Sarpy County
COMPREHENSIVE PLAN
POTENTIAL MEETS OPPORTUNITY

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

SARPY COUNTY BOARD OF COMMISSIONERS
Don Kelly, Chairman
Gary Mixan
Jim Thompson
Jim Warren, Vice Chairman
Brian Zuger

SARPY COUNTY PLANNING COMMISSION
Tom Ackley, Chairman
Charly Huddleston, P.E., Vice Chairman
Jan Davis
Michael George
Martin Giff
Deanna Korth
Patrick Litchen
Gayle Malmquist, AICP
Michael Sotak, P.E.
Jerry Torczon
Doug Whitfield, P.E.

SARPY COUNTY ADMINISTRATION
Dan Hoins, County Administrator
Mark Wayne, County Administrator (retired)
Scott Bovick, Deputy County Administrator
Brian Hanson, Fiscal Administrator
Fred Uhe, Government and Community Relations

SARPY COUNTY PLANNING & BUILDING DEPARTMENT
Bruce Fountain, AICP, EDFP, Director
Donna Lynam, CFM, Assistant Director

SARPY COUNTY PUBLIC WORKS
Dennis Wilson, P.E., PhD., County Engineer
Patrick Dowse, P.E., Engineering Manager
COMPREHENSIVE PLANNING CONSULTANT TEAM

Jeffrey B. Ray, AICP, JEO Consulting Group
Kevin Andersen, JEO Consulting Group
Clint Sloss, JEO Consulting Group
Phil Luebbert, JEO Consulting Group
David Potter, JEO Consulting Group (previously)
Michael Gilligan, JEO Consulting Group (previously)
Doug Bisson, AICP, ENV SP, HDR
Brian Ray, P.E., PTOE, HDR
Geoff Dickinson, SB Friedman Development Advisors
Steve Jensen, AICP, Steven Jensen Consulting

ADDITIONAL TECHNICAL ASSISTANCE

Nikki Lampe, Sarpy County GIS Department
Eric Williams, Papio Missouri River Natural Resources District
Amanda Grint, P.E., Papio Missouri River Natural Resources District
Lori Laster, P.E., Papio Missouri River Natural Resources District
Dave DeBoer, Metropolitan Utilities District
Russ Iwan, P.E., Metropolitan Utilities District
Tim O’Brien, Omaha Public Power District
Kevin Jarosz, Black Hills Energy
Tim Weander, P.E., Nebraska Department of Transportation
Mark Norman, Greater Omaha Economic Development Partnership
Shandi Teltschik, FEMA
Bob Stubbe, P.E., City of Omaha Public Works Department
Marty Grate, City of Omaha Public Works Department
Dave Fanslau, AICP, City of Omaha Planning Department
Derek Miller, AICP, City of Omaha Planning Department
Michelle Romeo, City of Papillion Planning Department
Marty Leming, City of Papillion Public Works Department
Jeff Thompson, P.E., City of Papillion Public Works Department
Chris Solberg, AICP, City of La Vista Planning Department
Joe Soucie, City of La Vista Public Works Department
John Kottman, P.E., City of La Vista Public Works Department
Jeff Sinnett, City of La Vista Building Department
Kris Faris, City of Gretna Public Works Director
Steve Perry, P.E., Olmsted & Perry, City of Gretna Engineer
Tammi Palm, City of Bellevue Planning Department
Jeff Roberts P.E., City of Bellevue Public Works Department
Mike Wiese, Noddle Companies
Mike Piernicky, P.E., Olsson Associates - Platteview Road Study
Clyde Prem, AICP, Olsson Associates - Platteview Road Study
Doug Halvorson, Olsson Associates - Platteview Road Study
David Ciaccio, Vireo - Sarpy County Trails Plan
Robin Fordyce, Vireo - Sarpy County Trails Plan
David Dechant, P.E., HDR - Sarpy County Sewer Study
Leanne Zietlow, P.E., HDR - Sarpy County Sewer Study
Joe Roberts, HDR - Sarpy County Sewer Study
PLANNING ADVISORY COMMITTEE (PAC)

Brian Ackert, Sarpy County Chamber Young Professionals
Tom Ackley, Sarpy County Planning Commission/Bellevue Chamber of Commerce
Randy Beets, Neighborhood Representative - South (Meadow Oaks)
Ann Birch, City of La Vista
Scott Bovick, Sarpy County Administration
Toby Churchill, Sarpy County Economic Development Corporation
Mike Dill, City of Springfield (previous mayor)
Pat Dowse, P.E., Sarpy County Public Works Department
Carrie Duffy, Black Dirt Land Sales and Management
Bruce Fountain, AICP, Sarpy County Planning Department
Michael George, Sarpy County Planning Commission
Karen Gibler, Sarpy County Chamber of Commerce
Kathleen Gottsch, City of Springfield
Dan Gittinger, City of Gretna
April Gray, Offutt Air Force Base
Sharon Hanson, Sarpy County Board of Adjustment
Eric Herbert, Sarpy County GIS Department
Jeff Jackson, Gottsch Enterprises
Don Kelly, Sarpy County Board of Commissioners
John Knapp, Rural land owner / farmer - Farm Bureau
Jeff Kooistra, City of Gretna
Travis Lightle, Neighborhood Representative - north (Bellbrooke)
Greg London, Sarpy County Sheriff’s Department
Donna Lynam, CFM, Sarpy County Planning & Building Department
Gayle Malmquist, AICP, Sarpy County Planning Commission / Back to the River Director
Jay Noddle, Noddle Companies
Andrew Rainbolt, Sarpy County Economic Development Corporation
Christina Reinig, Neighborhood Representative - Northwest (Prairie Ridge)
Linda Revis, Sarpy County Tourism Department
Bob Roseland, City of Springfield (Mayor)
Dave Sands, Nebraska Land Trust
Chris Shewchuck, AICP, City of Bellevue
Nicole Spitzenberger, Sarpy County Attorney’s Office
Traci Stites, Offutt Air Force Base
Tom Strigenz, Neighborhood Representative - South Central (Hawaiian Village)
Mark Stursma, AICP, City of Papillion
Jim Thompson, Sarpy County Board of Commissioners
Jerry Torczon, BHI Development
Fred Uhe, Sarpy County Administration
Jarel Vinduska, Conservation/rural interests
Mark Wayne, Sarpy County Administration
Doug Whitfield, P.E., Sarpy County Planning Commission
Dennis Wilson, P.E., Sarpy County Public Works Department
Greg Youell, Omaha-Council Bluffs Metropolitan Area Planning Agency
# TABLE OF CONTENTS

## 1 Introduction

1.0 Introduction .................................................................................................................... 2
1.1 The Purpose of Comprehensive Planning ................................................................. 3
1.2 The Comprehensive Planning Process ...................................................................... 4
1.3 Comprehensive Plan Components .......................................................................... 8
1.4 History .......................................................................................................................... 12
1.5 Demographic Profile ................................................................................................. 14

## 2 County Facilities & Services

2.1 Profile .......................................................................................................................... 42
2.2 Envision ....................................................................................................................... 54
2.3 Achieve ........................................................................................................................ 55

## 3 Land Use & Growth Management

3.1 Profile .......................................................................................................................... 58
3.2 Envision ....................................................................................................................... 79
3.3 Achieve ........................................................................................................................ 82

## 4 Utilities & Infrastructure

4.1 Profile .......................................................................................................................... 106
4.2 Envision ....................................................................................................................... 112
4.3 Achieve ........................................................................................................................ 113

## 5 Transportation

5.1 Profile .......................................................................................................................... 116
5.2 Envision ....................................................................................................................... 128
5.3 Achieve ........................................................................................................................ 129
<table>
<thead>
<tr>
<th>FIGURE #</th>
<th>TITLE</th>
<th>PAGE #</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Heartland 2050: Vision Map</td>
<td>10</td>
</tr>
<tr>
<td>2</td>
<td>Historical Population</td>
<td>15</td>
</tr>
<tr>
<td>3</td>
<td>Historical Population Comparison</td>
<td>17</td>
</tr>
<tr>
<td>4</td>
<td>Population Cohort Pyramid</td>
<td>18</td>
</tr>
<tr>
<td>5</td>
<td>Projections of the Latino &amp; White Populations</td>
<td>26</td>
</tr>
<tr>
<td>6</td>
<td>Value of Owner-Occupied Units: County Comparison (2014)</td>
<td>33</td>
</tr>
<tr>
<td>7</td>
<td>Gross Monthly Rent: County Comparison (2014)</td>
<td>35</td>
</tr>
<tr>
<td>8</td>
<td>Household Forecast</td>
<td>38</td>
</tr>
<tr>
<td>9</td>
<td>Sarpy County Administration Wing Addition: Exterior &amp; Interior</td>
<td>43</td>
</tr>
<tr>
<td>10</td>
<td>Sarpy County Courthouse Campus</td>
<td>45</td>
</tr>
<tr>
<td>11</td>
<td>Sarpy County Sheriff’s Office</td>
<td>47</td>
</tr>
<tr>
<td>12</td>
<td>Communication Inventory</td>
<td>49</td>
</tr>
<tr>
<td>13</td>
<td>Nebraska Medicine Bellevue</td>
<td>53</td>
</tr>
<tr>
<td>14</td>
<td>CHI Health Midlands</td>
<td>53</td>
</tr>
<tr>
<td>15</td>
<td>Existing Land Use: Definitions</td>
<td>60</td>
</tr>
<tr>
<td>16</td>
<td>General Floodplain Diagram</td>
<td>64</td>
</tr>
<tr>
<td>17</td>
<td>Public Workshop Survey: Siting New Development</td>
<td>80</td>
</tr>
<tr>
<td>18</td>
<td>Public Workshop Survey: Uniform Design Guidelines</td>
<td>81</td>
</tr>
<tr>
<td>19</td>
<td>Residential Decision Matrix</td>
<td>102</td>
</tr>
<tr>
<td>20</td>
<td>Public Workshop Survey: Transportation</td>
<td>129</td>
</tr>
<tr>
<td>21</td>
<td>Arterial Access Policy</td>
<td>130</td>
</tr>
<tr>
<td>22</td>
<td>Residential Development Through-Routes Policy</td>
<td>130</td>
</tr>
<tr>
<td>23</td>
<td>Two-Lane Rural roadway Section</td>
<td>133</td>
</tr>
<tr>
<td>24</td>
<td>Three-Lane Street Section</td>
<td>133</td>
</tr>
<tr>
<td>25</td>
<td>Two-Lane</td>
<td>Grade Three-Lane Rural roadway Section</td>
</tr>
<tr>
<td>26</td>
<td>Three-Lane Rural roadway Section</td>
<td>135</td>
</tr>
<tr>
<td>27</td>
<td>Four-Lane Divided (Dual Left) Roadway Section</td>
<td>136</td>
</tr>
<tr>
<td>28</td>
<td>Four-Lane Divided (Single Left) Roadway Section</td>
<td>137</td>
</tr>
<tr>
<td>29</td>
<td>Six-Lane Divided (Dual Left) Roadway Section</td>
<td>138</td>
</tr>
<tr>
<td>30</td>
<td>Residential Street Section</td>
<td>139</td>
</tr>
<tr>
<td>31</td>
<td>Agricultural Overview</td>
<td>144</td>
</tr>
<tr>
<td>32</td>
<td>Crop Yield Trends</td>
<td>144</td>
</tr>
<tr>
<td>33</td>
<td>Livestock Overview</td>
<td>145</td>
</tr>
<tr>
<td>34</td>
<td>Nebraska East and Southeast District Farmer Age</td>
<td>146</td>
</tr>
<tr>
<td>35</td>
<td>Wehrspann Lake at Chalco Hills</td>
<td>147</td>
</tr>
<tr>
<td>36</td>
<td>Chalco Hills Recreation Area Map</td>
<td>148</td>
</tr>
<tr>
<td>37</td>
<td>Public Workshop Survey: Conservation District</td>
<td>153</td>
</tr>
<tr>
<td>38</td>
<td>Public Workshop Survey: Protected Natural Resources</td>
<td>153</td>
</tr>
<tr>
<td>39</td>
<td>Labor Force Characteristics by Industry (2014)</td>
<td>159</td>
</tr>
<tr>
<td>40</td>
<td>Labor Force Characteristics Type (2014): Comparison</td>
<td>161</td>
</tr>
<tr>
<td>41</td>
<td>Sarpy County Employment by Industry: Number of Residents</td>
<td>162</td>
</tr>
<tr>
<td>42</td>
<td>Sarpy County Employment by Industry: Percent Changes</td>
<td>163</td>
</tr>
<tr>
<td>43</td>
<td>Sarpy County Employment by Industry: Comparison</td>
<td>164</td>
</tr>
<tr>
<td>44</td>
<td>Commuter Trends</td>
<td>165</td>
</tr>
<tr>
<td>45</td>
<td>Dependency vs Income Earners</td>
<td>166</td>
</tr>
<tr>
<td>TABLE #</td>
<td>TITLE</td>
<td>PAGE #</td>
</tr>
<tr>
<td>---------</td>
<td>-----------------------------------------------------------------------</td>
<td>--------</td>
</tr>
<tr>
<td></td>
<td>Population: Sarpy vs Cities' Growth</td>
<td>16</td>
</tr>
<tr>
<td>2</td>
<td>Growth: Sarpy County vs Omaha - Council Bluffs MSA</td>
<td>17</td>
</tr>
<tr>
<td>3</td>
<td>Cohort Migration Analysis (2000, 2010)</td>
<td>19</td>
</tr>
<tr>
<td>5</td>
<td>Historic Population Trend</td>
<td>21</td>
</tr>
<tr>
<td>6</td>
<td>Population Projection: Modified Cohort Survival Rates</td>
<td>22</td>
</tr>
<tr>
<td>7</td>
<td>Other Studies' Population Projections</td>
<td>23</td>
</tr>
<tr>
<td>8</td>
<td>Age Characteristics: Sarpy County &amp; Metro Counties</td>
<td>24</td>
</tr>
<tr>
<td>9</td>
<td>Historic Population: Natural Increase &amp; Net Migration (2010-2040)</td>
<td>24</td>
</tr>
<tr>
<td>10</td>
<td>Youth Population Projections by Age</td>
<td>25</td>
</tr>
<tr>
<td>11</td>
<td>Population by Race, 1990-2010</td>
<td>25</td>
</tr>
<tr>
<td>12</td>
<td>Educational Attainment: City Comparison (2014)</td>
<td>27</td>
</tr>
<tr>
<td>13</td>
<td>Educational Attainment: City Comparison Expanded (2014)</td>
<td>27</td>
</tr>
<tr>
<td>14</td>
<td>Median Household Income: Total &amp; Family (2014)</td>
<td>28</td>
</tr>
<tr>
<td>15</td>
<td>Sarpy County Year Structure Built</td>
<td>29</td>
</tr>
<tr>
<td>16</td>
<td>Household Trends: County Comparison</td>
<td>30</td>
</tr>
<tr>
<td>17</td>
<td>Household by Type</td>
<td>30</td>
</tr>
<tr>
<td>18</td>
<td>Housing Trends by Households (1990-2010)</td>
<td>31</td>
</tr>
<tr>
<td>19</td>
<td>Housing Trends by Type (1990-2010)</td>
<td>32</td>
</tr>
<tr>
<td>20</td>
<td>Value of Owner-Occupied Units (2014)</td>
<td>32</td>
</tr>
<tr>
<td>21</td>
<td>Owner-Occupied Cost Burden: County Comparison (2014)</td>
<td>33</td>
</tr>
<tr>
<td>22</td>
<td>Gross Monthly Rental Cost (2014)</td>
<td>34</td>
</tr>
<tr>
<td>23</td>
<td>Rental Cost Burden: County Comparison (2014)</td>
<td>35</td>
</tr>
<tr>
<td>24</td>
<td>Median Household Income by Age (2014)</td>
<td>36</td>
</tr>
<tr>
<td>25</td>
<td>Household Poverty by Age of Residents (2014)</td>
<td>36</td>
</tr>
<tr>
<td>26</td>
<td>Poverty by Family Type (2014)</td>
<td>37</td>
</tr>
<tr>
<td>27</td>
<td>Household Poverty by Race &amp; Hispanic/Latino Origin (2014)</td>
<td>37</td>
</tr>
<tr>
<td>28</td>
<td>Primary &amp; Secondary Schools</td>
<td>50</td>
</tr>
<tr>
<td>29</td>
<td>Post-Secondary Schools</td>
<td>50</td>
</tr>
<tr>
<td>30</td>
<td>Sarpy County Dedicated Land Use</td>
<td>59</td>
</tr>
<tr>
<td>31</td>
<td>Service Providers: Water</td>
<td>107</td>
</tr>
<tr>
<td>32</td>
<td>Service Providers: Sanitary Sewer</td>
<td>107</td>
</tr>
<tr>
<td>33</td>
<td>Insufficient Bridges in Sarpy County</td>
<td>120</td>
</tr>
<tr>
<td>34</td>
<td>Sarpy County Farm Size Trends</td>
<td>145</td>
</tr>
<tr>
<td>36</td>
<td>Labor Force Characteristics by Occupation (2014)</td>
<td>160</td>
</tr>
<tr>
<td>37</td>
<td>Employment Projection by Occupation: Omaha-Council Bluffs MSA</td>
<td>164</td>
</tr>
<tr>
<td>38</td>
<td>Forecast Data Sources</td>
<td>167</td>
</tr>
<tr>
<td>39</td>
<td>Sarpy County Office Market Analytics</td>
<td>168</td>
</tr>
<tr>
<td>40</td>
<td>Sarpy County Projected Office Employment by Sector</td>
<td>171</td>
</tr>
<tr>
<td>41</td>
<td>Sarpy County Industrial Analytics</td>
<td>173</td>
</tr>
<tr>
<td>42</td>
<td>Sarpy County Projected Industrial Employment Sector</td>
<td>175</td>
</tr>
<tr>
<td>MAP #</td>
<td>TITLE</td>
<td>PAGE #</td>
</tr>
<tr>
<td>-------</td>
<td>------------------------------------------------------------</td>
<td>--------</td>
</tr>
<tr>
<td>1</td>
<td>Fire Districts Serving Sarpy County</td>
<td>46</td>
</tr>
<tr>
<td>2</td>
<td>Sarpy County School Districts</td>
<td>51</td>
</tr>
<tr>
<td>3</td>
<td>Existing Land Use Map</td>
<td>61</td>
</tr>
<tr>
<td>4</td>
<td>Soils Association Diagram</td>
<td>62</td>
</tr>
<tr>
<td>5</td>
<td>Sarpy County Slope Diagram</td>
<td>65</td>
</tr>
<tr>
<td>6</td>
<td>Sarpy County Floodplain</td>
<td>66</td>
</tr>
<tr>
<td>7</td>
<td>Sarpy County Urban Suitability</td>
<td>69</td>
</tr>
<tr>
<td>8</td>
<td>Sarpy County Septic Suitability</td>
<td>70</td>
</tr>
<tr>
<td>9</td>
<td>Sarpy County Significant Vegetation</td>
<td>73</td>
</tr>
<tr>
<td>10</td>
<td>Sarpy County Wetlands</td>
<td>74</td>
</tr>
<tr>
<td>11</td>
<td>Offutt Air Force Base Military Compatibility Area Overlay District</td>
<td>77</td>
</tr>
<tr>
<td>12</td>
<td>Future Land Use Map</td>
<td>92</td>
</tr>
<tr>
<td>13</td>
<td>Growth Management Zones</td>
<td>103</td>
</tr>
<tr>
<td>14</td>
<td>Environmentally Sensitive Areas</td>
<td>104</td>
</tr>
<tr>
<td>15</td>
<td>Sarpy County Infrastructure</td>
<td>109</td>
</tr>
<tr>
<td>16</td>
<td>Sarpy County Wellhead Protection Areas</td>
<td>110</td>
</tr>
<tr>
<td>17</td>
<td>Sarpy County Federal Roadway Functional Classification</td>
<td>117</td>
</tr>
<tr>
<td>18</td>
<td>Sarpy County Average Annual Weekday Traffic Volume Map</td>
<td>118</td>
</tr>
<tr>
<td>19</td>
<td>Sarpy County Existing Bridges</td>
<td>121</td>
</tr>
<tr>
<td>20</td>
<td>Sarpy County Existing Transit Routes, Trails, and Rail Lines</td>
<td>122</td>
</tr>
<tr>
<td>21</td>
<td>Anticipated Full Build-Out Street Network</td>
<td>125</td>
</tr>
<tr>
<td>22</td>
<td>Proposed NRD Reservoirs</td>
<td>149</td>
</tr>
<tr>
<td>23</td>
<td>Sarpy County Parks &amp; Trail Network: Existing &amp; Proposed</td>
<td>150</td>
</tr>
<tr>
<td>24</td>
<td>Sarpy County Parks &amp; Trail Network: Existing &amp; Proposed</td>
<td>177</td>
</tr>
</tbody>
</table>
Robust growth has defined Sarpy County over the past 50 years. Since 1950, Sarpy County’s population has increased over 1,000%. This level of growth has pushed Sarpy County near its current buildable limits, or areas that can be served with sanitary sewer.

The "Ridgeline" has effectively determined the location and extent to which growth has and can occur in Sarpy County. The drainage ridgeline between the Papillion Creek and the Platte River watersheds is a key factor in development primarily due to the gravity flow of sanitary sewer treatment systems and the difficulty of pumping sewage up and over the ridgeline.
The vision for Sarpy County was derived from a series of community focus group meetings, public workshops, stakeholder interviews, and on-line input, all reviewed and prioritized by a citizen advisory committee.

Sarpy County must balance future development with the need to protect the unique environmental and agricultural resources found within its jurisdiction. New development should be attractive and directed by adopted design guidelines. Residential developments need to be well-connected and walkable, and commercial developments need to be highly accessible to surrounding neighborhoods.

The Achieve section sets specific policies to guide the decision making process to ensure the successful realization of the Sarpy vision. Ensuring the optimal utilization of land and resources is the guiding force behind the establishment of policy statements. Managing growth pressures to ensure the timely build-out of the county necessitated specific growth management policies. These policies ensure development occurs at the periphery of Sarpy County communities, and are implemented in a way that is self-sustaining in their ability to finance infrastructure improvements.

The Growth Management Policies result in the creation of four overlay zones, each with specific policies relating to the intensity of allowable development. These four zones generally identify different levels of development primarily based upon their ability to be served with sanitary sewer infrastructure, largely established by the 2016 South Sarpy County Sanitary Sewer Study, prepared by HDR, Inc. However, other criteria were also considered in establishing varying intensities of development: proximity to major transportation routes, existing land-use densities, environmental sensitivity, agricultural utilization, etc. Utilizing these characteristics of these and other important factors, each of the different policy categories will be applied to relevant portions of Sarpy County. The result of the concept will be a broad based policy statement designed to encourage growth and development into specific areas of Sarpy County based upon a well-designed management approach.

The County Growth Zones defined for Sarpy County are:

- Conservation Zone
- Urban Reserve Zone
- Urban Development Zone
- Rural Development Zone
Introduction
SARPY COUNTY

1.0 Introduction .................................................................................................................. 2
1.1 The Purpose of Comprehensive Planning ................................................................. 3
1.2 The Comprehensive Planning Process ...................................................................... 4
1.3 Comprehensive Plan Components ............................................................................. 8
1.4 History ......................................................................................................................... 12
1.5 Demographic Profile ................................................................................................. 14
Sarpy County is currently the fastest growing county in the state of Nebraska with the third largest population of any county, behind only Douglas (Omaha) and Lancaster (Lincoln). The U.S. Census estimates the county’s population was 169,192 in 2015, representing a 38% increase in people since 2000. According to projections by the University of Nebraska at Omaha’s Center of Public Affairs Research (CPAR), the population of Sarpy County will grow to 290,879 by the year 2040, a 75% increase over today’s population.

This document is intended to manage the pace, location, and impacts of growth and development and reflects a basic philosophy of Sarpy County: the cross-jurisdictional nature of population growth issues (e.g., land use, transportation, natural resource preservation, community services) can be guided and shaped to everyone’s benefit through cooperative working relationships among the county’s stakeholders and decision makers.

Under Nebraska law, statutes enable counties to adopt zoning and subdivision regulations to promote “the health, safety, morals, convenience, order, prosperity, and welfare of the present and future inhabitants of Nebraska.” However, a county may not adopt land use regulations without first adopting a comprehensive development plan. This requirement derives from the premise that land use decisions should not be arbitrary, but should follow an accepted and reasonable concept of how the county should grow. Under state statutes, a comprehensive development plan must address, at a minimum, the following issues:

- A land-use element must designate the proposed general distributions, general location, and extent of the uses of land.
- A transportation element must show the general location, character, and extent of existing and proposed major roads, streets, highways, air travel and other transportation routes and facilities.
- A community facilities element must show the general location, type, capacity, and area served by present and projected or needed community facilities.
- An energy element must provide an evaluation of the County’s energy usage and alternatives for energy efficiency and alternative energy options.
[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 1.2] COMPREHENSIVE PLAN PROCESS

Comprehensive planning begins with data collection that establishes a snapshot of the past and present county conditions. Further analysis provides the basis for developing forecasts for future land-use demands.

The second step in the planning process is the development of general goals and policies, based upon the issues facing the county. Public input and focus groups are brought together to walk through strengths and weaknesses of the community. These sessions establish practical guidelines for improving existing conditions and managing future growth.

This document begins to take shape with the collected data and collaborative vision. Text, graphics and tables explain and display the desires of the county. The draft goals are designed to identify, assess, and create actions and policies in the areas of population, land use, transportation, housing, economic development, community facilities, and utilities. The finalized vision and recommendations are created, reviewed, and revised through multiple meetings with the Planning Advisory Committee (PAC).

The final phase is creating a step-by-step guide for implementation. It establishes a broad range of development policies and programs required in order to implement the plan. This process identifies the tools, methods, and programs necessary to carry out the recommendations. After adoption by the governing body, continued effort is necessary to achieve these goals by current and future leadership, whether elected or appointed.

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

This plan was prepared under the direction of the Sarpy County Board of Commissioners, the Sarpy County Planning Commission, and the Sarpy County Planning Department, with participation by the citizens of Sarpy County. The expected time for achieving goals, programs, and developments identified in this process is twenty years. However, the county should review the plan annually and update the document every ten years, or when an identified pressing need arises. Updating the Comprehensive Plan will allow the County to incorporate new ideas and unknown developments from the previous update.

Through periodic monitoring, the County can adapt and adjust to change at the local level. Having the ability to adapt to socio-economic change allows the County to maintain an effective Comprehensive Plan for the future to encourage efficient infrastructure development, respond to growth pressures and enhance economic resilience for shared success amongst all residents of Sarpy County.
Public Participation
In order to gain the input of Sarpy County stakeholders, the consulting team conducted focus group meetings with each of the five Sarpy County communities, held one-on-one interviews with key stakeholders, and held a well-attended public workshop meeting with approximately 250 attendees. The cities' and County staff also participated as part of the Planning Advisory Committee (PAC). The full list of PAC members can be found in the preface of this plan (page v). The following is an overview of the primary points of contact with the public and the PAC. The results of these discussions are detailed in the Envision section of each respective chapter of the document.

Planning Advisory Committee
The Sarpy County Planning Advisory Committee (PAC) was organized to help provide greater insight into the development of the countywide plan. Staff and subject matter experts from across Sarpy County and the region participated in five meetings throughout the process.

