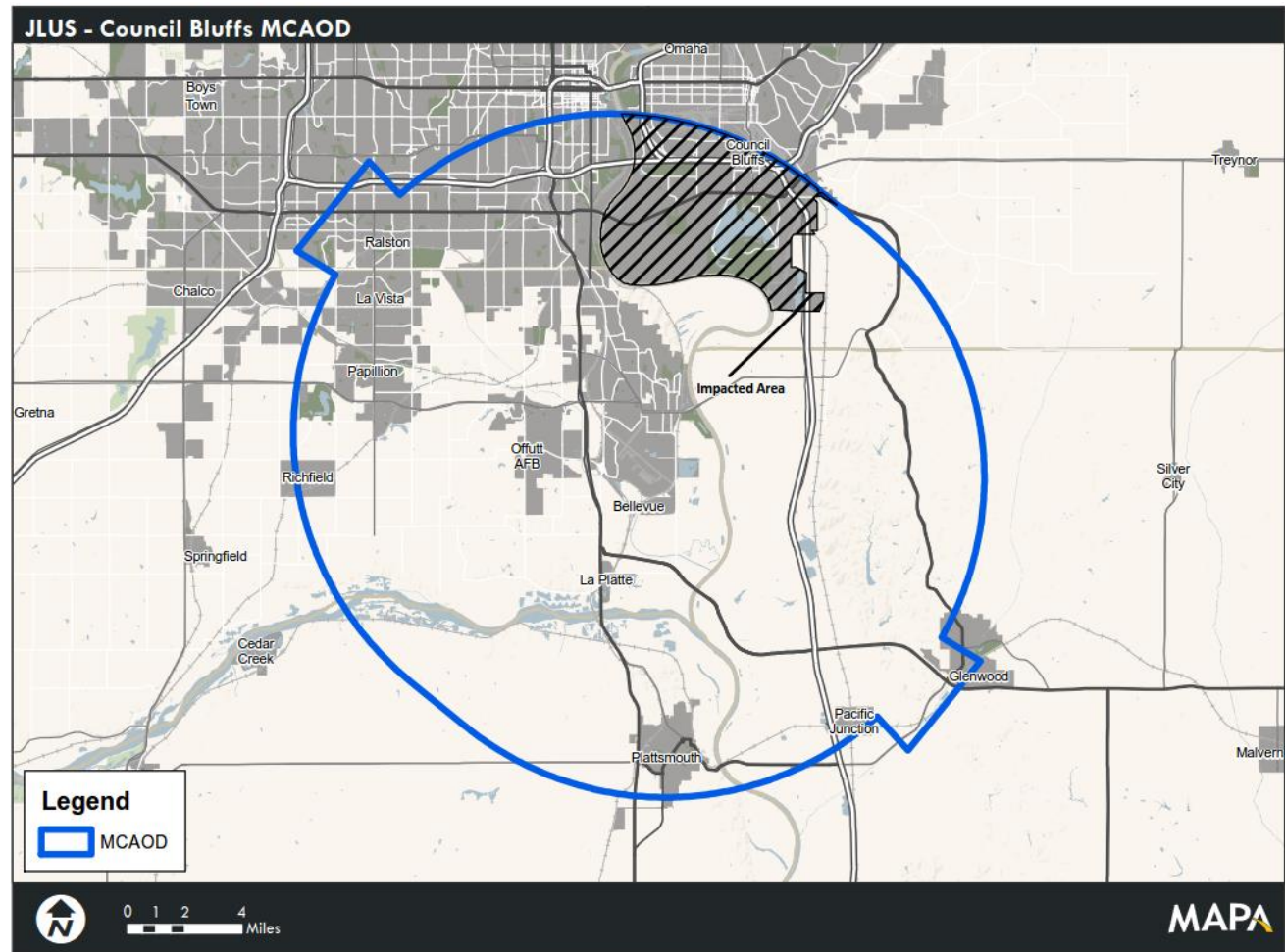
The MCAs, as outline in the image to the right, were designated to accomplish the following:

- 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 five designated areas within the MCAOD.



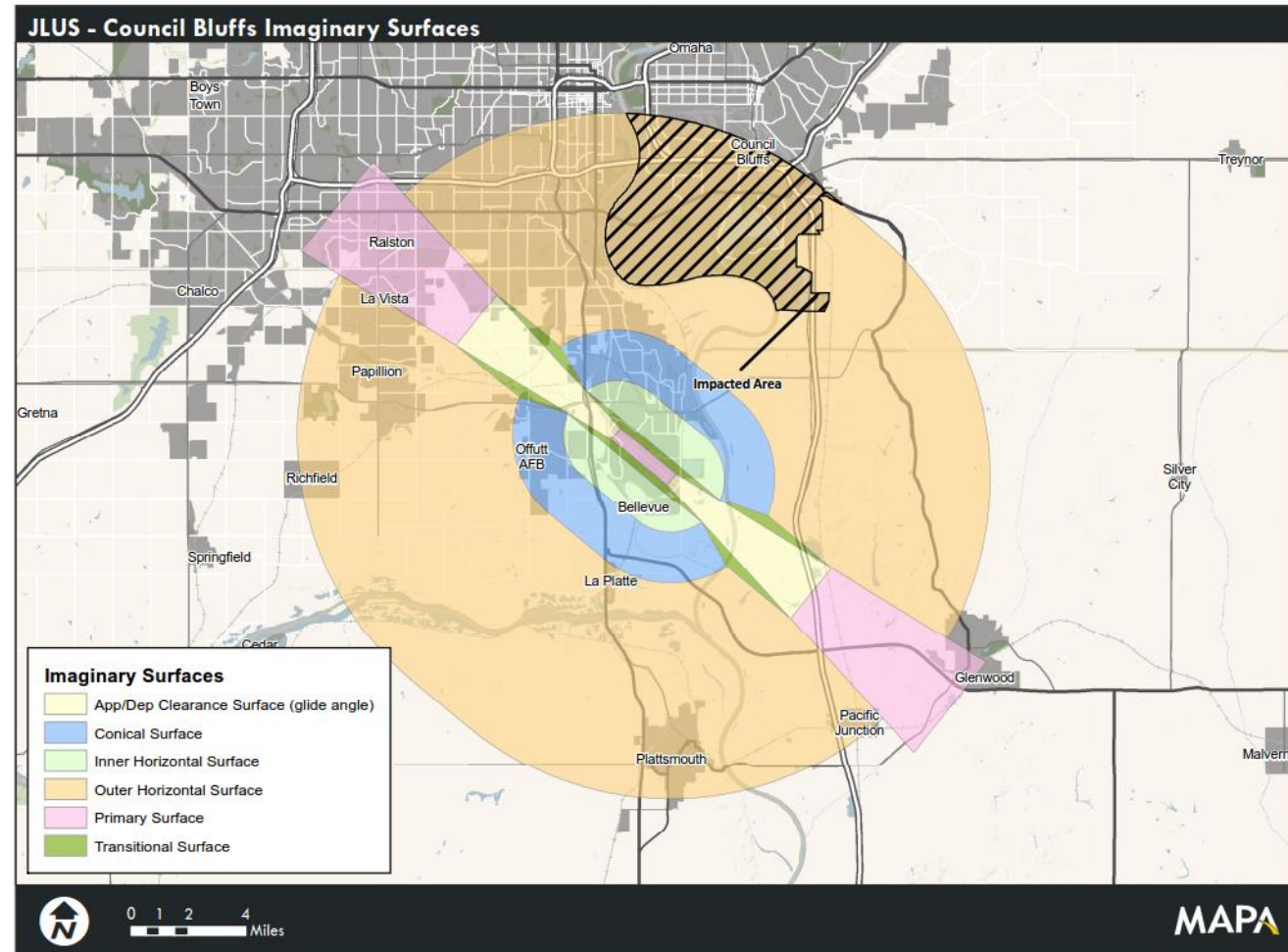
Military Compatibility Area Overlay District (MCAOD)

The entire Area lies in 500 ft. height limit established by the Imaginary Surfaces MCA and between 300 ft. and 500 ft. of the FAR 77.23(a) (2) Obstruction Standards. Height limits are established in the City's Zoning Code for structures and buildings. No district allow the height of structures and buildings above 300 ft. However, the I-3/Heavy Industrial District permits heights up to 300 ft. with heights above 300 ft. allowed by conditional use permit. The I-3 District is intended to accommodate heavy industrial uses. Only the Mid-American Energy coal plat southeast of Lake Manawa is designated as I-3. The City also permits communication up to 200 ft. towers in any zoning districts through a conditional use permit approved by the City.

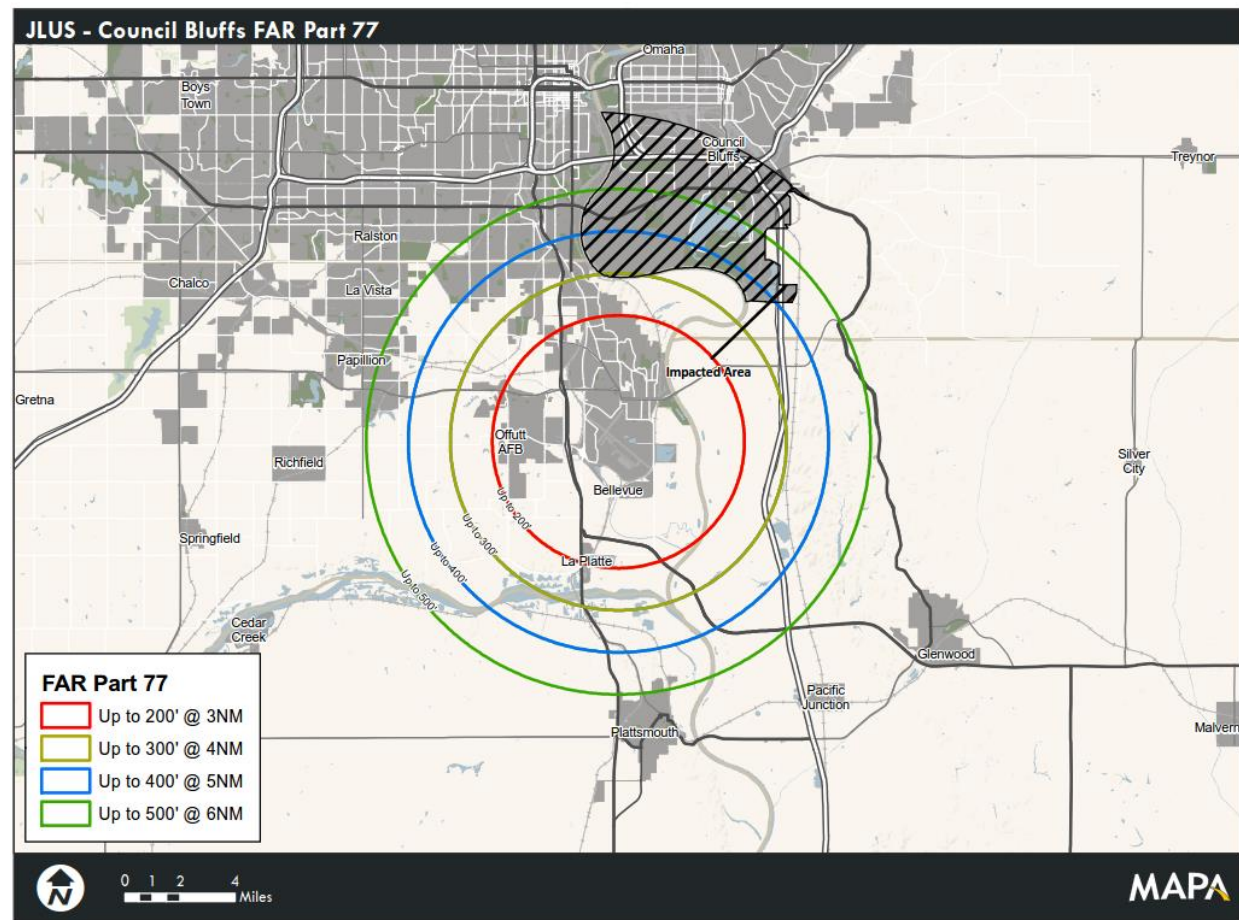


Imaginary Surfaces MCA

The entire Imaginary Surfaces MCA lies within the 500 ft. outer horizontal surface heights limits above the Offutt AFB elevation of 1,049 ft. as established by the Imaginary Surfaces MCA (as seen on the image to the right).

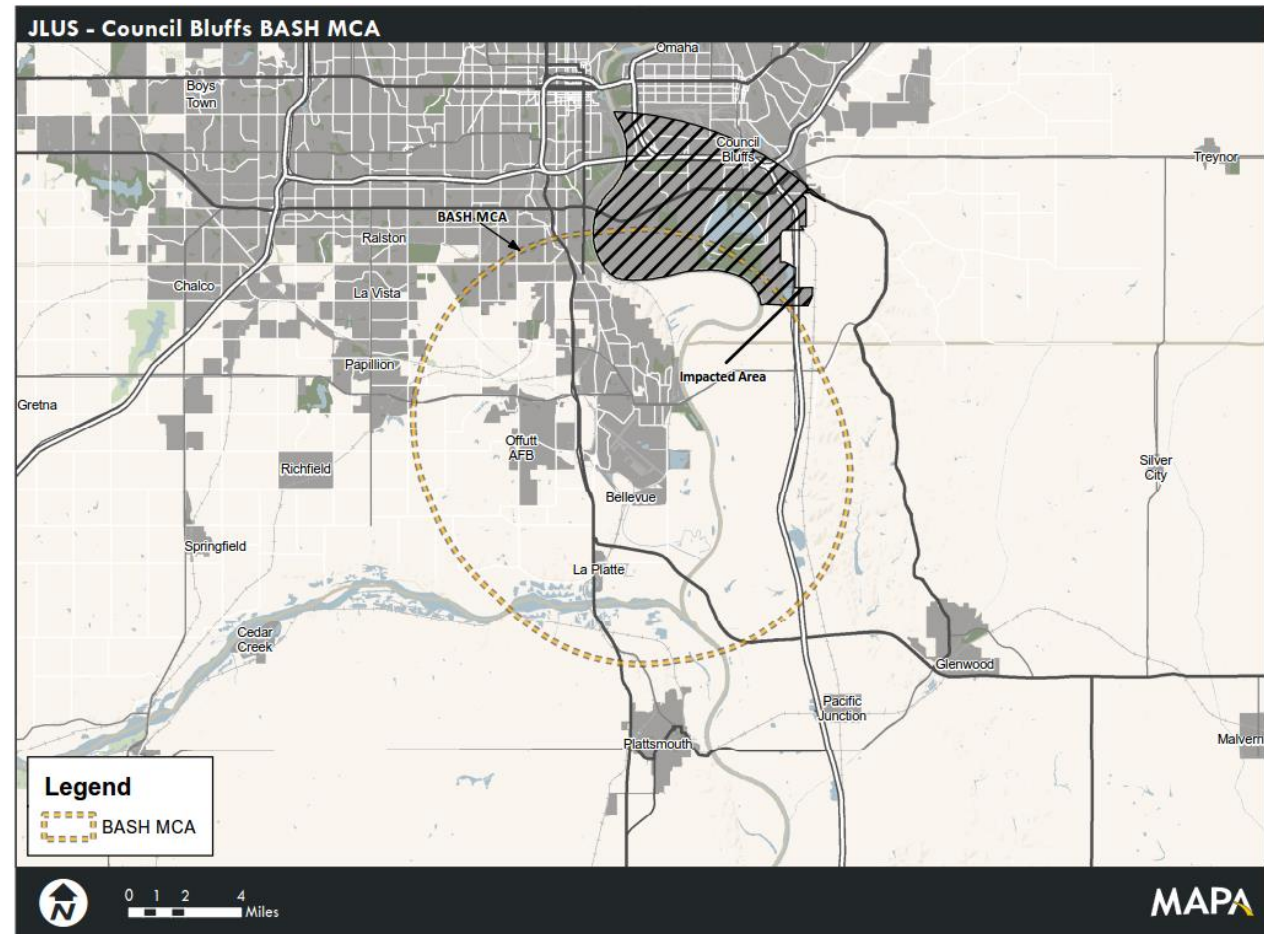


The area also lies between the 200 ft. and 500 ft. contours of the FAR 77.23(a) (2) Obstruction Standards (as shown on the image to the left). Height limits are established in the City's Zoning Code for structures and buildings. The A-3 District permits towers up to 500 ft. as a principal use and towers over 500 ft. as a conditional use. The A-4 District permits towers and is silent on height limitations. Windfarms are also a conditional use in the A-3 and A-4 Districts.



Bird/Wildlife Air Strike (BASH) MCA

The area impacted by the BASH MCA is southwest Council Bluffs. This area is south of Veterans Memorial Highway and west of Lake Manawa. With the exception of residential, recreational, and industrial land uses along Veterans Memorial Highway, a majority of the area is agriculture and Missouri River floodway. Areas south of 55th Avenue have been identified by the Plan to remain agriculture and open space due to routine flooding and limited storm water facilities.



Comprehensive Plan Recommendations

Goal:

Secure the continued viability of unique regional economic assets such as Offutt Airforce Base (AFB)

Objective:

City government will collaborate with Offutt AFB to integrate reasonable measures provisions into City Plans and programs, intended to reduce or avoid conflicts which might threaten the Base's current or potential future mission.

City government will actively engage Offutt AFB leadership in an on-going dialogue regarding issues of mutual interest, including but not limited to prospective land use developments, infrastructure extensions, a land use plan, regulation amendments, and other similar concerns affecting Council Bluffs lands within the MCAOD.

City government will amend its Comprehensive Plan and land use regulations to incorporate a new Military Compatibility Area Overlay District to help implement applicable recommendations of the Joint Land Use Study final report. This new designation and zone will establish land use regulations and procedures deemed necessary to ensure the Base's continued viability.

Goal:

The City will adopt an overlay zone and related standards governing land development located within the Imaginary Surfaces MCA as depicted in the Offutt AFB JLUS. With the exception of fully entitled developments, these regulations shall supersede the underlying zoning in terms of maximum permissible residential density, structure heights, FAR 77.23(a)(2) Obstruction Standards, and permissible land use.

Objective:

City will submit building permits, zoning actions and subdivisions located in the MCA that involve structures and buildings that exceed 300 ft. for review and comment by Offutt AFB prior to approval.

Goal:

The City shall implement a consistent and comprehensive program of collaboration and coordination with Offutt AFB, including but not necessarily limited to formal Memoranda of Understanding, timely opportunities for Offutt personnel to review and comment on proposed plan, policy, and map amendments, as well as projects proposed within the MCAOD boundary.

Goal:

Any such designations of lands located within the MCAOD shall remain and not be “upzoned” to a more intense land use category, unless such change is consistent with land use and other recommendations of the Offutt AFB Joint Land Use Study final report.

COMPREHENSIVE PLAN RECOMMENDATIONS

OMAHA



JOINT LAND
USE STUDY

MAPA Omaha - Council Bluffs
Metropolitan Area
Planning Agency

Offutt Air Force Base Joint Land Use Study

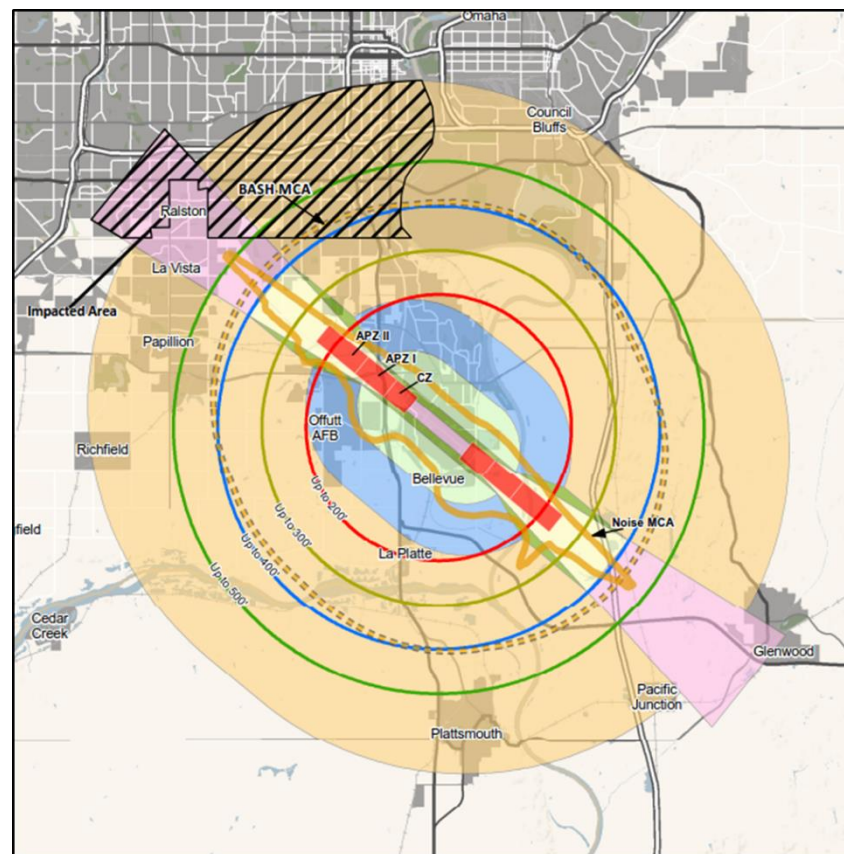
Background

Joint Land Use Study (JLUS) is a land use plan with specific implementation actions to ensure civilian growth and development are compatible with vital training, testing, and other military operations. The JLUS process promotes and enhances civilian and military communication and collaboration, serves as a catalyst to sustain the military mission, and promotes the public health, safety, quality of life, and economic viability of a region. 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.