MEETING 1: MAY 18, 2015
A total of 28 participants were in attendance at this first meeting. Planning Advisory Committee members were separated into three smaller groups and given the same set of questions to discuss including infrastructure, housing, economic development, and land-use relating to agriculture, natural resource conservation, and recreation.

MEETING 2: JUNE 15, 2015
The second PAC meeting focused on reviewing and revising the vision statements presented in the 2005 comprehensive plan. The Vision, Mission Statement and Values/Goals from the Sarpy County Strategic Plan (2014-2016) were also provided as additional material to review and consider while updating the comprehensive plan. Turning Technologies, a real-time polling tool, was utilized to gather instant feedback.

MEETING 3: NOVEMBER 16, 2015
The third PAC meeting focused on the review of public input from the initial open house. The committee was arranged in small group discussion settings to obtain input on a proposed Future Land Use Map. Cumulative input and recommendations were integrated into a revised map and Future Land Use Plan.

MEETING 4: MARCH 7, 2016
The fourth PAC meeting allowed for further review and input of the Future Land Use Plan and revised vision statements and goals. The committee was introduced to the initial transportation plan policies and their relationship to the Future Land Use Plan.

MEETING 5: MAY 23, 2016
A final PAC meeting was facilitated to review and finalize the proposed Growth Management Zones and corresponding development restrictions/opportunities available in each. The meeting also provided the opportunity to finalize the Future Land Use Map and review each proposed policy statement for committee input.

Public Workshops
The consultant team conducted an open house August 31, 2015 at Papillion-La Vista South High School in conjunction with a presentation on the proposed expansion of Platteview Road corridor. Attendees were then asked to participate through interactive station exhibits positioned throughout the school's cafeteria. Each station presented specific information on particular topics along with a short questionnaire.
Topic areas included:

- Land Use
- Transportation
- Platteview Road Corridor
- Agriculture and Conservation
- Visual Design Preference

A second open house was facilitated on June 30, 2016, again at Papillion-La Vista South High School. Once again, interactive station exhibits were on display with County staff and members of the consulting team to solicit input and answer questions. Attendees were free to discuss their thoughts and ask questions relating to the areas of land use, growth management, transportation, and trail development. A summary of the Comprehensive Plan drafted to date was distributed as a handout.

**Community Focus Groups**

Individual meetings were organized with each of the five incorporated cities of Sarpy County—Bellevue, Gretna, La Vista, Papillion and Springfield. Elected officials and staff were invited to participate in a discussion of issues that impact the relationship between each community and the unincorporated areas of Sarpy County. The questions asked were the same at each meeting while highlighting specific details that impact each community.

**Online Forums**

Online participation can effectively cast a wider net of who is willing and able to participate in a planning process. Allowing Sarpy County residents to provide input on-line reaches out to an audience that wouldn’t normally have the time or desire to participate in a public forum. Utilizing the MySidewalk and SurveyMonkey tools, over 100 unique ideas, responses, and comments were obtained in the on-line outreach.

The MySidewalk platform is an online town hall forum. This site allowed the consulting team to interact and engage public input regarding questions and polls relating directly to the Comprehensive Plan. Users can interact with each other, and by “liking” comments and ideas, the top ideas are easily identified.

Expanding the MySidewalk poll questions to a more traditional survey format utilizing the SurveyMonkey platform allowed the consulting team to target specific stakeholders throughout the county for direct input into the process. These direct invitations yielded a higher response rate and further diversified the input taken into account in the policies set forth in this plan.

**Stakeholder Meetings**

Stakeholder meetings were targeted discussions with key organizations and individuals with varying interests throughout the county. The goal of these discussions was to gather input and create buy-in from groups and individuals who may have a key role in implementing the collective vision of Sarpy County.

**EMERGING TERRAIN: JANUARY 23, 2015**

Emerging Terrain was an Omaha-based nonprofit organization aimed at studying the built environment and land use in the Omaha area and beyond. The group worked to create awareness of implications and improvements to the relationship between the built and natural environments through studies, events, and community initiatives. Partners of Emerging Terrain stressed the importance of sustainable land-use practices, including "stand alone urban cores" versus typical
suburban sprawl as more sustainable development patterns. This coincided with an expressed importance of transportation mixes and alternatives available throughout Sarpy County.

**SARPY COUNTY ECONOMIC DEVELOPMENT CORPORATION (SCEDC)**
During the planning process, the consulting team met with Andrew Rainbolt, Executive Director of SCEDC to discuss the needs and opportunities of economic development efforts in Sarpy County. The proposed land use plan was shared and discussed for its potential to foster economic investment in Sarpy County and within the entirety of the Omaha Metro. Among the greatest opportunities identified were Business Parks and Corporate campuses nearing 1,000 acres in size.

**BOARD OF COUNTY COMMISSIONERS AND PLANNING COMMISSION**
At varying points in the planning process, the consulting team met with individual members of the County Board. The intent of these meetings was to create awareness of the public input regarding the Comprehensive Plan as well as establish consensus for the recommendations of the Comprehensive Plan based on the public input.
COMPREHENSIVE PLAN COMPONENTS

Nebraska state statutes require the inclusion of certain elements in the Comprehensive Plan. These required elements include population, facilities, energy, land use, and transportation.

CHAPTER 1: INTRODUCTION
The first stage is to gather demographic data to identify trends, including demographic, housing, socio-economic trends, and future population projections. Projections and forecasts are useful tools in planning for the future; however, these tools are informed estimates and may change due to unforeseen factors.

CHAPTER 2: COUNTY FACILITIES & SERVICES
This chapter highlights the current facilities and services available to the residents of Sarpy County as well as identifies future needs.

CHAPTER 3: LAND USE & GROWTH MANAGEMENT
Chapter 3 helps to guide future residential development, commercial and industrial activity, and zoning within the Sarpy County’s regulatory boundaries. This section also addresses the rapid pace of urbanization occurring in the county and identifies the most ideal growth strategy that protects the environmental integrity of Sarpy County while allowing growth to continue. A high level of cooperation among local jurisdictions is key to the success of this approach.

CHAPTER 4: UTILITIES & INFRASTRUCTURE
This chapter focuses on strategies to ensure adequate public and private utilities and supporting infrastructure are available to serve a growing Sarpy County. The section covers the regional sanitary sewer, water, solid waste, gas, and electric utilities and services needed to manage the direction of future growth.

CHAPTER 5: TRANSPORTATION
This chapter provides the basic framework for development of the Sarpy County transportation system through the year 2040. Elements in this chapter include Platteview Road, interstate interchanges, and the realignment of 180th Street, between Harrison Street and Cornhusker Road.

CHAPTER 6: ENVIRONMENTAL RESOURCES & RECREATION
This chapter focuses on the efforts directed at the protection of water and natural resources while supporting the agricultural economy and providing recreation amenities throughout Sarpy County.

CHAPTER 7: ECONOMIC DEVELOPMENT
This chapter focuses on the strategies to ensure that Sarpy County develops in an economically sustainable manner and to ensure that growth is matched with the County’s ability to provide infrastructure and services.

CHAPTER 8: ENERGY
The Sarpy County Energy component outlines a series of goals and strategies for the County in the areas of urban form and transportation, energy generation, buildings, food and agriculture, county operations, and education as they relate to energy use. The Energy Chapter is a framework to guide the County when making energy-related decisions as a part of the existing Comprehensive Development Plan.

CHAPTER 9: GOALS & IMPLEMENTATION
The Goals & Implementation section is the primary tool for implementing the goals of the County. This chapter identifies the action steps that are necessary to achieve the community’s envisioned goals.
Plan Framework

The Sarpy County Comprehensive Plan was developed with the inclusion of a number of other communities and governmental entities. It was important that plans in surrounding areas were taken into consideration as the Sarpy County plan was developed. The entities included in the development of this plan are outlined below:

Sarpy County

Sarpy County is Nebraska’s smallest county with an area of 241 square miles that include the cities of: Bellevue, Gretna, La Vista, Papillion and Springfield, as well as Offut Air Force Base.

- Bellevue was incorporated in 1855;
- Gretna was incorporated in 1889;
- La Vista was incorporated in 1960;
- Papillion was incorporated in 1883; and
- Springfield was incorporated in 1881.

Sarpy County may have the smallest land area, but it is the fastest growing county in Nebraska. It was for this reason participation of these five Sarpy County communities was so critical during this planning process. This plan would not be possible without their cooperation.

Nebraska’s estimated 2016 population is 1.83 million people who reside in 93 counties and 530 cities and villages. Sarpy County, like other Nebraska counties, performs state-mandated duties such as property assessment, record keeping, road maintenance, administration of election and judicial functions, and police protection. In addition to these administrative duties, many counties provide other support duties like social services, corrections, child protection, public health services, planning and zoning, economic development, parks and recreation, water quality, and solid waste management.

Metropolitan Area Planning Agency

The Metropolitan Area Planning Agency (MAPA) is a regional council of governments serving Eastern Nebraska and Western Iowa. MAPA currently serves five counties, 38 towns, 19 special purpose governmental entities and one city council. The purpose of this metropolitan planning organization is to coordinate among government officials from their five county jurisdiction to address mutual and overlapping issues specifically related to transportation, economic growth and development, air quality, solid and hazardous waste, energy and data.

In 2014, MAPA adopted Heartland 2050; a long-term regional vision plan and document for the greater Omaha and Council Bluffs metro region. This was a two-state, eight-county effort and was meant to guide community leaders to assist in decision-making that will affect the area for years to come.

Four land use allocation scenarios were created to better understand the impacts of development. The public was engaged and encouraged to provide their feedback on the scenario they most preferred. Once all the public input was collected, MAPA and its team of consultants created a Vision Scenario that tried to bring together the best parts of each of the four growth scenarios. Figure 1 is a map of the Vision Scenario which shows extensive outward growth of residential housing between Gretna and the Chalco Hills area and moderate growth adjacent to the southern boundaries of La Vista and Papillion. The I-80 corridor in Sarpy County is also highlighted as one of the major employment centers for the metropolitan area.
Introduction

SARPY COUNTY

Figure 1 Heartland 2050: Vision Map

Source: Heartland 2050 Regional Vision (2014)
Cities
Each community’s corporate limits and extraterritorial jurisdiction play a role in how Sarpy County will develop in the future. In addition to the role of cities, the majority of recent residential development in the County has been created through Sanitary Improvement Districts.

Inter-local agreements have been made between most communities within Sarpy County to create realistic growth boundaries when the communities fully develop. These agreements are important for communities to plan for and strategically invest in future growth. It is also a way for communities to protect their future growth corridors before the areas are formally placed within their jurisdiction. The importance of Sarpy County’s jurisdiction and resulting decisions made by elected officials is evident as they continue to work on future sites for economic development and protecting each corridor for future investment. Cities have a legal right to extend their jurisdiction one or two miles from their corporate boundaries depending on their population and classification. Therefore, annexation policies become very important and result in a reduction of Sarpy County’s own jurisdiction on a regular basis.

School Districts
There are six school districts with jurisdiction in Sarpy County: Bellevue Public Schools, Gretna Public Schools, Millard Public Schools, Omaha Public Schools, Papillion-La Vista Public Schools and Springfield Platteview Community Schools. Maps and descriptions of the school districts can be found in Chapter 2 (Facilities and Services) of this plan.

Papio-Missouri River Natural Resource District (NRD)
The Papio-Missouri River NRD is one of 23 natural resource districts in Nebraska. Natural resource districts are multi-county governments organized along major watersheds with broad responsibilities to protect and enhance our state’s natural resources. Much of the funding for resource management programs and projects come from property taxes collected in the area served by the district.

The Papio-Missouri River NRD patrols over 85 miles of levees and maintains 85 small dams. The mission of the Papio-Missouri River NRD is to “wisely conserve, manage and enhance our soil, water, wild life and forest resources for the benefit of all citizens of the district.”
SECTION 1.4

HISTORY

Sarpy County played an integral role in the early settlement of Nebraska, especially in 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 not only to 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.
Location
Sarpy County is located on Nebraska’s eastern state line and located north of the Platte River. This east-central county can be found in the northwest quadrant of the Missouri and Platte River confluence. These two rivers, the Missouri and Platte, have historically created a travel and trade route intersection. The Missouri River provided a natural north-south passageway while the Platte River provided an east-west route. Before automobiles and railroads, waterways were vital for successful travel with naturally flat riverbeds and the vital resource for survival on long journeys.

Three-fourths of the Sarpy County boundaries have been naturally formed by the currents of the Missouri and Platte Rivers. Sarpy County’s eastern boundary, mimicking Nebraska’s, follows the Missouri River. Sarpy County is influenced the most by the Platte River with roughly 37 miles along the western and southern boundaries. The only man-made boundary is the centerline of Harrison Street located to the north and shared with Douglas County.
[SECTION 1.5]

DEMOGRAPHIC PROFILE
The Demographic section will look at previous population trends, current demographics, and comparisons with surrounding communities.

Studying historic population conditions assists in creating future projections, which in turn assists in determining the future needs in housing, the economy, employment, and fiscal stability of the county and its cities. Note, population projections are only estimates and unforeseen factors can affect these projections significantly.

Data sources
Along with local and state agency data, this plan heavily utilizes the United States Census for demographic and economic data. The United States Census is conducted every ten years to update information through census tracts. This Decennial Census supplies information which shows both past trends of a community and helps to prepare for its future. The United States Census Bureau created a short form Census beginning in 2010. A supplemental program, known as the American Community Survey, collects the omitted data annually.

The American Community Survey (ACS) is an ongoing statistical survey that samples a small percentage of the population every year. The survey asks about age, sex, race, family and relationships, income and benefits, health insurance, education, veteran status, disabilities, place of work, mode of transportation, place of residence and costs for essentials. These surveys are available in one-, three- and five-year composite estimates. The three- and five-year estimates combine survey findings for multiple years. While all survey data has a margin of error, the five-year estimate used in this comprehensive plan is more accurate than any single year survey data and provides a greater level of detail than the basic set of information collected by the 2010 Decennial Census.

Population Trends and Analysis
Analyzing population trends of the county and its communities help explain past development patterns. Historically, Sarpy County had slow population growth up through 1940. But Figure 2 exhibits a continued period of expansive growth from 1950 to today. One primary reason for this growth is the increase in car ownership and the expansion of our roadway system. This gave people the choice to live in newly created suburban cities of Sarpy County and commute longer distances to major job centers in Omaha and Lincoln.
Figure 2  **Historical Population**

Source: US Census (1920-2010)
American Community Survey, Five-Year Estimates (2010-2014)
Both the incorporated areas (i.e. cities) and unincorporated areas (i.e. outside cities) have exhibited steady growth over the past 40 years. Gretna, La Vista and Papillion have all nearly tripled their population since 1970 while Bellevue has more than doubled its population and is Nebraska’s third largest city. Springfield has remained a small community with slight growth since the 1990s. Plans to expand Platteview Road into a four-lane highway will bring greater opportunity for new residential and commercial development to the community in the future.

Table 1 Population: Sarpy vs Cities’ Growth

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Sarpy County (Total)</td>
<td>66,200</td>
<td>86,015</td>
<td>102,583</td>
<td>122,595</td>
<td>158,840</td>
</tr>
<tr>
<td>Unincorp. Sarpy County</td>
<td>31,431</td>
<td>45,824</td>
<td>39,456</td>
<td>46,346</td>
<td>68,081</td>
</tr>
<tr>
<td>Cities (TOTAL)</td>
<td>34,769</td>
<td>40,191</td>
<td>63,127</td>
<td>76,249</td>
<td>90,759</td>
</tr>
<tr>
<td>Bellevue</td>
<td>21,953</td>
<td>21,813</td>
<td>39,240</td>
<td>44,382</td>
<td>50,137</td>
</tr>
<tr>
<td>Gretna</td>
<td>1,557</td>
<td>1,609</td>
<td>2,249</td>
<td>2,355</td>
<td>4,441</td>
</tr>
<tr>
<td>La Vista</td>
<td>4,858</td>
<td>9,588</td>
<td>9,840</td>
<td>11,699</td>
<td>15,758</td>
</tr>
<tr>
<td>Papillion</td>
<td>5,606</td>
<td>6,399</td>
<td>10,372</td>
<td>16,363</td>
<td>18,894</td>
</tr>
<tr>
<td>Springfield</td>
<td>795</td>
<td>782</td>
<td>1,426</td>
<td>1,450</td>
<td>1,529</td>
</tr>
<tr>
<td>Population Growth</td>
<td>34,919</td>
<td>19,815</td>
<td>16,568</td>
<td>20,012</td>
<td>36,245</td>
</tr>
<tr>
<td>1970</td>
<td>12,467</td>
<td>14,393</td>
<td>-6,368</td>
<td>6,890</td>
<td>21,735</td>
</tr>
<tr>
<td>1980</td>
<td>22,452</td>
<td>5,422</td>
<td>22,936</td>
<td>13,122</td>
<td>14,510</td>
</tr>
<tr>
<td>1990</td>
<td>13,122</td>
<td>-140</td>
<td>17,427</td>
<td>5,142</td>
<td>5,755</td>
</tr>
<tr>
<td>2000</td>
<td>812</td>
<td>52</td>
<td>640</td>
<td>106</td>
<td>2,086</td>
</tr>
<tr>
<td>2010</td>
<td>4,858</td>
<td>4,730</td>
<td>252</td>
<td>1,859</td>
<td>4,059</td>
</tr>
<tr>
<td>Springfield</td>
<td>3,371</td>
<td>793</td>
<td>3,973</td>
<td>5,991</td>
<td>2,531</td>
</tr>
<tr>
<td>2000</td>
<td>289</td>
<td>-13</td>
<td>644</td>
<td>24</td>
<td>79</td>
</tr>
</tbody>
</table>


The suburban areas of metropolitan cities have experienced increasing populations within Sanitary Improvement Districts (SIDs) and rural subdivisions. Table 1 shows the breakdown between the population change of the unincorporated areas of Sarpy County versus the county as a whole. Major growth occurred between 1960 and 1970, rising to 66,200, almost doubling Sarpy County’s 1950 population of 31,281.

The population split between the incorporated and unincorporated areas was fairly even up until the 1980’s when population in incorporated portions of the County grew rapidly, largely due to annexation. Steady growth continued through the 1990s for the entire county although unincorporated areas saw expansive growth through the 2000s adding 21,735 people; largely attributed to increased development of SIDs. The growth trends of unincorporated Sarpy County and incorporated Sarpy County are compared in Figure 3.

The County’s responsibility for road improvements and sewers is directly related to this unincorporated population. Population increases within the County’s jurisdiction creates additional demand for infrastructure and services, increasing the fiscal pressure on the County. The increase of SIDs, rural subdivisions, and acreage developments will place additional importance on the development of a regional sanitary sewer network and needed maintenance of infrastructure. Strategic, fiscal decisions will be crucial in order to provide for future needs and increased populations.
The outward growth of the Omaha metropolitan statistical area (MSA) has proven beneficial to the overall growth of Sarpy County. Table 2 compares Sarpy County’s total population growth to the entire Omaha MSA which saw Sarpy County’s share of growth increase from 12.3% in 1970 to 18.4% in 2010.

Table 2 **Growth: Sarpy County vs Omaha-Council Bluffs MSA**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Omaha MSA</td>
<td>540,142</td>
<td>585,122</td>
<td>618,262</td>
<td>767,041</td>
<td>865,350</td>
</tr>
<tr>
<td>Sarpy County</td>
<td>66,200</td>
<td>86,015</td>
<td>102,583</td>
<td>122,595</td>
<td>158,840</td>
</tr>
<tr>
<td>- Percent of total MSA</td>
<td>12.3%</td>
<td>14.7%</td>
<td>16.6%</td>
<td>16.0%</td>
<td>18.4%</td>
</tr>
</tbody>
</table>

**Age Characteristics**

While population trends illustrate where and how much growth occurred, another research method analyzes age groups to determine the county’s population composition. The U.S. Census typically combines populations within five-year increments, called Age Cohorts, which simplifies a complex process and provides a snapshot of the age groups within communities.

Figure 4 depicts a young and growing population with cohorts of people ages 0-4 and 5-9 cohorts making up the two largest subgroups of the population with 8.4% and 8.3% respectively. Another key indicator of a growing population is the share of the 20-44 age cohorts, typically considered child-rearing age groups, which makes up 36.2% of Sarpy County’s total population. The “Baby Boomer” cohort, people age 51 to 70, make up a sizable portion of the population at 24.1% while those people age 70+ only make up 6.1%.

*Source: US Census (1970-2010)*
Researching previous cohorts as they age is one way to utilize the current composition of a population. When looking for patterns in population change, this breakdown can show what age groups have lost or gained population. Table 3 shows a ten year progression from the previous census (2000) to the current (2010).

Overall gains in populations were observed for all age groups less than 60 years of age with the exception of the 20 to 24 years cohort experiencing a 3.8% loss. It is typical to see this decrease in population from this young cohort as they leave in search of education and job opportunities. A promising sign for natural growth is the growth in cohorts 25 to 29 (36.8%), 30 to 34 (43.6%) and 35 to 39 years in age (22.5%). As people reach the 60 to 64 age cohort, population begins to reverse and decline due to out migration and death.

Table 3 **Cohort Migration Analysis (2000, 2010)**

<table>
<thead>
<tr>
<th>&quot;Then&quot;</th>
<th>Population</th>
<th>&quot;Now&quot;</th>
<th>Population</th>
<th>Gain/Loss</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5 years</td>
<td>10,112</td>
<td>10 to 14 years</td>
<td>12,011</td>
<td>18.8%</td>
</tr>
<tr>
<td>5 to 9 years</td>
<td>10,615</td>
<td>15 to 19 years</td>
<td>10,893</td>
<td>2.6%</td>
</tr>
<tr>
<td>10 to 14 years</td>
<td>10,652</td>
<td>20 to 24 years</td>
<td>10,246</td>
<td>-3.8%</td>
</tr>
<tr>
<td>15 to 19 years</td>
<td>9,227</td>
<td>25 to 29 years</td>
<td>12,620</td>
<td>36.8%</td>
</tr>
<tr>
<td>20 to 24 years</td>
<td>8,278</td>
<td>30 to 34 years</td>
<td>11,884</td>
<td>43.6%</td>
</tr>
<tr>
<td>25 to 29 years</td>
<td>9,388</td>
<td>35 to 39 years</td>
<td>11,501</td>
<td>22.5%</td>
</tr>
<tr>
<td>30 to 34 years</td>
<td>10,163</td>
<td>40 to 44 years</td>
<td>11,295</td>
<td>11.1%</td>
</tr>
<tr>
<td>35 to 39 years</td>
<td>11,615</td>
<td>45 to 49 years</td>
<td>12,182</td>
<td>4.9%</td>
</tr>
<tr>
<td>40 to 44 years</td>
<td>10,251</td>
<td>50 to 54 years</td>
<td>10,488</td>
<td>2.3%</td>
</tr>
<tr>
<td>45 to 49 years</td>
<td>8,370</td>
<td>55 to 59 years</td>
<td>8,640</td>
<td>3.2%</td>
</tr>
<tr>
<td>50 to 54 years</td>
<td>7,086</td>
<td>60 to 64 years</td>
<td>6,922</td>
<td>-2.3%</td>
</tr>
<tr>
<td>55 to 59 years</td>
<td>4,836</td>
<td>65 to 69 years</td>
<td>4,640</td>
<td>-4.1%</td>
</tr>
<tr>
<td>60 to 64 years</td>
<td>3,879</td>
<td>70 to 74 years</td>
<td>3,508</td>
<td>-9.6%</td>
</tr>
<tr>
<td>65 to 69 years</td>
<td>3,016</td>
<td>75 to 79 years</td>
<td>2,510</td>
<td>-16.8%</td>
</tr>
<tr>
<td>70 to 74 years</td>
<td>2,024</td>
<td>80 to 84 years</td>
<td>1,508</td>
<td>-25.5%</td>
</tr>
<tr>
<td>75 to 79 years</td>
<td>1,472</td>
<td>85+ Years</td>
<td>1,378</td>
<td>-6.4%</td>
</tr>
</tbody>
</table>

*Source: US Census Bureau (2000, 2010)*
**Population Forecasts**

Population projections help identify the pace of growth for the county and inform infrastructure considerations to accommodate this increase in population. Without this estimate, the County, as well as private utility service providers, will not be able to accurately budget for future system needs. These proactive measures also inform the general public of where investments will need to be made in order to sustain the population growth for years to come.

**Natural Increase & Migration**

The two components of population change are natural increase, or total births minus total deaths and net migration, calculated by subtracting the number of people moving into an area by the number of people leaving an area. Total population change is then calculated by combining the births, deaths, and the net migration of those arriving in and leaving the county.

Over the past 30 years, migration has played an increasing role in the population growth of Sarpy County. Between 1980 and 2000, natural growth accounted for 77.5% of the growth or an additional 28,356 people with net migration accounting for 22.5% or 8,224 new residents moving to Sarpy County. However, from 2000 to 2010 this trend flipped with natural growth accounting for 49.6% of the growth or an additional 17,988 and a net migration of 50.4% or 18,287 new residents. Since 2010, the influx of migration has slowed with 96.9% of new growth attributed to natural increase.

<table>
<thead>
<tr>
<th>Table 4</th>
<th>Historic Population: Natural Increase &amp; Net Migration (1980-2010)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Population/Change</td>
</tr>
<tr>
<td>1980 Population</td>
<td>86,015</td>
</tr>
<tr>
<td>Natural Increase (1980–90)</td>
<td>14,538</td>
</tr>
<tr>
<td>Net Migration (1980–90)</td>
<td>2,030</td>
</tr>
<tr>
<td>1990 Population</td>
<td>102,583</td>
</tr>
<tr>
<td>Natural Increase (1990–2000)</td>
<td>13,818</td>
</tr>
<tr>
<td>Net Migration (1990–2000)</td>
<td>6,194</td>
</tr>
<tr>
<td>2000 Population</td>
<td>122,565</td>
</tr>
<tr>
<td>Natural Increase (2000–10)</td>
<td>17,988</td>
</tr>
<tr>
<td>Net Migration (2000-09)</td>
<td>18,287</td>
</tr>
<tr>
<td>2010 Population</td>
<td>158,840</td>
</tr>
<tr>
<td>Natural Increase (2010–14)</td>
<td>6,895</td>
</tr>
<tr>
<td>Net Migration (2010–14)</td>
<td>220</td>
</tr>
<tr>
<td>2014 Population Estimate</td>
<td>165,955</td>
</tr>
</tbody>
</table>

Source: US Census Bureau, Decadal Census & Intercensal Data (1980-2010)
American Community Survey, Five-Year Estimates (2010-2014)
Nebraska Health & Human Services System (2015)
**Historic Population Trends Projection**
The Historic Population Trends Projections display the county’s growth as if it were to repeat past growth trends. Longer growth periods create projections that ignore the peaks and valleys of recurring building cycles and population growth. Table 5 shows Sarpy County’s annual growth from 1970 to 2010 as the low projection trend set at 2.21% that represents the baseline of the past forty years. However, annual growth rates have continued to increase and reached 2.62% in the decade of 2000 to 2010. Over the next twenty-five years, the “low” projection estimates population of 306,221, or additional 147,381 people, versus the “high” trend estimate of 345,479, which equals an additional 186,639 people. Note, both the low and high trend projections estimate a population nearly doubling the current population of 158,840 (2010).

**Table 5  Historic Population Trend**

<table>
<thead>
<tr>
<th>Year</th>
<th>40-Year Trend</th>
<th></th>
<th>10-Year Trend</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>(1970-2010)</td>
<td>Annual Rate</td>
<td>Population</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2.21%</td>
<td>Change</td>
</tr>
<tr>
<td>2015</td>
<td>177,204</td>
<td>18,364</td>
<td>180,802</td>
</tr>
<tr>
<td>2020</td>
<td>197,690</td>
<td>20,487</td>
<td>205,801</td>
</tr>
<tr>
<td>2025</td>
<td>220,545</td>
<td>22,855</td>
<td>234,256</td>
</tr>
<tr>
<td>2030</td>
<td>246,043</td>
<td>25,497</td>
<td>266,646</td>
</tr>
<tr>
<td>2035</td>
<td>274,488</td>
<td>28,445</td>
<td>303,514</td>
</tr>
<tr>
<td>2040</td>
<td>306,221</td>
<td>31,734</td>
<td>345,479</td>
</tr>
<tr>
<td>TOTAL</td>
<td>147,381</td>
<td></td>
<td>186,639</td>
</tr>
</tbody>
</table>

*Source: US Census Bureau (1970-2010)*

**Modified Cohort Survival Rates**
Cohort survival projections are used to project an existing population’s growth potential. A cohort survival projection uses birth and death rates associated to the five-year cohorts presented in Table 6. Formulas are used to calculate growth or decline within each five-year cohort or age group. The number of births is calculated by applying a birth rate to each female cohort of “child bearing age”, typically referred to as those females 15 to 44 years old.
Introduction

Table 6  Population Projection: Modified Cohort Survival Rates

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

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.
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 (28.8%) was the highest 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.
Table 8  **Age Characteristics: Sarpy County & Metro Counties**

<table>
<thead>
<tr>
<th>Place</th>
<th>Median Age</th>
<th>% Under 18</th>
<th>% Over 65</th>
<th>% Female / Male</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sarpy County</td>
<td>32.9</td>
<td>28.8%</td>
<td>8.5%</td>
<td>50.3% / 49.7%</td>
</tr>
<tr>
<td>Douglas County</td>
<td>33.5</td>
<td>26.1%</td>
<td>10.6%</td>
<td>50.8% / 49.2%</td>
</tr>
<tr>
<td>Washington County</td>
<td>40.8</td>
<td>25.2%</td>
<td>13.6%</td>
<td>50.2% / 49.8%</td>
</tr>
<tr>
<td>Cass County</td>
<td>41.1</td>
<td>25.3%</td>
<td>14.3%</td>
<td>49.8% / 50.2%</td>
</tr>
<tr>
<td>Pottawattamie County, (IA)</td>
<td>38.5</td>
<td>24.1%</td>
<td>14.3%</td>
<td>51.0% / 49.0%</td>
</tr>
<tr>
<td>Mills County (IA)</td>
<td>41.2</td>
<td>25.4%</td>
<td>13.4%</td>
<td>49.7% / 50.3%</td>
</tr>
<tr>
<td>Nebraska</td>
<td>36.2</td>
<td>25.1%</td>
<td>13.5%</td>
<td>50.4% / 49.6%</td>
</tr>
</tbody>
</table>

Source: US Census Bureau (2010)

Table 9  **Historic Population: Natural Increase & Net Migration (2010-2040)**

<table>
<thead>
<tr>
<th>Year</th>
<th>0 - 4 Age Group</th>
<th>5-19 Age Group</th>
<th>20-64 Age Group</th>
<th>65+ Age group</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>13,377 8.4%</td>
<td>36,141 22.8%</td>
<td>95,778 60.3%</td>
<td>13,544 8.5%</td>
</tr>
<tr>
<td>2015</td>
<td>11,211 5.9%</td>
<td>45,053 23.9%</td>
<td>106,147 56.2%</td>
<td>26,381 14.0%</td>
</tr>
<tr>
<td>2020</td>
<td>10,528 5.1%</td>
<td>49,460 24.0%</td>
<td>120,001 58.4%</td>
<td>26,381 12.8%</td>
</tr>
<tr>
<td>2025</td>
<td>10,663 4.7%</td>
<td>48,038 21.1%</td>
<td>135,125 59.3%</td>
<td>34,189 15.0%</td>
</tr>
<tr>
<td>2030</td>
<td>11,944 4.8%</td>
<td>43,830 17.7%</td>
<td>148,373 60.0%</td>
<td>43,168 17.5%</td>
</tr>
<tr>
<td>2035</td>
<td>13,949 5.3%</td>
<td>44,352 16.8%</td>
<td>156,179 59.0%</td>
<td>50,263 19.0%</td>
</tr>
<tr>
<td>2040</td>
<td>15,199 5.4%</td>
<td>48,524 17.1%</td>
<td>161,630 56.9%</td>
<td>58,555 20.6%</td>
</tr>
</tbody>
</table>

Source: US Census Bureau (2010)  
Nebraska Health and Human Services (2014)

The continued growth of the younger, school-age groups also greatly impacts the amenities and services families need. An increase in the youngest population cohort (0-4) requires expansion in the number of childcare services providers and park facilities with playground equipment. School-age children (5-19) bring the need for new school facilities as well as additional staff and recreational activities appropriate for young children to adolescent teens.

**Special Needs Populations**

The State of Nebraska 2015-2020 Consolidated Plan is a five-year housing and community development planning report required by the United States Department of Housing and Urban Development (HUD), in exchange for receiving grant funds to be distributed across the state. The Consolidated Plan defined persons with special needs as the elderly and frail elderly, persons with severe mental illness, persons developmentally disabled, persons with physical disabilities, persons with alcohol/other drug addictions, and persons with HIV/AIDS. Due to lower incomes and the need for ongoing, and in some cases daily, supportive services, special needs groups are more likely than the general public to encounter difficulty paying for adequate housing and often require enhanced community services.
Introduction

Table 10  Youth Population Projections by Age

<table>
<thead>
<tr>
<th>Year</th>
<th>2010</th>
<th>2020</th>
<th>2030</th>
<th>2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5 years</td>
<td>13,377</td>
<td>10,528</td>
<td>11,944</td>
<td>15,199</td>
</tr>
<tr>
<td></td>
<td>8.4%</td>
<td>5.1%</td>
<td>4.8%</td>
<td>5.4%</td>
</tr>
<tr>
<td>5 to 9 years</td>
<td>13,237</td>
<td>12,483</td>
<td>11,871</td>
<td>15,521</td>
</tr>
<tr>
<td></td>
<td>8.3%</td>
<td>6.0%</td>
<td>4.8%</td>
<td>5.5%</td>
</tr>
<tr>
<td>10 to 14 years</td>
<td>12,011</td>
<td>18,067</td>
<td>14,217</td>
<td>16,130</td>
</tr>
<tr>
<td></td>
<td>7.6%</td>
<td>8.8%</td>
<td>5.7%</td>
<td>5.7%</td>
</tr>
<tr>
<td>15 to 19 years</td>
<td>10,893</td>
<td>18,910</td>
<td>17,741</td>
<td>16,873</td>
</tr>
<tr>
<td></td>
<td>6.9%</td>
<td>9.2%</td>
<td>7.2%</td>
<td>5.9%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>49,518</td>
<td>59,988</td>
<td>55,774</td>
<td>63,723</td>
</tr>
<tr>
<td></td>
<td>29.1%</td>
<td>22.6%</td>
<td>22.4%</td>
<td></td>
</tr>
</tbody>
</table>

Source: US Census Bureau (2010)  
Nebraska Health and Human Services (2014)

The population of Sarpy County is expected to nearly double by 2040 with a growing share of its population at the upper age groups resulting in an even greater need for community facilities and services from this special needs group. This includes housing and supportive services for senior homeowners who choose to age in place.

Racial and Ethnic Characteristics

The 2000 US Census reported Sarpy County having 89.2% “white” residents. By 2010, the Census shows Sarpy County had become a more racially diverse place to live with a large growth in the Hispanic and Latino population and with small gains in African American and Asian/Pacific Islander populations. Much of this growth in diversity can be attributed to the significant expansion in employment opportunities in and around Sarpy County.

Table 11  Population by Race, 1990-2010

<table>
<thead>
<tr>
<th>Race</th>
<th>2000 Pop.</th>
<th>% Change 1990-2000</th>
<th>% of County</th>
<th>2010 Pop.</th>
<th>% Change 2000-2010</th>
<th>% of County</th>
<th>% of Metro</th>
</tr>
</thead>
<tbody>
<tr>
<td>White, not Hispanic</td>
<td>109,335</td>
<td>19.3%</td>
<td>89.2%</td>
<td>133,132</td>
<td>21.8%</td>
<td>83.8%</td>
<td>15.4%</td>
</tr>
<tr>
<td>Hispanic or Latino Origin</td>
<td>4,834</td>
<td>42.9%</td>
<td>3.9%</td>
<td>11,569</td>
<td>139.3%</td>
<td>7.3%</td>
<td>1.3%</td>
</tr>
<tr>
<td>Black</td>
<td>5,340</td>
<td>2.0%</td>
<td>4.4%</td>
<td>6,119</td>
<td>14.6%</td>
<td>3.9%</td>
<td>0.7%</td>
</tr>
<tr>
<td>American Indian and Alaskan Native</td>
<td>515</td>
<td>37.3%</td>
<td>0.4%</td>
<td>554</td>
<td>7.6%</td>
<td>0.3%</td>
<td>0.1%</td>
</tr>
<tr>
<td>Asian and Pacific Islander</td>
<td>2,439</td>
<td>31.4%</td>
<td>2.0%</td>
<td>3,470</td>
<td>42.3%</td>
<td>2.2%</td>
<td>0.4%</td>
</tr>
<tr>
<td>Other, not Hispanic</td>
<td>132</td>
<td>88.6%</td>
<td>0.1%</td>
<td>224</td>
<td>69.7%</td>
<td>0.1%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Two or more races</td>
<td>NA*</td>
<td></td>
<td></td>
<td>3,772</td>
<td></td>
<td>NA*</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>122,595</td>
<td>19.5%</td>
<td>100.0%</td>
<td>158,840</td>
<td>29.6%</td>
<td>100.0%</td>
<td>18.4%</td>
</tr>
</tbody>
</table>

As the total population of Sarpy County increases, the population of minorities is also expected to increase. The Iowa State Data Center Program used population data from the Woods & Poole Economics, Inc., an experienced independent firm that specializes in long-term county economic and demographic projections, to forecast the future Hispanic and Latino population for the Omaha-Council Bluffs metro area. By 2025 the Hispanic and Latino population will make up more than 15% of the metropolitan area’s population (Figure 5). This upward trend continues through 2040 as more than a quarter of the metro population is projected to be Hispanic. In contrast, the White population will continue its decline and by 2040 will make up about 60% of the metro area population. As a result of these projections, the County needs to prepare for the increasing diversity and respond to the impacts it may bring on communities, schools and other services.

Figure 5  Projections of the Latino & White Populations: Omaha-Council Bluffs Metropolitan Area, 2010 to 2040

Source: University of Nebraska at Omaha, Office of Latino and Latin America Studies via Iowa State Data Center (2013)
Education and Income Levels

Educational attainment, defined as the highest degree or level of schooling completed by an individual, is a variable used when assessing a community or region’s labor force potential. According to the 2014 American Community Survey, the county’s population age 25 and older reported that 95.2% of the population attained a high school level education which exceeds both the Omaha metro (90.9%), as well as the state (90.5%). Approximately 36.6% of this same age group had attained a college level education (bachelor’s degree or higher), compared to 33.4% of the overall Omaha metro population and 29% of the state population. As a result, Sarpy County’s well educated workforce plays an important role in the attraction of employers who can pay higher wages for skilled employees.

Table 12  Educational Attainment: City Comparison (2014)

<table>
<thead>
<tr>
<th>City/Area</th>
<th>High School Graduate or Higher</th>
<th>Bachelor's Degree or Higher</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bellevue</td>
<td>92.7%</td>
<td>28.1%</td>
</tr>
<tr>
<td>Gretna</td>
<td>95.6%</td>
<td>35.9%</td>
</tr>
<tr>
<td>La Vista</td>
<td>94.7%</td>
<td>33.8%</td>
</tr>
<tr>
<td>Papillion</td>
<td>96.6%</td>
<td>39.2%</td>
</tr>
<tr>
<td>Springfield</td>
<td>95.3%</td>
<td>28.2%</td>
</tr>
<tr>
<td>Sarpy County</td>
<td>95.2%</td>
<td>36.6%</td>
</tr>
<tr>
<td>Omaha Metro</td>
<td>90.9%</td>
<td>33.4%</td>
</tr>
<tr>
<td>Nebraska</td>
<td>90.5%</td>
<td>29.0%</td>
</tr>
</tbody>
</table>

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

Table 13  Educational Attainment: City Comparison Expanded (2014)

<table>
<thead>
<tr>
<th>City/Area</th>
<th>High School</th>
<th>Some College</th>
<th>Associates</th>
<th>Bachelor's Degree</th>
<th>Graduate/Professional</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bellevue</td>
<td>27.6%</td>
<td>28.2%</td>
<td>8.9%</td>
<td>19.0%</td>
<td>9.1%</td>
</tr>
<tr>
<td>Gretna</td>
<td>27.2%</td>
<td>20.9%</td>
<td>11.7%</td>
<td>22.0%</td>
<td>13.9%</td>
</tr>
<tr>
<td>La Vista</td>
<td>25.4%</td>
<td>27.2%</td>
<td>8.3%</td>
<td>22.3%</td>
<td>11.5%</td>
</tr>
<tr>
<td>Papillion</td>
<td>23.0%</td>
<td>25.7%</td>
<td>8.8%</td>
<td>25.9%</td>
<td>13.3%</td>
</tr>
<tr>
<td>Springfield</td>
<td>32.2%</td>
<td>28.9%</td>
<td>6.0%</td>
<td>21.8%</td>
<td>6.4%</td>
</tr>
<tr>
<td>Sarpy County</td>
<td>22.8%</td>
<td>26.1%</td>
<td>9.6%</td>
<td>24.2%</td>
<td>12.4%</td>
</tr>
<tr>
<td>Omaha Metro</td>
<td>25.0%</td>
<td>24.2%</td>
<td>8.3%</td>
<td>22.3%</td>
<td>11.1%</td>
</tr>
<tr>
<td>Nebraska</td>
<td>27.8%</td>
<td>24.0%</td>
<td>9.7%</td>
<td>19.6%</td>
<td>9.4%</td>
</tr>
</tbody>
</table>

Source: American Community Survey, Five-Year Estimates (2010-2014)
These high education rates contribute to Sarpy County’s median income data. All communities within Sarpy County exceed the state and Omaha metro’s median household income, with exception of La Vista which is slightly lower than the metro figure. The same trend holds for family median household income at the state level, however, families in Bellevue, La Vista and Springfield earn 6.0 to 8.0% less than the overall metro. This could be attributed to Gretna and Papillion’s higher educational attainment, access to higher wage employment centers, and a more active housing market targeting higher income buyers. More economic analysis and employment data for Sarpy County is discussed in Chapter 7 (Economic Development).

Table 14  **Median Household Income: Total & Family (2014)**

<table>
<thead>
<tr>
<th>City/Area</th>
<th>Median HH Income</th>
<th>Family Median HH Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bellevue</td>
<td>$ 59,123</td>
<td>$ 68,154</td>
</tr>
<tr>
<td>Gretna</td>
<td>$ 69,713</td>
<td>$ 78,938</td>
</tr>
<tr>
<td>La Vista</td>
<td>$ 55,836</td>
<td>$ 66,616</td>
</tr>
<tr>
<td>Papillion</td>
<td>$ 74,111</td>
<td>$ 90,356</td>
</tr>
<tr>
<td>Springfield</td>
<td>$ 59,931</td>
<td>$ 66,406</td>
</tr>
<tr>
<td>Sarpy County</td>
<td>$ 70,121</td>
<td>$ 81,496</td>
</tr>
<tr>
<td>Omaha Metro</td>
<td>$ 57,357</td>
<td>$ 72,754</td>
</tr>
<tr>
<td>Nebraska</td>
<td>$ 52,400</td>
<td>$ 66,188</td>
</tr>
</tbody>
</table>

*Source: American Community Survey, Five-Year Estimates (2010-2014)*
Housing
As Nebraska’s fastest growing county, Sarpy County’s housing market needs to keep pace with this population growth to accommodate new residents. Young families have been one of the fastest growing groups of people to move to the county which requires an expanding housing market with a variety of styles and price points specific to their needs. These needs are different than what other groups like the Baby Boomer population will require for new housing options. This section discusses past and present housing figures for Sarpy County to help identify future housing needs through an analysis of household characteristics, housing types, and housing values within the county.

Housing Stock Characteristics
Depicted in Table 15, the American Community Survey estimates suggest a third of Sarpy County housing was built in the last 15 years (2000 to present) and 61.4% of all housing was built after 1980. Newer homes typically have fewer maintenance issues and are more energy efficient than older homes. Only 5.1% of homes in Sarpy County were built prior to 1950 which further demonstrates the County’s exceptional growth in just 50 years. To make a comparison, 22.6% of existing housing units in the entire Omaha MSA were built prior to 1950.

<table>
<thead>
<tr>
<th>Year Structure Built</th>
<th>Owner Occupied</th>
<th>Renter Occupied</th>
</tr>
</thead>
<tbody>
<tr>
<td>Built 2010 or later</td>
<td>1,022</td>
<td>601</td>
</tr>
<tr>
<td>Built 2000 to 2009</td>
<td>12,074</td>
<td>4,634</td>
</tr>
<tr>
<td>Built 1990 to 1999</td>
<td>7,215</td>
<td>3,543</td>
</tr>
<tr>
<td>Built 1980 to 1989</td>
<td>6,361</td>
<td>2,653</td>
</tr>
<tr>
<td>Built 1970 to 1979</td>
<td>6,463</td>
<td>3,210</td>
</tr>
<tr>
<td>Built 1960 to 1969</td>
<td>4,987</td>
<td>1,884</td>
</tr>
<tr>
<td>Built 1950 to 1959</td>
<td>2,027</td>
<td>1,104</td>
</tr>
<tr>
<td>Built 1940 to 1949</td>
<td>815</td>
<td>331</td>
</tr>
<tr>
<td>Built 1939 or earlier</td>
<td>1,544</td>
<td>376</td>
</tr>
<tr>
<td>Total Units</td>
<td>42,508</td>
<td>18,336</td>
</tr>
</tbody>
</table>

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

Table 15 compares selected household characteristics for Sarpy County with the State of Nebraska and surrounding counties that make up the Omaha metropolitan area. In 2010, Sarpy County had the highest average household size of 2.71, exceeding the state average of 2.46 as well as other metro counties. The percentage of households occupied by a single resident in Sarpy County (21.4%) was the lowest of all metropolitan counties and well below the state (28.7%). However, this percentage is expected to rise over the next 30 years due to the increasing number of young adults and senior citizens forecasted.
**Table 16** **Household Trends: County Comparison**

<table>
<thead>
<tr>
<th>City/Area</th>
<th>Total Housing Units</th>
<th>Total Households</th>
<th>Average Household Size</th>
<th>% Single Person Household</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sarpy County</td>
<td>63,894</td>
<td>58,102</td>
<td>2.71</td>
<td>21.4%</td>
</tr>
<tr>
<td>Douglas County</td>
<td>219,580</td>
<td>202,411</td>
<td>2.49</td>
<td>30.1%</td>
</tr>
<tr>
<td>Washington County</td>
<td>8,301</td>
<td>7,761</td>
<td>2.54</td>
<td>23.0%</td>
</tr>
<tr>
<td>Cass County</td>
<td>11,117</td>
<td>9,698</td>
<td>2.57</td>
<td>22.2%</td>
</tr>
<tr>
<td>Pottawattamie County (IA)</td>
<td>39,330</td>
<td>36,775</td>
<td>2.48</td>
<td>27.1%</td>
</tr>
<tr>
<td>Mills County (IA)</td>
<td>6,109</td>
<td>5,605</td>
<td>2.58</td>
<td>22.4%</td>
</tr>
<tr>
<td>Nebraska</td>
<td>796,793</td>
<td>721,130</td>
<td>2.46</td>
<td>28.7%</td>
</tr>
</tbody>
</table>

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

Total households grew by 33.8% between 2000 and 2010, and growth occurred in all household types. However, certain types experienced greater changes, with the largest growth occurring in the number of family households, which increased by 9,271. Married couple households increased over 23%, with the amount of couples with children under age 18 increasing over 26%.

**Table 17** **Household by Type**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Households</td>
<td>43,426</td>
<td>58,102</td>
<td>14,676</td>
<td>33.8%</td>
</tr>
<tr>
<td>Family households</td>
<td>33,238</td>
<td>42,509</td>
<td>9,271</td>
<td>27.9%</td>
</tr>
<tr>
<td>Married couples</td>
<td>27,690</td>
<td>34,231</td>
<td>6,541</td>
<td>23.6%</td>
</tr>
<tr>
<td>With related children under age 18</td>
<td>14,931</td>
<td>16,999</td>
<td>3,991</td>
<td>26.7%</td>
</tr>
<tr>
<td>Female householder, no husband present</td>
<td>4,160</td>
<td>5,951</td>
<td>855</td>
<td>20.6%</td>
</tr>
<tr>
<td>With related children under age 18</td>
<td>2,883</td>
<td>3,930</td>
<td>702</td>
<td>24.3%</td>
</tr>
<tr>
<td>Non-family households</td>
<td>10,188</td>
<td>15,593</td>
<td>2,786</td>
<td>27.3%</td>
</tr>
<tr>
<td>Living Alone</td>
<td>7,987</td>
<td>12,416</td>
<td>2,786</td>
<td>34.9%</td>
</tr>
<tr>
<td>Average HH Size</td>
<td>2.79</td>
<td>2.71</td>
<td>(0.08)</td>
<td>-2.9%</td>
</tr>
<tr>
<td>Average Family Size</td>
<td>3.21</td>
<td>3.18</td>
<td>(0.03)</td>
<td>-0.9%</td>
</tr>
</tbody>
</table>

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

Table 18 on the following page takes a closer look at housing trends for Sarpy County from 1990 through 2010. Most notably, the average persons per household has steadily decreased over the past 20 years as parents have chosen to have fewer children. Furthermore, family households with a married couple and children under 18 has gone from 42.8% of the overall household total in 1990 to 29.3% in 2010. This reduction in household size is expected to continue over the next 30 years.
According to national trends, young people are moving to urban areas. However, Sarpy County may be the exception as young families are still attracted to the suburban communities for new housing options and greater access to quality schools. This trend bears further review and analysis as it could result in tremendous changes in the housing market in the future.

Table 19 continues this analysis by looking at the change in housing type from 1990 to 2010. Steady growth in single family housing units has helped it retain its rank as the largest housing type. During this time period single family units held 70.7% of the housing in 1990, 72.5% in 2000 and 73.6% in 2010. Multifamily housing units held steady over the 20 year period with nearly 25% of the housing share while mobile homes declined from 4.9% in 2000 to 1.1% in 2010.

The rate of homeownership steadily increased over this period from 63.0% to 69.9%. Much of this can be attributed to the housing boom experienced in the late 1990s through 2008. Favorable interest rates and lending practices as well as new sewer infrastructure provided the opportunity to expand the single family housing market to a broader demographic.

Table 20 exhibits the value of owner occupied units in all of Sarpy County (2014). Over 57% of the housing units were in the $150,000 to $199,999 price range with an overall median home value of $162,500. A traditional 30-year mortgage with 20% down and 4.0% interest rate would calculate to a monthly mortgage payment of $850, plus approximately $300 for property taxes. Assuming housing costs account for 30% of a homeowner's income, homeownership of a $162,500 home would require a monthly income of $3,500 or an annual income of $42,000. This income aligns with the median household incomes for cities in Sarpy County and the overall metropolitan area (see Table 14 Median Household Income: Total and Family (2014)).

**Table 18 Housing Trends by Households (1990-2010)**

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>% Change</th>
<th>2010</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>County Population</td>
<td>102,583</td>
<td>122,595</td>
<td>19.5%</td>
<td>159,413</td>
<td>30.0%</td>
</tr>
<tr>
<td>Persons in Households</td>
<td>100,994</td>
<td>121,294</td>
<td>20.1%</td>
<td>157,563</td>
<td>29.9%</td>
</tr>
<tr>
<td>Persons per Households</td>
<td>2.97</td>
<td>2.79</td>
<td>-6.1%</td>
<td>2.71</td>
<td>-0.29%</td>
</tr>
<tr>
<td>Family Households</td>
<td>27,532</td>
<td>33,238</td>
<td>20.7%</td>
<td>42,509</td>
<td>27.9%</td>
</tr>
<tr>
<td>Family Household Percentage</td>
<td>81.1%</td>
<td>76.5%</td>
<td>72.2%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Family Average Size</td>
<td>3.33</td>
<td>3.21</td>
<td>-3.6%</td>
<td>3.18</td>
<td>0.9%</td>
</tr>
<tr>
<td>Family HH with own children under 18</td>
<td>49.7%</td>
<td>43.0%</td>
<td>38.4%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Married with own children under 18</td>
<td>42.8%</td>
<td>34.4%</td>
<td>29.3%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

American Community Survey, Five-Year Estimates (2010-2014)*
### Table 19  Housing Trends by Type (1990-2010)

<table>
<thead>
<tr>
<th>Households</th>
<th>1990</th>
<th>2000</th>
<th>% Change ('90 - '00)</th>
<th>2010</th>
<th>% Change ('00 - '10)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Housing Units</td>
<td>35,994</td>
<td>44,981</td>
<td>25.7%</td>
<td>63,894</td>
<td>42%</td>
</tr>
<tr>
<td>Single Family Units</td>
<td>25,449</td>
<td>32,595</td>
<td>28.1%</td>
<td>47,054</td>
<td>44.4%</td>
</tr>
<tr>
<td>Duplex/Multiple Family</td>
<td>8,780</td>
<td>11,649</td>
<td>32.7%</td>
<td>16,154</td>
<td>38.7%</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>1,765</td>
<td>737</td>
<td>(58.2%)</td>
<td>686</td>
<td>(6.9%)</td>
</tr>
<tr>
<td>Occupied Housing Units</td>
<td>33,960</td>
<td>43,426</td>
<td>27.9%</td>
<td>60,844</td>
<td>40.1%</td>
</tr>
<tr>
<td>Owner-occupied Units</td>
<td>21,396</td>
<td>30,054</td>
<td>40.5%</td>
<td>42,508</td>
<td>41.4%</td>
</tr>
<tr>
<td>Renter-occupied Units</td>
<td>12,564</td>
<td>13,372</td>
<td>6.4%</td>
<td>18,336</td>
<td>37.1%</td>
</tr>
<tr>
<td>Vacant Housing Units</td>
<td>2,034</td>
<td>1,555</td>
<td>(23.5%)</td>
<td>3,050</td>
<td>96.1%</td>
</tr>
<tr>
<td>Owner-occupied vacancy rate</td>
<td>1.5%</td>
<td>0.9%</td>
<td>(40%)</td>
<td>0.9%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Renter-occupied vacancy rate</td>
<td>5.0%</td>
<td>4.7%</td>
<td>(6.0%)</td>
<td>4.9%</td>
<td>4.3%</td>
</tr>
</tbody>
</table>

American Community Survey, Five-Year Estimates (2010-20)*

### Table 20  Value of Owner Occupied Units (2014)

<table>
<thead>
<tr>
<th>Value of Owner- Occupied Units</th>
<th>Number of Units</th>
<th>% of Total Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under $100,000</td>
<td>1,341</td>
<td>3.2%</td>
</tr>
<tr>
<td>$100,000 - $149,999</td>
<td>2,814</td>
<td>6.6%</td>
</tr>
<tr>
<td>$150,000 - $174,999</td>
<td>14,045</td>
<td>33.0%</td>
</tr>
<tr>
<td>$175,000 - $199,999</td>
<td>10,385</td>
<td>24.4%</td>
</tr>
<tr>
<td>$200,000 - $299,999</td>
<td>9,788</td>
<td>23.0%</td>
</tr>
<tr>
<td>$300,000 - $399,999</td>
<td>3,544</td>
<td>8.3%</td>
</tr>
<tr>
<td>$400,000 - $499,999</td>
<td>438</td>
<td>1.0%</td>
</tr>
<tr>
<td>$500,000 or higher</td>
<td>153</td>
<td>0.4%</td>
</tr>
<tr>
<td>TOTAL UNITS</td>
<td>42,508</td>
<td>100.0%</td>
</tr>
<tr>
<td>Median Home Value</td>
<td>$ 162,500</td>
<td>NA</td>
</tr>
</tbody>
</table>

*Source: American Community Survey, Five-Year Estimates (2010-2014)*
Figure 6 and Table 21 below display the spread of owner-occupied housing units relative to other metropolitan counties. Of important note is the level of cost burden which is described as paying more than 30% of your income toward housing costs. Sarpy County has the second lowest level of cost burden (22.0%), but the second highest median home value relative to other metropolitan counties. The high share of new housing units built in the past 25 years can help explain much of this shift. Since 1990, nearly 30,000 new units have been built in Sarpy County almost doubling the number of available housing units and increasing the home value for all housing units. With a high median household income, Sarpy County residents can afford the higher housing costs associated with new housing options.