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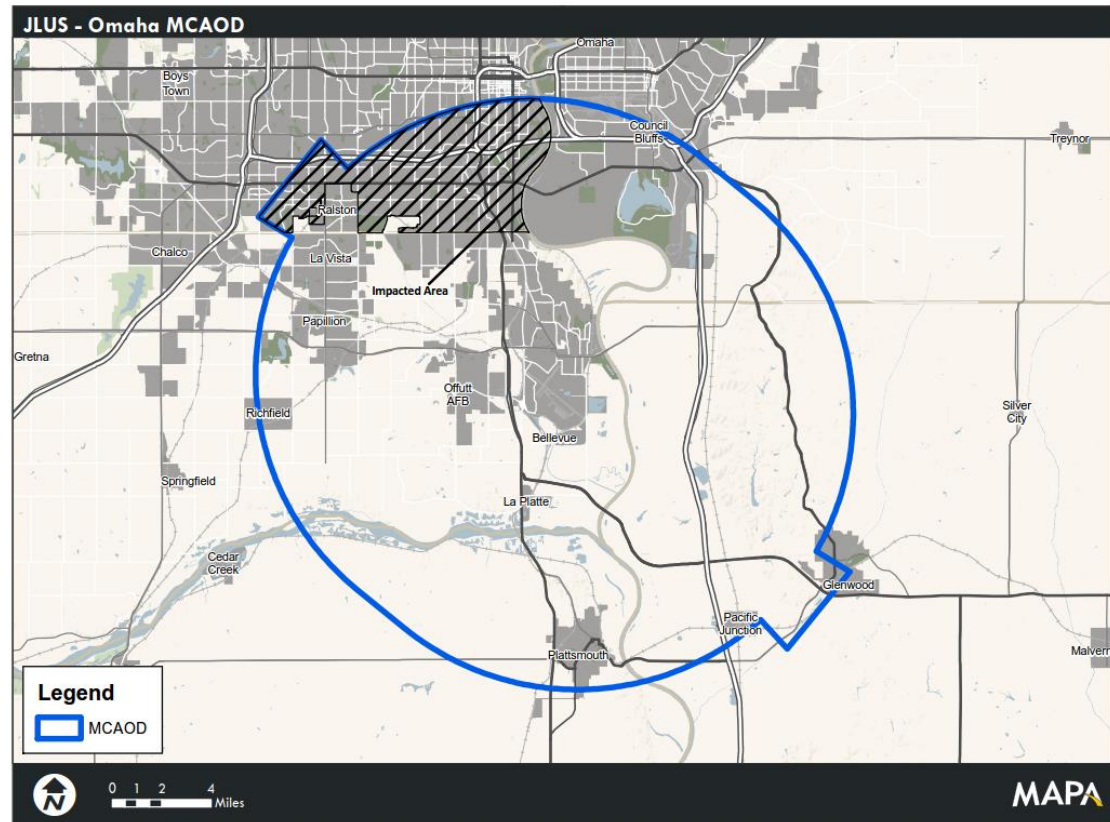
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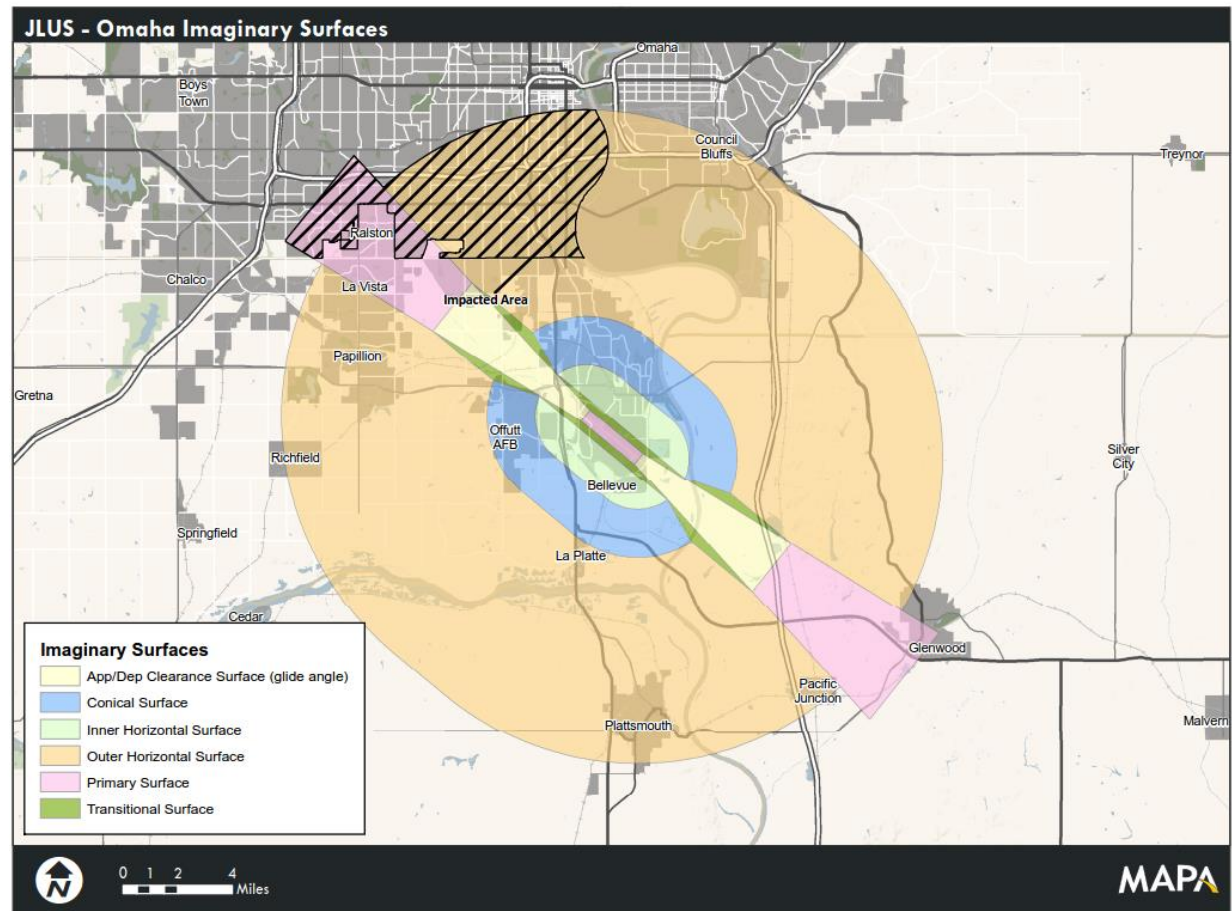
Military Compatibility Area Overlay District (MCAOD)

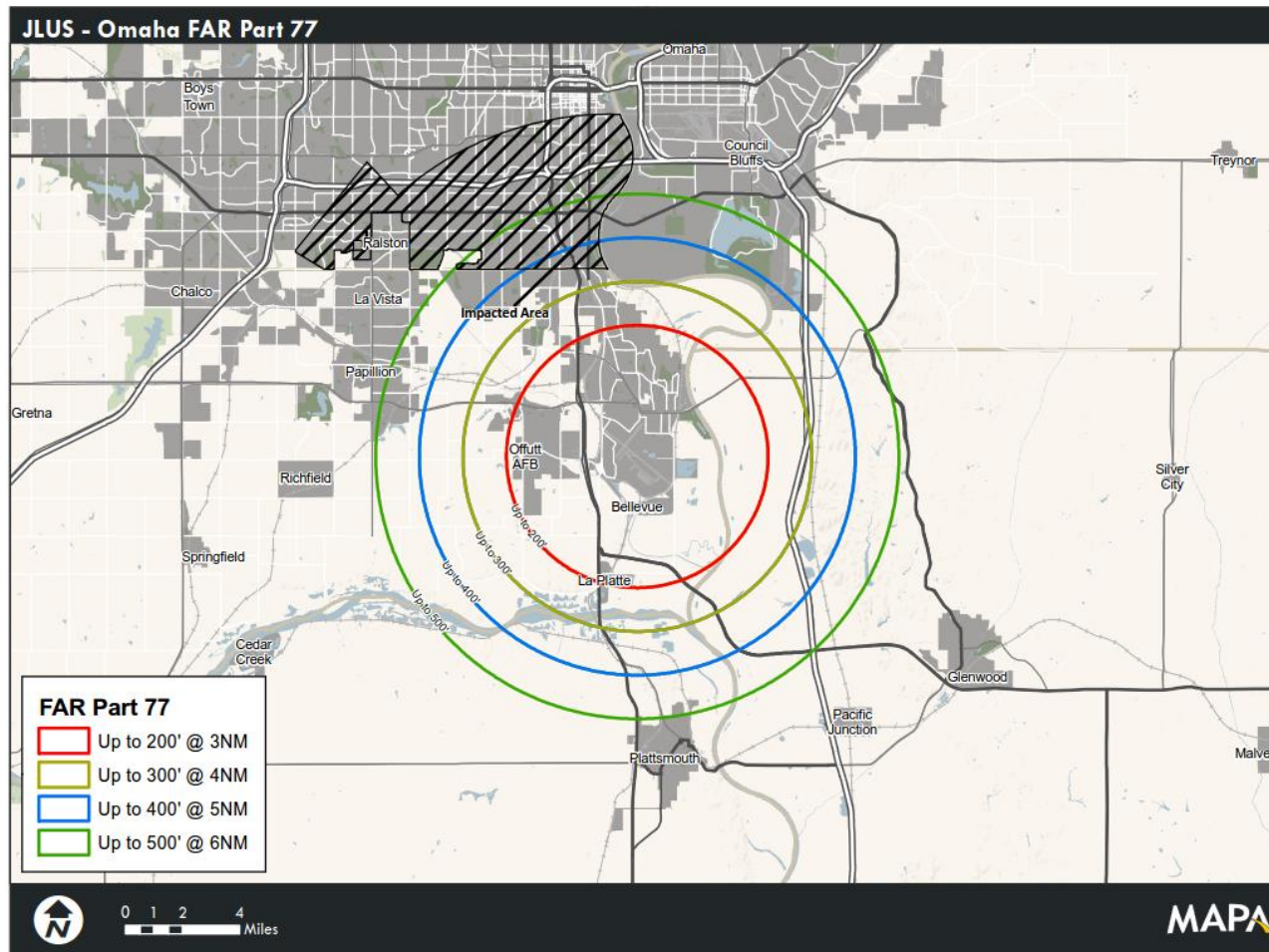
The Area contains a mixture of land use types. Residential development surrounds the central business district and extends in all directions except east. Residential development is in a compact grid pattern with lower residential densities in topographically challenge areas along the Missouri River bluffs to the north and southeast. Agricultural and rural residential land uses are located in the northern and western quadrants of the Area. Commercial development is concentrated within the central business district and along Highway 75. Industrial land uses is limited to several larger industrial projects located southwest of the Highway 66 and 75 intersection as well at East Wiles Road and Chicago Avenue.



Imaginary Surfaces MCA

The entire Area lies within the 500 ft. height limit established by the Imaginary Surfaces MCA. Height limits are established in the City's Zoning Code for structures and buildings. No district allow the height of structures and buildings above 120 ft. within the Imaginary Surface MCA.

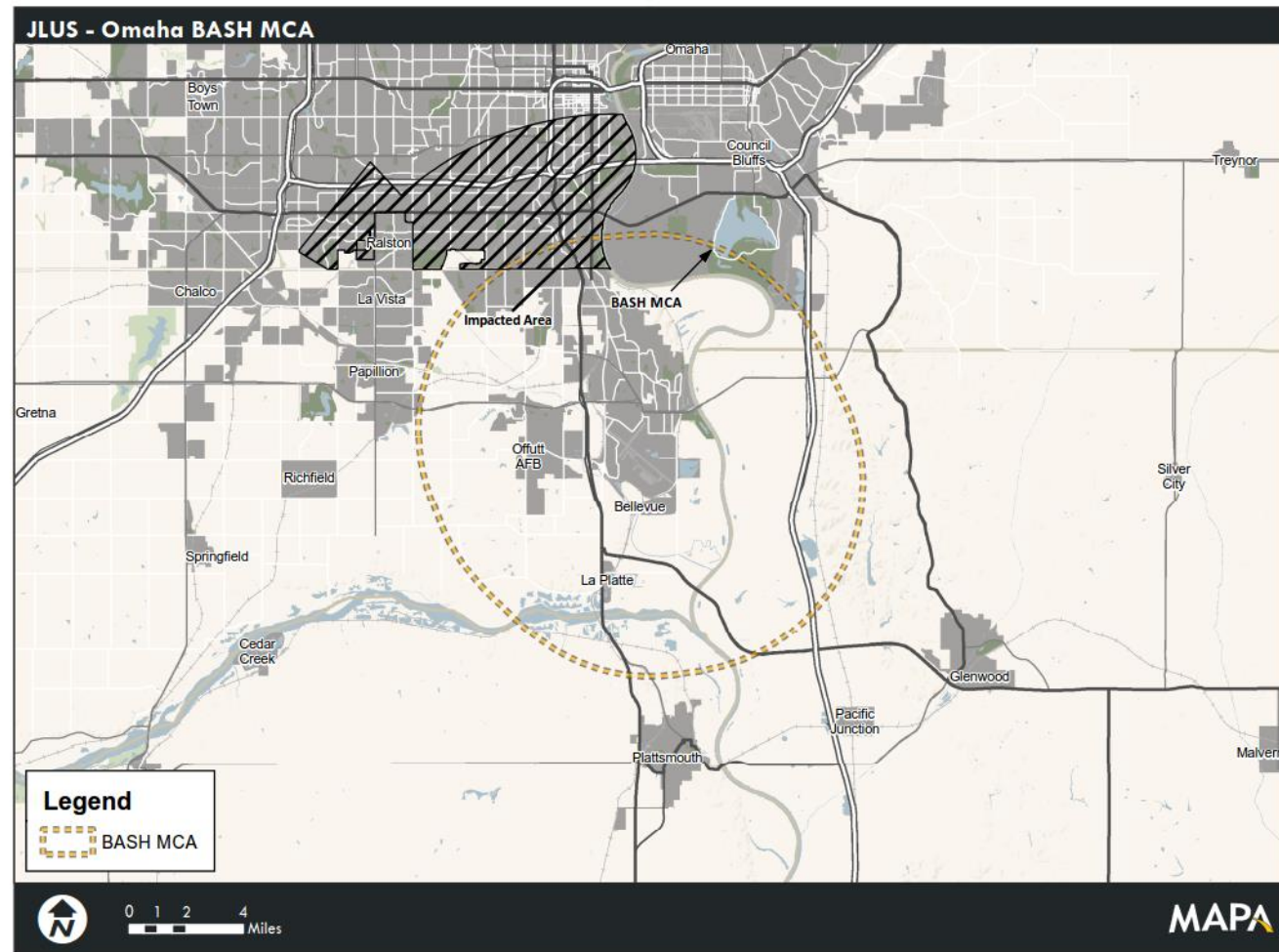




Aviation Regulation Part 77 (FAR Part 77) height limit require minimization of vertical obstructions (e.g., buildings, telecommunications facilities, recreational facilities, energy transmission/generation towers, etc.). The Area is between the 400 ft. and 500 ft. of the FAR 77.23(a)(2) Obstruction Standards.

Bird/Wildlife Air Strike (BASH) MCA

The area impacted by the BASH MCA is southeast Omaha. This area is east of 42nd Street and south of Q Street. With the exception of civic, commercial, open space and industrial land use, a majority of the area is low density residential with in the BASH MCA. Industrial use in most prominent along the west side of Highway 75. There are several construction debris landfills located within the BASH MCA.



Comprehensive Plan Recommendations

Goal:

Secure the continued viability of unique regional economic assets such as Offutt Airforce Base (AFB)

Objective:

City government will collaborate with Offutt AFB to integrate reasonable measures provisions into City Plans and programs, intended to reduce or avoid conflicts which might threaten the Base's current or potential future mission.

City government will actively engage Offutt AFB leadership in an on-going dialogue regarding issues of mutual interest, including but not limited to prospective land use developments, infrastructure extensions, a land use plan, regulation amendments, and other similar concerns affecting Omaha lands within the MCAOD.

City government will amend its Comprehensive Plan and land use regulations to incorporate a new Military Compatibility Area Overlay District to help implement applicable recommendations of the Joint Land Use Study final report. This new designation and zone will establish land use regulations and procedures deemed necessary to ensure the Base's continued viability.

Goal:

The City will adopt an overlay zone and related standards governing land development located within the Imaginary Surfaces MCA as depicted in the Offutt AFB JLUS. With the exception of fully entitled developments, these regulations shall supersede the underlying zoning in terms of structure heights, FAR 77.23(a)(2) Obstruction Standards, and permissible land use.

Objective:

City will submit building permits, zoning actions and subdivisions located in the MCA that involve structures and buildings that exceed 400 ft. for review and comment by Offutt AFB prior to approval.

Objective:

Submit permits for communication towers located within the MCA of Offutt AFB for comment if they are at or above 400 ft in height and located within the Imaginary surfaces MCA.

Objective:

Submit permits for wind energy conservation systems within the MCA to Offutt AFB for comment if they are at or above 400 ft in height and located within the Imaginary surfaces MCA.

Goal:

The City will incorporate guidelines on siting developments outside the BASH MCA which would threaten the Base's current or potential future mission

Objective:

The City will submit plans of outdoor solid waste landfills within the BASH MCA to Offutt AFB for review and comment prior to approval.

Goal:

The City shall implement a consistent and comprehensive program of collaboration and coordination with Offutt AFB, including but not necessarily limited to formal Memoranda of Understanding, timely opportunities for Offutt personnel to review and comment on proposed plan, policy, and map amendments, as well as projects proposed within the MCAOD boundary.

Goal:

Any such designations of lands located within the MCAOD shall remain and not be "upzoned" to a more intense land use category, unless such change is consistent with land use and other recommendations of the Offutt AFB Joint Land Use Study final report.

COMPREHENSIVE PLAN RECOMMENDATIONS

PLATTSMOUTH



JOINT LAND
USE STUDY

MAPA

Omaha - Council Bluffs
Metropolitan Area
Planning Agency

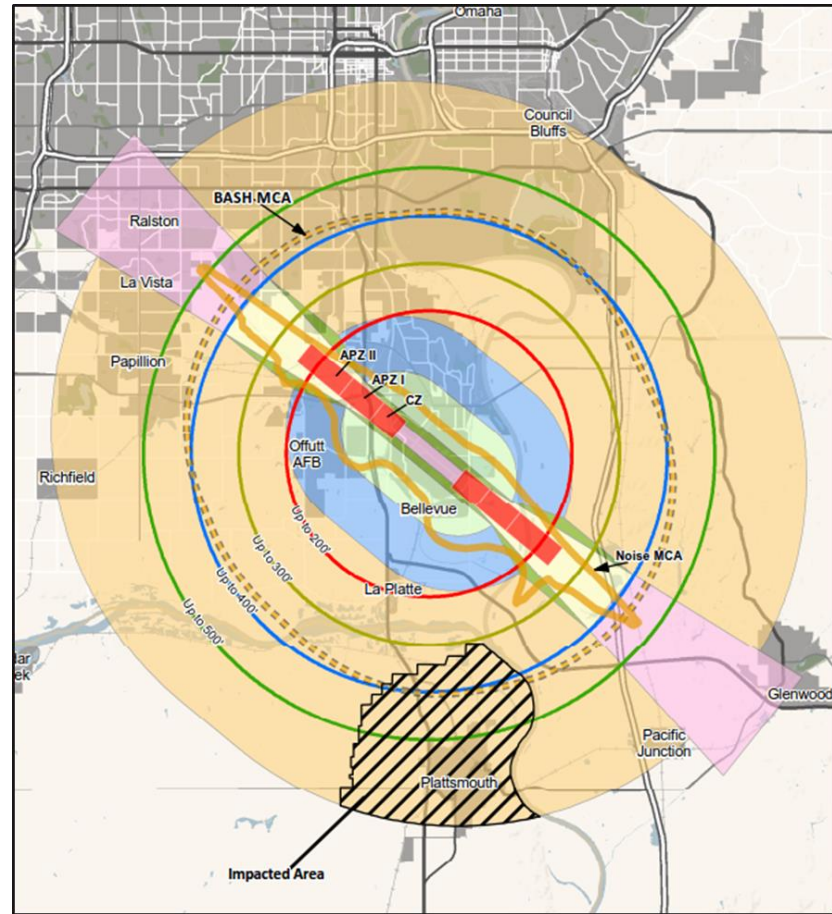
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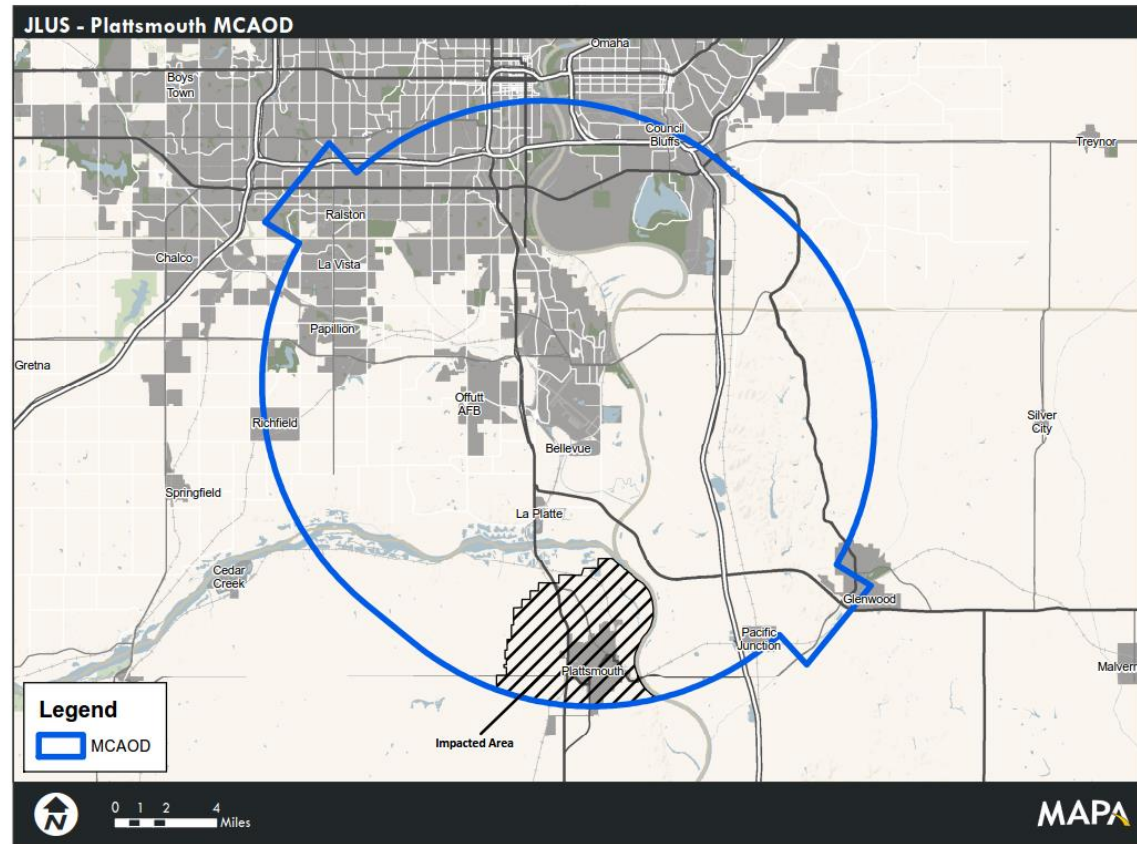
- 1) Promote an orderly transition between community and military land uses to ensure land use compatibility;
- 2) Protect public health, safety, and welfare;
- 3) Maintain operational capabilities of military installations and areas;
- 4) Promote an awareness of the size and scope of military training areas, while protecting areas separate from the actual military installation (e.g., critical air space) used for training purposes; and
- 5) Establish compatibility requirements within the five designated areas within the MCAOD.



Plattsmouth Comp Plan Recommendations

Military Compatibility Area Overlay District (MCAOD)

The Impact Area, which consists of the City of Plattsmouth and its Extra Territorial Jurisdiction (ETJ), contains a mixture of land use types. Residential development surrounds the central business district and extends in all directions except east. Residential development is in a compact grid pattern with lower residential densities in topographically challenged areas along the Missouri River bluffs to the north and southeast. Agricultural and rural residential land uses are located in the northern and western quadrants of the Impact Area. Commercial development is concentrated within the central business district and along US Highways 34/75. Industrial land uses are limited to several larger industrial projects located southwest of the NE Highway 66 and US Hwy 34/75 intersection, and at the intersection of East Wiles Road and Chicago Avenue.

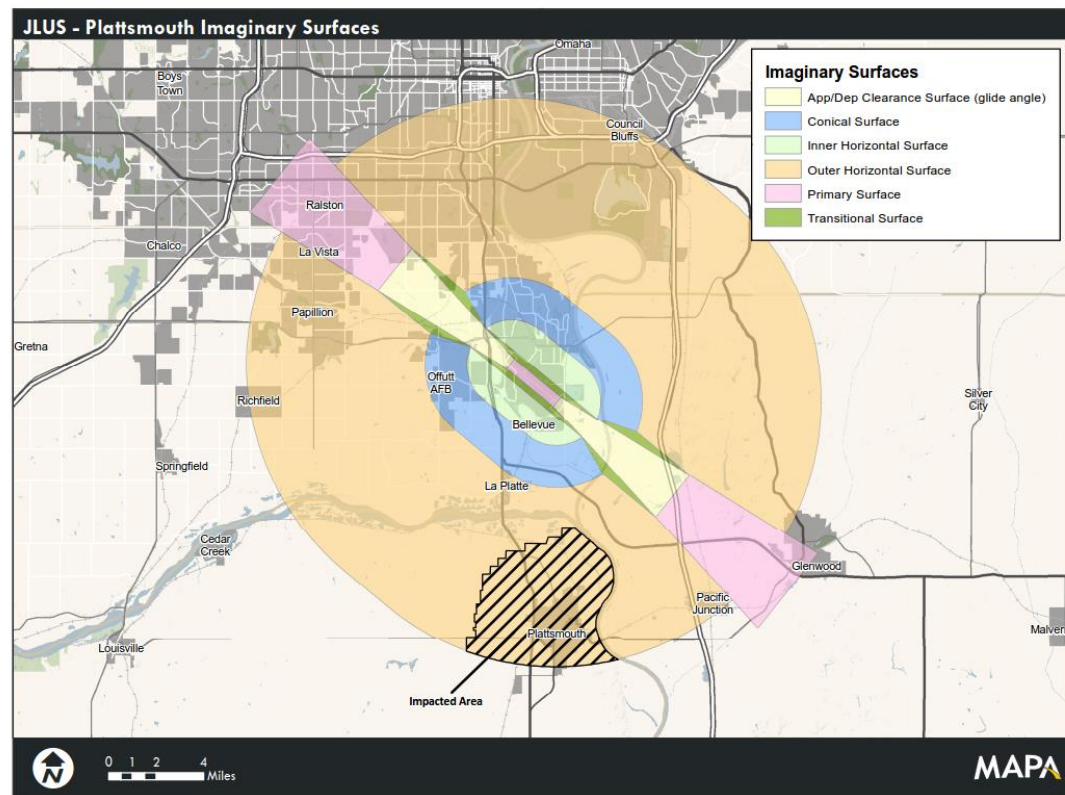


Plattsmouth Comp Plan Recommendations

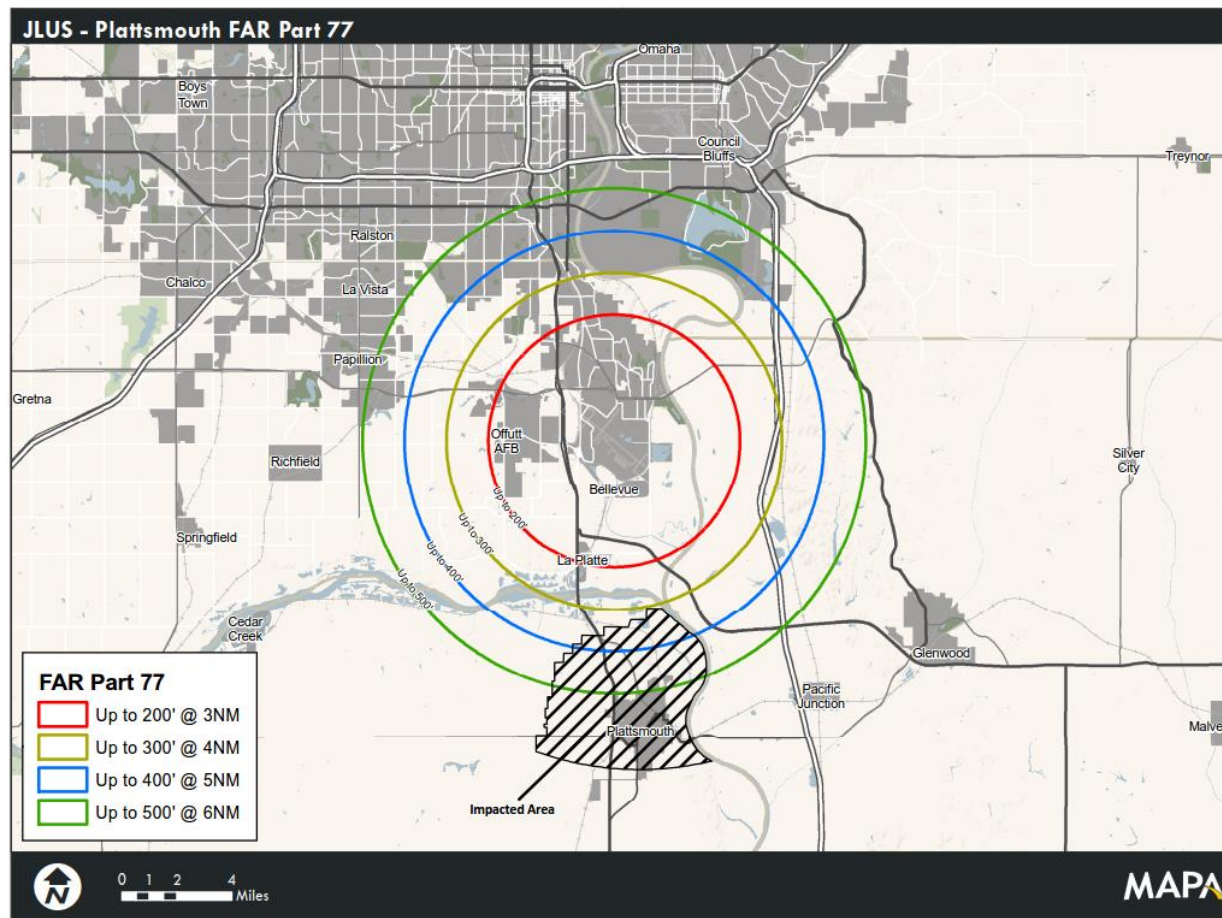
Imaginary Surfaces MCA

The entire Impact Area lies within the 500 ft. height limit established by the Imaginary Surfaces MCA. Height limits, established in the City's Zoning Code for structures, range from 36 ft. to 72 ft. Height exceptions of up to 125% of the base district limits are permitted through a special use permit for private radio towers and some vertical projections.

Wind energy systems are permitted as a right or as a special use permit in all districts except the CBD district with height exceptions of up to 150% of the base district limits. Communication towers are permitted as a special use permit in the AG, RR, UC, GC, BP, GI and HI districts to a height of up to 180 ft. and above 180 ft. if consistent with airport zoning regulations.



Plattsmouth Comp Plan Recommendations

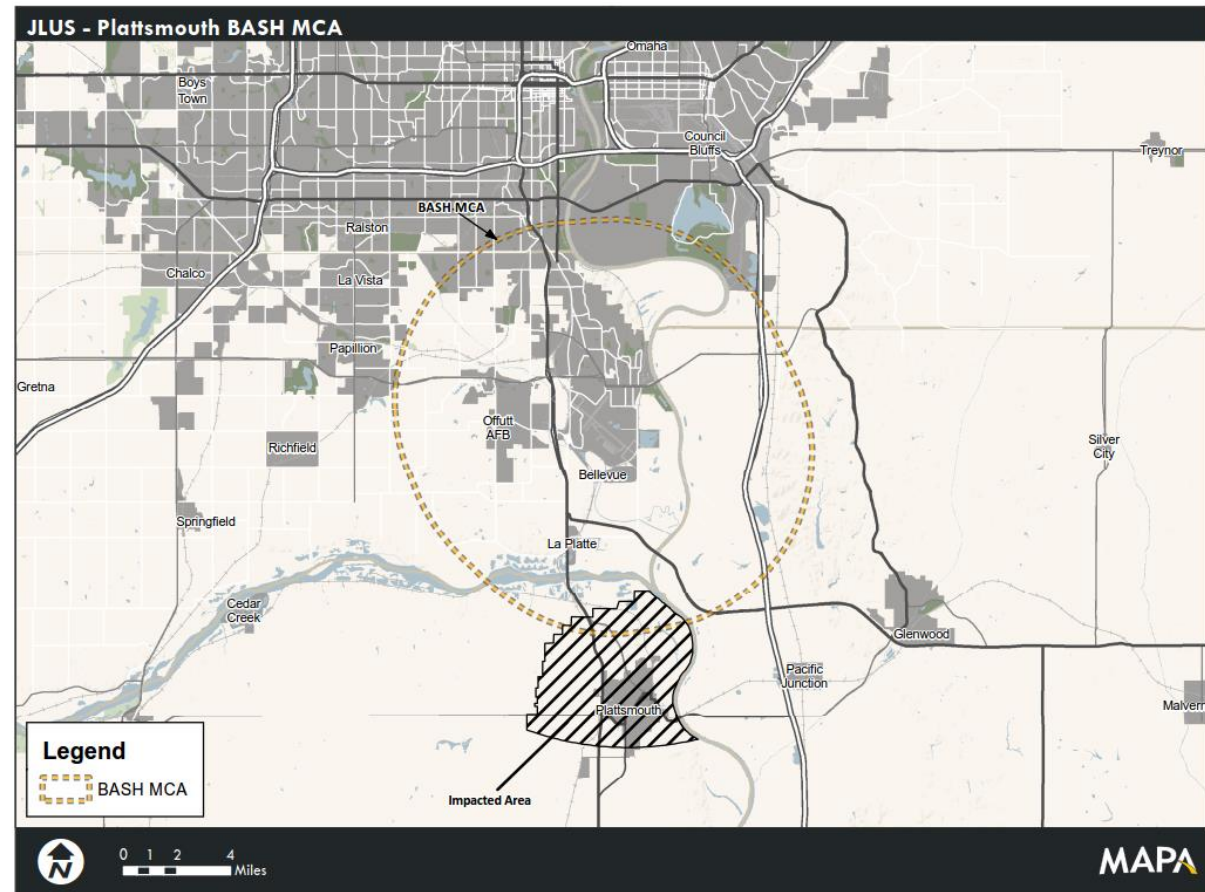


Federal Aviation Regulation Part 77 (FAR Part 77) height limit require minimization of vertical obstructions (e.g., buildings, telecommunications facilities, recreational facilities, energy transmission/generation towers, etc.). The Area is between 400 ft. and 500 ft. of the FAR 77.23(a)(2) Obstruction Standards.

Plattsmouth Comp Plan Recommendations

Bird/Wildlife Air Strike (BASH) MCA

The area impacted by the BASH MCA is roughly a mile north of Plattsmouth, but still within the City's ETJ. Land east of Pioneer Trail and north of Oreapolis Road is within the floodplain.



Comprehensive Plan Recommendations

Goal:

Secure the continued viability of unique regional economic assets such as Offutt Air Force Base (AFB)

Objective:

City government will collaborate with Offutt AFB to integrate reasonable measures and provisions into City Plans and programs, intended to reduce or avoid conflicts which might threaten the current or potential future mission of Offutt AFB.

City government will engage Offutt AFB leadership in ongoing dialogue regarding issues of mutual interest, including (but not limited to) prospective land use developments, infrastructure extensions, land use planning, regulation amendments, and other similar concerns affecting Plattsmouth lands within the MCAOD.

It is recommended that the City government amend its Comprehensive Plan to reflect applicable recommendations of the 2015 Joint Land Use Study Final Report.

Goal:

The City will adopt an overlay zone and related standards governing land development located within the Imaginary Surfaces MCA and BASH MCA as depicted in the 2015 Offutt AFB JLUS. These regulations shall supersede the underlying zoning in terms of maximum permissible residential density, structure heights, FAR 77.23(a)(2) Obstruction Standards, and permissible land use, with the exception of fully entitled developments (legal agreements with the governing body to allow a certain building type to occur on the site).

Objective:

Submit permits for structures, including communication towers and wind energy conservation systems, over 300 ft. located within the Imaginary Surfaces MCA and FAR 77.23(a)(2) Obstruction Standards of Offutt AFB Base Community Planner for comment.

Objective:

Submit permits for outdoor solid waste landfills within the BASH MCA to the Offutt AFB Base Community Planner for comment.

Plattsmouth Comp Plan Recommendations

Goal:

The City shall establish consistent and comprehensive programs, entities and/or initiatives which foster collaboration and coordination with Offutt AFB.

Goal:

The City will evaluate permit, zoning, and subdivision actions against the goals established in the Offutt AFB Joint Land Use Study Final Report and provide an opportunity for review and comment from the Offutt AFB Base Community Planner prior to approval.

COMPREHENSIVE PLAN RECOMMENDATIONS

CASS COUNTY



JOINT LAND
USE STUDY

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Metropolitan Area
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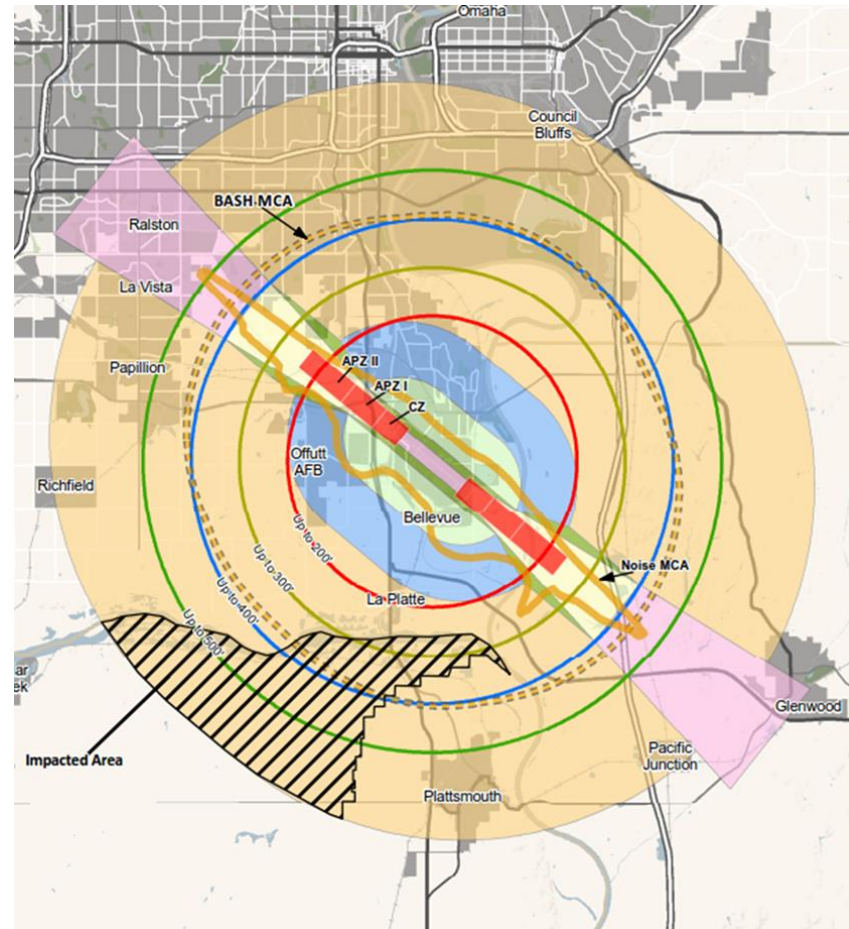
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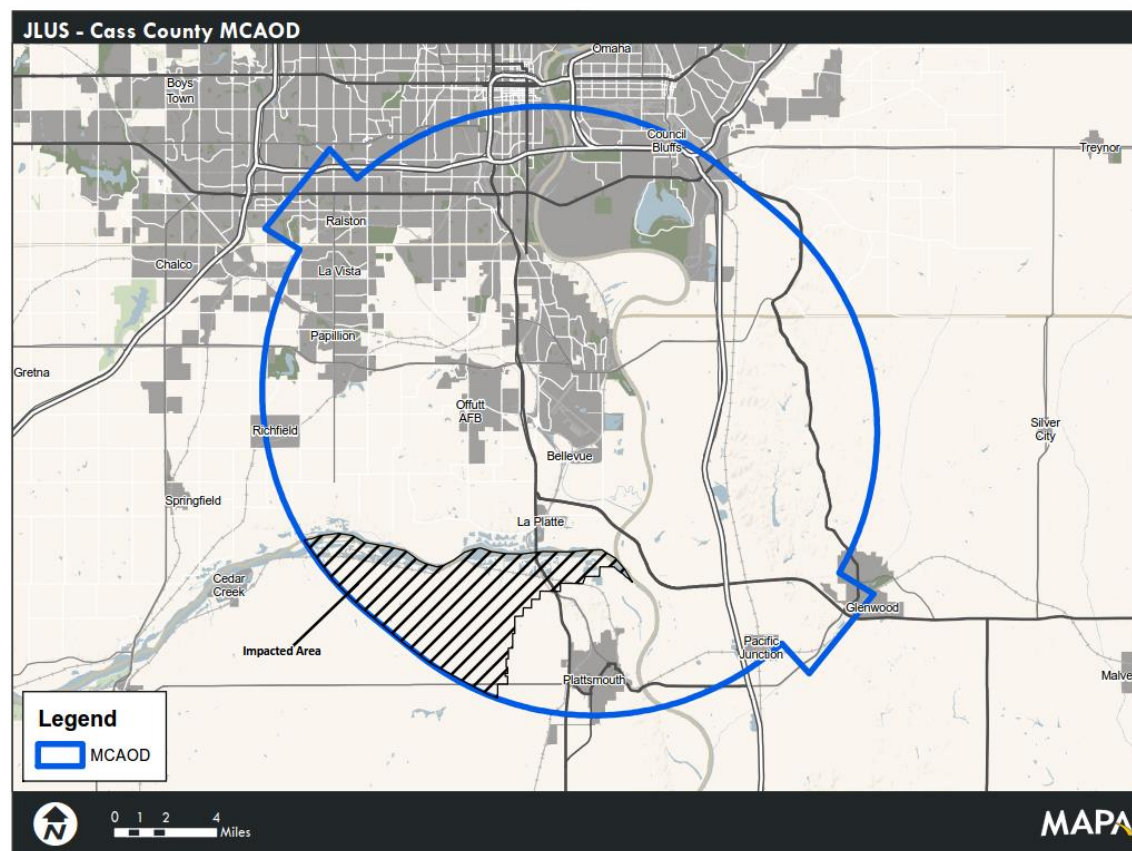
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- 2) Protect public health, safety, and welfare;
- 3) Maintain operational capabilities of military installations and areas;
- 4) Promote an awareness of the size and scope of military training areas, while protecting areas separate from the actual military installation (e.g., critical air space) used for training purposes; and
- 5) Establish compatibility requirements within the five designated areas within the MCAOD.