Figure 6  **Value of Owner Occupied Units: County Comparison (2014)**

![Chart showing the value of owner-occupied units by county.]

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

Table 21  **Owner Occupied Cost Burden: County Comparison (2014)**

<table>
<thead>
<tr>
<th></th>
<th>Sarpy County</th>
<th>Douglas County</th>
<th>Washington County</th>
<th>Cass County</th>
<th>Pottawattamie County (IA)</th>
<th>Mills County (IA)</th>
<th>Nebraska</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Median Home Value</strong></td>
<td>$162,100</td>
<td>$143,300</td>
<td>$173,500</td>
<td>$148,300</td>
<td>$124,500</td>
<td>$151,700</td>
<td>$130,100</td>
</tr>
<tr>
<td><strong>Total Units</strong></td>
<td>42,508</td>
<td>127,777</td>
<td>6,217</td>
<td>7,849</td>
<td>25,658</td>
<td>4,438</td>
<td>486,036</td>
</tr>
<tr>
<td><strong>Cost Burden</strong></td>
<td>22.0%</td>
<td>26.6%</td>
<td>27.6%</td>
<td>26.8%</td>
<td>26.1%</td>
<td>21.3%</td>
<td>24.0%</td>
</tr>
</tbody>
</table>

Source: American Community Survey, Five-Year Estimates (2010-2014)
Similar trends have occurred in Sarpy County’s rental market. Table 22 exhibits the monthly gross of rental units at varying price ranges (2014). The rental costs can be categorized into three evenly spread categories: Less than $750 (32.0%), $750 to $1000 (34.9%) and greater than $1,000 (33.1%). Of the “Less than $750” category, units less than $500 account for 6.1% of the overall rental market. Once again, these rates seem high compared to the rental housing units in other metropolitan counties (Figure 7).

<table>
<thead>
<tr>
<th>Gross Rent</th>
<th>Number of Units</th>
<th>% of Total Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $200</td>
<td>174</td>
<td>1.0%</td>
</tr>
<tr>
<td>$200 to $299</td>
<td>166</td>
<td>0.9%</td>
</tr>
<tr>
<td>$300 to $499</td>
<td>754</td>
<td>4.2%</td>
</tr>
<tr>
<td>$500 to $749</td>
<td>4,643</td>
<td>25.9%</td>
</tr>
<tr>
<td>$750 to $999</td>
<td>6,260</td>
<td>34.9%</td>
</tr>
<tr>
<td>$1,000 to $1,499</td>
<td>4,441</td>
<td>24.8%</td>
</tr>
<tr>
<td>$1,500 or more</td>
<td>1,479</td>
<td>8.3%</td>
</tr>
<tr>
<td>TOTAL UNITS</td>
<td>17,917</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Median Monthly Rent

| Median Monthly Rent | $863 | NA |

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

Similar to the owner-occupied housing units, renters in Sarpy County have the third lowest level of cost burden (40.0%) relative to other metropolitan counties, but the highest gross rent. Since 1990, nearly 7,500 new rental units have been built in Sarpy County, almost doubling the number of available rental units. Again, the cost of new units increases the overall cost of rental units which may mean additional affordable housing options might be needed to accommodate a greater range of income levels.

In addition to cost burden, calculating housing affordability for low-income households is another measurement of a diverse housing stock. The US Department of Housing and Urban Development (HUD) identifies affordability value based on 80% of the median family income for new owner-occupied units and 50% of the median family income for new rental-occupied units. Figure 7 indicates that in 2014, the Omaha metro’s area median income for a family was $72,754. This means a new owner-occupied unit was affordable for low-income families earning $58,200 or more and a new rental unit was affordable for families earning $36,400 or more. If housing costs were counted as 30% of their income, these families could afford a monthly mortgage cost of $1,455 or monthly gross rent of $910.

Determining whether housing is attainable for income levels of all age groups is another key indicator for determining housing affordability. The earning potential of a person under 25 years old is much less than a person who is 45 years old. Table 24 compares four major groups of adults and applies HUD’s measures of affordability previously referred to as the area median income (AMI). For instance, individuals in the “25-44” bracket can afford $1,874 in monthly housing cost. Applying area median income (AMI) rates to this figure results in a monthly budget of $1,499 for a mortgage or $937 for a rental unit. Affordability for this age group is important as it is the fastest growing group of people for Sarpy County.
Table 23  Rental Cost Burden: County Comparison (2014)

<table>
<thead>
<tr>
<th></th>
<th>Sarpy County</th>
<th>Douglas County</th>
<th>Washington County</th>
<th>Cass County</th>
<th>Pottawattamie County (IA)</th>
<th>Mills County (IA)</th>
<th>Nebraska</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Monthly Gross Rent</strong></td>
<td>$863</td>
<td>$808</td>
<td>$695</td>
<td>$748</td>
<td>$758</td>
<td>$758</td>
<td>$721</td>
</tr>
<tr>
<td><strong>Total Units</strong></td>
<td>17,917</td>
<td>76,875</td>
<td>1,356</td>
<td>1,810</td>
<td>10,486</td>
<td>786</td>
<td>230,162</td>
</tr>
<tr>
<td><strong>Cost Burden</strong></td>
<td>40.0%</td>
<td>48.3%</td>
<td>36.4%</td>
<td>41.0%</td>
<td>46.0%</td>
<td>37.6%</td>
<td>43.6%</td>
</tr>
</tbody>
</table>

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

It should be noted that both the youngest (“Under 25 Years”) and the oldest (“65 Years and Older”) age brackets have housing budgets below the median housing costs for owner-occupied units and rental units. As a result, these groups will likely experience a higher cost burden or pay a higher share of their income towards housing costs. This means Sarpy County may need to expand its affordable housing stock to retain these two groups of the population.
The measure of poverty is another determining factor in housing affordability. Prior to 2010, the US Census’s official poverty threshold, or poverty line, was calculated as three times the cost of a minimum food diet in current prices. Today, it is classified as the cost to cover basic needs—food, clothing, shelter, and utilities. As more people fall below the poverty line, more services will be needed to help these groups of people.

Table 25 references that the number of persons in poverty increased 140% between 2000 and 2014, and now account for 6.7% of Sarpy County’s population. Note, data for ages 5 years through 24 years was not available after the 2000 US Census. For this reason there is no way to analyze the data for these age groups in the 2014 survey data. However, it is known that poverty among children and adolescents in this age category (5-25 years) increased 74% over this period and now one in ten children live in households with incomes below the poverty line.

### Table 24 Median Household Income by Age (2014)

<table>
<thead>
<tr>
<th>Age of Householder</th>
<th>Median Household Income</th>
<th>Monthly Housing Budget (30% of Income)</th>
<th>AMI Affordable Monthly Mortgage Cost (80%)</th>
<th>AMI Affordable Monthly Rental Cost (30%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 25 years</td>
<td>$37,012</td>
<td>$925</td>
<td>$740</td>
<td>$463</td>
</tr>
<tr>
<td>25-44 years</td>
<td>$74,954</td>
<td>$1,874</td>
<td>$1,499</td>
<td>$937</td>
</tr>
<tr>
<td>45-64 years</td>
<td>$84,231</td>
<td>$2,106</td>
<td>$1,685</td>
<td>$1,053</td>
</tr>
<tr>
<td>65 Years and Over</td>
<td>$47,114</td>
<td>$1,178</td>
<td>$942</td>
<td>$589</td>
</tr>
<tr>
<td>All households</td>
<td>$70,121</td>
<td>$1,753</td>
<td>$1,402</td>
<td>$877</td>
</tr>
</tbody>
</table>

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

### Table 25 Household Poverty by Age of Residents (2014)

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Persons in Poverty - 2000</th>
<th>Persons in Poverty 2014</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent (%) of Age Group</td>
</tr>
<tr>
<td>Under 5</td>
<td>471</td>
<td>4.7%</td>
</tr>
<tr>
<td>5 years</td>
<td>414</td>
<td>20.2%</td>
</tr>
<tr>
<td>6-11 years</td>
<td>480</td>
<td>3.7%</td>
</tr>
<tr>
<td>12-17 years</td>
<td>1,102</td>
<td>8.9%</td>
</tr>
<tr>
<td>18-24 years</td>
<td>799</td>
<td>6.9%</td>
</tr>
<tr>
<td>25-44 years</td>
<td>997</td>
<td>2.4%</td>
</tr>
<tr>
<td>45-64 years</td>
<td>194</td>
<td>0.8%</td>
</tr>
<tr>
<td>65-74 years</td>
<td>157</td>
<td>3.1%</td>
</tr>
<tr>
<td>75 years and over</td>
<td>40</td>
<td>1.3%</td>
</tr>
<tr>
<td>All Ages</td>
<td>4,654</td>
<td>3.8%</td>
</tr>
</tbody>
</table>

Source: American Community Survey, Five-Year Estimates (2010-2014)
The family make up also plays a key role in poverty. For instance, 1,912 or 8.3% of all families with children under the age of 18 live in poverty. But married couple families with children in poverty only account for 2.4% or 417 families within this portion of the population while families with female head of household (no husband present) and children present have 1,395 families or 28.6% of their group's households in poverty. This stark difference shows a real need for resources and affordable housing options to address the issues faced by this population.

Table 26  **Poverty by Family Type (2014)**

<table>
<thead>
<tr>
<th>Family Type</th>
<th>Number Below Poverty Level</th>
<th>Percent Below Poverty Level (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>All families</td>
<td>2,290</td>
<td>5.1%</td>
</tr>
<tr>
<td>With related children under 18 years</td>
<td>1,912</td>
<td>8.3%</td>
</tr>
<tr>
<td>With related children under 5 years only</td>
<td>NA</td>
<td>9.1%</td>
</tr>
<tr>
<td>Married couple families</td>
<td>574</td>
<td>1.6%</td>
</tr>
<tr>
<td>With related children under 18 years</td>
<td>417</td>
<td>2.4%</td>
</tr>
<tr>
<td>With related children under 5 years only</td>
<td>NA</td>
<td>2.2%</td>
</tr>
<tr>
<td>Families with female householder, no husband present</td>
<td>1,395</td>
<td>21.6%</td>
</tr>
<tr>
<td>With related children under 18 years</td>
<td>1,173</td>
<td>28.6%</td>
</tr>
<tr>
<td>With related children under 5 years only</td>
<td>NA</td>
<td>31.8%</td>
</tr>
</tbody>
</table>

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

Even though Caucasian, or white households, make up the largest share of impoverished households with 8,745 or 6.0% of their population, people of color are impacted at higher rates. Table 27 below identifies that over half of the American Indian and Alaska Native people are living below the poverty line while one in five African Americans and one in seven people of Hispanic and Latino descent fall beneath this threshold.

Table 27  **Household Poverty by Race & Hispanic/Latino Origin (2014)**

<table>
<thead>
<tr>
<th>Race &amp; Hispanic/Latino Origin</th>
<th>Number Below Poverty Level</th>
<th>Percent Below Poverty Level (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>One race</td>
<td>10,797</td>
<td>6.8%</td>
</tr>
<tr>
<td>White</td>
<td>8,745</td>
<td>6.0%</td>
</tr>
<tr>
<td>Black or African American</td>
<td>1,404</td>
<td>20.3%</td>
</tr>
<tr>
<td>American Indian and Alaska Native</td>
<td>371</td>
<td>51.6%</td>
</tr>
<tr>
<td>Asian</td>
<td>160</td>
<td>5.0%</td>
</tr>
<tr>
<td>Native Hawaiian and Other Pacific Islander</td>
<td>10</td>
<td>4.5%</td>
</tr>
<tr>
<td>Some other race</td>
<td>107</td>
<td>5.3%</td>
</tr>
<tr>
<td>Two or more races</td>
<td>359</td>
<td>6.9%</td>
</tr>
<tr>
<td>Hispanic or Latino origin (of any race)</td>
<td>1,833</td>
<td>14.2%</td>
</tr>
<tr>
<td>White alone, not Hispanic or Latino</td>
<td>7,599</td>
<td>5.6%</td>
</tr>
</tbody>
</table>

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

The number of housing units required to serve Sarpy County’s projected population growth is calculated based on the current occupancy rate for each form of housing tenure. Owner-occupied and renter-occupied units make up the forms of housing utilization, or tenure. The ratio of owner to renter units, combined with the average household size for each form of tenure equate to the total number of owner and renter housing units required to serve Sarpy County’s projected population. These projections utilize the Modified Cohort Survival Rates depicted in Table 6 on page 22.

In order to facilitate the growth demands of the 2035 projected population, over 25,000 owner-occupied units and over 13,000 renter-occupied units must be constructed throughout Sarpy County. This number is slightly higher than the number of units constructed in Sarpy County since 1990; where 20,311 owner-occupied units and 8,778 renter-occupied units were constructed.

**Figure 8 Household Forecast**

2014 Housing Tenure Distribution

- **Total Occupied Housing Units**: 60,844
  - **Owner-Occupied Housing Units**: 42,508 (69.9%)
  - **Renter-Occupied Housing Units**: 18,336 (31.8%)

Projected Housing Needs by Tenure

<table>
<thead>
<tr>
<th>Year</th>
<th>Projected Population</th>
<th>Owner-Occupied New Demand</th>
<th>Renter-Occupied New Demand</th>
</tr>
</thead>
<tbody>
<tr>
<td>2020</td>
<td>206,532</td>
<td>6,039</td>
<td>3,203</td>
</tr>
<tr>
<td>2025</td>
<td>247,715</td>
<td>10,030</td>
<td>5,320</td>
</tr>
<tr>
<td>2030</td>
<td>265,306</td>
<td>4,284</td>
<td>2,272</td>
</tr>
<tr>
<td>2035</td>
<td>284,672</td>
<td>4,717</td>
<td>2,502</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>106,406</strong></td>
<td><strong>25,070</strong></td>
<td><strong>13,297</strong></td>
</tr>
</tbody>
</table>

Source: Data used to calculate this forecast was collected from the US Census (1990-2010)
Chapter Summary
The following bullets are key conclusions from the demographic profile of Sarpy County:

- Both cities and unincorporated areas of Sarpy County saw tremendous growth in population in the past 25 years.
- Housing built in the last 25 years makes up nearly half of all housing units, both owner occupied and rental units.
- Young families with children are moving to Sarpy County at a higher rate than natural increase in population.
- With that said, family and non-family households are shrinking in overall size.
- Sarpy County is growing more diverse with a large increase in Hispanic and Latino and, to a lesser extent, Asian and Pacific Islander populations since 2000.
- High educational attainment equates to higher median income among metro counties.
- There is an increasing ratio of higher income households moving into Sarpy County.
Facilities & Services
SARPY COUNTY
2 Facilities & Services
SARPY COUNTY

2.1 Profile ........................................................................................................................................... 42
2.2 Envision .......................................................................................................................................... 54
2.3 Achieve .......................................................................................................................................... 55
This section will establish current capacities of the public facilities and services available to residents of Sarpy County. In order to determine whether the capacity is adequate, an evaluation of the current capacities, demands, and accepted standards will be needed. The established benchmarks, in conjunction with public input of future desires, will be used to create long-term goals for expanding and improving these services.

[SECTION 2.1]

PROFILE

County Buildings

The Sarpy County Courthouse campus is located on the northeast corner of Highway 370 and 84th Street. The courthouse campus includes the Administration Addition, Hall of Justice, Law Enforcement Center (LEC) and Jail, East Annex and West Annex. The brick courthouse building was constructed in the early 1970s with an addition to the building constructed in the mid-1970s, occupying a total of 81,300 square feet of space. The building provides space for administration, treasurer, county clerk, assessor, registrar of deeds, information technology, child support services, adult and juvenile court.

In 2008, construction was completed on the Administration Addition to the existing courthouse. This 45,000 square foot addition included a new county board room, conference and administrative spaces, the county’s central computer facility, an archive and documents management suite, and new department spaces for the County Clerk, Treasurer, Assessor, Register of Deeds, Planning and Building, Information Systems, Drivers License Testing, and Vehicle Inspection.

Other additions to the Courthouse Campus included the construction of a pre-engineered metal building for storage and maintenance on land purchased by the county across Golden Gate Drive to the north. This property was paved to add additional parking for staff.

In 2009, Sarpy County acquired 36 acres of property adjacent to its maintenance and storage facilities near 84th Street and Platteview Road for construction of a new Sheriff’s Office facility. The 35,000 square foot office facility and 5,800 square foot garage were completed in 2011 and occupies a nine acre portion of the site. The Sheriff’s Department moved here and vacated space in the Law Enforcement Center. The remaining land at this site was master planned for a potential future 911 Emergency Communications Center and a Public Works office building.
THE SARPY COUNTY FACILITIES MASTER PLAN UPDATE (2013)
This document, completed in 2013, was an update to the 1999 Sarpy County Courthouse Master Planning Study as revised in 2005. Many of the recommendations of the study and the 2005 revisions were implemented to address significant space deficiencies. These recommendations led to the construction of the Courthouse Administration Addition, renovation, and addition to the Courthouse Hall of Justice and the recent construction of the Sheriff’s Office at 84th Street and Platteview Road. This document took an assessment of the current Courthouse Campus space needs and conditions after these significant new and renovated spaces were complete.

Figure 9 Sarpy County Administration Wing Addition: Exterior & Interior

Source: http://www.cwparchitects.com/sarpy-county-courthouse---administration-addition.html
One of the key findings in this process was the Law Enforcement Center, in its current state, is functionally outdated due to changes Sarpy County has made in the Criminal Justice System. The 148-bed jail is housing the majority of inmates who are highest risk and/or have special needs (health, mental issues) and placing many of them in spaces designed for low security. These populations, mixed together in open dormitories are creating increasing supervision/management problems for staff. As the county's population continues to grow this issue will become more of a liability.

The facilities master plan proposed a major project to re-configure jail housing or to construct a Special Needs Housing Addition which may not be supported in the near future due to funding considerations. Another solution was to include transporting medical and mental health challenged inmates to more specialized facilities offering specific treatment to meet their needs. Sending Sarpy County's inmates to other facilities will not be a long term solution as the number of inmates increases with the growing county to a point of financial infeasibility.

County growth and related facility needs are difficult to predict far into the future. Additionally, it is fairly certain the rapid changes in technology will transform government operations and corresponding space requirements. Currently, the five buildings on the Courthouse campus contain almost 220,000 square feet of space. The former courthouse, vacated in the mid-1970's, contained only 24,000 square feet, less than 11% of the current courthouse campus size. This does not include the new Sheriff's office and the Juvenile Justice Center located off campus. Providing modern and functional space to deliver public services will continue to be a challenge as the County grows.

**Fire and Rescue Services**

Four independent fire districts serve Sarpy County and its communities:

- **Bellevue Volunteer Fire Department** which consists of four stations within their jurisdiction:
  - District #1: 211 W. 22nd Avenue
  - District #2: 2107 Fairview Street
  - District #3: 9400 S. 36th Street
  - District #4: 13501 S. 25th Street

- **Gretna Volunteer Fire Department** services the western part of Sarpy County. It has two stations:
  - Station 1: 11175 S. 204th Street
  - Station 2: 10309 S. 168th Street

- **The Papillion Fire Department** has 51 firefighters working on three shifts to provide 24/7 coverage, operating out of four stations. Paid staff includes a Fire Chief, a Deputy Chief, an EMS Manager, a Fire Marshal, an Administrative Assistant/EMS Billing position, and a part-time office person.
  - Station 1: 10727 Chandler Road
  - Station 2: 11749 S. 108th Street
  - Station 3: 146 N. Adams Street
  - Station 4: 8110 Park View Boulevard

  As of April 1, 2014, the City of Papillion and the Papillion Rural Fire Protection District began a partnership with the City of La Vista. On April 1, 2014, the City began serving the City of LaVista.

- **Springfield Volunteer Fire Department’s station** is at 170 N. 3rd Street.
MAP 1  Fire Districts Serving Sarpy County

Legend

Fire Districts

- OMAHA FIRE
- BELLEVUE FIRE
- GRETNA FIRE
- OFFUTT FIRE
- PAPILLION FIRE
- SPRINGFIELD FIRE

Fire and EMS Stations

- Hospital or Medical Center

Post Offices

- Sarpy County Jail and Admin Building

Public Works

- Landfill Transfer Station

Offutt AFB

Sarpy County

Emergency Management, Federal and County Facilities
Sarpy County Sheriff’s Office
The Sarpy County Sheriff’s Office is a full service sheriff’s office and the largest in Nebraska, employing approximately 130 sworn deputies and 100 non-sworn personnel. The organization is comprised of the Sheriff, the Chief Deputy, who is next in the chain of command, followed by Division Captains, Lieutenants, Sergeants, and Deputies. Civilian staff are assigned to the various areas of the office’s divisions and units and includes booking clerks, vehicle inspectors, court security entry officers, juvenile center staff, support staff, tow lot operators, evidence and property technicians and technical support.

The Sheriff’s Office staff are assigned in an organizational structure that also includes:

- Road Patrol- Responds to calls for assistance, crime prevention and traffic control.
- Jail Division- Has civilian and sworn personnel assigned who run the operation of the county’s correctional facility.
- Investigations Division- Assigned to follow up on crimes against persons and property, drug investigations, maintain evidence and property and perform polygraphs.
- Support Services Division- This division includes court security and transportation, juvenile services and the warrants unit.
- Administrative Division- Oversees the overall operation of the office and the units within the Administration, which includes Staff Support, Training, Civil Process, Vehicle Inspection, Impound Lot, Crime Prevention and Technical Support Services.

The Sarpy County Sheriff’s Office also has several specialty units such as Emergency Services Unit, Search and Rescue Unit, K-9, Bike Patrol, Critical Incident Negotiators, Field Force Team, and the Mobile Command Post. These units allow for personnel to expand their duties.

Figure 11 Sarpy County Sheriff’s Office

Source: https://www.facebook.com/SarpyCountySheriff
Consolidated 911 Communications

Sarpy County’s Consolidated 911 Communications Center is staffed with highly-trained dispatchers who relay critical information from callers to law enforcement officers, fire and emergency medical personal so that they can respond with the appropriate resources as quickly as possible. The communications center staff facilitates both emergency 911 and non-emergency response for the following emergency services:

- Bellevue Fire Department
- Papillion Fire Department
- Bellevue Police Department
- Papillion Police Department
- Gretna Fire Department
- Sarpy County Sheriff’s Office
- La Vista Police Department
- Springfield Fire Department

The center is currently located within the County Administration Facility.
Communications Inventory
The figures below identify the communication services and providers available to residents of Sarpy County.

Figure 12 Communication Inventory

**TELEVISION STATIONS**

<table>
<thead>
<tr>
<th>Station</th>
<th>Channel</th>
</tr>
</thead>
<tbody>
<tr>
<td>KBIN</td>
<td>PBS (32-1)</td>
</tr>
<tr>
<td>KETV</td>
<td>ABC (Channel 7-1)</td>
</tr>
<tr>
<td>KMTV</td>
<td>CBS (3-1)</td>
</tr>
<tr>
<td>KPTM</td>
<td>FOX (Channel 42-1)</td>
</tr>
<tr>
<td>KUON</td>
<td>PBS (Channel 12-1)</td>
</tr>
<tr>
<td>KXVO</td>
<td>CW (15-1)</td>
</tr>
<tr>
<td>KYNE</td>
<td>PBS (Channel 26-1)</td>
</tr>
<tr>
<td>WOWT</td>
<td>NBC (Channel 6-1)</td>
</tr>
</tbody>
</table>

[https://www.fcc.gov/media/television/tv-query](https://www.fcc.gov/media/television/tv-query)

**NEWSPAPERS**

- Omaha World Herald
- Bellevue Leader
- Gretna Breeze
- Gretna Guide
- La Vista Sun
- Papillion Times
- Springfield News

**TELECOMMUNICATIONS PROVIDERS**

- Cox Communications
- Direct TV
- Dish Network
- Century Link

**RADIO STATIONS**

<table>
<thead>
<tr>
<th>Station</th>
<th>AM</th>
<th>FM</th>
</tr>
</thead>
<tbody>
<tr>
<td>KWMT</td>
<td>540 AM</td>
<td></td>
</tr>
<tr>
<td>WNAX</td>
<td>570 AM</td>
<td></td>
</tr>
<tr>
<td>WIBW</td>
<td>580 AM</td>
<td></td>
</tr>
<tr>
<td>KXSP</td>
<td>590 AM</td>
<td></td>
</tr>
<tr>
<td>KCSP</td>
<td>610 AM</td>
<td></td>
</tr>
<tr>
<td>WOI</td>
<td>640 AM</td>
<td></td>
</tr>
<tr>
<td>KCRY</td>
<td>660 AM</td>
<td></td>
</tr>
<tr>
<td>KFQI</td>
<td>680 AM</td>
<td></td>
</tr>
<tr>
<td>WIBW</td>
<td>810 AM</td>
<td></td>
</tr>
<tr>
<td>KTIC</td>
<td>840 AM</td>
<td></td>
</tr>
<tr>
<td>KRVN</td>
<td>880 AM</td>
<td></td>
</tr>
</tbody>
</table>

- KJSK 900 AM
- KYFR 920 AM
- KMA 960 AM
- KMMQ 1020 AM
- WHO 1040 AM
- KOAK 1080 AM
- KFAB 1110 AM
- KZOT 1180 AM
- KFOR 1240 AM
- KOIL 1290 AM
- KHUB 1340 AM

<table>
<thead>
<tr>
<th>Station</th>
<th>AM</th>
<th>FM</th>
</tr>
</thead>
<tbody>
<tr>
<td>KLIN</td>
<td>1400 AM</td>
<td></td>
</tr>
<tr>
<td>KOTK</td>
<td>1420 AM</td>
<td></td>
</tr>
<tr>
<td>KOMJ</td>
<td>1490 AM</td>
<td></td>
</tr>
<tr>
<td>KLNG</td>
<td>1560 AM</td>
<td></td>
</tr>
<tr>
<td>KNCY</td>
<td>1600 AM</td>
<td></td>
</tr>
<tr>
<td>KKNZ</td>
<td>1620 AM</td>
<td></td>
</tr>
<tr>
<td>KCRO</td>
<td>660 AM</td>
<td></td>
</tr>
<tr>
<td>WIBW</td>
<td>810 AM</td>
<td></td>
</tr>
<tr>
<td>WBBK</td>
<td>840 AM</td>
<td></td>
</tr>
<tr>
<td>KRVN</td>
<td>880 AM</td>
<td></td>
</tr>
</tbody>
</table>

- KJHI 90.7 FM
- KIOS 91.5 FM
- KEZO 92.3 FM
- KFF 93.3 FM
- KQCH 94.1 FM
- KRKR 95.1 FM
- KISO 96.1 FM
- KKCD 96.9 FM
- KFRX 98.5 FM

- KVNO 90.7 FM
- KVMO 91.5 FM
- KEZO 92.3 FM
- KZKX 96.9 FM
- KBBK 98.5 FM

Source: [https://www.fcc.gov/media/radio/fm-query](https://www.fcc.gov/media/radio/fm-query); [https://www.fcc.gov/media/radio/am-query](https://www.fcc.gov/media/radio/am-query)
Educational Facilities
Sarpy County is served by five public school districts plus Omaha Public Schools and six additional parochial schools. As of the May 2016-17 school year, there were 29,540 students enrolled in Sarpy County schools. Table 28 gives the estimated enrollment for Sarpy County and surrounding school districts from 2016. The Sarpy County public school district boundaries are shown in Map 2.