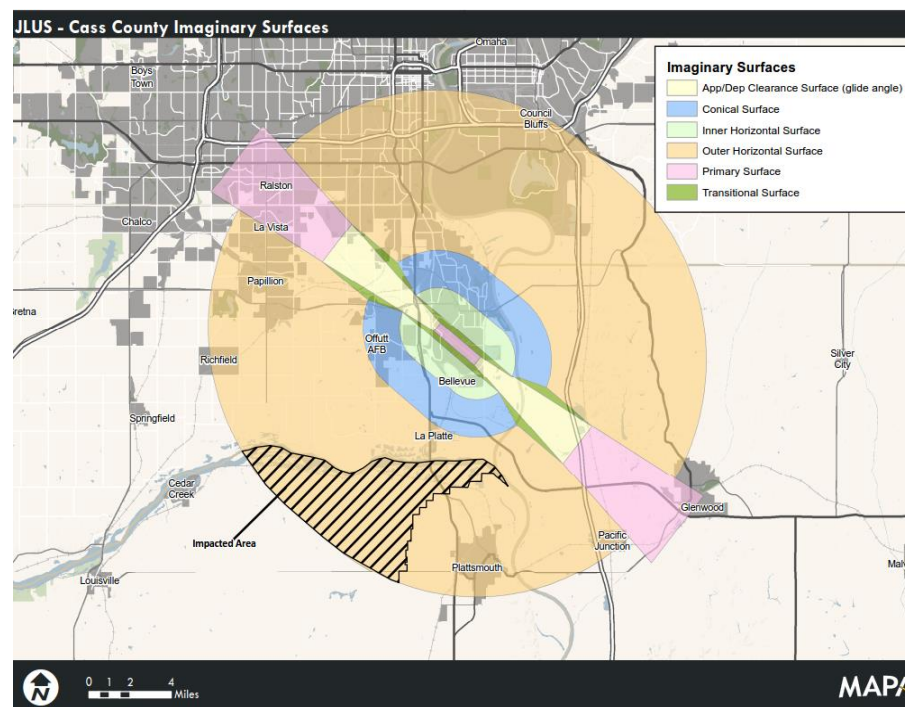
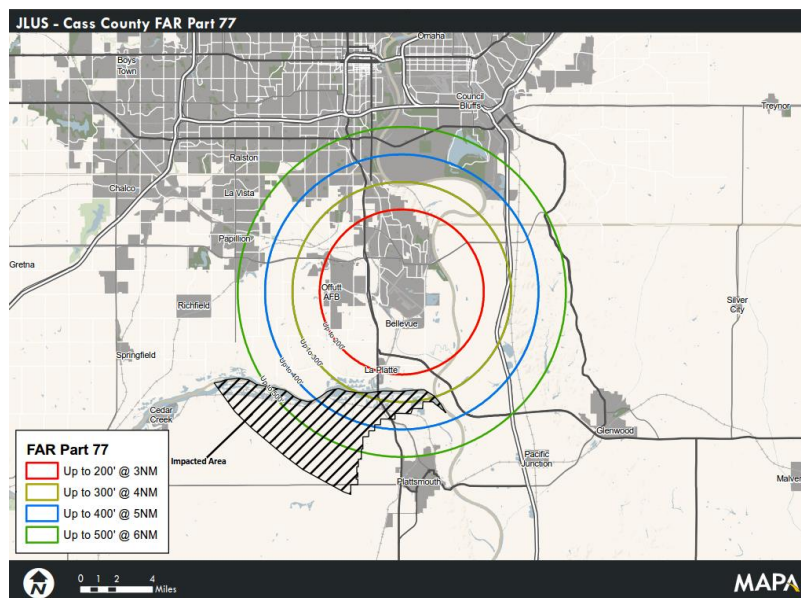
Military Compatibility Area Overlay District (MCAOD)

The Military Compatibility Area Overlay District (MCAOD) is the primary land use impact resulting from the Offutt Airforce Base JLUS Study. Creating a district overlay approximately 10-miles around Offutt AFB, the MCAOD is designed to ensure the compatibility of new development with the uses associated with the military installation. Most recommended regulations in the MCAOD such as structure height, land use, etc. are less restrictive than those already in place in Cass County. Not every participating jurisdiction needs to incorporate every MCA listed in the JLUS as they are not applicable to every district. Comprehensive plan recommendations for each jurisdiction reflect only the applicable MCA's.



Imaginary Surfaces MCA

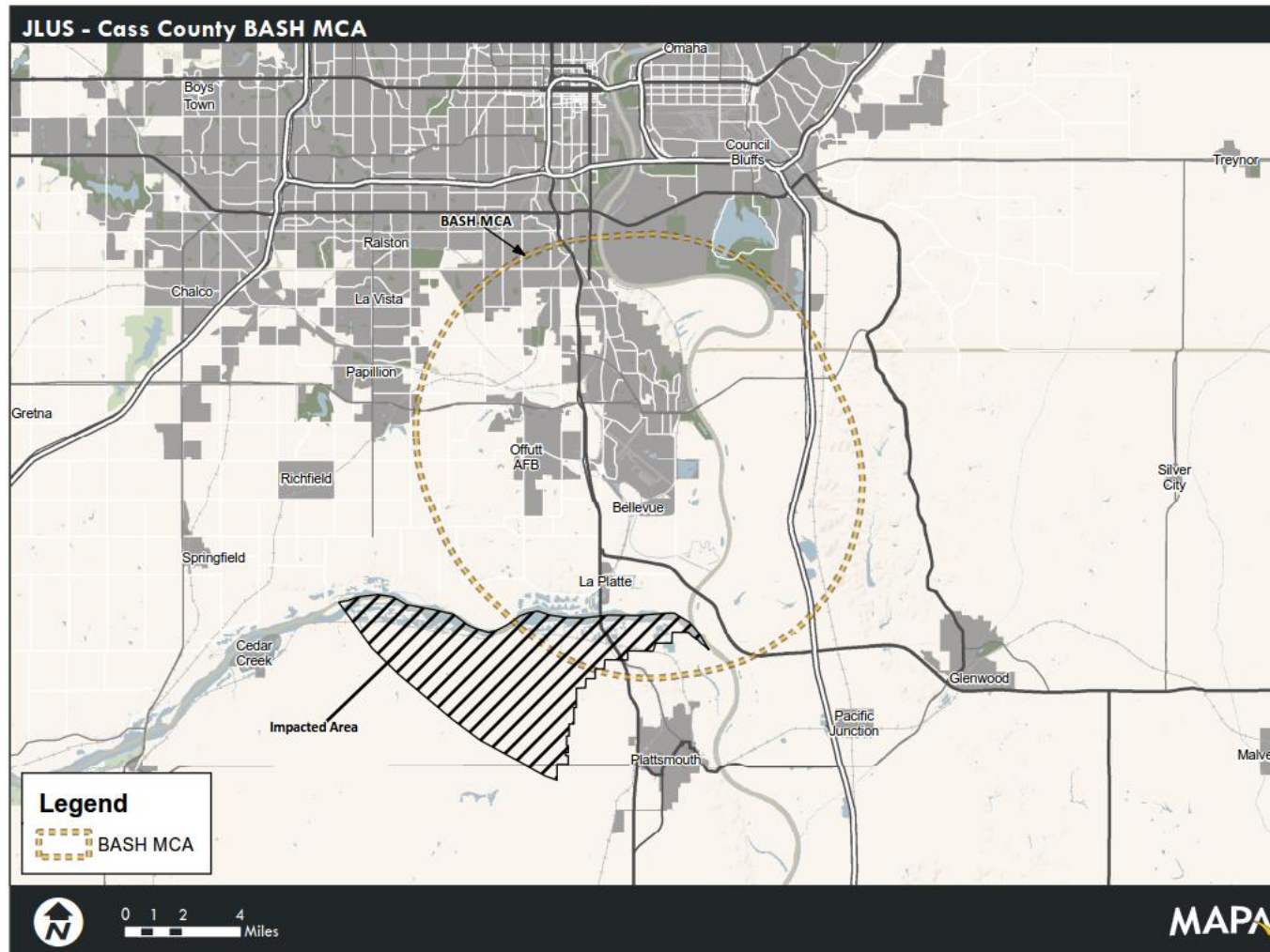
The entire Imaginary Surfaces MCA lies between the 200 ft. conical surface contour to 500 ft. outer horizontal surface heights limits above the Offutt AFB elevation of 1,049 ft. as established by the Imaginary Surfaces MCA.



The Area also lies between the 200 ft. and 500 ft. contours of the FAR 77.23(a)(2) Obstruction Standards. Height limits are established in the County's Zoning Code for structures and but are not specified for conditional uses. No district allow the height of buildings above 65 ft. Height exceptions are permitted through conditional use permits.

Bird/Wildlife Air Strike (BASH) MCA

The area impacted by the BASH MCA is mostly within the Conservation Overlay. Land within the BASH, but outside the Conservation Overlay is zoned as Transitional Agriculture (TA).



Comprehensive Plan Recommendations

Recommendations to the Cass County Comprehensive Plan are provided through a review of the plan and recommendations that could be incorporated throughout. The goal is to include language that into the comprehensive plan update that reflects the issues that must be addressed within each MCA within Cass County.

SECTION 4: ACHIEVE

Continuous Goals

Section 4.2 of the comprehensive plan identifies future land use and economic development as continues goals. Both of the goals should incorporate Offutt Air Force Base (AFB) and the JLUS are part the decision making process. An added goal should be to formally adopt and fully implement the recommendations of the Offutt Air Force Base Joint Land Use Study. The Offutt JLUS plays an important part of both land use, development standards, and economic development decisions.

Land Use

Section 4.3 discuss the utilization of the Cass County Future Land Use Plan, which is later broken out by land use districts. All land use within the MCAOD should attain goals that incorporate Offutt Air Force Base (AFB) and the JLUS be a part of the decision making process.

Agricultural (AG, AG/REC, TA, IND/AG District) - Any such designations of lands located within the MCAOD shall remain and not be “upzoned” to a more intense land use category, unless such change is consistent with land use and other recommendations of the Offutt AFB Joint Land Use Study final report.

Residential (RES District, RR District) - any such proposed residential within the MCAOD shall not be approved unless such new designation is consistent with the land use and other standards established in the MCAOD.

Offutt Airforce Base Military Compatibility Overlay District

In addition to the recommended changes to incorporate JLUS language into the land regulations, there should be a separate entry to the comprehensive plan outlining the need for the Offutt Airforce Base Military Compatibility Overlay District (MCAOD).

Offutt Airforce Base Military Compatibility Overlay District (MCAOD)- *In order to assist with the implementation of the land use and other recommendations of the Joint Land Use Study, the County will create an MCAOD designation on its land use map and a corresponding land development regulation. The County finds that the MCAOD, its objectives, standards and requirements are generally consistent with the County's plans and objectives for this unique area and that adoption and administration of the MCAOD and related regulations will compliment and support County efforts to limit development in areas lacking necessary infrastructure, to promote the retention of viable farmland and grazing lands, to protect critical watershed lands and to otherwise promote the orderly and efficient development of Cass County.*

The MCAO will include standards and procedures governing land use, lighting design, noise and vibration attenuation, structure height and other provisions necessary to secure outcomes that are of mutual benefit to the County, to Offutt AFB and to the region.

SECTION 5: IMPLEMENT

The Comprehensive Plan has both non-regulatory and voluntary recommendations for planning, but not engagement, with a communication strategy with Offutt AFB. Under *Section 5.6: Continued Public Participation and Partnerships*, a communication strategy should be required. Offutt AFB should also be listed as one the entities that directly impact Cass County.

A communication strategy for Offutt AFB would be as followed:

Communication

The recommendation of this Comprehensive Plan to maintain fluid and open communication between Offutt AFB and the County. The County will designate a staff member to serve as a single point of contact with Offutt AFB (the "County Coordinating Official"). The County Coordinating Official and the Offutt AFB Community Planner - or other Offutt representation - will regularly coordinate with each other in order to remain abreast of any changes in mission or training operations that could have off-base impacts on the County, its residents, or businesses

Land Use and Development Goals, Policies, and Implementation Measures

Goal: *To support the continued viability of Offutt AFB through the reduction, elimination or mitigation of present and/or future compatibility issues.*

Policy: *The County will make good faith and timely efforts to pursue the Offutt AFB JLUS Implementation Report's recommendations by formally adopting and carrying out a comprehensive set of policies, strategies and actions.*

- Implementation Measure: Amend the County Comprehensive Plan to incorporate and prioritize goals, policies and actions deemed necessary to assure that land use decisions are carried out in ways that diminish existing conflicts and avoid creating new conflicts.*
- Implementation Measure: Adopt and administer a MCAOD and regulation consistent with the overlay extent recommended in the Offutt AFB JLUS Report and including regulations, standards and procedures for the following subordinate Military Compatibility Areas (“MCAs”)*
- Implementation Measure: Provide specific appropriate Offutt AFB personnel with advance notification of proposed or pending development applications within the MCAOD overlay areas, including sufficient time for Offutt AFB to review and submittal of comments to applicable County staff and/or authorities.*
- Implementation Measure: Amend as necessary, conditional use standards and criteria to address existing or potential compatibility issues, specifically for land uses in conflict with Offutt AFB JLUS recommendations. Such provisions should specifically require consideration of these issues, including the issue’s impact on Offutt AFB and on the proposed use, as well as permissible conditions and modifications to mitigate any such conflicts.*
- Implementation Measure: The County will avoid approving development plans and related development agreements which contain land use elements in significant conflict with JLUS recommendations, in terms of density, structure heights and with respect to the siting of sensitive land uses.*
- Implementation Measure: The County will include the Offutt AFB as a partner with regard to the timely development, review and ultimately, the form and substance of County Comprehensive Plan and Land Use Regulation amendments, with specific emphasis on any such prospective amendments that would impact land within the JLUS’s recommended overlay zone, or which relate to high priority compatibility concerns identified in the most recent JLUS Report.*

COMPREHENSIVE PLAN RECOMMENDATIONS

DOUGLAS COUNTY



JOINT LAND
USE STUDY

MAPA

Omaha - Council Bluffs
Metropolitan Area
Planning Agency

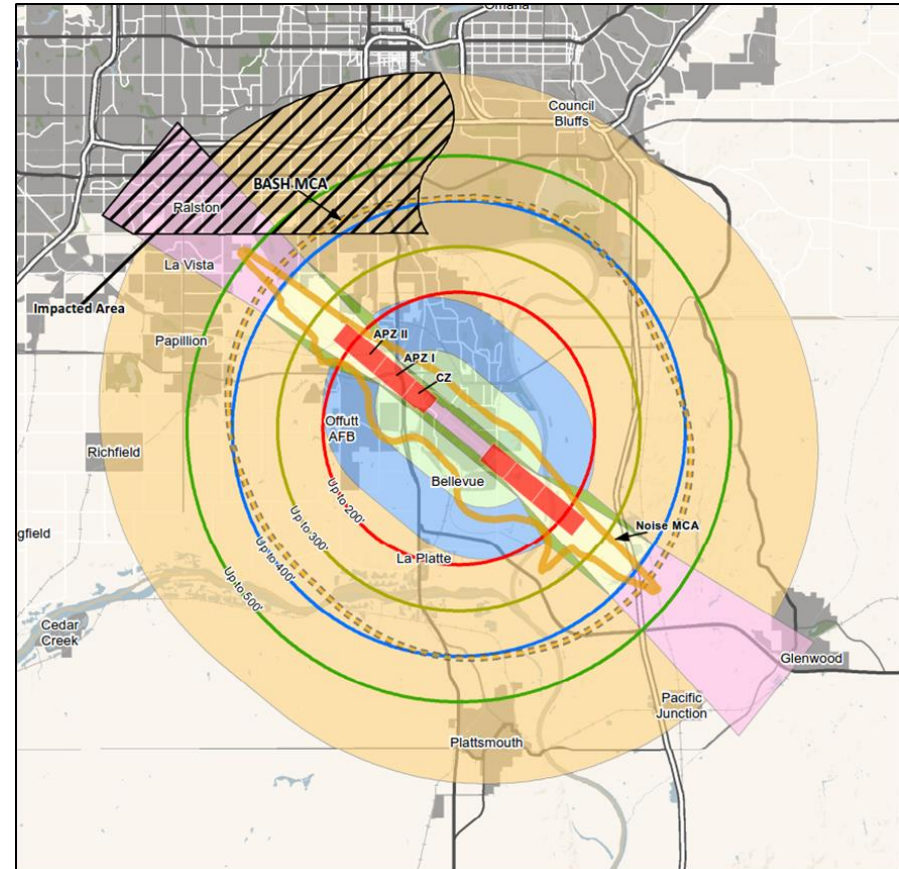
Offutt Air Force Base Joint Land Use Study

Joint Land Use Study (JLUS) is a strategic plan with specific implementation actions to ensure civilian growth and development are compatible with vital training, testing, and other military operations. The JLUS process promotes and enhances civilian and military communication and collaboration, serves as a catalyst to sustain the military mission, and promotes public health, safety, quality of life, and economic viability of a region. 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 Offutt AFB JLUS 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. A key strategy to guide compatible development and activities without over-regulation is the establishment of five Military Compatibility Areas (MCAs) and a Military Compatibility Area Overlay District (MCAOD). The proposed Offutt AFB MCAOD is an area that incorporates all of the MCA's.

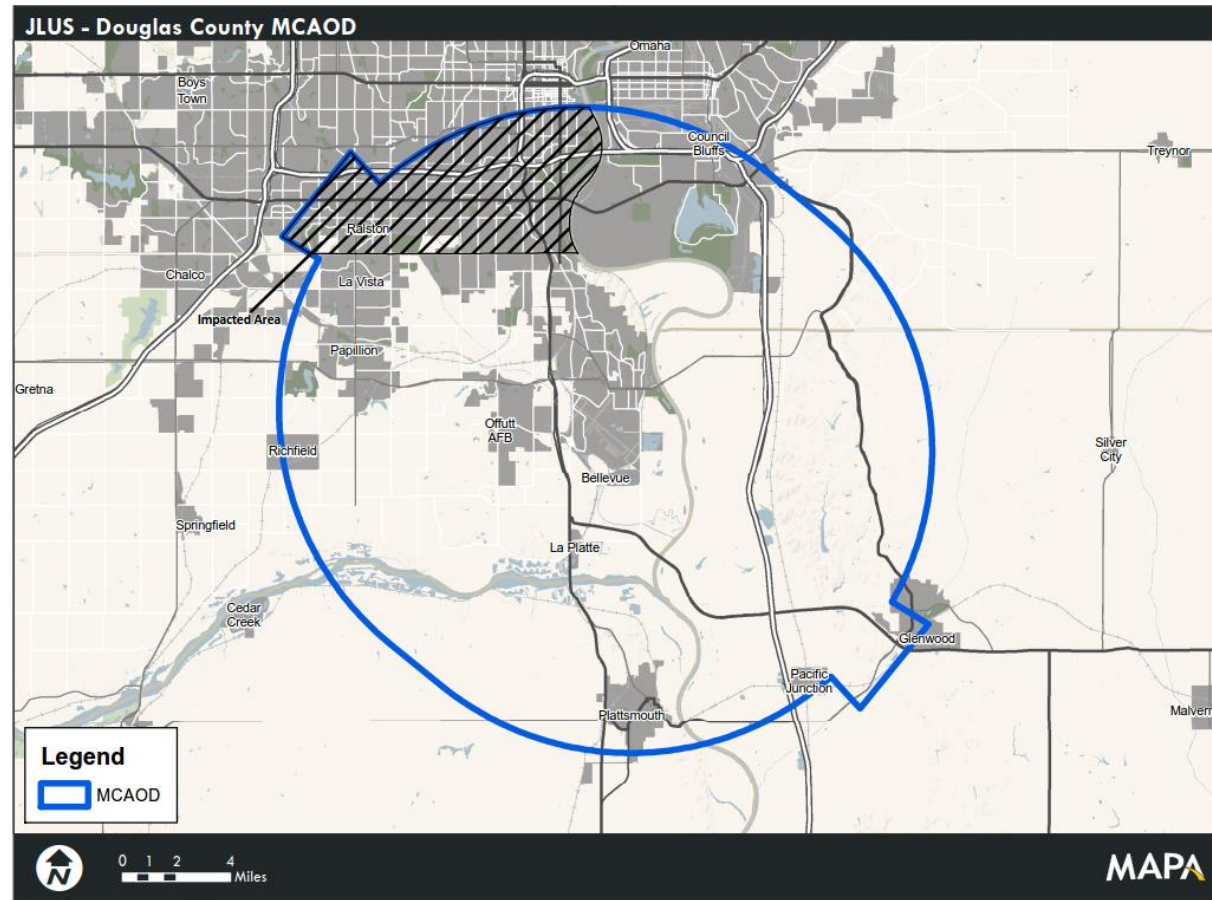
The MCA's, as outlined in the image to the right, were designated to accomplish the following:

- 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 five designated areas within the MCAOD.



Military Compatibility Area Overlay District (MCAOD)

The Military Compatibility Area Overlay District (MCAOD) is the primary land use impact resulting from the Offutt Airforce Base JLUS Study. Creating a district overlay approximately 10-miles around Offutt AFB, the MCAOD is designed to ensure the compatibility of new development with the uses associated with the military installation. Most recommended regulations in the MCAOD such as structure height, land use, etc. are less restrictive than those already in place in Douglas County and do not apply to land under Douglas County land use control.



Comprehensive Plan Recommendations

The recommendations to the Douglas County Comprehensive Plan is to maintain fluid and open communication between Offutt AFB and the County. The County will designate a staff member to serve as a single point of contact with Offutt AFB (the “County Coordinating Official”). The County Coordinating Official and the Offutt AFB Community Planner - or other Offutt representation - will regularly coordinate with each other in order to remain abreast of any changes in mission or training operations that could have off-base impacts on the County, its residents, or businesses.

COMPREHENSIVE PLAN SUMMARY

SARPY COUNTY



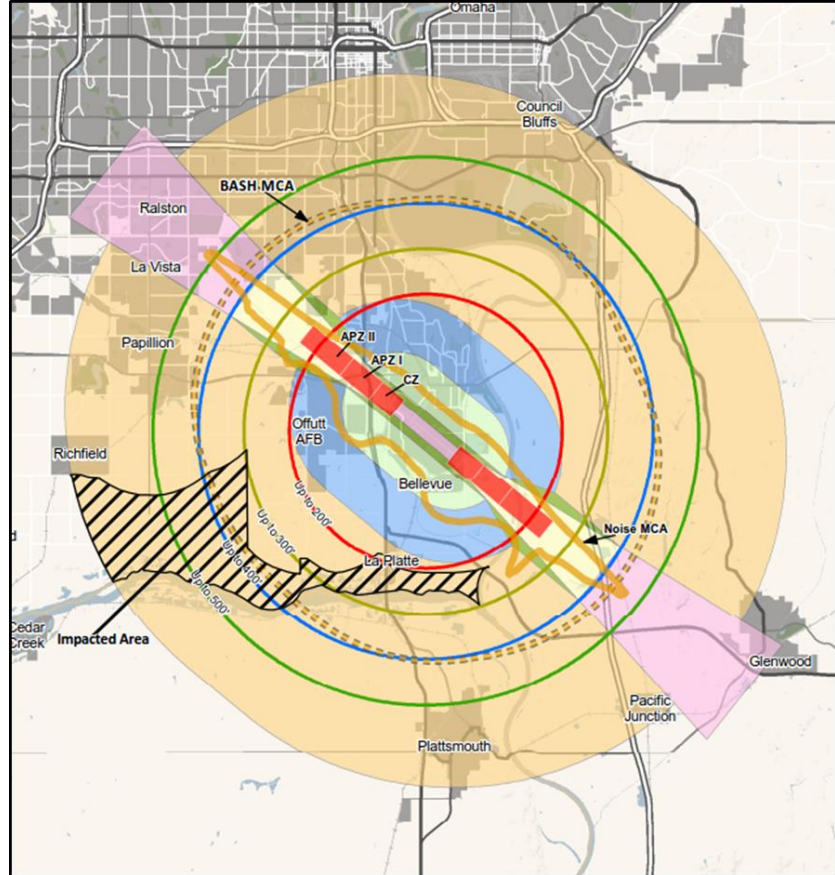
JOINT LAND
USE STUDY

MAPA

Omaha - Council Bluffs
Metropolitan Area
Planning Agency

Offutt Air Force Base Joint Land Use Study Background

The Joint Land Use Study (JLUS) is a land use plan with specific implementation actions to ensure that civilian growth and development are compatible with vital training, testing, and other military operations at Offutt Air Force Base (AFB). The JLUS process promotes and enhances civilian and military communication and collaboration, serves as a catalyst to sustain the military mission, and promotes the public health, safety, quality of life, and economic viability of the region. The intent of this planning effort is to foster and enhance an ongoing working relationship between Offutt AFB, federal and state agencies, neighboring jurisdictions, and local organizations.



The Offutt AFB JLUS 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. A key strategy to guide compatible development and activities without over-regulation is the establishment of five Military Compatibility Areas (MCAs) and a Military Compatibility Area Overlay District (MCAOD). The proposed Offutt AFB MCAOD is an area that incorporates all of the MCAs.

The MCAs, outlined in the image to the right, were designated to accomplish the following:

- 1) Promote an orderly transition between community and military land uses to ensure land use compatibility;
- 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, while protecting areas separate from the actual military installation (e.g., critical air space) used for training purposes; and
- 5) Establish compatibility requirements within the five designated areas within the MCAOD.

Introduction

The 2015 Offutt Air Force Base Joint Land Use Study (JLUS) was a process designed to identify and determine ways to enhance compatible land uses and growth management practices in communities adjacent to active military installations.

Offutt Air Force Base (AFB) is located within Sarpy County. Approximately 14.1 square miles (referenced herein as “Area”) of County jurisdiction is located within the JLUS Military Compatibility Area (MCA). Land uses in the Area include residential and mixed use development, parks, recreation, open space, and heavy industrial. Two JLUS Compatibility Zones impact the Area. These include Imaginary Surfaces MCA, which regulates building and structure height (FAA Part 77) and the Bird/Wildlife Air Strike Hazards (BASH). A map of the compatibility zones relative to the Area is illustrated on the following page.

The Sarpy County Comprehensive Plan incorporates many aspects of the 2015 Offutt Air Force Base Joint Land Use Study. The most important being the incorporation of The Military Compatibility Area Overlay District (MCAOD). The MCAOD was established to ensure that development on the periphery of the base would not impose conflict on current or future development.

Sarpy County regulation is more stringent on height than those outlined within the MCAOD of the 2015 Offutt Air Force Base Joint Land Use Study. It would be recommended that Sarpy County continue with this regulation in current form.

Recommendations for development in the 5-Mile BASH Relevancy Area, as shown on the Pg. 77 MCAOD Map of the Sarpy County Comprehensive Plan, will be located in a separate BASH guide. The Federal Aviation Administration (FAA) provides recommendations that public-use airport operators implement the standards and practices contained in AC 50/5200-33B. In order to mitigate potential hazardous wildlife attractants near Offutt Airforce Base, information extracted from the FAA Advisory Circular (AC) No. 150/5200-33B will provide recommendations to communities within a 5-mile radius of Offutt Air Force Base.

Summary

On September 12, 2017, the Sarpy County Board of Commissioners adopted a new Comprehensive Plan. The plan created a unified vision for the development build-out of Sarpy County and integrates growth plans for its five municipalities within the county. Attached are plan elements that specifically relating to Offutt AFB and JLUS implementation.



SARPY COUNTY COMPREHENSIVE PLAN

POTENTIAL MEETS OPPORTUNITY



Steven Jensen
Consulting



Adopted: September 12, 2017
Resolution: 2017-318
Project #: 130339.00

[SECTION 1.1]**THE PURPOSE OF COMPREHENSIVE PLANNING**

Comprehensive plans are created to promote orderly growth for all jurisdictions. The Sarpy County Comprehensive Plan focuses on the county's jurisdiction but involves each of its five communities and Offutt Air Force Base to create a unified plan for the future. Sarpy County leadership realizes future opportunities exist and wants to protect certain assets for the communities as they grow, annex, and ultimately take control of more land within the county. Sarpy County continues to play a critical role as communities work together to make these important decisions.

This comprehensive plan serves as a guideline to the County and decision makers. This public document's intention is to serve as a "road map" for future development locations and proper investments. It can also be used for educational purposes and informing future decision makers and interested stakeholders.

This comprehensive plan creates a framework to support the county's endeavor to accomplish its goals, objectives, and policies formulated during this process. The ultimate goal of any comprehensive plan is to ensure the well-being of Sarpy County residents. Promoting economic development has become a larger goal as the population continues to increase. Over the past twenty years Sarpy County has become less of a "bedroom" community and moved towards a diverse economy with major employers, multiple retail centers, and recreation opportunities of its own.

The comprehensive plan provides the legal basis for the establishment of zoning and subdivision regulations to implement the plan. The document reports on the following topics: population, land use, transportation, housing, economic development, community facilities, and public utilities. The information contained within this document is important to consider and review because it is part of an interlocking dynamic where one characteristic of the county can shift the county's overall equation.

In order to remain fiscally sustainable in the long-term, the County's goal is to create the best scenario for the general public and its tax base. The County must strategically place large public investments where more development is desired. These investments will require a corresponding density of development in order to support their initial cost and long-term maintenance. Planned growth improves the county's services, maximizes its resources, and creates an integrated, seamless infrastructure network that develops over time as communities grow.

[SECTION 1.4]

HISTORY

Sarpy County played an integral role in the early settlement of Nebraska, especially the Bellevue area. By the 1820s, a trading post was established near present day Bellevue by the Missouri Fur Company and later the American Fur Company. In 1832 the U.S. Indian Agency established a headquarters in what is now the City of Bellevue.

The fur trading business and the role of the river in the early settlement of the area cannot be understated, including naming of the county after Peter Sarpy, a fur trader and ferry operator. Peter Sarpy operated the American Fur Company beginning in 1830s and was the dominant figure in the Nebraska territory. His post was a meeting point for traders, Native Americans and travelers. A post office was established in Bellevue by 1849 and by the mid-1850s the city had at least 50 settlers. During this period Peter Sarpy, with a group of other local leaders, established the Bellevue Town Company to promote settlement. The city was officially incorporated in 1855. Bellevue and Sarpy County also experienced major set backs during this time with Omaha being selected as the site for the capital and the railroad.

Until 1857, Sarpy County was part of a larger Douglas County. The original county seat was located in Bellevue but by 1876 it was moved to Papillion by popular vote. However, Papillion was not formally incorporated until 1883. Over the last half century, Gretna and Springfield have also experienced tremendous growth from their roots as early railroad towns in western and southern Sarpy County. Most of this growth has been due to the regional growth of Omaha. This regional growth was the very reason that La Vista was established in 1960. The organizers of La Vista established it to provide “good affordable housing for working people” with the original 335 homes priced at \$9,999.

Although Sarpy County and its cities have seen much of their growth influenced by growth in the larger Omaha regional market, they have also continued to experience their own internal growth. The addition of Werner Park, Shadow Lake Towne Center, Shoppes at Southport and Nebraska Crossing Outlets are retail, commercial and entertainment destinations as well as major employment centers. Professional services, call centers and data centers have also been attracted to Sarpy County for its available industrial space, low utility costs and skilled workforce.

The continued growth of Offutt Air Force Base is also critical to not only Sarpy County, but the entire metropolitan area. First established as Fort Crook in 1894, it became Offutt Air Force Base in 1948 and later the home of the Strategic Air Command (SAC). In 1992 SAC was dissolved and Offutt became responsible for Air Combat Command. In recent years the base has continued to expand and the former Army outpost that originally supported a few hundred soldiers now houses the nation's Strategic Command, generally known as StratCom, and a combined military and civilian work force of over 12,000.

The metro region's continued growth will have a significant influence on the growth of Sarpy County in the coming years. However, the county will also continue to see its own internal growth as industrial and commercial markets continue to expand and bring new residents to the county's growing communities.

Table 6 **Population Projection: Modified Cohort Survival Rates**

Year	Population	Population Change	Population Change %	Births
2015	181,736	22,896	12.6%	11,279
2020	206,532	24,796	12.0%	10,611
2025	228,287	21,755	9.5%	10,745
2030	247,715	19,428	7.8%	12,027
2035	265,306	17,591	6.6%	14,050
2040	284,672	19,366	6.8%	15,367
TOTAL		125,832	79.2%	74,079

Source: US Census Bureau (2010)
State of Nebraska Birth & Death Records (2013)

Other Studies

Numerous studies have been conducted in the Omaha area that have established their own population projection figures. The reliability of these population projections depends on the continuation of past growth trends. Each of these studies are based on historical growth patterns and the composition of the current population. The following is a brief list of these studies and their projection estimates for Sarpy County, shown in Table 7 on the following page:

- The University of Nebraska at Omaha's Center of Public Affairs Research (CPAR) periodically publishes population estimates and projections based on available data from the United States Census Bureau. The most recent projection based on the past five-year trend (2010-2015) estimates an annual growth rate of 2.04% which equates to an additional 132,039 people by 2040.
- Heartland 2050 was a regional visioning effort for the eight-county Omaha-Council Bluffs Metropolitan area encouraging collaboration across jurisdictions to reduce redundancies and identify opportunities to leverage assets and save taxpayer dollars. The study estimated an annual growth rate of 1.67% which equates to an additional 102,066 people by 2040.
- Offutt Air Force Base Joint Land Use Study (JLUS) was a process designed to identify and determine ways to enhance compatible land uses and growth management practices in communities close to active military installations, such as Offutt AFB. The JLUS study estimated an annual growth rate of 1.75% which equates to an additional 108,430 people by 2040.

Table 7 **Other Studies' Population Projections**

Year	UNO CPAR (2010-2015)		Heartland 2050		Offutt Joint Land Use Study	
	Annual Rate 2.04%	Population Change	Annual Rate 1.67%	Population Change	Annual Rate 1.75%	Population Change
2015	175,692	16,852	173,231	14,391	172,536	13,696
2020	194,332	18,640	188,925	15,695	187,414	14,877
2025	214,949	20,617	206,042	17,116	203,574	16,160
2030	237,754	22,805	224,709	18,667	221,127	17,554
2035	262,979	25,224	245,067	20,358	240,195	19,067
2040	290,879	27,901	267,270	22,203	260,906	20,711
TOTAL		132,039		102,066		108,430

*Source: University of Nebraska at Omaha, Center for Public Affairs Research (2016)
Heartland 2050/Metropolitan Area Planning Agency (2015)
Offutt Airforce Base Joint Land Use Study (2015)*

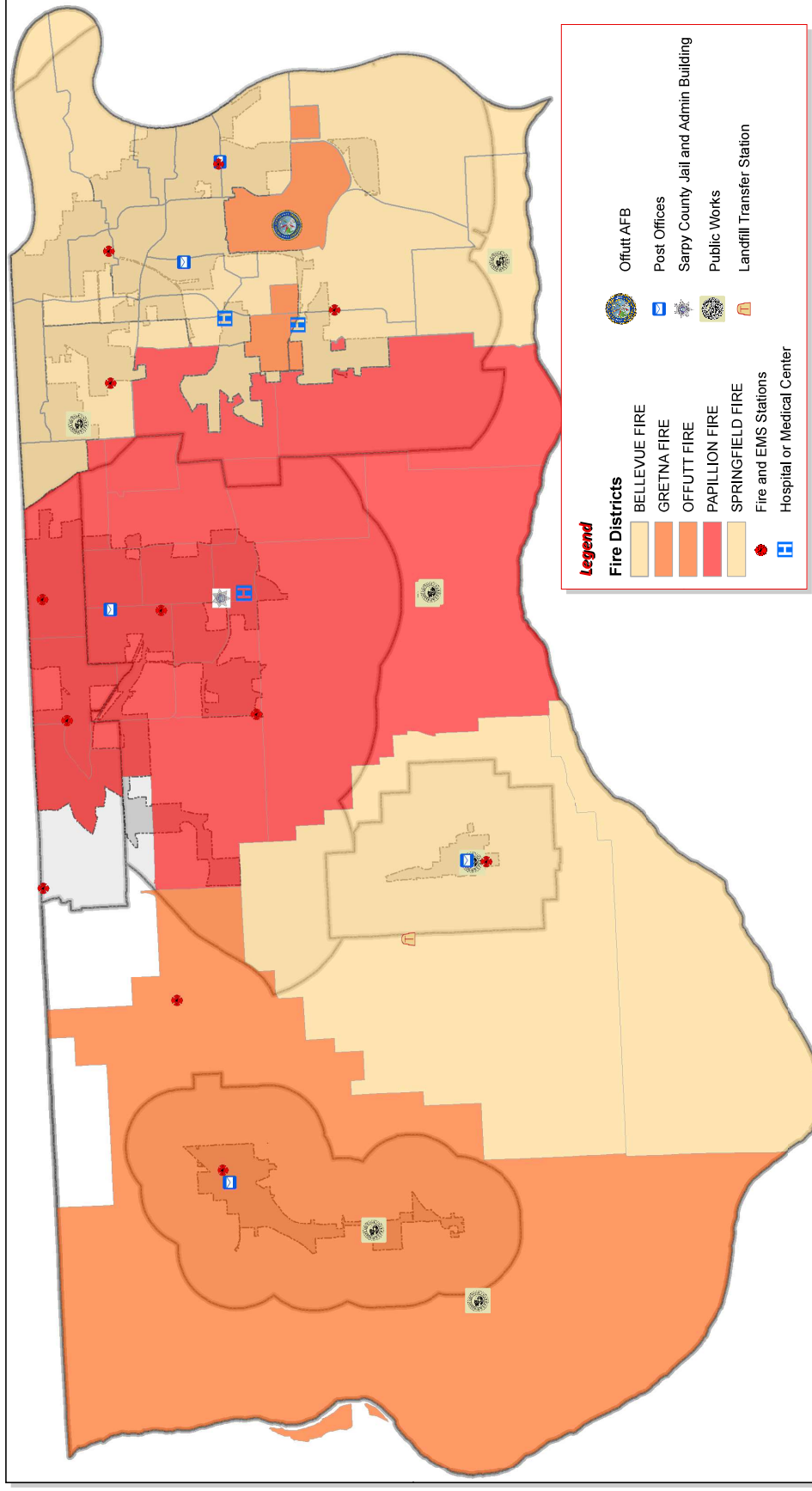
The population projection based on the cohort survival rates demonstrates a more moderate rate of growth in comparison to the current trends while mirroring the UNO CPAR study figures. The average annual births for the 25-year period is 2,469 newborns. It should be noted this modified cohort survival model used a statewide migration rate of people moving in or out of the state. As a result, the statewide formula does not take into account any large groups of transient population like a state university or seasonal employment center.

Age Characteristics

Sarpy County's changing age structure has important implications for education, service, housing and transportation needs. While the Baby Boomer generation holds a large share of population in the rest of the state and nationwide, Sarpy County's population is trending younger with an emphasis on the strong population growth of young families. According to the 2010 US Census, The share of population under the age of 18 was the highest, 28.8%, among counties in the metropolitan area while the share of residents over 65 years in age was by far the lowest among its regional peers. As a result, Sarpy County's median age of 32.9 years was the youngest of all metropolitan counties and well below the state median (36.4).

Even though the median age of Sarpy County residents skews lower than its metro peers, the elderly population of Sarpy County will make up a larger segment of the overall population by the year 2040. This group of people age 65 and older accounted for 8.5% of the population in 2010, and is estimated to grow to 12.8% by 2020, 17.5% by 2030 and 19.0% by 2040. The continued improvements in life expectancy can partly explain this growth as well as the need to live closer to healthcare amenities in a metropolitan area.

MAP 1 Fire Districts Serving Sarpy County



Sarpy County

Emergency Management, Federal and County Facilities



Created By: MBG
Date: 4/15/2015
Revised: 10/16/2016
Software: ArcGIS 10.2
File: 130335.00

This map was prepared using information from several sources. The information was not verified by the Sarpy County Emergency Management, Federal and County Facilities. The information is provided for informational purposes only. The Sarpy County Emergency Management, Federal and County Facilities does not warrant the accuracy of this map.



Offutt Air Force Base Joint Land Use Study*

The Joint Land Use Study (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. 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.

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.

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 eastern Sarpy County and the surrounding communities' land uses include a variety of residential, commercial, industrial, and agricultural land uses.

A key strategy to guide compatible development and activities without over-regulation is the establishment of five Military Compatibility Areas (MCAs) and a Military Compatibility Area Overlay District (MCAOD). The proposed Offutt AFB MCAOD is an area that incorporates all of the MCA's.