Table 28 Primary & Secondary Schools

<table>
<thead>
<tr>
<th>School District</th>
<th>Location</th>
<th>Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Papillion-La Vista Public Schools</td>
<td>Papillion/La Vista</td>
<td>11,744</td>
</tr>
<tr>
<td>Bellevue Public Schools</td>
<td>Bellevue, NE</td>
<td>10,028</td>
</tr>
<tr>
<td>Gretna Public Schools</td>
<td>Gretna, NE</td>
<td>4,688</td>
</tr>
<tr>
<td>Springfield Platteview Community Schools</td>
<td>Springfield, NE</td>
<td>1,162</td>
</tr>
<tr>
<td>St. Columbikille Elementary School</td>
<td>Papillion, NE</td>
<td>513</td>
</tr>
<tr>
<td>Daniel J. Gross Catholic High School</td>
<td>Bellevue, NE</td>
<td>393</td>
</tr>
<tr>
<td>Cornerstone Christian Schools</td>
<td>Bellevue, NE</td>
<td>314</td>
</tr>
<tr>
<td>St. Bernadette Elementary School</td>
<td>Omaha, NE</td>
<td>310</td>
</tr>
<tr>
<td>St. Mary Elementary School</td>
<td>Bellevue, NE</td>
<td>192</td>
</tr>
<tr>
<td>St. Matthew the Evangelist School</td>
<td>Bellevue, NE</td>
<td>148</td>
</tr>
<tr>
<td>Primrose School of La Vista- Private Pre-K</td>
<td>La Vista, NE</td>
<td>48</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>NA</strong></td>
<td><strong>29,540</strong></td>
</tr>
</tbody>
</table>

*Source: Nebraska Department of Education (2016)*

Post-Secondary Schools
The post-secondary schools accessible to Sarpy County commuters are excellent. Depending on a person’s location within Sarpy County, most of these facilities are within a 30-mile commute. In addition to the institutions listed, there are a number of Vocational Schools located in the Omaha and Lincoln Metropolitan areas that concentrate in certain areas of expertise.

Table 29 Post-Secondary Schools

<table>
<thead>
<tr>
<th>Institution</th>
<th>Location</th>
<th>Total Enrollment (2014-15)</th>
</tr>
</thead>
<tbody>
<tr>
<td>University of Nebraska - Omaha</td>
<td>Omaha, NE</td>
<td>18,191</td>
</tr>
<tr>
<td>Creighton University</td>
<td>Omaha, NE</td>
<td>9,363</td>
</tr>
<tr>
<td>Metro Community College</td>
<td>La Vista, NE</td>
<td>26,388</td>
</tr>
<tr>
<td>College of Saint Mary’s</td>
<td>Omaha, NE</td>
<td>1,190</td>
</tr>
<tr>
<td>Grace University</td>
<td>Omaha, NE</td>
<td>647</td>
</tr>
<tr>
<td>Bellevue University</td>
<td>Bellevue, NE</td>
<td>12,801</td>
</tr>
<tr>
<td>Clarkson College</td>
<td>Omaha, NE</td>
<td>864</td>
</tr>
<tr>
<td>University of Nebraska Medical Center</td>
<td>Omaha, NE</td>
<td>3,975</td>
</tr>
<tr>
<td>Nebraska Christian College</td>
<td>Omaha, NE</td>
<td>149</td>
</tr>
<tr>
<td>Nebraska Methodist College</td>
<td>Omaha, NE</td>
<td>1,188</td>
</tr>
<tr>
<td>University of Nebraska - Lincoln</td>
<td>Lincoln, NE</td>
<td>27,787</td>
</tr>
</tbody>
</table>

*Nebraska’s Coordinating Commission for Postsecondary Education (2016)*
Sarpy County Comprehensive Plan

Sarpy County Public School Districts

Legend
- Ashland-Greenwood PS
- Gretna PS
- Millard PS
- Papillion-La Vista PS
- Bellevue PS
- Louisville PS
- Omaha, District 8
- Springfield Platteview PS
page
intentionally
left blank
**Healthcare Facilities**

**NEBRASKA MEDICINE – BELLEVUE**

Nebraska Medicine – Bellevue is a full-service hospital that offers comprehensive patient services with the goal of promoting healing and preventive health care services to support long-term health and well-being. With quality and patient safety as the guiding principles of care, the hospital utilizes advanced technology and equipment to provide patients with the highest level of health care available in a relaxing environment. The medical center includes 24/7 emergency care, obstetrics, inpatient and outpatient surgery, intensive care, cardiology services including cardiac catheterization, cancer services, a pharmacy, radiology and lab testing as well as 59 total beds.

A 60,000 square foot medical office building connected to the main hospital houses family medicine and specialty physicians who provide clinics and state-of-the-art diagnostic services to assist physicians in prompt diagnosis and treatment.

Figure 13  **Nebraska Medicine Bellevue**


---

**CHI HEALTH MIDLANDS**

CHI Health Midlands is a general medical and surgical hospital in Papillion, NE, with 61 beds. Services provided include heart & vascular care, emergency, and surgical care, diagnostics/radiology, women's care, home care, orthopedics, sleep and breathing disorders.

Consumer Reports magazine recently ranked hospitals nationwide in patient experience and safety, and CHI Health Midlands Hospital was ranked 26th out of 2,591 hospitals. It was the only Nebraska hospital ranked in the top 30. This survey discovered a link between respectful treatment and patient safety. Safety scores factored in mortality rates, infection rates and hospital readmissions. Patient experience scores include doctor-patient and nurse-patient communication, clarity of discharge instructions and the patient’s overall impression of the hospital. CHI Health Midlands received a score of 61, with the highest-scoring hospital receiving a 77.

Figure 14  **CHI Health Midlands**

ENVISION
Community facilities and services are the direct extension of local government towards the quality of life of residents. By providing and maintaining quality services, Sarpy County can ensure sustained growth without sacrificing services to new and existing residents or businesses.

Broadband Services
The Planning Advisory Committee (PAC) as well as the public identified the need for improved broadband services throughout the rural areas of Sarpy County. The challenge with delivering high quality internet service is the costly infrastructure and the lack of a concentrated population to pay for this service. Moreover, the cost to extend rural broadband in these underserved areas is currently on the individual homeowner.

Health & Safety
There are many benefits to living in the Omaha metropolitan area including first class healthcare facilities. It is not the desire of the public to duplicate these services in Sarpy County, but to provide complementary services to meet the needs of a growing population.

Regional Approach
Similar to the healthcare services, the public would like to see greater collaboration among County and City service providers. The shared public safety and fire services are a good example of ways these cross-jurisdictional partnerships could work for other public services.

Public Schools
One of the largest drivers of Sarpy County’s growth has been the public school districts of the Sarpy County communities. With a high level of mobility within the Omaha-Council Bluffs MSA, young families have been attracted to Sarpy County in order to take advantage of highly rated schools. With continued growth, Sarpy County and its communities must collaborate closely with school districts to manage growth in order to protect this valuable draw to the area.
[SECTION 2.3]

ACHIEVE

Facilities & Services Vision Statement

County government seeks to provide services desired by residents through capital improvements planning with fiscal responsibility, citizen participation, and environmental sustainability in a fiscally responsible manner.

Goals and Policies

FAC 1 The County should prioritize the provision of adequate facilities and services to all residents by ensuring cost-effective services and conscientious investment of public resources.

1.a The County shall ensure the cost-efficiency of services by utilizing a cost/benefit analysis in evaluating whether to contract services or to use county personnel.

There may be instances where contracting certain public services may be in the best financial interest of the County. To a reasonable extent when exploring the addition or amendments to county services, the possibility of contracting services should be considered.

1.b The County should continuously examine areas where the consolidation of services and facilities through inter-local agreements would result in efficiencies. These collaborations may include law enforcement, street and road maintenance, and other services.

Collaborating and combining public services with communities or other entities may be a cost-effective means of delivery. This should be explored where a high level of service can still be maintained.

1.c The Sheriff’s Department should continually evaluate staffing and equipment needs. As the population continues to grow, the Department must continually invest to ensure the levels of protection desired by the public.

Safety and quality of life are key drivers of population growth in Sarpy County. Ensuring the high level of public safety services throughout the County will offer a sustainable high quality of life in Sarpy County and its communities.

1.d The County should explore options for improvements to the Law Enforcement Center in line with the recommendations of the 1999 Sarpy County Courthouse Master Planning Study (as updated in 2013).

Sarpy County’s population growth has put strain on its law enforcement facilities with increased demands. The 1999 Sarpy County Courthouse Master Planning Study, updated 2013, has specific recommendations for County jailing services and facilities.
Evaluating the land uses that presently exist within Sarpy County is critical to the formulation of the Comprehensive Plan. In order to realistically plan for future growth and development in Sarpy County, the starting point is the existing shape, form, and amount of land presently used to provide for the needs of the population. The analysis of land uses, including location, size, and characteristics are important in understanding the pattern of development, past land use trends, and other significant factors shaping the existing layout of Sarpy County. This analysis is essential to the preparation of the Future Land Use and Transportation Plans. It also assists in the formulation of workable zoning regulations to protect existing uses.

[SECTION 3.1] PROFILE

Existing Land Use Inventory

The key to developing a future land use plan is to gain a full understanding of the current situation on the ground. Geographic Information Systems (GIS) software was used to conduct a land use inventory to map the current development pattern in the unincorporated areas of Sarpy County. Map 3, titled “Existing Land Use,” uses 17 different categories to classify each land use type.

The land use pattern in the unincorporated area is primarily classified as Agricultural/Undeveloped accounting for nearly two-thirds of Sarpy County’s unincorporated land. Most of the larger farm holdings are located in west and southwestern portion of the county with a smaller area south central between Springfield and Bellevue’s extraterritorial jurisdictions (ETJ).

Residential uses are the second highest use of land in Sarpy County. Single-family uses make up about 37% of the county’s unincorporated land area, with a higher number of developed parcels on lots less than two acres in size. Map 3 shows this higher density single-family housing is located in the northwestern portion of the county within the Chalco Hills area just beyond the boundaries of Papillion, La Vista and Gretna. There is also significant rural single-family residential development with lots 15 acres or more located throughout the county, but concentrated in the southern region. Multi-Family Residential accounts for the lowest share of housing and is concentrated in the north central parts of the county adjacent to Papillion, La Vista and Gretna.

Non-residential parcels make up 13.1% of the county’s land use. Parks, recreation and open space, the largest non-residential use, accounts for approximately 7,000 acres or 10.0% of the unincorporated areas of Sarpy County. These lands are typically managed by local, regional, state, or federal public agencies. Most of the Commercial and Industrial land uses are concentrated along the I-80 corridor and make up 1.4% of the unincorporated land base. Commercial and Industrial areas include warehouse distribution facilities, contractor shops, manufacturing plants, highway-oriented retail businesses, and showrooms. The larger Extraction-Mining uses are located in the south central part of the county and in far western edge along the I-80 corridor.
Overall, the existing land use pattern reflects the continued direction of growth of the Omaha metropolitan area further south and west into Sarpy County. The areas experiencing the highest level of growth in Sarpy County are located to the north and west adjacent to existing city infrastructure and in close proximity to the I-80 corridor with access to both the Omaha and Lincoln metro areas.

Table 30  Sarpy County Dedicated Land Uses

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Number of Parcels</th>
<th>Number of Acres</th>
<th>% of Total Area</th>
<th>% of Unincorp. Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>RESIDENTIAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Single Family</td>
<td>1,160</td>
<td>2,781</td>
<td>1.8%</td>
<td>4.0%</td>
</tr>
<tr>
<td>Single Family (Under 2 Acres)</td>
<td>764</td>
<td>4,031</td>
<td>2.5%</td>
<td>5.8%</td>
</tr>
<tr>
<td>Single Family/Farm (2-15 Acres)</td>
<td>170</td>
<td>3,788</td>
<td>2.4%</td>
<td>5.5%</td>
</tr>
<tr>
<td>Single Family/Farm (15-40 Acres)</td>
<td>146</td>
<td>14,748</td>
<td>9.3%</td>
<td>21.4%</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
<td>295</td>
<td>105</td>
<td>0.1%</td>
<td>0.2%</td>
</tr>
<tr>
<td>Manufactured Homes</td>
<td>2</td>
<td>12</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Subtotal</td>
<td>2,537</td>
<td>25,465</td>
<td>16.1%</td>
<td>36.9%</td>
</tr>
<tr>
<td>NON-RESIDENTIAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Commercial</td>
<td>66</td>
<td>297</td>
<td>0.2%</td>
<td>0.4%</td>
</tr>
<tr>
<td>Light Industrial</td>
<td>147</td>
<td>436</td>
<td>0.3%</td>
<td>0.6%</td>
</tr>
<tr>
<td>High Industrial</td>
<td>13</td>
<td>202</td>
<td>0.1%</td>
<td>0.3%</td>
</tr>
<tr>
<td>Extraction - Mining</td>
<td>15</td>
<td>1,100</td>
<td>0.7%</td>
<td>1.6%</td>
</tr>
<tr>
<td>Utilities</td>
<td>9</td>
<td>54</td>
<td>0.0%</td>
<td>0.1%</td>
</tr>
<tr>
<td>Public/Quasi-Public</td>
<td>44</td>
<td>735</td>
<td>0.5%</td>
<td>1.1%</td>
</tr>
<tr>
<td>Parks, Recreation, &amp; Open Space</td>
<td>296</td>
<td>6,923</td>
<td>4.4%</td>
<td>10.0%</td>
</tr>
<tr>
<td>Right of Way/Unclassified</td>
<td>14</td>
<td>6</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Subtotal</td>
<td>604</td>
<td>9,752</td>
<td>6.2%</td>
<td>14.1%</td>
</tr>
<tr>
<td>AGRICULTURAL/UNDEVELOPED</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agricultural/Undeveloped (Under 40 Acres)</td>
<td>354</td>
<td>5,010</td>
<td>3.2%</td>
<td>7.3%</td>
</tr>
<tr>
<td>Agricultural/Farmstead/Undeveloped (Over 40 Acres)</td>
<td>315</td>
<td>28,789</td>
<td>18.2%</td>
<td>41.7%</td>
</tr>
<tr>
<td>Subtotal</td>
<td>669</td>
<td>33,799</td>
<td>21.3%</td>
<td>49.0%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>3,810</td>
<td>69,016</td>
<td>43.5%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>
### Land Use & Growth Management

#### Figure 15  Existing Land Use: Definitions

<table>
<thead>
<tr>
<th>Code</th>
<th>Land Use Type</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>SF</td>
<td>SINGLE FAMILY</td>
<td>A parcel of land with residential structure occupied by one family, such as a traditional home on its own lot, surrounded by yards on all sides.</td>
</tr>
<tr>
<td>SF/2</td>
<td>TWO-FAMILY STRUCTURE</td>
<td></td>
</tr>
<tr>
<td>SF/F</td>
<td>SINGLE FAMILY/FARMSTEAD (BETWEEN 2 &amp; 15 ACRES)</td>
<td>A parcel of land with residential structure occupied by one family on a parcel of land more than two acres, but less than 15 acres.</td>
</tr>
<tr>
<td>SF/F15</td>
<td>SINGLE FAMILY/FARMSTEAD (BETWEEN 15 &amp; 40 ACRES)</td>
<td>A parcel of land with residential structure occupied by one family on a parcel of land more than 15 acres, but less than 40 acres.</td>
</tr>
<tr>
<td>SF/F40</td>
<td>SINGLE FAMILY/FARMSTEAD (OVER 40 ACRES)</td>
<td>A parcel of land with residential structure occupied by one family on a parcel of land more than 40 acres.</td>
</tr>
<tr>
<td>MH</td>
<td>MOBILE HOME RESIDENTIAL</td>
<td>A parcel of land with a mobile home structure occupied by one family, such as a traditional home on its own lot.</td>
</tr>
<tr>
<td>MF</td>
<td>MULTIFAMILY RESIDENTIAL</td>
<td>A parcel of land with a structure being utilized by three or more families within the same structure.</td>
</tr>
<tr>
<td>AG/U</td>
<td>AGRICULTURE / UNDEVELOPED (UNDER 40 ACRES)</td>
<td>A parcel of land utilized for agricultural purposes or intentionally left undeveloped less than 40 acres in area.</td>
</tr>
<tr>
<td>AG/U40</td>
<td>AGRICULTURE / UNDEVELOPED (OVER 40 ACRES)</td>
<td>A parcel of land utilized for agricultural purposes or intentionally left undeveloped more than 40 acres in area.</td>
</tr>
<tr>
<td>BP</td>
<td>BUSINESS PARK</td>
<td>A parcel of land containing a commercial use which groups many office buildings together for uses such as professional services, warehouses, and light industry.</td>
</tr>
<tr>
<td>C</td>
<td>COMMERCIAL</td>
<td>A parcel of land containing a commercial use which may sell goods, but mostly provides a service, such as automotive repair or hair salon.</td>
</tr>
<tr>
<td>LI</td>
<td>LIGHT INDUSTRIAL</td>
<td>A parcel of land containing a commercial use involved in manufacturing or packing, storage, or assembly of products, which does not pose a negative external effect on the surrounding properties or uses.</td>
</tr>
<tr>
<td>HI</td>
<td>HEAVY INDUSTRIAL</td>
<td>A parcel of land containing a commercial use involved in manufacturing or packing, storage, or assembly of products which conform to reasonable environmental specifications for pollution and nuisance-free performance.</td>
</tr>
<tr>
<td>E/M</td>
<td>EXTRACTION - MINING</td>
<td>A parcel of land utilized for the extraction of natural resources such as sand, gravel, or crushed stone.</td>
</tr>
<tr>
<td>U</td>
<td>UTILITIES</td>
<td>A parcel of land utilized by a public or private utility such as electricity, water, sewer, gas pipeline, or internet service provider.</td>
</tr>
<tr>
<td>P/R</td>
<td>PARKS &amp; RECREATION</td>
<td>A parcel of land containing public or private land available for recreational, educational, cultural or aesthetic use.</td>
</tr>
<tr>
<td>P/Q</td>
<td>PUBLIC/QUASI PUBLIC</td>
<td>A parcel of land owned or maintained by a federal, state of local government entity and open for enjoyment by public, or a parcel of land containing a use that is generally under control of private, religious, or non-profit entity, that provides social benefit to the community as a whole.</td>
</tr>
<tr>
<td>ROW</td>
<td>RIGHT OF WAY</td>
<td>A parcel of land set aside for transportation purposes such as a highway, pedestrian path, rail transport, etc.</td>
</tr>
</tbody>
</table>
Map 3 Existing Land Use Map

Sarpy County Comprehensive Plan

Existing Land Use

Legend
- SF Single Family Residential
- SF/Farmstead (Between 2 and 15 acres)
- SF/Farmstead (Between 15 and 40 acres)
- SF/Farmstead (Over 40 acres)
- Mobile Home Residential
- Multi Family Residential
- Agriculture/Undeveloped under 40 acres
- Agriculture/Undeveloped over 40 acres
- Business Park
- Commercial
- Light Industrial
- Heavy Industrial
- Extraction - Mining
- Utilities
- Public/Quasi-Public
- Parks and Recreation
- ROW
- Floodplain
- Floodway
- SIDs/Subdivisions

Existing Land Use: Definitions

Created By: CPS
Date: 2/10/2016
Revised: 10/18/2016
Software: ArcGIS 10.2
File: 130339.00

This map prepared using information from record drawings supplied by JEO and/or other applicable city, county, federal, or public or private entities. JEO does not guarantee the accuracy of this map or the information used to prepare this map. This is not a scaled plat.

Service Layer Credits: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User

Sarpy County Comprehensive Plan

SARPY COUNTY COMPREHENSIVE PLAN | 61
Map 4  Soils Association Diagram

SOIL ASSOCIATIONS

- 25 Marshall-Ponca Association
- 38 Albaton-Haynie Sarpy Association
- 28 Shell-Muir-Hobbs Association
- 35 Gibbon-Gothenburg-Platte Association
- 1 Monona-Ida Association

* Corporate Limits shown in lighter shaded areas

1.25 2.5 5 7.5 Miles

Bellevue
Papillion
La Vista
Offutt AFB
Springfield
Marshall-Ponca Association
Albaton-Haynie Sarpy Association
Monona-Ida Association
Gibbon-Gothenburg-Platte Association
Shell-Muir-Hobbs Association

N
Natural & Environmental Conditions

This section will review different environmental and natural resource issues which will provide opportunities and constraints upon future development within Sarpy County. These features help to identify those areas that are more limited or have high environmental value and should be preserved or developed to minimum intensity.

Soils

There are a number of natural constraints which determine future land uses in the county. The interaction of materials that have been deposited or accumulated by geologic process produced Sarpy County soils.

The characteristics of the soil at any given point are determined by:

1. the physical and mineralogical composition of the parent material;
2. the climate under which the soil material has accumulated and existed since accumulation;
3. the plant and animal life on and in the soil;
4. the relief, or lay of the land; and
5. the length of time the forces of soil development have acted on the soil material.

SOIL ASSOCIATIONS

The type of soils found throughout the county can be a major factor on what types of activity will be present in the area. Certain soils are more compatible for dryland crop production, while some soils do not lend themselves well to any crop production, and others are compatible to handle the demands of residential, commercial and industrial developments.


MONONA-IDA ASSOCIATION- Monona: Very deep, strongly sloping to very steep, well-to excessively drained silty soils on uplands. Ida: Deep, strongly sloping to very steep, well-to excessively drained silty soils on uplands.


GIBBON-GOTHENBURG-PLATTE ASSOCIATION - Gibbon: Deep, nearly level, somewhat poorly drained, silty soils formed in alluvium on bottomlands. Gothenburg: Shallow over sand and gravel, nearly level, poorly drained, sandy soils formed in alluvium on bottomlands. Platte: Shallow over sand and gravel, nearly level, poorly drained, sandy soils formed in alluvium on bottomlands.
**Slope**

The slope of soils within the county (Map 5) can have an impact on the land uses applicable to a specific site. Grading of steep hillsides changes the character of the landscape and adds cost to a development project, while developing steep hillsides to high density can increase erosion and affect neighboring properties.

Generally, slopes in excess of 6% are viewed as having a significant impact on development. Development in these areas should execute erosion management plans, and development on slopes over 15% should generally be discouraged. While the rolling hills of Sarpy County provide a great backdrop for rural subdivision development it also poses a great challenge to the builders when siting their developments. The county’s steepest slopes occur along the bluffs defining the Platte and Missouri valleys. Steep slopes are especially prevalent in the southwestern corner of the county as bluffs and ravines rise above the Platte valley.

**Floodway and Floodplains**

Flood Hazard Areas represent another set of environmental issues that need to be dealt with properly. As shown in the Floodplain diagram (Figure 16), floodplains include the Channel, the Floodway, and the Floodway Fringe. The Floodway includes the main channel of a stream or river and the area which handles the additional flows during times of flooding. The Floodway Fringe is the relatively flat area adjacent to the Floodway. Fringe area includes the total area engulfed by flood waters plus an additional 25% of the regulatory base flood discharge. The Floodway Fringe, when combined with the Floodway, is known as the 100-year Floodplain. Other floodplains can consist of a 10-year, 50-year, and 500-year storm event. The 100-year floodplain represents an area that has a 1% chance of flooding every year or 100% chance of flooding at least once in a 100-year period. The 100-year floodplain is used as a guide for development areas within counties and communities.

Map 6 depicts the considerable amount of Sarpy County land within the Flood Hazard Area. Affected areas in Sarpy County include the Platte River floodplain on the western and southern edges of the county, the Papillion Creek system and its tributaries, the Missouri River floodplain, and narrow reaches along Buffalo and Springfield Creeks. Within these areas, special construction and development criteria must be undertaken in order to eliminate the potential for extreme damage and loss of life during a flood event. The Papio-Missouri River Natural Resource District, Sarpy County, and the Federal Emergency Management Agency (FEMA) administrate the laws governing these Flood Hazard Areas.

Additional floodplain guidance and regulations are detailed in the Sarpy County zoning regulations.

Figure 16  General Floodplain Diagram
Map 5 Sarpy County Slope Diagram

Source: The Sarpy County Plan (2005)
Map 6: Sarpy County Floodplain

Legend:
- Location of Floodway and 100-Year Floodplain

Source: The Sarpy County Plan (2005)
As development occurs, the county should be aware of its surroundings and take precautions with new federal regulations and higher flood insurance premiums. Building within a floodplain is discouraged due to the difficulty of ensuring safety and the potential damage a development can have on that natural environment. Alternative land uses for 100-year floodplains are less intensive uses such as agriculture, recreation, or open space.
Urban Suitability
This factor, depicted in Map 7, measures the ability of various structural soils to support basements or shallow foundations. More limited conditions are associated with high water tables, flooding, organic layers, or other characteristics that cause movement of foundations. In Sarpy County, these areas are generally coincident with floodways and floodplains. Soils in the hills above the Platte in the western part of the county display moderate limitations for foundation construction.
Map 7  Sarpy County Urban Suitability

Legend:
- Slight Limitations
- Slight to Moderate Limitations
- Moderate to Severe Limitations
- Severe Limitations
- Quarries
- Undefined

Source: The Sarpy County Plan (2005)
**Septic Suitability**

This factor (Map 8) measures the ability of soils to accommodate septic systems. Generally, soils that are not suitable for septic systems include those that are so sandy that wastes drain rather than percolate; or are sufficiently impermeable as to prevent percolation. In areas with serious limitations, septic systems should not be utilized, or require larger lot areas or special construction techniques. Future urbanization of the county should be supported by municipal services such as sanitary sewers in many parts of the currently undeveloped county. As a result, septic suitability is a less important factor for the long-range future. Severely limited areas correspond to streams and floodplains, and bluffs and soil types along the edge of the Platte Valley on the western edge of the county.
Wooded Areas

Woodlands are not a common environment in undeveloped Sarpy County’s largely agricultural environment. As such, wooded areas are of particularly important value. Woodland environments are associated with hillsides rising above ravines and drainageways, and are most common in the southwestern portion of the county. Wooded areas also line the Platte River and are prevalent in the riverine forests above the Missouri River (including Fontenelle Forest). The woodland areas of Sarpy County are depicted in Map 9.