The MCA's were designated to accomplish the following:

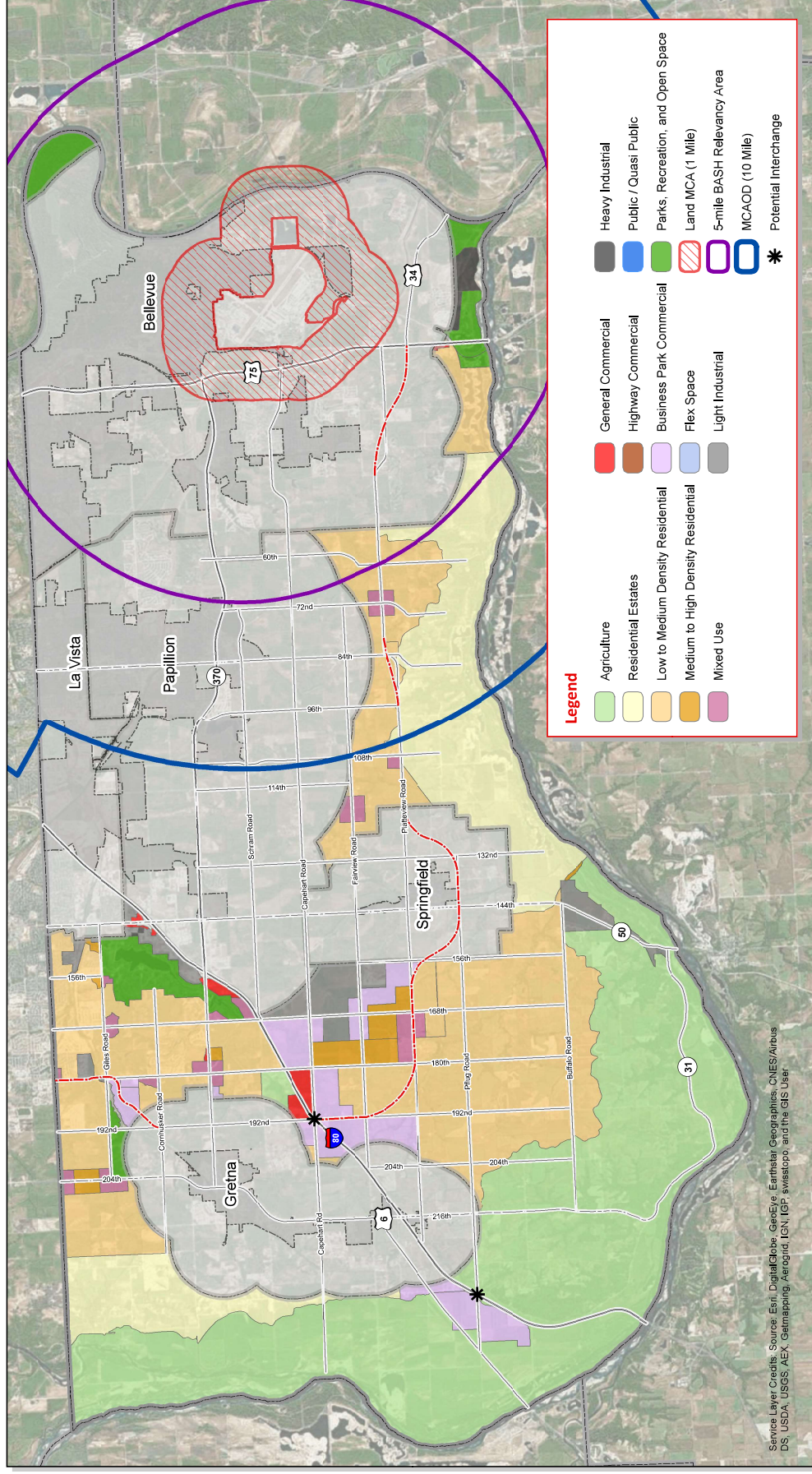
- 1) Promote an orderly transition between community and military land uses so that land uses remain compatible;
- 2) Protect public health, safety, and welfare;
- 3) Maintain operational capabilities of military installations and areas;
- 4) Promote an awareness of the size and scope of military training 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 (MCAOD)

The MCAOD is the primary land use impact resulting from the JLUS Study. Creating a district overlay approximately 10-miles around Offutt AFB, the MCAOD is designed to ensure the compatibility of new development with the uses associated with the military installation. Most recommended regulations in the MCAOD such as structure height, land use, etc. are less restrictive than those already in place in Sarpy County and its jurisdictions. However, the recommendation of this Comprehensive Plan will be to coordinate all land use developments and decisions within this radius with Offutt AFB. Coordinating these decisions will ensure that no unforeseen impacts of development have a negative impact on the utilization of Offutt AFB and its corresponding missions.

** Offutt Air Force Base Joint Land Use Study (JLUS), 2015*

Map 11 Offutt Air Force Base Military Compatibility Area Overlay District (MCAOD)



Sarpy County Comprehensive Plan

Offutt Air Force Base-Joint Land Use Study Area

Created By: CPS
Date: 2/10/2016
Revised: 05/22/2017
Software: ArcGIS 10.2
File: 130339.00

This map was prepared using information from record drawings, aerial photography, and other sources. It is not a legal or public or private document. It is for informational purposes only. No warranty is made by the City of Sarpy for the accuracy or completeness of the information used to prepare this map. This is not a scale plan.



To avoid traffic bottlenecks and other conflicts, commercial developments should be developed with consideration of the designed traffic loads of the serving roadways.

- 5.i Mixed-use centers should be designed for walkability in a manner that emphasizes the pedestrian network as opposed to being designed primarily for the automobile. Sidewalks should be located along all streets and driveways to facilitate pedestrian access. The number of access drives should be minimized when possible and shared between commercial lots to reduce vehicle/pedestrian conflicts and to facilitate movement between businesses without needing to use streets and internal private drives.

By incorporating sidewalks into mixed-use and commercial centers, connectivity is maximized both within and across developments and land uses. Limiting access drives decreases the conflict points between auto and pedestrian traffic.

- 5.j Whenever possible, multi-family developments should be located along arterial street corridors and adjacent to mixed-use and commercial centers. Sarpy County should consider developing standards for the number of multi-family units that would be allowed adjacent to commercial mixed-use areas based on the size of the commercial area and adjacent roadway capacity.

The population density of multi-family developments warrants immediate accessibility off of arterial streets to prevent traffic conflicts with less-intensive uses. Encouraging their location adjacent to mixed-use and commercial centers also promotes walkability to these areas. Multi-family developments can also serve as a buffer between single-family residential units and the more intensive use of commercial development. Placing a "cap" on the number and scale of multi-family units in locations surrounding single-family housing limits the conflicts that can occur with traffic, noise, lighting, and other affects of dense development as well as encourage the wide distribution of multi-family housing throughout the county.

- 5.k All development proposals and regulatory amendments occurring within the Military Compatibility Area Overlay District should be provided to the Offutt Air Force Base Community Planning Office for review and comment.

The Military Compatibility Area Overlay District (MCAOD) is established in the Joint Land Use Study (JLUS) to ensure that development on the base's periphery does not impose a conflict on current and future missions of the Base. Offutt AFB is a priority for economic development of Sarpy County and any development affecting the base should be compatible with its optimal utilization.

Table 33 shows the number of structurally deficient and functionally obsolete bridges the County owns. Of the 104 bridges owned by Sarpy County, 31 have an insufficient rating, 17 bridges are structurally deficient and 14 are functionally obsolete.

Table 33 **Insufficient Bridges in Sarpy County**

Status	Number of Bridges	% of Total (104)
<i>Structurally Deficient</i>	<i>17</i>	<i>16%</i>
<i>Functionally Obsolete</i>	<i>14</i>	<i>13%</i>
<i>Not Deficient</i>	<i>73</i>	<i>70%</i>

Existing bridges are shown in Map 19.

Bicycle and Pedestrian Facilities

There are a number of bicycle and pedestrian facilities in Sarpy County including sidewalks and off-road shared-use paths. Currently there are just under 89 miles of off-road paths in the area, which are adjacent to arterial roads or waterways. There are five major trails within Sarpy County, which are described as follows:

- **The MoPac Trail** runs east-west adjacent to N-31 from the Platte River to N-50, where it then runs north-south adjacent to N-50 from N-31 to Schram Road.
- **The 144th Street Trail** runs north-south adjacent to 144th Street from I-80 to Fort Street.
- **The Keystone Trail** runs north-south adjacent to the Big Papillion Creek from Fort Street to US-75.
- **The Bellevue Loop Trail** continues from the Keystone Trail at US-75, where it runs east-west adjacent to the Papillion Creek and then north-south adjacent to the Missouri River.
- **The West Papio Trail** forks off of Keystone Trail where Papillion Creek and Big Papillion Creek merge and runs east-west adjacent to the Papillion Creek.

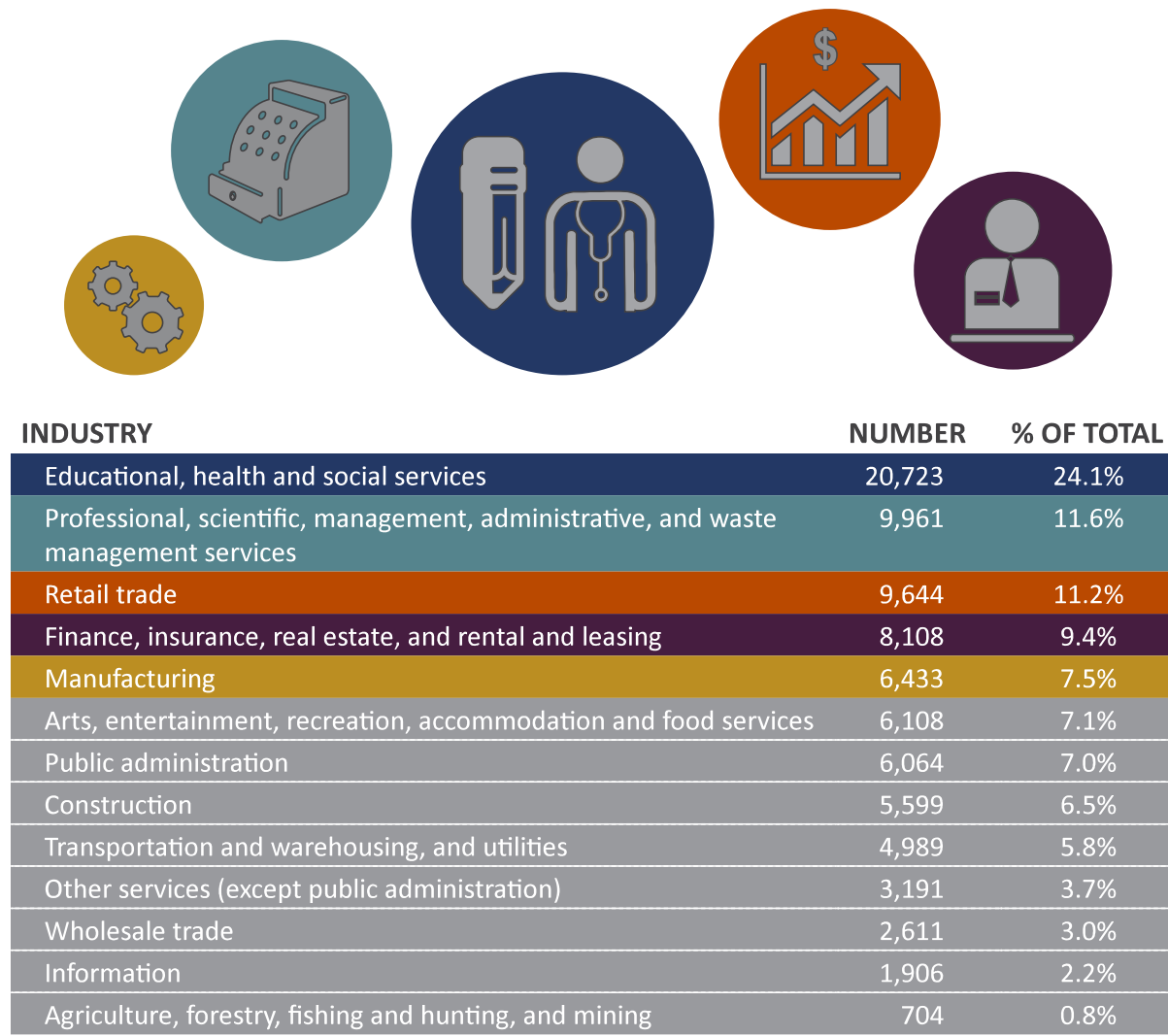
Map 20 shows the existing trails and shared-use paths. Sarpy County is in the process of developing a county-wide trails master plan to identify off-street trails and potential on-road bicycle routes.

Air Service

There are three private airports in Sarpy County: Offutt Air Force Base in Bellevue, Koke Airport in Gretna, and J&J Airport in Springfield. Also, the Millard Airport is located adjacent to Sarpy County, in Omaha.

Eppley Airfield, located north of downtown Omaha, is the primary public air service that is used by Sarpy County residents. The airfield currently serves eight commercial carriers: Alaska Airlines, Allegiant Air, American Airlines, Delta Air Lines, Frontier Airlines, Southwest Airlines, United Airlines, and US Airways. There were over 4.1 million total passengers in 2014 and the airport averaged 267 aircraft operations per day during the one-year period from April 1, 2014 to March 31, 2015. Aircraft operations during this time included 43% for commercial use, 27% for air taxi, 20% for transient general aviation 6% for local general aviation, and 4% for military.

Figure 39 Labor Force Characteristics by Industry (2014)



Source: American Community Survey, Five-Year Estimate (2014)

Both the high and low ranking sectors mirror much of what is seen across the Omaha-Council Bluffs MSA and the state of Nebraska with exception of the agriculture sector. Nebraska has a strong tradition in the agriculture sector so there is little surprise that the state overall had a higher share of its employees in this sector than Sarpy County. The Omaha MSA overall holds a greater share of its employment in agriculture than Sarpy County because the area includes eight counties in total which include rural counties such as Cass, Saunders, Washington, Harrison (IA), and Mills (IA).

The strength of the public administration sector in Sarpy County is another outlier as it grew at a much faster rate than any other sector. Much of this employment can be attributed to Offutt Air Force Base located south of Bellevue, NE.

Using the input from the Core Committee and public meetings, and cross-referencing other community plans, the project team developed a draft list of goals, strategies, and guiding principles as well as a vision statement for each of the five areas. The Core Committee met a second time to review the draft goals, strategies, principles, and vision statements. Subsequent to that meeting, the project team developed a process by which the Core Committee could prioritize the strategies. Simultaneously, the project team expanded the approved goals and strategies into a draft Energy Plan, for approval by the Core Committee at its third meeting.

The project team also conducted a thorough review of the County's 2005 Comprehensive Development Plan (CDP) to determine if any of the guiding principles, vision statements, goals, or strategies developed in the Energy Element process conflicted with the overall plan for the County. The project team found all of the references in the Comprehensive Development Plan related to energy to be compatible with the policies developed in the Energy Element. As a result, no modifications to the CDP were deemed necessary in order to ensure consistency between the plans.

After approval by the Core Committee the Energy Element then went to the Sarpy County Planning Commission and County Board for final approval. The plan was approved on May 8, 2012. Several organizations were critical in providing information and data needed to develop this section of the plan:

- Sarpy County Planning Department
- Sarpy County Facilities Management
- Sarpy County Fleet Management
- Black Hills Energy
- Emerging Terrain
- Metropolitan Utilities District
- Offutt Air Force Base and the 55th Wing
- Omaha Public Power District
- Nebraska Energy Office
- U.S. Census Bureau
- U.S. Energy Information Administration

This updated Energy component of the Comprehensive Plan is organized as follows. First, it establishes the context by providing an overview of energy policy in Nebraska. Then it acknowledges Sarpy County's past work to conserve energy with an overview of past energy successes in Sarpy County's operations. The next section, Profile, sets the stage for the plan by providing a summary of the data collected to prepare the plan. The data leads into a set of guiding principles in the Achieve section, which are intended to establish a framework within which the County can exercise discretion in implementing the plan. The guiding principles are followed by a summary of the goals contained in the plan, and detailed sections on each of the five areas: urban form and transportation, energy generation, food and agriculture, buildings, and County operations. These detailed sections also contain more specific and relevant data for each area. The plan also includes strategies for education that support the five main areas of emphasis.

ENERGY POLICY IN NEBRASKA

Work on the Energy component of this plan has not occurred in a vacuum. Both the State of Nebraska and the Omaha Metro region have increased their focus on energy in recent years. At the state level, Nebraska passed Legislative Bill 997 (LB 997) in April 2010. LB 997 modified Nebraska law to require public jurisdictions—including counties—in Nebraska to create an energy element when updating a comprehensive plan, or otherwise by January 2015. By creating an energy element to supplement its own comprehensive master plan, Sarpy County is complying with LB 997 (see Neb. Rev. Stat. § 23-114.02(3) (2011)).

for appropriate combinations of commercial acreage and street sizes should be adopted and implemented in the County's Subdivision Regulations.

To avoid traffic bottlenecks and other conflicts, commercial developments should be developed with consideration of the designed traffic loads of the serving roadways.

- 5.i Mixed-use centers should be designed for walkability in a manner that emphasizes the pedestrian network as opposed to being designed primarily for the automobile. Sidewalks should be located along all streets and driveways to facilitate pedestrian access. The number of access drives should be minimized when possible and shared between commercial lots to reduce vehicle/pedestrian conflicts and to facilitate movement between businesses without needing to use streets and internal private drives.

By incorporating sidewalks into mixed-use and commercial centers, connectivity is maximized both within and across developments and land uses. Limiting access drives decreases the conflict points between auto and pedestrian traffic.

- 5.j Whenever possible, multi-family developments should be located along arterial street corridors and adjacent to mixed-use and commercial centers. Sarpy County should consider developing standards for the number of multi-family units that would be allowed adjacent to commercial mixed-use areas based on the size of the commercial area and adjacent roadway capacity.

The population density of multi-family developments warrants immediate accessibility off of arterial streets to prevent traffic conflicts with less-intensive uses. Encouraging their location adjacent to mixed-use and commercial centers also promotes walkability to these areas. Multi-family developments can also serve as a buffer between single-family residential units and the more intensive use of multi-family and commercial development. Placing a "cap" on the number and scale of multi-family units in locations surrounding single-family housing limits the conflicts that can occur with traffic and other affects of dense development as well as encourage the wide distribution of multi-family housing throughout the county.

- 5.k All development proposals and regulatory amendments occurring within the Military Compatibility Area Overlay District should be provided to the Offutt Air Force Base Community Planning Office for review and comment.

The Military Compatibility Area Overlay District (MCAOD) is established in the Joint Land Use Study (JLUS) to ensure that development on the base's periphery does not impose a conflict on current and future missions of the Base. Offutt AFB is a priority for economic development of Sarpy County and any development affecting the base should be compatible with its optimal utilization.

COMPREHENSIVE PLAN RECOMMENDATIONS

POTTAWATTAMIE COUNTY



JOINT LAND
USE STUDY

MAPA

Omaha - Council Bluffs
Metropolitan Area
Planning Agency

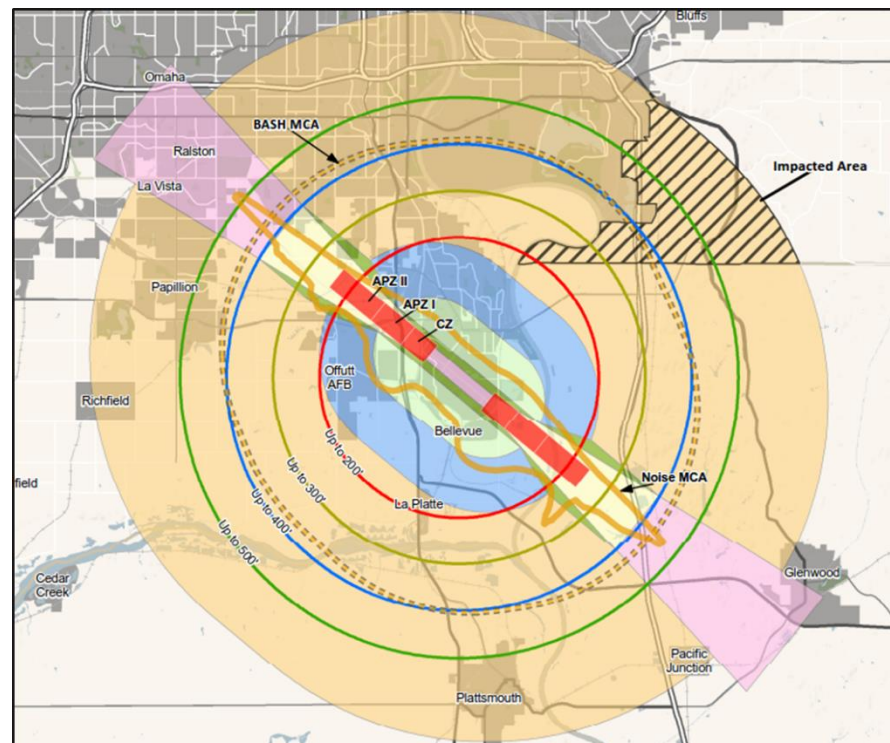
Offutt Air Force Base Joint Land Use Study Background

Joint Land Use Study (JLUS) is a land use plan with specific implementation actions to ensure civilian growth and development are compatible with vital training, testing, and other military operations. The JLUS process promotes and enhances civilian and military communication and collaboration, serves as a catalyst to sustain the military mission, and promotes the public health, safety, quality of life, and economic viability of a region. 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 Offutt AFB JLUS 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. A key strategy to guide compatible development and activities without over-regulation is the establishment of five Military Compatibility Areas (MCAs) and a Military Compatibility Area Overlay District (MCAOD). The proposed Offutt AFB MCAOD is an area that incorporates all of the MCAs.