Map 9 Sarpy County Significant Vegetation

Source: The Sarpy County Plan (2005)
Map 10 Sarpy County Wetlands

Source: The Sarpy County Plan (2005)
Wetlands
Wetlands are another primary environmental resource, present but relatively uncommon in Sarpy County. Wetland resources identified by the National Wetlands Inventory are generally associated with the Platte River and several other scattered locations in the county. Map 10 displays the designated wetland areas of Sarpy County.
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
[SECTION 3.2]

ENVISION

Land use and growth were main topics of discussion during the August 31, 2015 Comprehensive Plan public workshop. Many visitors stopped by the workshop station to express their opinion of where and how Sarpy County should grow and develop. By viewing maps and discussing with the consulting team, the public was able to pinpoint their views on the optimal growth scenario for Sarpy County.

Housing Choice

The County should focus on providing greater housing choices for all incomes located in close proximity to existing services and infrastructure. With the high quality of life, highly-rated school districts, low crime and easy access to public amenities, the housing growth pressure is anticipated to increase.

Housing needs for the future population of Sarpy County include mixed-use housing, starter homes, multi-family, villas, senior living housing, townhomes, and accessory units or granny flats. Increasing diversity within the area housing market will help cater to a very diverse population base in Sarpy County. With a high number of both young adults and baby boomers, non-traditional housing options can appeal to both generations. These forms of housing (mixed-use, multi-family, accessory units, etc.) create more density in development; resulting in compact, walkable communities that best serve the interest of young families and retirees alike.

Future housing should be of greater density and limit the number of rural acreages allowed in the county. New development should occur contiguous to communities or major corridors when utilizing the sanitary improvement district financing mechanism. Above all, new housing should be market-driven and based on the demand of current and future residents want to buy.

Siting New Development

The public feedback from the workshop identified the need to better locate new development where infrastructure currently exists (i.e. within cities) or where new services are planned such as the sanitary sewer plan for South Sarpy County. Focusing development in these areas will also prevent agricultural land from being taken out of production from spot-developments.

Sarpy County residents value the blend of urban and rural environments found within the area. In order to maintain this relationship, residents proposed that new development should occur contiguous to existing development, within city jurisdictions. New development should be compact to reduce sprawl, thereby maintaining an urban/rural dichotomy in Sarpy County.

That said, Sarpy County provides a market for rural-based acreage development relatively unique to the Omaha Metro. Many existing and potential residents desire this rural lifestyle and a market for this residential choice will be persistent in the area. Residents do not wish to eliminate this housing opportunity, but do want to manage its impact on agriculture production, land conservation efforts, infrastructure demand, and communities’ ability to grow.
### Land Use
1. What kind of neighborhood would you like to live in?
   - A. A Standalone single-family neighborhood with trails and small parks with connections to other uses made primarily through driving. **57**
   - B. A separate apartment setting with community facilities in close proximity to commercial and recreational uses but accessed primarily by driving. **2**
   - C. A walkable, mixed-use neighborhood where there are a variety of housing types, styles and price-ranges located throughout the community. **43**
   - D. Other. **15**

2. Where should new development be built in Sarpy County? (circle one or more)
   - A. Only within city limits of the five communities. **36**
   - B. New housing should be in the cities and non-residential uses should be in the incorporated areas of the county. **19**
   - C. Only areas that can be served by sanitary sewer. **63**
   - D. Commercial and industrial development should be along I-80 and highways. **37**
   - E. Other. **19**

3. What is the county government’s role in new development? (circle one or more)
   - A. Build new infrastructure to encourage and promote growth. **62**
   - B. Permit and monitor new developer installed infrastructure. **59**
   - C. Provide framework for new Sanitary Improvement Districts. **50**
   - D. Protect the natural resources and conserve the open land. **80**
   - E. Other. **18**

### Uniform Design Guidelines
As the cities of Sarpy County continue to grow outward, they expand their regulatory authority through the extensions of their extraterritorial jurisdictional (ETJ) boundaries. The expansion of jurisdictions risks placing new regulations on properties that, prior to expansion, had none. The development of design guidelines would help alleviate this issue by creating an additional set of guidelines for areas currently under County jurisdiction, but likely to be annexed in the next five or more years.

One relevant example of this eventual boundary shift is the City of Gretna. The continued population growth of Gretna puts the city in position to become classified as a First-Class City. This new authority would provide the city with greater annexation powers and an expansion of the extraterritorial zoning jurisdiction (ETJ) from a one-mile to a two-mile boundary. As a result, this land would transfer to Gretna’s control and no longer be regulated by Sarpy County’s zoning regulations.
When consulted about the introduction of uniform design guidelines, every city and the county agreed this would be beneficial to all parties. One suggestion was to develop overlay districts for major transportation corridors to encourage well-built development in these high-traffic areas. Another recommendation was to require certain design standards for all commercial and industrial development.

Public input was nearly unanimous in its support for some level of design guidelines governing development. Most feel that at least all commercial and industrial development should be held to design guidelines to promote attractive development in Sarpy County. The greatest perceived needs for design guidelines in Sarpy County related to signage, landscaping, building materials, and parking lots.

Figure 18  **Public Workshop Survey: Uniform Design Guidelines**

<table>
<thead>
<tr>
<th>Visual Design Preference</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. What kind of development (if any) should be governed by design guidelines? (circle one or more)</td>
<td></td>
</tr>
<tr>
<td>A. All development</td>
<td>77</td>
</tr>
<tr>
<td>B. Areas visible from I-80 and highway corridors</td>
<td>21</td>
</tr>
<tr>
<td>C. All commercial and industrial development</td>
<td>30</td>
</tr>
<tr>
<td>D. Commercial and industrial development along I-80</td>
<td>14</td>
</tr>
<tr>
<td>E. None</td>
<td>9</td>
</tr>
<tr>
<td>H. Other</td>
<td>10</td>
</tr>
<tr>
<td>2. Which transportation corridors should have design guidelines? (circle one or more)</td>
<td></td>
</tr>
<tr>
<td>A. I-80</td>
<td>47</td>
</tr>
<tr>
<td>B. Highway 370</td>
<td>68</td>
</tr>
<tr>
<td>C. Highway 50</td>
<td>50</td>
</tr>
<tr>
<td>D. Highway 75</td>
<td>43</td>
</tr>
<tr>
<td>E. Highway 6/31</td>
<td>31</td>
</tr>
<tr>
<td>F. Other</td>
<td>124</td>
</tr>
<tr>
<td>3. What is the greatest need for design guidelines to regulate in the county? (circle one or more)</td>
<td></td>
</tr>
<tr>
<td>A. Building materials</td>
<td>38</td>
</tr>
<tr>
<td>B. Load docks and rooftop equipment</td>
<td>33</td>
</tr>
<tr>
<td>C. Landscaping</td>
<td>52</td>
</tr>
<tr>
<td>D. Signage</td>
<td>62</td>
</tr>
<tr>
<td>E. Building orientation</td>
<td>39</td>
</tr>
<tr>
<td>F. Parking</td>
<td>41</td>
</tr>
<tr>
<td>G. Building height</td>
<td>31</td>
</tr>
<tr>
<td>H. All of the above</td>
<td>40</td>
</tr>
<tr>
<td>I. Other</td>
<td>13</td>
</tr>
</tbody>
</table>
[SECTION 3.3]

ACHIEVE

Land Use & Growth Management Vision Statement

Sarpy County’s land use policies are determined by balancing the urban growth needs and agriculture industry. A phased approach to support future population expected to migrate into the county is necessary to protect the urban reserve zone from ad hoc development. The land use priority lays the framework for orderly and compatible development. This mindset is achieved through land use designations and thoughtful decisions for the future fiscal responsibility of Sarpy County communities that will serve the future populations.

County Growth Plan

The definitions of the growth management zones in the Sarpy County Comprehensive Plan are intended to bring together all of the existing known data and characteristics about the county and shape the pattern of development of the foreseeable future. Maps and policies in this section are utilized to delineate how development is viewed and regulated based off of environmental conditions and the efficient delivery of utility service throughout Sarpy County. This element is not intended to provide specific locations for future land uses, but rather to describe broad-based policies that can be used to clearly explain the County’s vision for growth. This vision is intended to be further regulated in adopted zoning and subdivision regulations.

The purpose behind growth management policies is to manage future market demands in a way that protects prioritized areas for rural conservation, and facilitates growth in a way that maximizes public investment in infrastructure. The efficient use of public funds, provision of public services, and retention of agricultural uses depend on a defined approach to the pattern of development. The policies established in this section provide for that approach while relying on zoning regulations to implement its vision.

The following analysis is not intended to dictate the land use types that should or should not occur in a particular area; rather, it has been developed as a guide for the intensity of development in areas deemed most appropriate. County leaders should use this information when planning for public improvement projects and prioritizing resource expenditures. Developers should use this information when selecting potential sites for development and requesting initial public services or extensions.

County Growth Zones

The four County Growth Zones generally identify different levels of development primarily based upon their ability to be served with sanitary sewer infrastructure, largely established by the 2016 South Sarpy County Sanitary Sewer Study, prepared by HDR, Inc. However, other criteria were also considered in establishing varying intensities of development: proximity to major transportation routes, existing land use densities, environmental sensitivity, agricultural utilization, etc. Utilizing the characteristics of these and other important factors, each of the different policy areas will be applied to relevant portions of Sarpy County. The result of the concept will be a broad based policy statement designed to encourage growth and development into specific areas of Sarpy County based upon a well-designed management approach.
The County Growth Zones defined for Sarpy County are:

- Conservation Zone
- Urban Reserve Zone
- Urban Development Zone
- Rural Development Zone

**Conservation Zone**

The Conservation Zone is intended to recognize the rural character and environmental resources of much of Sarpy County. This zone will preserve existing agricultural uses and provide for rural acreage development not intended to be served with public utilities. The areas defined as Conservation Zone are done so in recognition of environmental constraints, and to enhance the benefits of agricultural uses to the local economy. Examples of environmental constraints include: floodplains, wetlands, steep slopes, riparian corridors, woodlands, etc.

This zone is also defined based on the overall difficulty, or expense, of extending infrastructure and utility services to development in the zone. The limitations on higher density development in the Conservation Zone is not solely based on environmental conservation or infrastructure/utilities, but a combination of the two.

**Urban Reserve Zone**

The Urban Reserve Zone is intended to manage growth in areas identified to be eventually serviceable with sanitary sewer and other public utilities. While these areas are capable of eventually serving future development with infrastructure, the phasing of utility extensions are long-term public investments. In order to facilitate the transition of agricultural land to urbanized area, development in this area will be limited and regulated by build-through subdivision regulations. Based on the phasing of sanitary sewer extensions, much of the identified area in the Urban Reserve Zone will be developed well beyond the planning horizon analyzed for this Comprehensive Plan.

Development in these areas should be designed in a way that minimizes impact on surrounding uses, i.e. cluster development. The Urban Reserve Zone should be continually evaluated and monitored. As urban scale infrastructure (sanitary sewer, roadways, and other improvements) becomes available on the periphery of the zone boundary, the county should assess area transitions into the Urban Development Zone.

**Urban Development Zone**

The Urban Development Zone is intended to provide opportunity for immediate investment and development. These are the areas of the County that are best able to support urban and suburban-scale densities with corresponding infrastructure extensions. The provision for these extensions should be detailed in Sarpy County’s adopted Subdivision Regulations. Development in these areas must be served with public utilities in a manner that is coordinated with Sarpy County cities.

**Rural Development Zone**

The Rural Development Zone is established to recognize existing development of rural-residential estates in the identified area. This zone will continue to facilitate the development of low density rural housing that will not be served with public utilities.
The rate of growth in Sarpy County in recent decades warrants due consideration to the impact on public services and the environmental footprint of the expanding built environment. For example, Sarpy County’s location along the Platte and Missouri Rivers, including their confluence, yields some of the most fertile farm ground in the Midwest. Recognizing these issues, Sarpy County leadership has developed this Comprehensive Plan to implement a growth management strategy that ensures responsible and sustainable growth patterns.

Land Use & Growth Goals and Policies

The following goals and policies are reflective of the identified need for a proper growth management strategy in Sarpy County.

LND 1 The County should utilize the Comprehensive Plan to identify areas for implementation of appropriate zoning and subdivision regulations to facilitate responsible growth and development.

1.a An Urban Development Zone will be established to facilitate urban-scale growth in areas that can be served immediately by public utility extensions prior to, or in conjunction with, new development.

The Urban Development Zone is to be created to facilitate the urban growth demands of Sarpy County. These zones are established in accordance with the South Sarpy County Sanitary Sewer Study and represent areas currently served by urban services. By guiding urban scale growth to these areas, the County is promoting compact, contiguous growth and the most efficient provision of infrastructure and utilities.

1.b An Urban Reserve Zone will be established to identify and dedicate areas of the county that may be served by public utilities in the long-term future. Development in this area will be subject to regulations relating to build-through subdivisions to protect farmland in the near-term and assist in the transition of land from rural to urban use.

Establishing the Urban Reserve Zone will promote urban-scale growth for Sarpy County communities. The goal of the Urban Reserve Zone is to facilitate the long-term transition of rural land to urban development at densities which will support infrastructure costs.

1.c A Conservation Zone will be established to protect environmentally sensitive, or critical areas from urban-scale development. Development in this area is not intended to be served with public utilities or urban-scale infrastructure.

The intent of the Conservation Zone is to protect prioritized or critical areas from urban-scale development. Regulations relating to this area will conserve agricultural and environmental lands, an established asset to Sarpy County.

1.d A Rural Development Zone will be established to accommodate land use trends of large-lot residential and appropriate rural uses. Development in this area is not intended to be served with public utilities or urban-scale infrastructure.

The intent of the Rural Development Zone is to accommodate areas of large lot residential development and other rural land uses.
LND 2  Develop a cohesive county-wide land use pattern that ensures compatible and complementary relationships between land uses and jurisdictions.

2.a  The County land use plan will designate land use areas and guide development to appropriate areas in order to ensure desirable land use patterns. The plan will provide for public infrastructure in urban areas, minimize conflicts of land uses, preserve the natural environment, manage growth, promote orderly development, and preserve and transition agricultural land until it is ready to be developed at urban/suburban densities.

The Sarpy County Future Land Use Plan was developed to minimize land use conflicts by incorporating the various land use plans of the cities within the County. These plans were utilized when developing land use areas adjacent and near the zoning jurisdictions of Sarpy County communities. The Sarpy County Future Land Use Plan will be a tool that harmonizes growth trends of independent and diverse jurisdictions throughout the county. The future land use plan was designed to coordinate this growth for compatibility at full build-out.

2.b  Future land use designations and corresponding zoning classifications shall be amended only when it can be demonstrated that such modifications are in the best long-term interest of the county. Such amendments shall not have an adverse effect on land use compatibility nor be inconsistent with the goals and policies of the Sarpy County Comprehensive Plan.

The Sarpy County Future Land Use Plan was adopted to reflect the highest and best use of land throughout the county as well as to complement the land use plans of all jurisdictions within Sarpy County. Land use designations and zoning should not be changed simply to accommodate a proposed use, but should be established and maintained to the extent necessary to ensure compatibility of adjacent land uses and facilitate growth of adjacent jurisdictions.

2.c  Sarpy County should not approve a development or subdivision that is:

- inconsistent with the County's adopted Comprehensive Plan, detailed area plans, infrastructure and utility plans, or long-range transportation corridor plans or studies;
- inconsistent with the County's right-of-way standards, or standards established in long-range transportation corridor plans or studies;
- lacking necessary local paved road plans, approved by the County, to serve the subdivision or development within a timeframe consistent with development, or does not conform to roadway policies;
- lacking adequate sanitary sewer and potable water capabilities;
- lacking adequate storm water drainage, storm water treatment facilities, or storm water management either within the development site or downstream;
- inconsistent with any other standards addressed in adopted zoning regulations, subdivision regulations, or design standards;
- inconsistent with other adopted decision criteria,
- inconsistent with the Comprehensive Plan unless the proposed development or subdivision furthers another more important Comprehensive Plan objective. In which case, the County should, for good planning purposes, allow development that is different than the Comprehensive Plan might call for in certain areas.
• inconsistent with the Comprehensive Plan unless there have been substantial legal, physical, or infrastructure changes that formed the basis for the Comprehensive Plan, in which case the Comprehensive Plan should be amended so as to allow for an support the change.

The County shall maintain clear standards for approval of development and subdivision plans in order to implement the vision of its Comprehensive Plan.

2.d The Sarpy County Planning and Public Works Departments shall serve as a resource for communication with city staff on regional planning issues. This includes specific studies and plans that may result in future growth.

Collaborative planning efforts between jurisdictions will result in more efficient planning and development with the potential for fewer conflicts in land use and planning implementation.

2.e When utilizing traditional use-based zoning, transitional areas, buffer zones, and screening shall be incorporated to minimize conflicts of adjacent, but potentially conflicting land uses. Natural features such as drainageways, topography, tree-lines, etc. shall be utilized wherever possible. Where natural buffers are not available, buffers such as berms, roadways, landscaping or fencing should be developed. Where conflicting land uses occur, appropriate regulations to preserve as much transitional area as possible (lot size requirements, setback minimums, building orientation, site design, buffering, etc.) should be established.

The utilization of transitions can be alleviated by the use of mixed-use or master planned developments which utilize siting and construction typologies to minimize land use conflicts.

Establishing transitional areas minimizes potential negative effects of conflicting land uses; noise, traffic, lighting, etc. Natural transitions also incorporate the built environment within a rural or environmental setting.

LND 3 Manage development and stage infrastructure investments in a manner that supports contiguous land development throughout Sarpy County to provide for fiscally responsible growth management.

3.a Identify land suitable for development in unincorporated Sarpy County based on the feasibility of infrastructure expansions over the next several decades. Dedicate land uses of these areas based on their long-term highest and best use and compatibility with adjacent land uses.

The growth pressures throughout Sarpy County have the potential to result in short-sighted development that does not account for the future build out of the county in its entirety. Land use dedication should be implemented with the long-term build out of the county in mind.

3.b Promote land use development within the zoning jurisdictions of municipalities and the Urban Development Zone.

Infrastructure service should be implemented in cooperation with appropriate entities to ensure the efficient utilization of resources and local control of the built environment.
3.c Prioritize the dedication and acquisition of right-of-way along planned transportation corridors prior to, or in conjunction with, their implementation.

Traffic demand pressures on the transportation network in Sarpy County will exponentially increase with population. Preserving right-of-way prior to development reduces acquisition costs and delays in implementation while ensuring best practice in the design and integration of roadways with the surrounding area.

3.d The cost of extending infrastructure and increasing capacities should be shared by the development generating the need for such improvements. Funding mechanisms should be established relating to a fee structure of sharing costs proportionately by development(s) that benefit from facility improvements relating to: Parks; Stormwater Management; and Transportation.

The expense of servicing new development should not fall solely on existing residents of Sarpy County. Developments should pay for a significant share of improvements required due to the increase in demand and use of public facilities. Over-builds are often an important policy for staged infrastructure investments, which can be recouped with development fees. Over-building is a phasing process by which a single subdivision will build excess infrastructure capacity to facilitate the development of future subdivisions along the served route. The cost of the excess infrastructure is then reimbursed via a fee or other financial mechanisms, paid by adjacent developments and the County.

3.e Develop a Capital Improvement Program (CIP) to properly plan and budget for public improvements to support population growth and quality of life.

A systematic budgeting process for public improvements increases oversight and transparency in County government expenditures, and allows for a systematic, programmed, and proportional use of taxpayer dollars.

LND 4 Balance the growth of the built environment throughout Sarpy County with preservation and conservation of environmental resources and agricultural production.

4.a Sarpy County should maintain an Urban Reserve Zone as part of the Comprehensive Plan that identifies and allocates developable land based on infrastructure and utility service. Development patterns in this area shall be designed in a manner that allows for build-through subdivisions.

An Urban Reserve Zone shall be preserved for future higher intensity urban land uses. By establishing appropriate land use regulation, this area can be maintained as farmland in the near-term and be protected from less intensive uses that may interfere with the systematic growth of municipalities and associated urban-density developments. Rural development that occurs in this overlay shall be subject to build-through subdivisions allowing for the appropriate transition to urban-density development. An Urban Reserve Zone may be a long term reservation of land use, even extending beyond the planning period of an individual comprehensive plan.
4.b  Select areas of the county should be identified for rural land use patterns to preserve open space, critical habitats, and natural resources.

There are areas in Sarpy County that will not be served by sanitary sewer. When identified, these areas should reflect rural land uses to provide diverse lifestyle opportunities and conserve environmental or agricultural priority areas.

The Platte and Missouri Rivers provide a unique draw and resource for Sarpy County – especially at their confluence. By preserving these areas in their natural state, Sarpy County can protect the rivers and utilize them as an amenity for tourism, recreation, and open space.

4.c  The preservation of agricultural uses and operating farms within the Conservation Zone of the Sarpy County Comprehensive Plan should be a priority in planning and development decisions. Correspondingly, the County shall protect agricultural operations from the encroachment of conflicting low-intensity acreage development through the use of clustering in areas designated to have minimal effect on agricultural uses or environmentally sensitive areas.

Maintaining the Conservation Zone for low intensity development and protecting environmentally important/sensitive areas is an important element of the Comprehensive Plan as recorded in public input.

Clustering acreage development into areas of less productive or undesirable farmland provides economic support to farmers with land less suitable for farming. Clustering also provides a low intensity residential living option to fulfill the market demand in this area.

4.d  Sarpy County should enforce conservation provisions established in this Comprehensive Plan to identify and conserve environmentally sensitive areas.

Conservation provisions established later in this chapter establish criteria for identifying and conserving environmentally sensitive areas in Sarpy County.

LND 5  Developments should be built and designed in a manner that contributes to and enhances the quality of life in Sarpy County.

5.a  Ensure that Sarpy County, along with local jurisdictions within, provide diverse options in relation to lot size, density, and type for all land uses.

Sarpy County and the municipalities located within the county represent a primary area of residential growth for the Omaha-Council Bluffs MSA. However, a public priority lies in preserving the unique environmental resources found in the area, including agriculture production. Offering a range of development options in a managed fashion will result in a more diverse, well-balanced, and prosperous region.

5.b  Commercial and industrial development should be located in areas serviced by public infrastructure and utilities.

High-level users of public utilities and transportation infrastructure will best serve the county being located where infrastructure extension is minimal. This will ensure the proper phasing of infrastructure investment and manage build-out to desired areas of the county. Locating job centers near existing population will also ease the burden of commuting miles driven.
5.c 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.

Coordinating the development of public infrastructure and facilities will enhance the overall connectivity and continuity of public amenities, thereby creating comprehensive systems available throughout the county. The infrastructure and amenity systems that should be connected include:

- Trails
- Parks
- Roadways and transportation access
- Utilities
- Stormwater management

5.d Commercial and industrial development should be built of high architectural and aesthetic quality.

The consensus of the public participation process expressed that commercial and industrial development in the County’s jurisdiction should be built to architectural and design standards compatible with those required by Sarpy County cities.

5.e Sensitive natural features such as steep slopes, erodible soil, dense woodlands, prairies, wetlands, etc. should be protected and reflected in the Conservation Zone. The County should consider developing and implementing mitigation guidelines that replace destroyed sensitive areas such as wetlands.

The Conservation Zone should continually reflect environmentally sensitive areas for preservation. Not only are these areas not suitable for development, they can be utilized as passive recreation, natural buffers, and provide other environmental amenities for Sarpy County residents.

5.f County Subdivision Regulations should reflect standards for development and grading along waterways to allow the waterway to meander and erode; or for man-made stabilization techniques to be installed. These standards should allow for a maintenance access easement.

Subdivision Regulations should prevent development too close to waterways to protect the natural amenity as well as the development itself. To best protect these areas, a minimum easement/right-of-way should be considered which provides the wider of the 100-year flow, or the width determined by a 3H:1V slope plus 50 feet on each side of the channel projected up from the lowest point in the channel to the overbank ground surface.

5.g Commercial and mixed-use land uses are encouraged to be placed along arterial corridors. Commercial development should be placed within the 1/4 mile access point off of arterial roadway intersections.

To encourage maximum accessibility from major intersections, commercial development should take place adjacent to the intersections of arterial corridors.
5.h The size and density of commercial centers should be commensurate to the size of the adjacent arterial roadways serving the development. In other words, larger commercial centers should be located on major (4-6 lane) arterial roadways while smaller centers should be placed on minor (4 lane) arterial roadways. Standards 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 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 (AFB) Community Planning Office for review and comment.

The Military Compatibility Area Overlay District (MCAOD) is established in the Offutt AFB 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 an economic development priority of Sarpy County and any development affecting the base should be compatible with its optimal utilization.
Map 12  Future Land Use Map

Legend
- Agriculture
- Residential Estates
- Low to Medium Density Residential
- Medium to High Density Residential
- Mixed Use Area
- General Commercial
- Business Park
- Light Industrial
- Heavy Industrial
- Parks, Recreation, and Open Space
- SIls/Subdivisions
- Proposed Roads
- Major Roads
- Potential Interchange
- Drainage Ridge Line
- Floodplain
- Floodway

Sarpy County Comprehensive Plan

Future Land Use

Created By: CPS
Date: 2/10/2016
Revised: 09/07/2017
Software: ArcGIS 10.2
File: 130339.00

This map was prepared using information from record drawings supplied by JEO and/or other applicable city, county, federal, or public or private entities. JEO does not guarantee the accuracy of this map or the information used to prepare this map. This is not a scaled plat.
Future Land Use Plan

Utilization of the Sarpy County Future Land Use Plan will result in the prioritized balance of land development throughout the county. Adherence to the land use policies outlined will assist the county and its growth to avoid conflicts between incompatible land uses and the proper connectivity of land use intensities adjacent to key transportation corridors.

The proposed land uses and their locations were carefully dictated by public input and by incorporating the land use plans for each of the municipal jurisdictions throughout Sarpy County. The result is a plan that maximizes the utilization of Sarpy County’s jurisdiction while minimizing any conflicts of the anticipated build-out of each community within Sarpy County.

The Future Land Use Plan represents a snapshot of the anticipated growth of Sarpy County. The Sarpy County Growth Management Plan in the following section represents the anticipated phasing of this plan largely based on the build-out of public utilities throughout the county. These growth plans are not intended to be static documents. They should evolve as development opportunities arise in the best interest of Sarpy County.