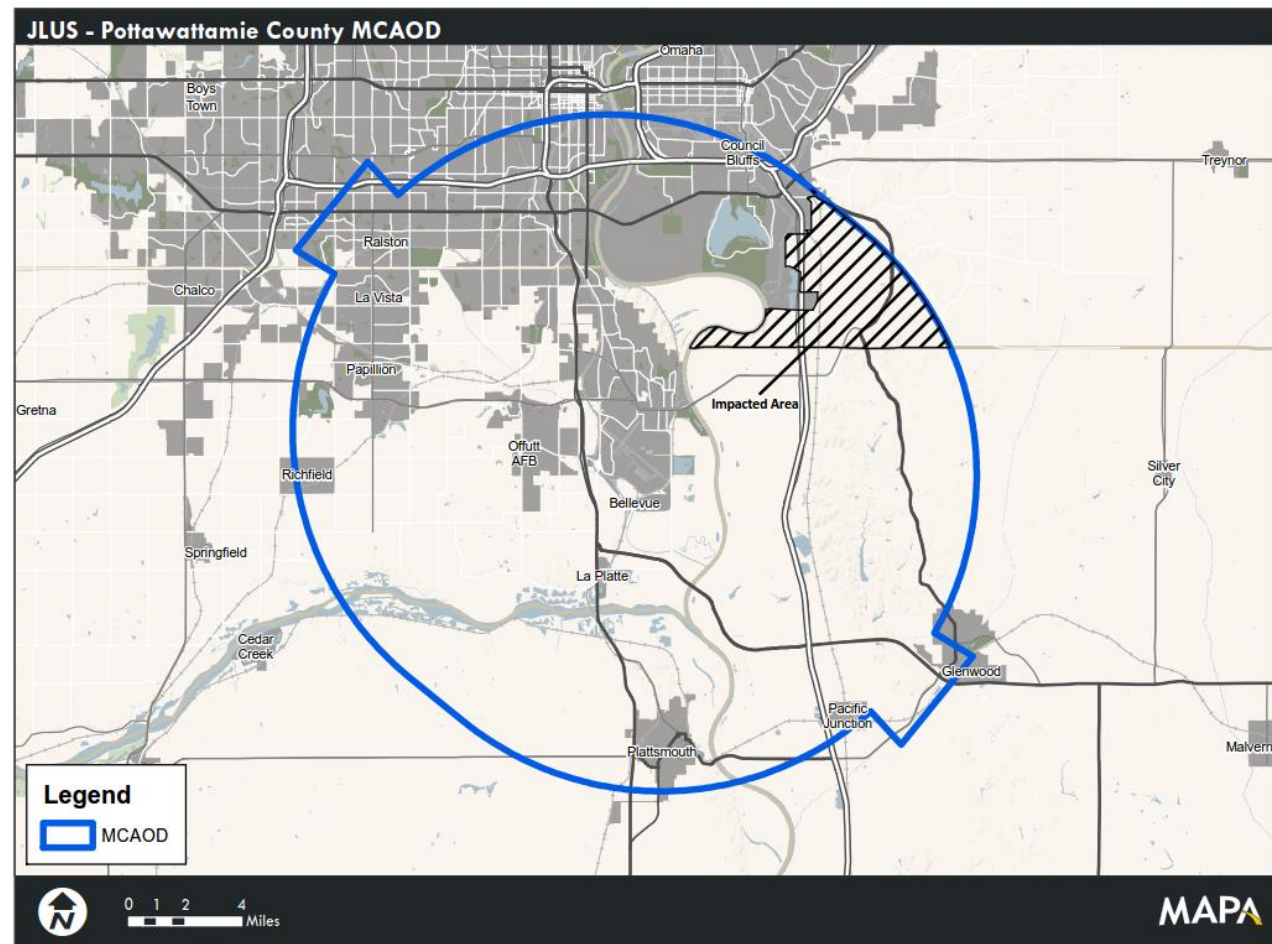
The MCAs were designated to accomplish the following:

- 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 five designated areas within the MCAOD.



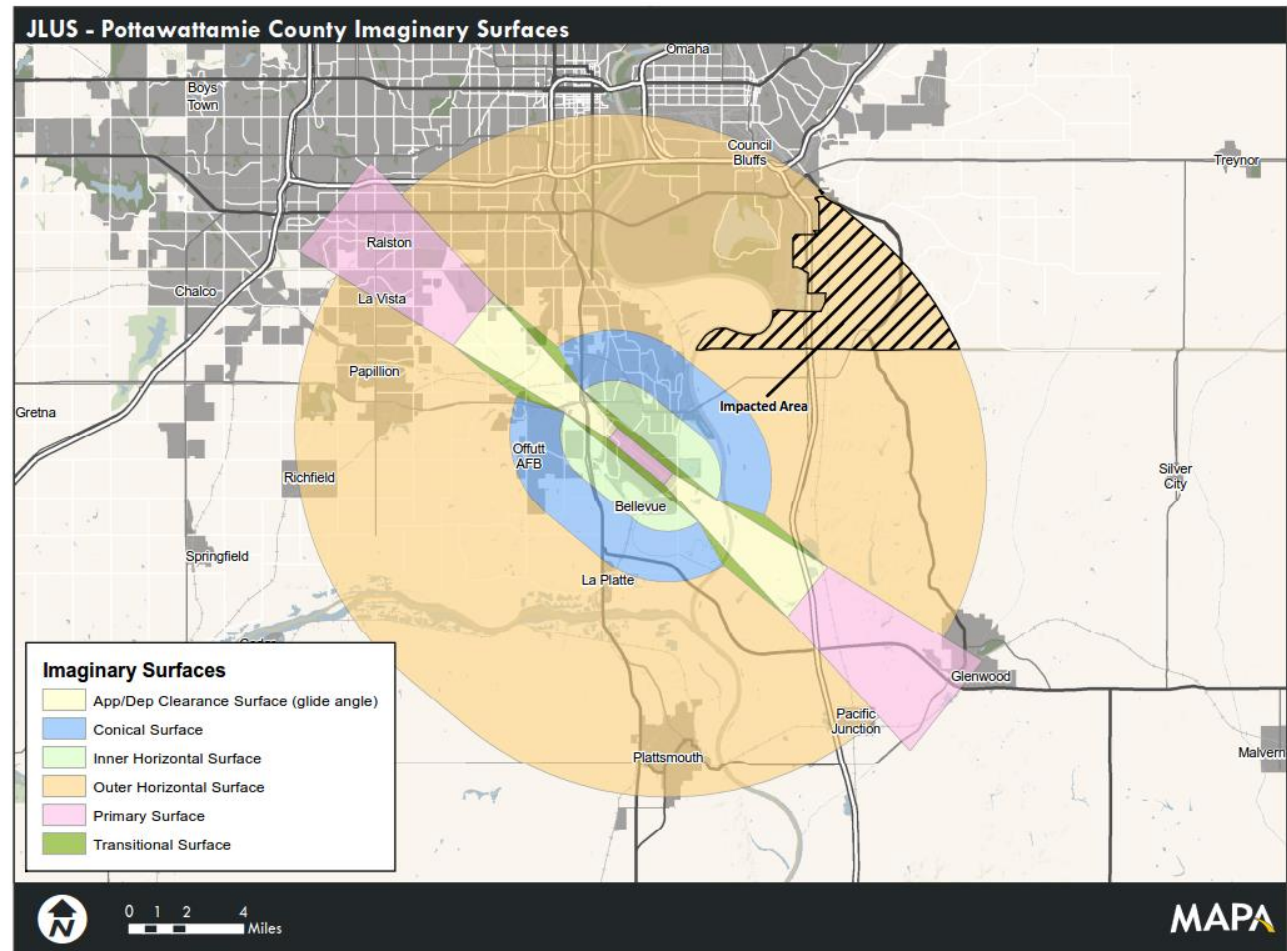
Military Compatibility Area Overlay District (MCAOD)

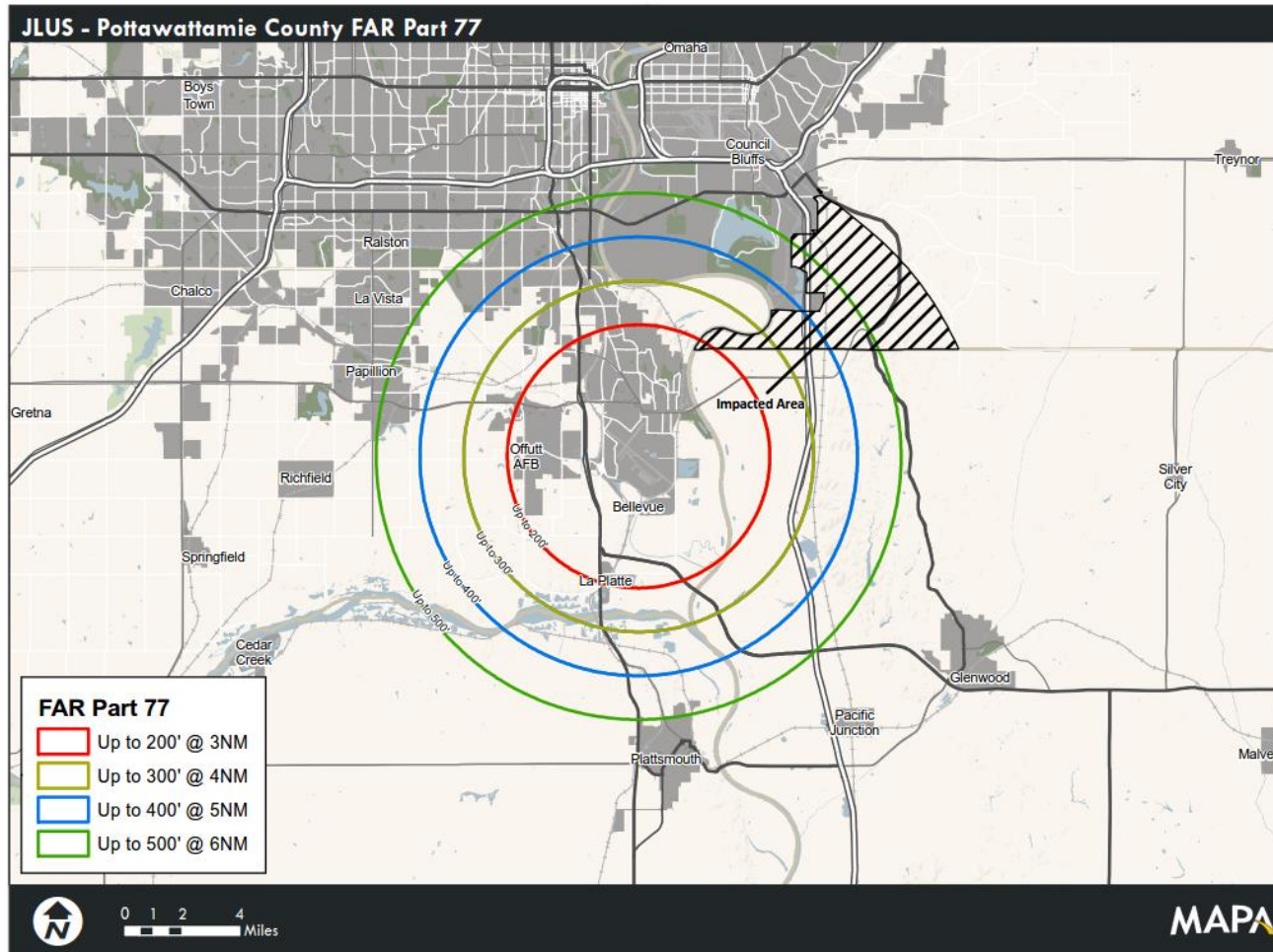
The MCAOD is the primary land use impact resulting from the Offutt AFB JLUS Study. Creating a district overlay approximately 10-mile radius around Offutt AFB, the MCAOD is designed to ensure the compatibility of new development with the uses associated with the military installation. Most recommended regulations in the MCAOD such as structure height, land use, etc. are less restrictive than those already in place in Pottawattamie County.



Imaginary Surfaces MCA

The entire Imaginary Surfaces MCA lies between the 200 ft. conical surface contour to 500 ft. outer horizontal surface heights limits above the Offutt AFB elevation of 1,049 ft. as established by the Imaginary Surfaces MCA.

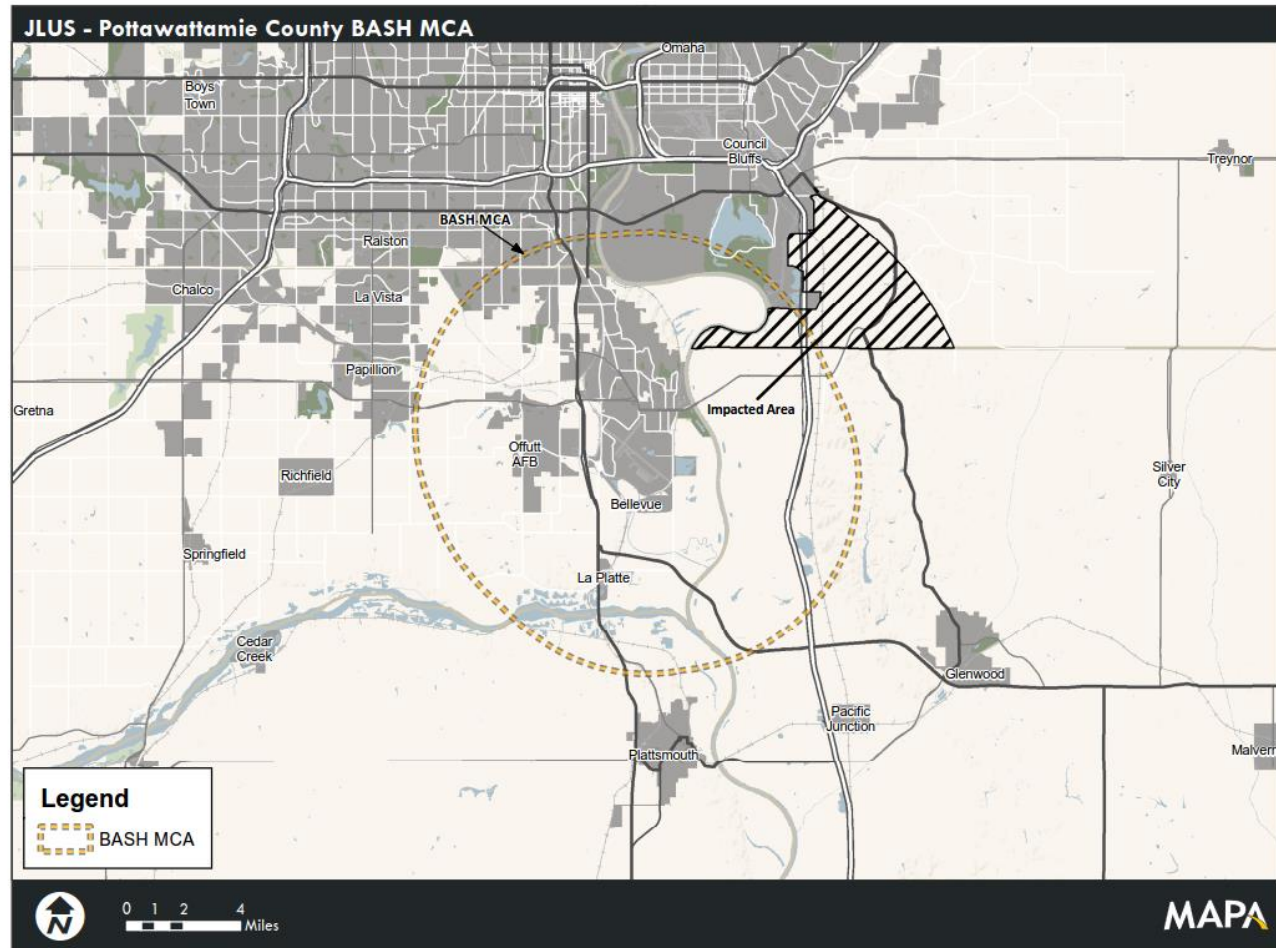




The area also lies between the 200 ft. and 500 ft. contours of the FAR 77.23(a)(2) Obstruction Standards. Height limits are established in the County's Zoning Code for structures and buildings. The A-3 District permits towers up to 500 ft. as a principal use and towers over 500 ft. as a conditional use. The A-4 District permits towers and is silent on height limitations. Windfarms are also a conditional use in the A-3 and A-4 Districts.

Bird/Wildlife Air Strike
(BASH) MCA

The area impacted by the BASH MCA is mostly within the Conservation Overlay. Land uses include industrial adjacent to I-29, a coal combustion residue landfill, agricultural crop production, and the Missouri River floodway. With the exception of land along I-29, the Area has been identified in the Plan to remain agriculture.



Comprehensive Plan Recommendations

Goal:

Secure the continued viability of unique regional economic assets such as Offutt Airforce Base (AFB)

Policy:

County government will collaborate with Offutt AFB to integrate reasonable measures provisions into County Plans and programs, intended to reduce or avoid conflicts which might threaten the Base's current or potential future mission.

County government will actively engage Offutt AFB leadership in an on-going dialogue regarding issues of mutual interest, including but not limited to prospective land use developments, infrastructure extensions, a land use plan, regulation amendments, and other similar concerns affecting Pottawattamie County lands adjacent to the Base.

County government will amend its Comprehensive Plan and land use regulations to incorporate a new Military Compatibility Area Overlay District to help implement applicable recommendations of the Joint Land Use Study final report. This new designation and zone will establish land use regulations and procedures deemed necessary to ensure the Base's continued viability.

Goal:

The County will adopt an overlay zone and related standards governing land development located within the Imaginary Surfaces MCA as depicted in the Offutt AFB JLUS. With the exception of fully entitled developments, these regulations shall supersede the underlying zoning in terms of maximum permissible residential density, structure heights, FAR 77.23(a)(2) Obstruction Standards, and permissible land use.

Goal:

The County shall implement a consistent and comprehensive program of collaboration and coordination with Offutt AFB, including but not necessarily limited to formal Memoranda of Understanding, timely opportunities for Offutt personnel to review and comment on proposed plan, policy, and map amendments, as well as projects proposed within the MCAOD boundary.

Goal:

Any such designations of lands located within the MCAOD shall remain and not be "upzoned" to a more intense land use category, unless such change is consistent with land use and other recommendations of the Offutt AFB Joint Land Use Study final report.

COMPREHENSIVE PLAN SUMMARY

MILLS COUNTY



JOINT LAND
USE STUDY

MAPA

Omaha - Council Bluffs
Metropolitan Area
Planning Agency

Offutt Air Force Base Joint Land Use Study Background

The Joint Land Use Study (JLUS) is a land use plan with specific implementation actions to ensure that civilian growth and development are compatible with vital training, testing, and other military operations at Offutt Air Force Base (AFB). The JLUS process promotes and enhances civilian and military communication and collaboration, serves as a catalyst to sustain the military mission, and promotes the public health, safety, quality of life, and economic viability of the region. The intent of this planning effort is to foster and enhance an ongoing working relationship between Offutt AFB, federal and state agencies, neighboring jurisdictions, and local organizations.



The Offutt AFB JLUS 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. A key strategy to guide compatible development and activities without over-regulation is the establishment of five Military Compatibility Areas (MCAs) and a Military Compatibility Area Overlay District (MCAOD). The proposed Offutt AFB MCAOD is an area that incorporates all of the MCAs.

The MCAs, outlined in the image to the right, were designated to accomplish the following:

- 1) Promote an orderly transition between community and military land uses to ensure land use compatibility;
- 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, while protecting areas separate from the actual military installation (e.g., critical air space) used for training purposes; and
- 5) Establish compatibility requirements within the five designated areas within the MCAOD.

Mills County Comprehensive Plan Summary

Completed in August 2017, The Mills County Comprehensive Plan is intended to manage the pace, location, and impacts of growth and development and reflects a basic philosophy of Mills County. The cross-jurisdictional nature of population growth issues (e.g., land use, transportation, natural resource preservation, community services).

Mills County is located to the east of Offutt Air Force Base (AFB) on the Iowa side of the Missouri River. Approximately 71.3 square miles (referenced herein as “Area”) of the County’s jurisdiction is located within the JLUS Military Compatibility Area (MCA). Four JLUS Compatibility Zones impact the Area and is indicated on page 133 of the Mills County Comprehensive Plan. These include the Accident Potential Zone II, Noise Contour MCA, Imaginary Surfaces MCA regulating building and structure height (FAA Part 77), and the Bird/Wildlife Air Strike Hazards (BASH).

The following pages provide a summary of how the JLUS was implemented as part of the Mills County Comprehensive Plan. Items addressed in the Plan are land use issues, population changes, jobs and employment, and communication and coordination.

MILLS COUNTY

COMPREHENSIVE PLAN



Adopted: September 26, 2017
Resolution: 17-26



Other Recent Studies & Resources

Numerous studies have been conducted in the Omaha metropolitan area that have established their own population projection figures. The reliability of these population projections depends on the continuation of past growth trends. Each of these studies are based on historical growth patterns and the composition of the current population. The following is a brief list of these studies and their projection estimates for Mills County, shown in Table 4 below:

- The Iowa State Data Center provides population projections benchmarked by the 2010 Decennial Census from Woods and Poole Economics, Inc., an experienced independent firm that specializes in long-term County economic and demographic projections. Woods & Poole has been making County projections since 1983. The study estimated an annual growth of 0.73% which equates to an increase of nearly 3,672 people by 2040.
- Heartland 2050 was a regional visioning effort for the eight-county Omaha-Council Bluffs Metropolitan area encouraging collaboration across jurisdictions to reduce redundancies and identify opportunities to leverage assets and save taxpayer dollars. The study estimated an annual growth rate of 0.08% which equates to a modest increase of 366 people by 2040.
- Offutt Air Force Base Joint Land Use Study (JLUS) was a process designed to identify and determine ways to enhance compatible land uses and growth management practices in communities close to active military installations, such as Offutt AFB. The JLUS study estimated an annual growth rate of 0.98% which equates to an additional 5,135 people by 2040.

Table 4 **Population Projections: Other Studies & Resources**

	Woods & Poole Estimates		Heartland 2050		JLUS	
Year	Annual Rate 0.73%	Population Change	Annual Rate 0.08%	Population Change	Annual Rate 0.98%	Population Change
2015	15,617	558	15,119	60	15,814	755
2020	16,195	578	15,180	61	16,606	793
2025	16,795	600	15,241	61	17,439	832
2030	17,417	622	15,302	61	18,313	874
2035	18,062	645	15,363	61	19,231	918
2040	18,731	669	15,425	62	20,194	964
TOTAL		3,672		366		5,135

Source: Woods & Poole Economics (2009)
Heartland 2050/Metropolitan Area Planning Agency (2015)
Offutt Airforce Base Joint Land Use Study (2015)



- There are currently no community housing rehab programs available
- Working on community character can better attract new residents
- Commutes are much better now with the US 34 bridge
- Offutt Air Force Base employees are a big clientele for realtors
- Prospective residents looking for more unique (i.e. look and feel) subdivisions
- Lack of rural water is stopping some development; water quality is a big issue, especially east of Glenwood

Big Ideas

- Change parcel split allowance – three splits in 40 acres

Town Hall Meeting

At the town hall meeting in Malvern, attendees were invited to answer a brief questionnaire related to housing. Attendees could also write comments or suggestions on the questionnaire form or on large aerial and land use maps.

- Single-family housing is the most needed housing type, followed by townhomes and condos
- The majority of respondents preferred new housing growth be focused in the cities and non-residential be in the unincorporated areas of the County
- Respondents preferred cluster housing with one house per 3/4 acre with avoidance of natural resources such as dense tree cover, drainage ways, or ridge lines where municipal utility connections are available. The second preference was rural residential acreages on lots of around 10 acres.
- Other comments regarding housing:
 - More market price single-family housing on the eastern side of the County
 - Townhomes and condos for elderly residents
 - Use annexation when necessary
 - Potential for apartments in Glenwood
 - Develop townhomes/condos near or within cities
 - Build subdivisions in proximity to major highways
 - More housing options for retirees
 - More rural development options throughout the County
 - Housing growth should be focused in small communities too
 - Assisted living/retirement homes should be focused within city limits
 - New rental properties should be affordable
 - Assisted living options for the high functioning developmentally disabled



Table 19 Labor Force Characteristics by Industry Comparison (2014)

Industry	Mills County	Omaha MSA	State of Iowa
Educational services, and health care and social assistance	29.2%	23.9%	24.3%
Retail trade	14.2%	11.6%	11.7%
Manufacturing	8.4%	8.7%	14.9%
Construction	6.6%	6.7%	6.1%
Transportation and warehousing, and utilities	6.2%	5.7%	4.6%
Professional, scientific, and management, and administrative and waste management services	6.1%	10.8%	7.1%
Arts, entertainment, and recreation, and accommodation and food services	5.8%	8.5%	7.4%
Finance and insurance, and real estate and rental and leasing	5.7%	9.7%	7.6%
Public administration	5.7%	3.9%	3.3%
Agriculture, forestry, fishing and hunting, and mining	4.9%	1.3%	4.0%
Other services, except public administration	3.7%	4.2%	4.3%
Wholesale trade	2.7%	2.8%	2.9%
Information	0.8%	2.4%	1.8%

Source: American Community Survey, Five-Year Estimates (2010-2014)

The largest industry for Mills County is educational services, health care, and social assistance. This is attributed to the Glenwood Resource Center and community schools. The relative strength of the public administration sector in Mills County is another outlier among the Omaha MSA and state of Iowa. Much of this employment can be attributed to the Offutt Air Force Base located just across the Missouri River, south of Bellevue, NE. There are a number of families that choose to live in rural Mills County for its natural amenities and affordable housing options, and then have a short commute which has only gotten better with the recent opening of the US Highway 34 bridge and road expansion project.

Table 20 and Figure 17 provide further analysis of the labor market by occupation. Nearly a third of Mills County residents have jobs in the management, business, and science and art occupations with 32.8% of the labor force. This share of employed residents is slightly less than both the overall Omaha metro labor market as well as the state of Iowa totals. The service occupation is an outlier for Mills County as its share (22.2%) is substantially higher than that of both the Omaha MSA (16.4%) and the state of Iowa (16.5%). This occupation includes healthcare support, protective services, food preparation and serving, building and grounds cleaning/maintenance, and personal care.



[section 6.3]

ACHIEVE

The Achieve section provides a summary of previous sections and starts to identify priorities for future growth and development. Mills County's economy has been and will continue to be rooted in agriculture, however, the economic landscape has changed. Fewer workers are required in the industry due to technology and innovation and many local ag-related facilities have closed or consolidated operations. The largest overall job industry in Mills County today is educational services, health care, and social assistance, which is tied to the Glenwood Resource Center and public schools. The proximity to Offutt Air Force Base gives Mills County a larger share in the public administration industry than most peer counties. Not unlike the state of Iowa and much of the Midwest, Mills County has typically experienced low unemployment compared to the national average, even during the Great Recession when national unemployment hovered around 10 percent. The County's typically low unemployment can have the unfortunate side effect of being unable to attract new businesses.

The nearness of Mills County to Omaha and Council Bluffs can be characterized as both a strength and a weakness. As a "bedroom community," Mills County's workforce largely commutes outside the County to Omaha, Council Bluffs, Bellevue, and other cities in the metro. Many of those commuters choose to shop for goods and services in the urban area they travel to and from, and as a result, Mills County has a scarcity in non-service oriented commercial businesses, which has certainly affected the County tax base. Employers in the County also have difficulty competing with higher wages that are offered in the larger cities. However, this is not to suggest that Mills County lacks successful businesses with longevity in the community. The County can most certainly capitalize on its proximity to the metro by fostering businesses that supplement existing industries/sectors of the Omaha-Council Bluffs area.

Although many residents work outside the County, there is a growing capability in today's workforce for employees to work from home – or "telecommute". One advantage of telecommuting is that it gives an employee more freedom to choose where one wishes to live. Fast and reliable internet is also more of an essential element to quality public education across all grade levels. Deficiencies related to internet service have been noted throughout the Plan update. In order for Mills County to be an attractive and viable location for employers and employees, an emphasis will need to be made to close the broadband gaps that currently exist.

Mills County benefits from availability of developable land with direct access to major interstates, highways and rail lines. A recent boon to the County involved the opening of the US 34 bridge that crosses the Missouri River into Nebraska. The I-29 and US 34 interchange will be a key site for economic activity and development potential. Unfortunately, developable land near I-29 is in a state of flux as the Missouri River levee lacks accreditation from FEMA. The cost to conduct an engineering study and complete any necessary repairs is prohibitive. This obstacle will remain a priority in the County until a financial solution is determined. Another obstacle identified throughout this planning process is utility connectivity to areas of the County considered prime for development.



Landcover & Vegetation

Vegetation displays the location of major tracts of trees and brushy areas within Mills County. The largest tracts of forestland are on the bluffs along the Missouri River. Other wooded tracts occur as irregularly shaped areas and narrow bands along streams and rivers, as strips in upland drainage ways, and as narrow areas on steep banks along streams. The two main forest cover types are oak-hickory and bottomland hardwoods. See map 13 on page 134.

Steep Slopes

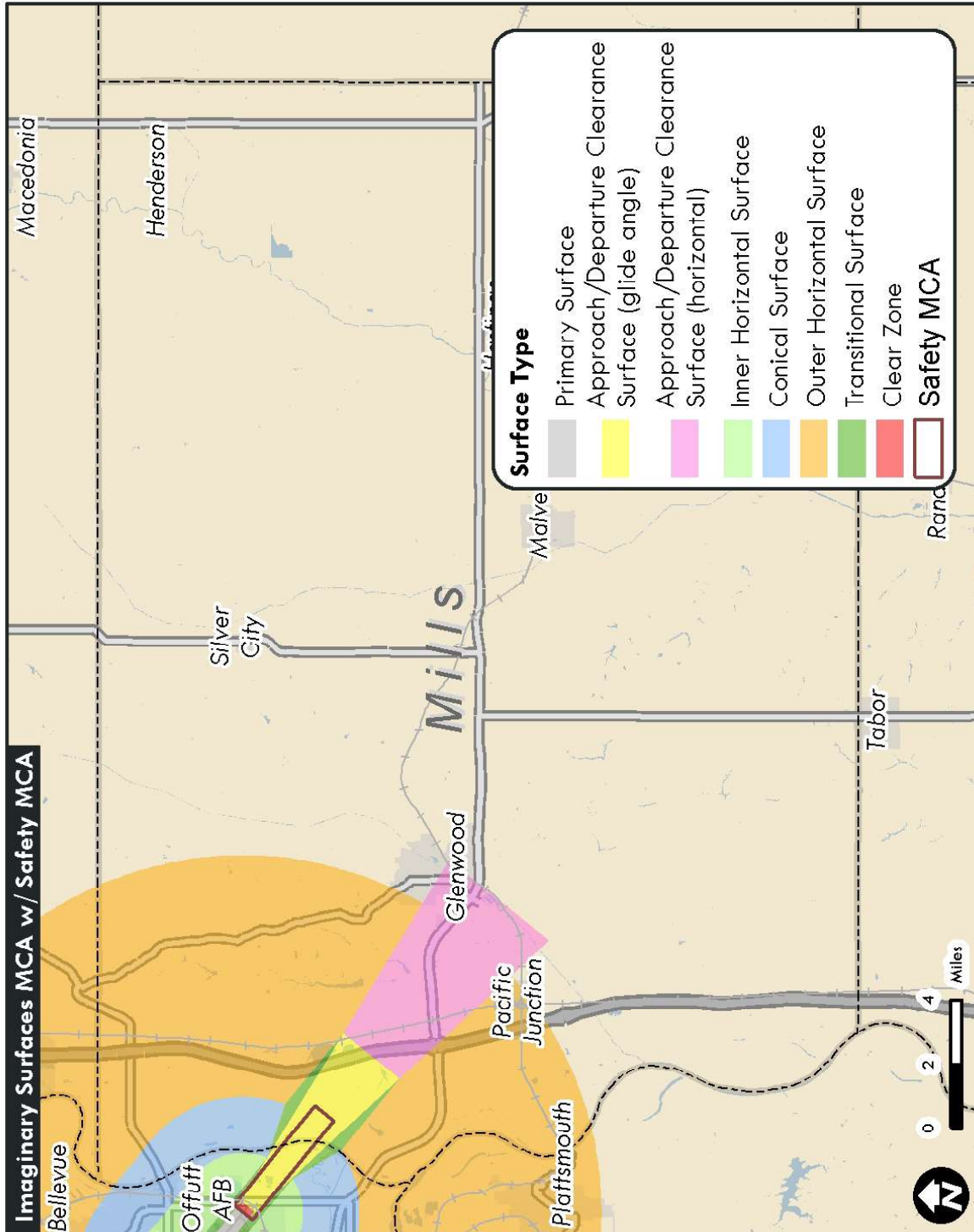
While much of Mills County shares the flat plains characteristic most associated with Iowa farmland, there are areas of the County that exhibit steep slopes. Slopes in excess of nine percent are predominately located along the Missouri River and part of the Loess Hill formations. These slopes are considered very susceptible to erosion. Land-altering activities should generally be avoided or developed with consideration to drainage and topography. See map 14 on page 135.

Military Compatibility Areas

Offutt Air Force base located in Bellevue, NE has a flight path over Mills County. Offutt is a large regional employer which impacts Mills County. The Offutt Joint Land Use Study, completed in 2015, is a cooperative land use planning effort conducted as a joint venture between Offutt, surrounding jurisdictions, state, and federal agencies, and other affected stakeholders. The goal is to reduce potential conflicts between military installations and surrounding areas while accommodating new growth and economic development, sustaining economic vitality, protecting public health and safety, and protecting the operational missions of the installation. It is the County's intent to work with Offutt Air Force base for the benefit of both. See map 12 on page 133.



Map 12 JLUS





[section 7.4]

IMPLEMENT

Considering the findings of the previous sections, the Implement section offers guidance on how to manage future growth and development of the County. Here we outline the goals, policies, and action steps for Land Use and Growth Management. Policies and action steps give more detail and describe the activities needed to achieve the desired goals of the County. Policies are part of the value system linking goals with action steps, and they define the broader goals with more detailed descriptions. The adopted action steps synthesize the information from the existing profile of the County and public input from the visioning component of the Comprehensive Plan. Action steps are a means to achieve the goals established by the community and they imply a clear commitment to Mills County's future development.

Goal:

Mills County will utilize the Comprehensive Plan to identify areas for implementation of appropriate zoning and subdivision regulations to facilitate responsible growth and development.

Policies:

- Implement the County-wide land use pattern that ensures compatible and complementary relationships between land uses and jurisdictions.
- Promote land use development within the zoning jurisdictions and municipalities.
- Develop a Capital Improvement Program (CIP) to properly plan and budget for public improvements to support growth in the areas identified on the future land use map.
- Development should be designed in a manner that identifies the infrastructure of adjacent development and provides continuation and connectivity of those facilities throughout the immediate area.
- Coordinate with Offutt Air Force Base Community Planning Office to preserve the Military Compatibility Area Overlay District.

Action Items:

- Analyze and amend zoning regulations to reflect desired density requirements that facilitate population growth capacity while considering preservation of sensitive and prioritized lands.
- Continue to enforce the Loess Hills Conservation Development District to protect the sensitive Loess Hills.
 - Provide no development incentives in this District.
 - Limit public improvements in this District to those that exist today.
 - All development in the District shall require net grading.
- Review the adjacent community land uses for compatibility on all proposed zone changes. Use 28E Agreements where appropriate.



- Locate commercial and/or industrial development in areas of the County that have adequate infrastructure present and do not infringe on residences.
- Adopt building codes and zoning ordinances in partnership with the Joint Land Use Study and Offutt Air Force Base.

Goal:

Support the continued viability of Offutt Air Force Base through the reduction, elimination or mitigation of present and/or future land use compatibility issues.

Policies:

- Incorporate JLUS goals, policies, and actions applicable to Mills County in the Comprehensive Plan Amendment to assure that land use regulations and decisions are carried out in ways that diminish existing conflicts and avoid creating new ones.

Action Items:

- Follow and comply with federal standards within the Noise and Safety Military Compatibility Areas and Critical Parcel Area as outlined in the 2015 Offutt Air Force Base Joint Land Use Study, depicted in Map 12 on page 133.
- Provide Offutt Air Force Base personnel with advance notification of proposed or pending development applications within the Military Compatibility Overlay District as outlined in the 2015 Offutt Air Force Base Joint Land Use Study Final Report and collaborate with Offutt Air Force Base in regards to the timing, nature and extent of planned Capital Facilities which may have positive or negative impacts on the Air Force Base's mission and/or operations.
- Coordinate with Offutt Air Force Base with regard to the timely review and comment on the form and substance of the Mills County Comprehensive Plan.
- Continue to collaborate with leadership of Offutt Air Force Base through joint meetings, discussion and applicable forums.



- Identify space/locations for new commercial and/or industrial businesses throughout the land use plan.
- Recruit additional businesses and implement the I-29 and Highway 34 master plan.
- Support existing Mills County businesses and workforce.
- Partner with state and regional agencies that support economic development activities.

Action Items:

- Partner with local and regional utility providers to install new services for the marketability and support of commercial and industrial sites.
- Continue to promote Mills County economic development opportunities with Advance Southwest Iowa Corporation.
- Identify and prioritize land adjacent to the cities for commercial and/or industrial businesses that can be served with public utilities and infrastructure.
- Continue to work with Mills County Economic Development Board to attract and retain business.
- Use tax increment and urban revitalization incentives where applicable.
- Promote development at Interstate 29 interchanges that provide services to highway traffic and regional rural areas within the County.
- Encourage development of local businesses at strategic locations along highway corridors adjacent to communities.
- Improve telecommunications infrastructure throughout the County so that internet is not a barrier to companies of any size or home based businesses.
- Promote new housing to support the economic development efforts.
- Encourage enhanced tourism and special event facilities that attracts additional visitors to Mills County.

LAND USE & GROWTH MANAGEMENT**Goal:**

Mills County will utilize the Comprehensive Plan to identify areas for implementation of appropriate zoning and subdivision regulations to facilitate responsible growth and development.

Policies:

- Implement the County-wide land use pattern that ensures compatible and complementary relationships between land uses and jurisdictions.
- Promote land use development within the zoning jurisdictions and municipalities.
- Develop a Capital Improvement Program (CIP) to properly plan and budget for public improvements to support growth in the areas identified on the future land use map.



- Development should be designed in a manner that identifies the infrastructure of adjacent development and provides continuation and connectivity of those facilities throughout the immediate area.
- Coordinate with Offutt Air Force Base Community Planning Office to preserve the Military Compatibility Area Overlay District.

Action Items:

- Analyze and amend zoning regulations to reflect desired density requirements that facilitate population growth capacity while considering preservation of sensitive and prioritized lands.
- Continue to enforce the Loess Hills Conservation Development District to protect the sensitive Loess Hills.
 - Provide no development incentives in this District.
 - Limit public improvements in this District to those that exist today.
 - All development in the District shall require net grading.
- Review the adjacent community land uses for compatibility on all proposed zone changes. Use 28E Agreements where appropriate.
- Locate commercial and/or industrial development in areas of the community that have adequate infrastructure present and do not infringe on residences.
- Adopt building codes and zoning ordinances in partnership with the JLUS and Offutt Air Force Base.

Goal:

Support the continued viability of Offutt Air Force Base through the reduction, elimination or mitigation of present and/or future land use compatibility issues.

Policies:

- Incorporate JLUS goals, policies, and actions applicable to Mills County in the Comprehensive Plan Amendment to assure that land use regulations and decisions are carried out in ways that diminish existing conflicts and avoid creating new ones.

Action Items:

- Follow and comply with federal standards within the Noise and Safety Military Compatibility Areas and Critical Parcel Area as outlined in the 2015 Offutt Air Force Base Joint Land Use Study. Depicted in Map 12 on page 133.
- Provide Offutt Airforce Base personnel with advance notification of proposed or pending development applications within the Military Compatibility Overlay District as outlined in the 2015 Offutt Air Force Base Joint Land Use Study Final Report and collaborate with Offutt Air Force Base in regards to the timing, nature and extent of planned Capital Facilities which may have positive or negative impacts on the Air Force Base's mission and/or operations.



- Coordinate with Offutt Air Force Base with regard to the timely review and comment on the form and substance of the Mills County Comprehensive Plan.
- Continue to collaborate with leadership and Offutt Air Force Base through joint meetings, discussion and applicable forums.

IMPLEMENTATION, EVALUATION, AND REVIEW

Goal:

Mills County will facilitate efforts for future review and updating of the Mills County Comprehensive Plan and its supporting documents through continuous public participation.

Policies:

- Annually review the Mills County Comprehensive Plan to ensure the document remains current and relevant.
- Continually recruit and educate residents for service on the Mills County Planning Commission and other County bodies as needed.
- Utilize state and regional partners for implementation of the vision documented in the Comprehensive Plan.

Action Items:

- Establish an annual review process of the Mills County Comprehensive Plan, Zoning Ordinance, and Subdivision Regulations.
- Adjust the policies in the Comprehensive Plan as necessary based upon new opportunities and the citizens' desires.
- Develop an ongoing educational program relating to community planning and development issues so that residents are informed about planning decisions and become more familiar with any new developments within and surrounding the community.
- Actively participate in the Advance Southwest Iowa Corporation, Greater Omaha Chamber, Metropolitan Area Planning Agency (MAPA), and the Iowa State Association of Counties (ISAC).

[section 8.3]

IMPLEMENTATION TOOLS

The steps toward each goal in a comprehensive plan require the use of several tools and mechanisms in order to be obtained, realized, and sustained. Mills County will need to continually develop its own set of implementation tools and strategies, recognizing that each has unique strengths and weaknesses. Implementation strategies can be separated into several tool categories and programs, each with its distinct characteristics that make them suitable for specific goals and circumstances.

Support Programs

Three programs will play a vital role in the success of the comprehensive plan