The following land use designations provide general development guidelines to be applied. These designations are identified in the countywide Future Land Use Map (Map 12).

Agriculture (AG)
The Agriculture land use area is intended to accommodate continued agricultural uses. These areas are generally located in the Platte River Valley and other areas where development is restricted or unlikely or in areas where agriculture should be protected from development. Characteristics of the AG category include:

- Location in areas where community services (water and sanitary sewer) will be difficult and/or costly to provide,
- Location in areas determined to have unique or sensitive natural areas, including stream corridors, tree stands, floodplain, wetlands, and natural habitat areas,
- Accessory buildings are allowed at an agricultural scale,
- Generally, uses within this area include agricultural uses, single-family residential in accordance with appropriate zoning districts, parks/recreation/open space, and associated accessory uses.

Residential Estate (RE)
The Residential Estate land use area is intended to accommodate large lot residential development. It is intended to accommodate continued low density development in rural areas. Generally, these areas are not currently served by municipal utilities, and are not planned to be served in the future. As current conditions provide, these areas are best served with individual wells and septic systems. Residential Estate areas are generally located along the periphery of communities and the county where land use is less dense, sharing similar qualities with neighboring Agricultural land use areas. Characteristics of the RE category include:

- Location in areas where public utilities are not available,
- Location in areas determined to have unique or sensitive natural areas, including stream corridors, tree stands, wetlands, and natural habitat areas. The larger lots allow for greater
potential to preserve natural amenities through the use of conservation easements and common open space,

• Accessory buildings may be allowed at a scale between typical suburban development and farm buildings,

• Uses within this area include single-family residential in accordance with appropriate zoning districts, churches, parks/recreation/open space, and associated accessory uses,

**Low to Medium Density Residential (LMDR)**
The Low to Medium Density Residential land use area is intended for typical suburban scale residential development densities. This category represents one of the most common residential land use types, and is located in areas that are experiencing growth and have an established transportation network and infrastructure. Characteristics of the LMDR category include:

• Locations adjacent to contiguous development to provide convenient access to transportation routes, commercial areas, jobs, schools, parks and recreation areas, and public services,

• Accessory structures should be limited in size to reinforce the pedestrian scale of neighborhoods,

• Pedestrian connectivity will be important; the public sidewalk and trail system should provide ample opportunities for residents to access destinations or for enjoyment,

• Pedestrian connectivity within development and to adjacent communities and other land uses is required and should follow the County's Trail Plan (Appendix B),

• The area will include densities ranging from one to four dwelling units per acre,

• Uses within this area include single-family residential dwellings, neighborhood commercial, public and quasi-public use, parks/recreation/open space, and home occupations.

**Medium to High Density Residential (MHDR)**
The Medium Density Residential land use area is intended to provide higher residential densities than LMDR. This land use will provide smaller lots, single family and multi-family residential uses and is found in areas adjacent to community jurisdictions, established subdivisions, and along established transportation corridors. The location of these areas should be adequately served by transportation facilities and near abundant employment opportunities. This area will also have a significant role as a transitional use between commercial and business park areas and lower density residential development. Characteristics of the MHDR category include:

• Locations contiguous to community jurisdictions where uses can serve as transitions that buffer and/or screen lower density residential uses from commercial or business park uses and major streets/roads,

• Location in areas adequately served by transportation facilities, infrastructure, and near abundant employment opportunities,

• Neighborhood parks and open spaces should be included in all new developments,

• Pedestrian connectivity within development and to adjacent communities and other land uses is required and should follow the County's Trail Plan (Appendix B),

• The area will include densities ranging from five to ten dwelling units per acre,

• Uses within this area include small lot single-family and two-family residential dwellings, multi-family residential, neighborhood commercial, and public and quasi-public uses.
**Mixed Use Area (MU)**
The Mixed Use land use areas encompass all retail, office, service uses, educational, and medium to high density residential uses. Commercial uses may vary widely in their intensity of use and impact, varying from low intensity offices to higher intensive uses such as convenience stores, restaurants, copy centers, fitness centers, medical centers, and educational campuses. Characteristics of the MU category include:

- Located near areas experiencing development approximate to community jurisdictions and along arterial and collector transportation routes,
- Location where uses can serve as a transition between lower density residential areas and more intense commercial uses,
- Neighborhoods should be served by commercial developments, providing uses that serve the convenience and daily needs of nearby residents,
- Areas are developed as an overall site plan where interaction of uses are appropriate,
- Large-scale commercial developments should provide a mix of use types, including residential uses above the first floor, where appropriate,
- Consideration should be given to diversity of uses at intersections so competition of uses and redundancy is eliminated,
- Pedestrian scale and orientation will be an important design consideration for commercial and residential projects of all sizes,
- Pedestrian connectivity with and between developments shall be required through the use of the public sidewalk and trail systems. Such pedestrian opportunities will compensate for the density of development,
- The design and exterior surface treatments should reinforce existing development patterns; in newly developing areas design themes should strengthen the overall image of the development consistent with established design guidelines,
- Landscaping, berms, fences, and setbacks should be used to screen and buffer commercial uses and parking lots from residential uses and transportation corridors; the scale of which should be appropriate to the relationship between the uses,
- Buildings shall be oriented along corridors so that parking and loading docks are directed away from or screened from public right-of-ways and less intensive uses,
- Opportunities for outdoor recreation and open space will be an important design element and public/quasi-public uses will be allowed.

**General Commercial (GC)**
The General Commercial land use district is intended to accommodate a wide variety of commercial uses at various locations throughout the county. The designated areas are intended to be near existing municipalities, at major intersections of interstates, highways and/or arterial roads.

**Business Park (BP)**
The Business Park designation includes such developments as office parks, corporate campuses, data centers, and research and development parks. These transitions of land use are important to buffer any residential from higher intensity land use such as Industrial.
Business Parks are planned concentrations of office, trades, and construction services having interconnected internal road networks and shared open spaces. The individual buildings are sited so that they relate well to one another, and are of compatible design and materials. Business Parks can contain either office or light industrial uses, or both. Typical "flex" uses for Business Parks including warehousing, mini-storage, building trade offices and facilities, light manufacturing and assembling, and data centers. Typical office uses for both types of centers include large- and mid-sized corporate offices, as well as office space for smaller firms, office condominiums, and so forth.

Large business parks may also contain a limited amount of commercial space, concentrated into a central focus area. These commercial uses supply goods and services required by the firms located in the business park, such as office supplies, reproduction services, and dining establishments. If a business park is sited next to a neighborhood or community activity center, then that activity center may also serve as the focus area for the business park.

Institutional uses like hospitals and education campuses may also be provided in the focus area of a business park, but should be limited to those institutional uses that would not better serve the county by being located in either a neighborhood, community, or regional activity center.

**TYPE AND MIX OF LAND USES:**

- The focus area (if any) should incorporate some amount of formal outdoor space for public use, such as formal park or plaza, as one of the focal points for public interaction,

- Different land uses or activities may be placed adjacent to one another, or on different floors of the same building. Such mixing of land uses encourages a compact and pedestrian oriented business park.

- There need not be an associated medium and/or high density residential component surrounding the focus area of a business park (effectively creating a small mixed-use node), although it may be provided,

- Uses which should be avoided throughout a business park include:
  - most institutional uses
  - churches
  - heavy industry, smokestack industry
  - industries generating appreciable amounts of pollution, or odors that would be noxious to nearby residential areas
  - forestry and agriculture
  - supermarkets
  - large discount stores and other large retailers
  - establishments which don’t directly serve the business and employee needs of the business park.
**Light Industrial (LI)**
The Light Industrial land use area focuses on areas for light manufacturing and assembly, warehousing, business trade, and research and development operations. Location is important, as proximity to major roads and highways can help ensure heavy traffic avoids residential areas and prominent pedestrian activity centers. Location near railroad lines is also important. Careful consideration shall be given before designation of any industrial uses so as not to encroach upon or conflict with less intrusive uses or destroy important transportation corridors. The Light Industrial land use area is intended to accommodate less intensive industrial uses and also provide for some areas of larger lots having more intensive industrial activity when adjacent to railroads. Characteristics of the Light Industrial designation include:

- Locations that cater to the specific needs of the user, providing a level of water, sewer, and electrical capacity, closeness to major transportation routes, and lot sizes necessary to accommodate initial development and potential future expansions,
- Uses shall emit a minimal amount of noise, odor, waste, and other operational byproducts and incorporate adequate buffering and separation from adjacent uses,
- Significant landscaping and buffering should be used to screen industrial uses from view of nearby residential areas, other conflicting land uses and important view corridors,
- The design and exterior surface treatments should reinforce existing development patterns; in newly developing areas design themes should strengthen the overall image of the development consistent with established design guidelines,
- Strict control over signage, landscaping, and design is necessary for locations nearer to lower intensity uses and along transportation corridors,
- Uses within this area include warehousing, distribution, manufacturing, assembly, production companies, employment centers, construction services, self-storage facilities, data centers, etc.

**Heavy Industrial (HI)**
The Heavy Industrial land use area focuses on areas for intense industrial designations. Location is important, as proximity to interstates and highways can help ensure heavy traffic avoids residential areas and prominent pedestrian activity centers. Location near railroad lines is also important. The Heavy Industrial land use area is intended to accommodate intensive industrial uses that would have potential for conflicts with other land uses. Characteristics of the Heavy Industrial designation include:

- Locations that cater to the specific needs of the user, providing a level of water, sewer, and electrical capacity, proximity to major transportation routes, and lot sizes necessary to accommodate initial development and potential future expansions,
- Significant landscaping and buffering should be used to screen industrial uses from view of conflicting land uses and important view corridors,
- Uses within this area include manufacturing, assembly, production companies, etc.
**Parks, Recreation, and Open Space (PRO)**
The Parks, Recreation and Open Space land use area accommodates those undeveloped properties that are intended to benefit the public by remaining undeveloped as open space or parks. However, many of the areas identified tend to be already developed with uses specific to this category. The reason for this is that speculation with respect to future public and quasi-public uses can artificially inflate the underlying land value to the detriment of the County, State and/or NRD finances and the county residents. In addition, not all existing or proposed parks, recreation, and open space land uses are identified by way of Parks and Recreation Land Use designation since these uses are typically allowed outright or by conditional use in varying zoning districts. Characteristics of the PRO category include:

- Locations that are dispersed throughout the county for easy access, or are important and appropriate to the function served,
- Uses within this area include parks, passive and active recreation areas, ball fields, trails, and natural areas, as well as drainage and flood control structures such as detention or retention facilities, lakes, drainage swales, and floodplain areas. Other residential and commercial uses that are designed to be complementary to the park and recreation space may also be allowed.

**Zoning Relationship to the Future Land Use Plan**
The land use categories of the Comprehensive Plan are utilized to define different use types, characteristics, and densities. These categories have been chosen to reflect the basic use and intensity to which land in the County’s jurisdiction is proposed to be developed. While the categories define land uses, they are intended to do so in a general manner; these land use categories are the basis for underlying zoning districts, but are not the same as zoning districts. Any number of zoning districts may be appropriate in a single land use category. This relationship is explored in further detail in Appendix A.

**Conservation Provisions**
The following conservation provisions are established to preserve and protect environmentally sensitive areas. The following policies generally allow the use of conservation techniques by which new developments permanently designate a portion of subdivisions fully or partially located in environmentally sensitive areas to establish independent conservation areas. Property within the Environmentally Sensitive Areas identified in Map 14 is subject to the following conservation policies.

**ENVIRONMENTAL PROTECTION**
The levels of environmental protection are established utilizing the Growth Management Plan. This relationship is due to the availability of infrastructure and utilities in these areas. The intent of this correlation is to reserve land in the Urban Development, Urban Reserve, and Rural Development Zones, for full development potential. This reservation of land is based on the ability to finance infrastructure and utility development to serve development in these areas.

A development in an environmentally sensitive area shall comply with the following standards:

- Environmentally sensitive areas should be preserved as open space in the form of platted outlots designated as conservation easements.
- The location of conservation areas for preservation include:
  - A greenway buffer along all water bodies and watercourses equating to a 3:1 foot slope...
plus fifty feet from the edge of the water level, and a 50-foot greenway buffer alongside wetlands, soils classified as “very poorly drained” in the medium intensity county soil survey of the USDA Natural Resources Conservation Service.

(B) Wetlands not included in the National Wetlands Inventory.

(C) 100-year floodplains.

(D) Tree canopy, individual specimen trees, or small stands of significant trees.

(E) Aquifer recharge areas and areas with highly permeable (“excessively drained”) soil.

(F) Significant wildlife habitat areas.

(G) Historic, archaeological or cultural features listed (or eligible to be listed) on the National Register of Historic Places, or on inventories developed by the Nebraska State Historical Society.

(H) Slopes of a gradient higher than 15%

(I) Land with soils that do not support residential development.

(J) Native or original growth prairie.

MINIMUM AMOUNT OF OPEN SPACE CONSERVATION AREA

Developments in the Urban Development Zone, Urban Reserve Zone, or Rural Development Zone:

- 100% of designated environmentally sensitive areas, as identified on Map 14, shall be protected as a platted outlot when the sensitive area comprises 15% or more of the site. Or, subdivisions may designate at least 40% of the total site area as a protected outlot; whichever is less.

Developments in the Conservation Zone

- 40% of the total development area must be protected as an outlot with a conservation easement, regardless of the amount of presence of designated environmentally sensitive areas. Additional information on the conservation zone can be accessed in the Conservation Overlay District of the Sarpy County Zoning Regulations.
Applying Policies to Specific Development Decisions
The Residential Decision Matrix applies the previous policy statements to the decision-making process of private developers and public approving agencies. Figure 19 presents a matrix displaying the types of development that may be approved in each growth management zone based on conventional or conservation development styles.

The matrix displays a variety of combinations of development density and infrastructure systems, and displays the growth management zones within, which each development type should be permitted. Within the matrix:

- In cells marked "P," the development type would be permissible in appropriate zoning districts as a permanent, end-stage use.

- In cells marked "BT," large lot residential development may be allowed as part of a Build-Through Acreage development. In such a development, a portion of the parcel may be developed as large lot residential; the balance of the parcel must remain as urban reserve, with utility and street easements in place, to facilitate the eventual transition to a higher density and municipal services. Additional information on build-through acreage development can be accessed in the Build-Through Development District of the Sarpy County Zoning Regulations.

- In cells marked "CD," the Conservation Development Overlay District requirements of the Sarpy County Zoning Regulations shall apply.

- In cells marked "X," the indicated development type is generally not permitted.
Figure 19 **Residential Development Decision Matrix**

<table>
<thead>
<tr>
<th>Density</th>
<th>Utility System Required</th>
<th>Conservation Zone *</th>
<th>Rural Development Zone*</th>
<th>Urban Reserve Zone</th>
<th>Urban Development Zone</th>
</tr>
</thead>
<tbody>
<tr>
<td>20 + acres/unit</td>
<td>Individual</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>X</td>
</tr>
<tr>
<td>10-20 acres/unit</td>
<td>Individual</td>
<td>CD</td>
<td>P</td>
<td>BT*</td>
<td>X</td>
</tr>
<tr>
<td>5-10 acres/unit</td>
<td>Individual</td>
<td>CD</td>
<td>P</td>
<td>BT*</td>
<td>X</td>
</tr>
<tr>
<td>3-5 acres/unit</td>
<td>Community (either water or sewer)</td>
<td>CD</td>
<td>P</td>
<td>BT*</td>
<td>X</td>
</tr>
<tr>
<td>2-3 acres/unit</td>
<td>Community (both water and sewer)</td>
<td>X</td>
<td>P</td>
<td>BT*</td>
<td>X</td>
</tr>
<tr>
<td>1-2 acres/unit</td>
<td>Community (both water and sewer)</td>
<td>X</td>
<td>P</td>
<td>BT*</td>
<td>X</td>
</tr>
<tr>
<td>1+ acres/unit</td>
<td>Municipal</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>P **</td>
</tr>
<tr>
<td>20,000 SF - 1 acre/unit</td>
<td>Community (both water and sewer)</td>
<td>X</td>
<td>X</td>
<td>BT</td>
<td>X</td>
</tr>
<tr>
<td>20,000 SF - 1 acre/unit</td>
<td>Municipal</td>
<td>X</td>
<td>N/A</td>
<td>N/A</td>
<td>P</td>
</tr>
<tr>
<td>10,000 - 20,000 SF/unit</td>
<td>Community (both water and sewer)</td>
<td>X</td>
<td>X</td>
<td>BT</td>
<td>X</td>
</tr>
<tr>
<td>10,000 - 20,000 SF/unit</td>
<td>Municipal</td>
<td>X</td>
<td>N/A</td>
<td>N/A</td>
<td>P</td>
</tr>
<tr>
<td>&lt; 10,000 SF/unit</td>
<td>Municipal</td>
<td>X</td>
<td>X</td>
<td>N/A</td>
<td>P</td>
</tr>
</tbody>
</table>

P    Permissible
BT   Build-Through Overlay Zoning District regulations apply. *(See Appendix C for Boundary Adjustment and Exception Procedures and Criteria.)*
CD   Conservation Development Overlay Zoning District regulations apply.
X    Non-permissible
N/A  Not Applicable

* The gross property size, total acreage of property prior to dedication of right of way, should be used when determining density in the Residential Development Decision Matrix. Lot sizes should be adjusted accordingly so lot sizes are consistent throughout the development.

** Municipal infrastructure fees should be adjusted for lower density developments to pay for necessary infrastructure costs.
Map 13: Growth Management Zones

Legend:
- Urban Development Zone
- Rural Development Zone
- Proposed Roads
- Major Roads
- Potential Interchange

Sarpy County Comprehensive Plan
Future Land Use - Growth Management Zone

Created By: CPS
Date: 5/05/2016
Revised: June, 2017
Software: ArcGIS 10.2
File: 130339.00

This map was prepared using information from several sources. JEO and/or other applicable city, county, federal, or public or private entities do not guarantee the accuracy of this map or the information used to prepare this map. This is not a scaled plat.
Map 14: Environmentally Sensitive Areas

Legend
- **Major Roads**
  - Proposed Roads
  - Municipal Limits-UPDATED
- **Environmental Sensitivity Index**
  - Conventional Development
  - Environmentally Sensitive
- **FEMA Flood Zones**
  - Floodplain
  - Floodway

**Sarpy County Comprehensive Plan**
Environmentally Sensitive Areas

This map was prepared using information from record drawings supplied by JEO and/or other applicable city, county, federal, or public or private entities. JEO does not guarantee the accuracy of this map or the information used to prepare this map. This is not a scaled plat.

Created By: K. Andersen
Date: January 2017
Revised: March 2017
Software: ArcGIS 10.2
File: 130339.00
4.1 Profile ................................................................. 106
4.2 Envision ............................................................ 112
4.3 Achieve ............................................................... 113
This chapter’s focus is on public and private utility services – sewer, water, solid waste, gas, and electric – that serve Sarpy County. The location, quality, capacity, and planned improvements to these utilities will have tremendous influence over the pattern and pace of future development. This chapter begins with an inventory of existing utilities and services provided by city, county, and regional systems and private service providers. Later, specific policies are provided to guide the County’s investment in infrastructure and its role in promoting development.

Projected growth in population, housing, and jobs in Sarpy County will necessitate the need for additional utilities and services over the 25-year planning period. Therefore, this chapter’s goals and policies for improvements to utility facilities and services are coordinated with other chapters, such as economic development, transportation, and land use.

[SECTION 4.1]

PROFILE

Solid Waste
Solid waste, recyclable materials and yard waste collection in Sarpy County is currently provided on a free market system except in the City of Bellevue. All other collection services for residential solid waste, recyclable materials and yard waste are provided by private haulers under separate arrangements with each household, SID, or other waste generators. Apartment complexes, commercial and industrial establishments contract directly with private haulers for collection services as well. For privately provided collection services, the cost for the selected services is set by the service provider.

The Sarpy County Landfill site at 11414 South 156th Street closed in 2016 after filling to capacity. A transfer station at the site is designed to receive and haul away solid waste to a privately owned landfill.

Service Providers
In the Omaha Metro Area electricity, gas, and water services are largely provided by two public utility entities, Omaha Public Power District (OPPD) and Metropolitan Utilities District (MUD). Both entities are publicly owned and governed by publicly-elected boards that set rates and policies.

Bellevue and Springfield both provide sanitary sewer utility service to the majority of their respective jurisdictions in cooperation with Sarpy County and the City of Omaha. Gretna, Papillion, a portion of Bellevue and areas of unincorporated Sarpy County are served by the Omaha wastewater treatment system.
Water

Water and sewer services are critical to the overall implementation of the future land use plan. Metropolitan growth demands, as well as the economic potential of the county, will require extension of municipal services south of the Papio/Platte watershed divide commonly referred to as the ridgeline. However, unlike the Papio watershed that flows to one point, the Platte watershed is made up of parallel drainage basins, each of which discharges into the Platte River. Multiple studies are being conducted to determine the most ideal strategy for sustainable growth of the southern portion of Sarpy County.

In Sarpy County, Metropolitan Utilities Department (MUD) serves the cities of Bellevue and La Vista with water services. Papillion, Gretna, and Springfield draw their water supply from well or river sources and are operated and maintained at the municipal level.

Table 31 Service Providers: Water

<table>
<thead>
<tr>
<th>City</th>
<th>Treatment Capacity (GPD)</th>
<th>Average Demand (GPD)</th>
<th>Peak Demand (GPD)</th>
<th>Storage Capacity (Gallon)</th>
<th>Water Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gretna</td>
<td>N/A</td>
<td>844,000</td>
<td>1,285,000</td>
<td>500,000</td>
<td>Wells</td>
</tr>
<tr>
<td>Papillion</td>
<td>15,000,000</td>
<td>2,642,000</td>
<td>7,700,000</td>
<td>6,000,000</td>
<td>Wells</td>
</tr>
<tr>
<td>Springfield</td>
<td>N/A</td>
<td>163,300</td>
<td>281,000</td>
<td>500,000</td>
<td>Wells</td>
</tr>
</tbody>
</table>

Source: 2014 CEDS; MAPA

Sanitary Sewer

Wastewater management is the limiting factor for growth in Sarpy County. The land use program presented in Chapter 3 evaluates service efficiency, market demands, environmental limitations, and the influence of major proposed projects to conclude that principal areas that will develop to urban density include the:

- Springfield Creek, Zweibel Creek, and Upper Buffalo Creek watersheds;
- Interstate 80 corridor; and
- Bellevue South growth area.

The long-term wastewater management plan must provide solutions for service in these urban growth areas. The policies presented in Chapter 3 are also designed to assure that ultimate provision of sewer service remains economically supportable. Low-density development using individual wastewater systems could block the logical extension of these services, preventing Sarpy County from meeting its long-term development goals and population potential.

The cities of Gretna, Papillion, La Vista, a portion of Bellevue, and some areas of the unincorporated County are served by the Omaha wastewater treatment system. The remaining portion of Bellevue and all of Springfield are served with municipal wastewater treatment systems.

Table 32 Service Providers: Sanitary Sewer

<table>
<thead>
<tr>
<th>City</th>
<th>Design Capacity (GPD)</th>
<th>Average Load (GPD)</th>
<th>Peak Load (GPD)</th>
<th>Treatment Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bellevue</td>
<td>4,000,000</td>
<td>1,200,000</td>
<td>1,480,000</td>
<td>Activated Sludge</td>
</tr>
<tr>
<td>Omaha</td>
<td>116,000,000</td>
<td>90,000,000</td>
<td>Unknown</td>
<td>Attached Growth/Trickling Filter</td>
</tr>
<tr>
<td>Springfield</td>
<td>220,000</td>
<td>161,000</td>
<td>208,500</td>
<td>Activated Sludge</td>
</tr>
</tbody>
</table>

Source: 2014 CEDS; MAPA
Southern Sarpy County Wastewater Treatment Study

Lack of sewer service is increasingly an impediment to development in southern Sarpy County. For areas in Sarpy County that are south of the hydrological ridgeline, providing wastewater services has been challenging. Development south of the ridgeline will be limited by the current inability to collect and pump wastewater back over the ridgeline and/or by exceeding the capacity of Omaha’s Papillion Creek Wastewater Treatment Facility (WWTF’s) collection and treatment system.

South of the ridgeline the following wastewater treatment mechanisms are currently in place:

- Wastewater from portions of the Gretna, Papillion, and Bellevue areas is collected and pumped over the ridgeline to the Papillion Creek watershed for conveyance to the City of Omaha Papillion Creek Wastewater Treatment Facility.
- Wastewater from the Nebraska Crossing Outlets shopping mall and related development in the southwest portion of the county is collected and conveyed to a package treatment plant east of the mall, where it is treated and discharged into an unnamed tributary of Buffalo Creek and eventually to the Platte River.

The Southern Sarpy County Wastewater Treatment Study was commissioned to explore implementing a regional wastewater system in southern Sarpy County. The result will be an Interlocal Cooperation Act Agreement which:

- summarizes the findings of the joint governance evaluation and regulatory and environmental analysis,
- establishes a sequence of future activities and the detailed financial and technical analysis required for implementation, and
- identifies the commitment expected of each participating stakeholder community.

The implications of the study are extremely important to planning the future development of Sarpy County. The land use plan established in Chapter 3 is largely driven by the ability to provide sanitary sewer service in southern Sarpy County currently, or in the future. The land areas that have the potential to be served in the future are being held as Urban Reserve. The Urban Reserve Zone has distinct policies designed to encourage the development densities required to justify and finance the extension of sanitary sewer and other public utilities.

Telecommunications

Broadband internet and other telecommunication infrastructure is a private utility service available through multiple providers throughout Sarpy County. Telecommunication capacity is a significant source of quality of life and economic viability for Sarpy County, its residents, and business community.

Other Utilities

OPPD is the retail electricity provider for Sarpy County and its five municipalities. OPPD is a publicly owned, business-managed electric utility governed by an elected board of eight directors. The system serves over 800,000 people in eastern Nebraska in 13 counties. With an overall system generating capacity of over 3,000 MW, the system provides a maximum peak load of 2,315 MW. At the end of 2015, OPPD had over 418 MW of wind and landfill gas renewable resources. The residential average cost of service is 11.07 cents per kilowatt-hour.

MUD and Black Hills Energy are the natural gas providers offering service in Sarpy County. More information on electric and natural gas utilities and uses are available in Chapter 8.
Map 16 Sarpy County Wellhead Protection Areas

Legend
- Well Head Protection Areas
- Major Roads
  - Interstate
  - US Highway
  - State Highway
  - Arterial

Sarpy County Comprehensive Plan
Sarpy County & Surrounding Wellhead Protection Areas

Created By: CPS
Date: 2/10/2016
Revised: 10/18/2016
Software: ArcGIS 10.2
File: 130339.00

This map was prepared using information from record drawings supplied by JEO and/or other applicable city, county, federal, or public or private entities. JEO does not guarantee the accuracy of this map or the information used to prepare this map. This is not a scaled plat.

Legend
- Well Head Protection Areas
- Major Roads
  - Interstate
  - US Highway
  - State Highway
  - Arterial

Wellhead Protection Area

This Act sets up a process for public water supply systems to use if they choose to implement a local Wellhead Protection plan. The Nebraska Department of Environmental Quality (NDEQ) is the lead agency for Wellhead Protection (WHP) Plan approval.

The goal of Nebraska’s Wellhead Protection Program is to protect the land and groundwater surrounding public drinking water supply wells from contamination. Since approximately 85% of Nebraskans receive their drinking water from groundwater, preventing groundwater contamination is vital.

Since 2004, every community within the State of Nebraska has a delineated wellhead protection area. As shown in Map 16, Sarpy County has 15 documented Wellhead Protection Areas that extend over the community’s corporate limits as well as designated growth areas. While these areas do not severely impact the types of land use that can be allowed in them, care should be taken to ensure the protection of the wells from possible contamination due to development.
ENVISION
Utilities and infrastructure can be a difficult topic to generate public input. Utilities and infrastructure are often buried, underground services that typically go unnoticed until such a time they do not serve the public need. Public outreach and education in this area is needed to explain how the investments in public infrastructure guide and facilitate growth throughout Sarpy County.

Sanitary Sewer System
The issue of sanitary sewer expansion was at the top of county priorities. The hydrological ridgeline prohibits the extension of the gravity-fed sanitary sewer through much of the county’s prime development areas. There are some, albeit limited, opportunities to lift the existing service over the ridgeline. Gretna and Sarpy County have signed an agreement with the City of Omaha which allows them to lift untreated sewage over the ridgeline in an area with a high level of development pressure. Gretna and the County have identified sites equal in size that are less marketable, but currently capable of being sewered by the City of Omaha to set aside as urban reserve.

The current limited selection of sewerable sites is restricting economic growth and creating a financial burden on the stakeholders to extend new infrastructure, build lift stations and maintain them. Many see establishing a regional sanitary sewer district as the next step to setting rates and managing expectations for future development opportunities.
[SECTION 4.3]

ACHIEVE

Utilities and Infrastructure Vision Statement
The availability and quality of public utilities (water, sewer, power) significantly influences development patterns. The county encourages the communities to supply or extend their public utilities to encourage orderly development in Sarpy County. New urban development should occur where utility services are available.

Utilities and Infrastructure Goals and Policies

INF 1 Utility service and extensions will be a primary measure for enforcing the Sarpy County Comprehensive Plan.
  1.a Public utilities should only be extended or expanded to serve developments in the Urban Development Zone.

Utilities are the primary driver for urban scale development. By limiting the extension of public utilities, regardless of the financing structure, the County can effectively guide development to desired areas. In this case, ensuring the orderly and efficient delivery of services for compact growth.

INF 2 Infrastructure investments shall be implemented in a cost effective manner that simultaneously manages growth consistent to the County Comprehensive Plan and provides quality service to existing Sarpy County residents.
  2.a The phased extension of sanitary sewer infrastructure will be implemented consistent with the 2016 South Sarpy County Sanitary Sewer Study, or subsequent infrastructure studies and/or reports.

The orderly and cost-effective extension of the sanitary sewer system will be contingent on proper planning and coordination of infrastructure studies and future land use planning. A systematic approach to extending and expanding sanitary sewer mains must be coordinated utilizing a combination of extensions, over-buils, and maintenance with various funding mechanisms.

  2.b Coordinate utility improvements and extensions within transportation rights-of-way and implementation projects undertaken by Sarpy County Public Works or the Nebraska Department of Transportation.

Coordinating improvement projects within County government and with other entities can be a cost-effective opportunity for utility improvements and extensions. By combining construction activities, Sarpy County can improve underground utilities in advance of paving projects to avoid costly rebuilds and access issues.
Transportation
SARPY COUNTY

5.1 Profile .................................................................................................................. 116
5.2 Envision .................................................................................................................. 128
5.3 Achieve ................................................................................................................... 129
The transportation system within Sarpy County needs to continue to evolve with the future growth and development of the county. To accommodate the future growth in Sarpy County, a transportation network needs to be established to provide mobility and connectivity in a safe manner. This section will examine the county’s existing system and propose transportation policies to serve existing and future development.

[SECTION 5.1]  
PROFILE  
Federal Functional Classifications  
The functional classification system is the process which categorizes streets and highways into classes, according to the character of service they are intended to provide. The current federal functional classifications include:

- **INTERSTATE** (e.g., I-80): A divided, limited access facility with no direct land access and no at-grade crossings or intersections. Interstates are intended to provide the highest degree of mobility serving higher traffic volumes and longer trip lengths.

- **FREEWAY AND EXPRESSWAY** (e.g., US-75, US-6/N-31): A divided, limited access facility similar to Interstates. Freeways provide access only at-grade separated interchanges, while expressways provide limited at-grade access to intersection major streets.

- **PRINCIPAL/MINOR ARTERIAL** (e.g., N-50, 36th St): An integrated network of continuous routes without stub connections with limited at-grade access. The main purpose is to connect urbanized areas and focus on movement of traffic as the primary function, not necessarily localized access.

- **MAJOR COLLECTOR** (e.g., Buffalo Rd): A facility that gathers traffic from Minor Collectors and Local Roads and provides access and traffic circulation within and between residential, commercial, and industry areas. Collectors do not typically accommodate long through trips and are not continuous for long distances.

- **MINOR COLLECTOR** (e.g. Pflug Rd, Fairview Rd): Similar to Major Collectors but typically provides more access, are shorter in length and have a lower traffic volumes.

- **LOCAL ROAD**: A facility that has the lowest level of mobility and highest level of local property access. Local streets typically make up the largest percentage of street mileage and provide direct access to adjacent land uses.
Sarpy County Average Annual Weekday Traffic Volume Map

Map 18

Legend
- Sarpy County Jurisdiction
- Municipal ETJ
- Municipal Boundaries
- River / Waterbody
- Roadways

Sources: MAPA 2014 Traffic Flow Map
HDR, 2017

Created By: NACJ
Date: 7/16/2015
Revised: 1/30/2017
Software: ArcGIS 10.4.1
File: 130339.00

This map was prepared using information from record drawings supplied by JEO and/or other applicable city, county, federal, or public or private entities. JEO does not guarantee the accuracy of this map or the information used to prepare this map. This is not a scaled plat.
Traffic Volumes
Traffic for existing conditions in 2014 for Sarpy County is provided by Metropolitan Area Planning Agency (MAPA) and is represented as average annual weekday traffic (AAWT) in hundreds of vehicles per day, shown in Map 18.

The State of Nebraska has traffic counting sites that count vehicles on a continuous basis, for each day of the year, in the Omaha-Council Bluffs Metro Area. The MAPA Traffic Growth Report summarizes these counters, known as Automatic Traffic Recorders (ATRs). The four ATRs located in Sarpy County experienced the highest annual rates of change from 1995 to 2012 in all of the ATRs within the metro area and are summarized as follows:

- **US-6 North of Gretna** - Experienced the highest annual rate of change of all the ATRs of 5.8%.
- **US-75 North of N-370 in Bellevue** - Experienced an annual rate of change of 3.1%.
- **I-80 South of Douglas-Sarpy County Line** - Experienced an annual rate of change of 2.5%.
- **I-80 West of Gretna Interchange** - Experienced an annual rate of change of 2.4%.

Bridges
The Federal Highway Administration maintains a database, the National Bridge Inventory (NBI), with information on all public highway bridges in the United States that are greater than 20 feet in length. Using National Bridge Inspection Standards, bridge inspectors visually assess and record up to 116 standards for the NBI. Within the database are condition ratings of the primary components of a bridge - the deck, superstructure, and substructure - that provide an overall characterization of the general condition of a bridge. The condition ratings, along with structural assessments of the clearances, approach roadway alignment, deck geometry, and load carrying capacity are used to determine the sufficiency of a bridge.

An insufficient bridge is categorized in one of two ways:

- **"Structurally Deficient"** - A bridge is considered structurally deficient if the deck, superstructure, substructure, or culvert is rated at or below "poor" condition (0 to 4 on the NBI Rating Scale). A bridge can also be classified as structurally deficient if load-carrying capacity is significantly below current design standards, or the adequacy of the waterway opening provided is determined to be extremely insufficient to the point of causing intolerable roadway traffic interruptions. A structurally deficient bridge, when left open to traffic, typically requires significant maintenance and repair to remain in service and eventual rehabilitation or replacement to address deficiencies. To remain in service, structurally deficient bridges are often posted with weight limits to restrict the gross weight of vehicles using the bridges to less than the maximum weight typically allowed by statute.

- **"Functionally Obsolete"** - A bridge is considered functionally obsolete if the geometry of the roadway no longer meets current minimum design standards for width or vertical clearance classifications. A functionally obsolete or structurally deficient classification does not mean that a bridge is unsafe. If a bridge meets the criteria to be classified as both structurally deficient and functionally obsolete, it is identified only as structurally deficient, because structural deficiencies are considered more critical.
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**

<table>
<thead>
<tr>
<th>Status</th>
<th>Number of Bridges</th>
<th>% of Total (104)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Structurally Deficient</td>
<td>17</td>
<td>16%</td>
</tr>
<tr>
<td>Functionally Obsolete</td>
<td>14</td>
<td>13%</td>
</tr>
<tr>
<td>Not Deficient</td>
<td>73</td>
<td>70%</td>
</tr>
</tbody>
</table>

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 has developed a county-wide trails master plan to identify off-street trails and potential on-road bicycle routes. See Appendix B for proposed roadway sections that accommodate trails.

**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 commercial aviation, and 4% for military.
Map 19 Sarpy County Existing Bridges

Legend
- Sarpy County Jurisdiction
- Municipal ETJ
- Municipal Boundaries
- River / Waterbody
- Roadways

Sarpy County Bridges
- Not Deficient
- Functionally Obsolete
- Structurally Deficient

Sources:
- National Bridge Inventory, 2016
- Sarpy County Open Data Bank, 2016

Created By: NACJ
Date: 7/16/2015
Revised: 1/30/2017
Software: ArcGIS 10.4.1
File: 130339.00

This map was prepared using information from record drawings supplied by JEO and/or other applicable city, county, federal or public or private entities. JEO does not guarantee the accuracy of this map or the information used to prepare this map. This is not a scaled plat.
Railroad
Sarpy County is currently served by two major railroads, Burlington Northern and Sante Fe (BNSF), and Union Pacific Railroad (UP), shown in Map 20. Two major BNSF railroads run through Sarpy County, one runs north-south from downtown Omaha through Bellevue and the other runs east-west from downtown Omaha to Lincoln. The UP railroad runs north-south adjacent to US-75. The BNSF Railway serves approximately 46 trains per day on the north-south rail and 42 trains per day on the east-west rail. The UP Railroad serves about 15 trains per day. There are 25 public road at-grade rail crossings in Sarpy County.

In addition, Amtrak, the national rail operator for intercity passenger service, operates one long-distance train through Sarpy County, called the California Zephyr. It uses the BNSF track and travels from Chicago to the San Francisco Bay Area, with five Amtrak stations in Nebraska, including Omaha and Lincoln. Approximately 24,000 passengers boarded in Nebraska in 2014, half of which occurred at the Omaha station. Despite minimal statewide population growth, ridership in Nebraska has increased 14% over the past five years.

Public Transit
There are two transit routes that run through Sarpy County, shown in Map 20. Transit is served by the public transportation company Metro Transit. Route 93, the South 84th Express, runs north-south through La Vista on 84th Street and connects Papillion to downtown Omaha offering weekday only service. Route 95 runs north-south through Bellevue on Fort Crook Road and connects to downtown Omaha weekdays only. Sarpy County and MAPA have completed the Sarpy County Transit Study to assess additional transit services that would be beneficial in dealing with the traffic congestion and increasing mobility of residents and access to jobs.

Other Studies
MAPA 2040 Long-Range Transportation Plan
Roadway improvements proposed by the MAPA 2040 Long Range Transportation Plan (LRTP) are described below and shown on Map 21. The plan proposed significant regional improvements for the county, including:

- A new Interstate 80 interchange at 180th Street, as well as improving 180th Street from Capehart Road to Harrison Street to a 4-lane facility.
- Harrison Street from N-50 to 216th Street to a 4-lane facility.
- Improving West Giles Road from N-50 to 180th Street to a 4-lane section and from 180th Street to 225th Street to a 3-lane section.
- N-50 from I-80 to Maple Street to a 6-lane corridor.
- Capehart Road improvements from 27th Street to 84th Street to a 4-lane section and from 84th Street to 144th Street to a 3-lane section.
- Platteview Road from 27th Street to 84th Street to a 4-lane roadway.

The MAPA 2040 LRTP also identifies other projects, called illustrative projects, which may be regionally significant but do not have an identified funding source available for them. Most notably among these illustrative projects is the Beltway project, which includes a western and southern section within Sarpy County. The western section would run north-south near 240th Street and the southern section of the Beltway would run east-west somewhere near Platteview Road or Pflug Road. The MAPA Beltway Feasibility study concluded that a Beltway along the edges of the metro area was part of the solution to meet future transportation needs in the MAPA region and that future study for the project
should continue. Current anticipated revenues are not sufficient to construct the Beltway, which has a projected cost of $1.3 billion, and MAPA does not anticipate that the Beltway will be possible to construct without a major increase transportation funding.

**Heartland 2050**
Heartland 2050 brings together government, business, civic and nonprofit groups, and the public to provide a strategic vision for the Omaha-Council Bluffs Metro Area and includes eight counties in Nebraska and Iowa: Cass, Douglas, Harrison, Mills, Pottawatomie, Sarpy, Saunders, and Washington. The Heartland Vision is a document created to guide community leaders with a roadmap to the region’s collective future while identifying long-term strategies to take advantage of public investments, promote economic growth and help the region prosper well into the 21st century.

Heartland Connections was conducted as part of the Heartland 2050 process and in parallel with ongoing assessments of multi-modal corridor development opportunities. It identifies a vision for transit and active transportation in the Omaha-Council Bluffs metropolitan area. Two reports emerged from Heartland Connections: the Regional Transit Vision and the Regional Bicycle and Pedestrian Plan. The studies included travel market analysis, transit service planning and a financial analysis, along with input from stakeholders, elected officials and other community leaders.

The Heartland Connections - Regional Transit Vision identifies a future vision for public transit in the Omaha-Council Bluffs metro area. The study provided a list of candidate transit projects that were developed in response to previous studies and recent public input, including additional corridors identified by Metro and MAPA for consideration in the evaluation process. The candidate projects in Sarpy County include:

- **Cornhusker Road Route** connecting Bellevue and Oakview Mall
- **N-370 Route** from Bellevue to 144th Street Park and Ride
- **Fort Crook Road Route** between Offutt Air Force Base and Metro Community College South Omaha Campus
- **84th St Route** connecting N-370 to Mercy Hospital near 72nd Street and West Center Road
- **144th St Route** from 144th Street Park and Ride to 144th Street and State Street
- **180th St Route** from 144th Street Park and Ride to 144th Street and Maple Street
- **US-75 Plattsmouth Express** that connects Plattsmouth to Downtown Omaha
- **Lincoln – Downtown Express** connecting Lincoln to Downtown Omaha using I-80
- **Lincoln – Westroads Express** connecting Lincoln to Westroads Mall using I-80

The Heartland Connections Bicycle and Pedestrian Plan establishes a series of recommendations for specified corridors that create a system of bikeways and walkways that provide local and regional connectivity. The plan provides recommended improvements, including shared lane markings, bike lanes, shared use paths, bike boulevards, paved shoulders, and wayfinding signage. The identified corridors in Sarpy County include:

- **24th Street/Fork Crook Connector** that runs north-south along 24th Street through downtown Omaha connecting to the existing Fort Crook Road bike lane.
- **Sarpy North Connector** that runs east-west through the northern portion of Sarpy County using Chandler Road and local neighborhood streets connecting Fort Crook Road to Zorinsky Lake.
page intentionally left blank
• **Sarpy Mid-North Connector** which stitches together Bellevue, Papillion, and Millard using Cornhusker Road, Lincoln Road, and 132nd Street.

• **Sarpy Central Connector** that runs east-west along Capehart Road and Schram Road connecting Bellevue to Gretna.

• **96th Street Connector** which follows 96th Street from N-370 to West Center Road.

• **144th Street Connector** which travels north-south from Chalco Hills Recreation Area to Standing Bear Lake Park, utilizing most of the existing 144th Street Trail.

• **Metro West Connector** that runs north-south, mostly along 180th Street. The corridor branches at its southern end, with a section following 168th Street from Zorinsky Lake to Schram Road, and the other section following 192nd Street.

• **Highland Connector** which links South Omaha and the western parts of Bellevue. It runs north-south following Gilmore Avenue, Sarpy Avenue, and Cedar Island Road connecting the existing Keystone Trail to the proposed 24th Street/Fort Crook Connector.

• **72nd Street Connector** that runs north-south from Q Street to Capehart Road.

• **13th Street Connector** which runs north-south from downtown Omaha and connects with the proposed 24th Street/Fort Crook Connector at the northern edge of Bellevue.

• **Midtown North-South Crosstown Connector** which runs north-south along 48th Street connecting Maple Street to Capehart Road.

**PLATTEVIEW ROAD CORRIDOR STUDY**

Platteview Road is the most continuous east-west route in the Omaha metropolitan area. The Platteview Road Corridor Study (December 2015, developed by MAPA and Sarpy County), focuses on the portion of this roadway from US-75 in Bellevue to N-31. The purpose of the study was to analyze transportation and land use options for the corridor in order to assess potential future development impacts. While the study is not a formalized environmental study, it follows a decision-making process that may eventually roll into a National Environmental Protection Act (NEPA) process.

Recommendations from the Platteview Road Corridor Study are based on the level of future growth, for both Heartland land use (2040) and full build out/ higher density development. The proposed corridor alignment is illustrated on Map 21. At this time, the level of future growth in southern Sarpy County is pending results from further sewer system feasibility study. This study further suggests a phased approach such that the currently rural highway will transition to a four-lane roadway over time. Recommendations from the study can be summarized as follows:

**Heartland (Year 2040) Scenario:**

- 4-lane arterial
- ¼ mile access points
- 150 feet corridor preservation width

**Full Build Out (Past 2040):**

- 4-lane expressway
- Arterial facility type 132nd to 156th Streets and 192nd Street to N-31
- 1 mile access points
- ¼ mile access points 132nd to 156th Streets and 192nd Street to N-31
- 200 feet corridor preservation width
- 150 feet corridor preservation width 132nd to 156th Streets and 192nd Street to N-31
[SECTION 5.2]

ENVISION
Transportation was a major topic of discussions at the August 31, 2015 public workshop. Many visitors stopped by the workshop stations to express their opinion on transportation topics including roads, trails, and public transit.

The major arterials discussed include: I-80 with potential new interchanges in the area of 168th Street and 192nd Street; new east-west corridors like Platteview Road and improvements to Highway 370. The following is a summary of feedback from the Plan Advisory Committee (PAC) and the general public.

Platteview Road Corridor
The issue of transportation is what drew many to the August 31, 2015 public workshop. When asked which transportation corridors should be improved for future transportation needs of Sarpy County, a resounding majority identified Platteview Road as their top choice. Many see this corridor as a new alternative route for northbound traffic on I-29 looking to head West on I-80.

With the anticipation of increased traffic on Platteview Road, residents were concerned about the safety along the corridor and accessibility of crossing Platteview Road.

Trails
The PAC believes trails should be developed as an alternative mode of transportation and for public health. New development should incorporate trails and complete streets which are designed to enable safe access for pedestrians, bicyclists, motorists and transit riders of all ages and abilities.

Public workshop participants identified a need for more separated bicycle and pedestrian trails built as well as on-street bicycle facilities. The Sarpy County Trails Master Plan - Phase 2, included herein as Appendix B, includes the proposed trail system for the County.

Public Transit
Participants of the public workshop felt public transit services should be incorporated into the plan. With that said, a majority of participants said there was currently limited need for these services in Sarpy County. The primary transit services identified as a need were paratransit services, which primarily provide on-call rides for elderly and disabled, and to serve employment needs.

Local Control
One area of concern is the fast pace of growth and construction of roads. This requires the County and local jurisdictions to coordinate on the management and access control on the arterial roadways. For instance, the realignment of 180th and 192nd Streets north of Gretna will dramatically impact the flow of traffic through the area and will require the County and the City of Gretna to coordinate on access control and right-of-way requirements.

Regional Coordination
Coordination among the communities, county, the Metropolitan Area Planning Agency (MAPA) and the City of Omaha is necessary to make the entire regional system work well. This includes:

- Public transit along Highway 50;
- Connection of activity centers, and the more rural areas;
- Park and Ride lots; connections to multi-modal areas;
- Car sharing;
- Common road standards and right-of-way widths; and
- Alternative fueling stations, such as electronic, compressed natural gas, etc.

Figure 20 is a summary of the Transportation survey results from the August 31, 2015 public workshop and the SurveyMonkey.com poll.

### Countywide Transportation

**1. What corridors should be improved for future transportation needs in Sarpy County?**

<table>
<thead>
<tr>
<th>Option</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Highway 370</td>
<td>56</td>
</tr>
<tr>
<td>B. Capehart Road</td>
<td>46</td>
</tr>
<tr>
<td>C. Platteview Road</td>
<td>76</td>
</tr>
<tr>
<td>D. Highway 31</td>
<td>14</td>
</tr>
<tr>
<td>E. 180th/192nd Street Corridor</td>
<td>30</td>
</tr>
<tr>
<td>F. Highway 50</td>
<td>36</td>
</tr>
<tr>
<td>g. 84th Street</td>
<td>38</td>
</tr>
<tr>
<td>H. Other</td>
<td>35</td>
</tr>
</tbody>
</table>

**2. What role should public transit play in Sarpy County?**

<table>
<thead>
<tr>
<th>Option</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. No need for public transit</td>
<td>21</td>
</tr>
<tr>
<td>B. Need to plan for public transit, but not needed now</td>
<td>44</td>
</tr>
<tr>
<td>C. Additional public transit is needed now</td>
<td>37</td>
</tr>
<tr>
<td>D. Need for paratransit services (provides individualized rides without fixed route)</td>
<td>6</td>
</tr>
<tr>
<td>E. Other</td>
<td>11</td>
</tr>
</tbody>
</table>

**3. What is the best way to increase bicycle/pedestrian trips in Sarpy County?**

<table>
<thead>
<tr>
<th>Option</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Increasing bicycle/pedestrian trips is not needed</td>
<td>24</td>
</tr>
<tr>
<td>B. Add more bicycle/pedestrian trails</td>
<td>79</td>
</tr>
<tr>
<td>C. Add on-street bicycle facilities</td>
<td>41</td>
</tr>
<tr>
<td>D. Add more sidewalks</td>
<td>39</td>
</tr>
<tr>
<td>E. Promote bicycle/pedestrian activities</td>
<td>51</td>
</tr>
<tr>
<td>F. Other</td>
<td>12</td>
</tr>
</tbody>
</table>

[SECTION 5.3] **ACHIEVE**

**Transportation Vision Statement**

Transportation plays a crucial role in shaping the county’s future connectivity with its expected growth. Public safety, cost-effectiveness, and compatibility with the communities’ future growth plans must be the standards used in development of the county’s future roadway system.

In conjunction with communities' Parks and Trails plans, alternative transportation will be bike and pedestrian networks and transit corridors and nodes in high population or employment centers.
Figure 21  **Arterial Access Policy**

Figure 22  **Residential Development Through-Routes Policy**
Goals and Policies

TRN 1 Preserve and maintain transportation infrastructure in a state-of-good-repair to protect the significant investment.
  1.a New construction projects shall be built in a manner that controls and manages long-term maintenance costs.
  1.b Partner with state, municipalities, and adjacent counties to evaluate maintenance responsibilities based on effectiveness and efficiency versus jurisdiction.
  1.c Preserve the life of the existing county transportation system by implementing timely and consistent roadway management practices.
  1.d Allocate resources to maintain pavement conditions at sufficient levels.
  1.e Allocate resources to maintain bridge conditions at sufficient levels.

TRN 2 Provide a connected transportation system that offers safe, efficient and reliable options for all modes of travel.
  2.a Develop a complete streets policy for the County that articulates a formal commitment to benefit all users and complements the communities’ transportation systems.
  2.b Improve system connectivity through improved network connections and reduced network gaps.
  2.c Implement an arterial access policy to set standards for access points along major and minor arterials. The access locations may be allowed to deviate from the ¼ and ½ mile access locations based on physical constraints. See Figure 21:
  2.d Implement a Through-Route Policy to set standards to allow direct and continuous neighborhood access to adjacent arterial streets. Each mile section should have three through local or collector routes in the north/south and east/west direction generally at the ½ and ¾ mile points. See Figure 22:
  2.e Local roadways should also be designed to provide connection and access to adjacent developments through subdivision regulations.
  2.f Sarpy County should not approve a development or subdivision that is:
      • inconsistent with the County’s right-of-way standards, or standards established in long-range transportation corridor plans or studies;
      • lacking a necessary local paved roads plan to serve the subdivision or development within the Urban Development Zone.
  2.g Implement driveway policies to improve efficiencies and increase safety. Policies should:
      • allow direct access to major and minor arterials only where existing development or other site conditions make it impossible to access development from collector or local streets;
      • allow no such access points in the first 500’ from the intersection of two arterials on new development;
      • limit a single parcel located on collector streets to one dedicated driveway and one shared driveway, unless traffic volume or street frontage warrant additional driveways.
  2.h Support the development of public transit that will minimize the need for individual automobile trips.
2.i New development should accommodate efficient access to transit, where appropriate.

2.j Create a trails system to serve county-wide active living needs and provide connections between municipalities and adjacent counties.

2.k Identify routes that can efficiently and safely move freight and goods to support the county’s economy, while minimizing impacts on adjacent land uses.

2.l Comply with applicable county, state, and federal standards in planning, designing, constructing, and operating County transportation facilities.

2.m Require visibility standards or sight triangle easements at all intersections to encourage pedestrian activity and to promote safety.

2.n Implement the Sarpy County Trails Master Plan as needed to support transportation and recreational opportunities.

2.o Explore ways to improve and increase efficiency of public transit systems in Sarpy County.

2.p Create a land use pattern that supports population and employment concentration nodes along major corridors.

TRN 3 Improve and expand the existing transportation system to meet current and future needs

3.a Reserve arterial transportation corridors based on the transportation needs of the county, as identified in this plan.
   • Develop a full build-out street network. Map 20 depicts the anticipated future arterial street system to be developed over the next 20 to 30 years.
   • Identify the ultimate Right-of-Way network needs. The typical right-of-way needs for the full build-out street network is depicted on Map 21. Additional right-of-way may be required at intersections and at other locations based on physical constraints.
   • Develop roadway typical sections. Figures 23 through 30 illustrate typical roadway sections.

3.b The County should establish horizontal and vertical alignments on arterial roadways prior to development approval.

3.c Coordinate with state, municipalities, adjacent counties and MAPA to identify, analyze, and plan for transportation investments to improve traffic flow and safety.

3.d The cost of extending transportation infrastructure and increasing capacities shall be shared by the development generating the need for such improvements. Funding mechanisms shall be established relating to a fee structure of sharing costs proportionately among development(s) that benefit from transportation facility improvements.

3.e When creeks or drainageways that require expensive street crossings occur within a square mile a fund should be created to help provide for the construction of at least two crossings. All developments located within the square mile should be required to contribute to the fund to help pay for the crossings even if they do not occur within their subdivision.

Such a requirement will help ensure that there are adequate "through" routes within the mile and also eliminate the possibility that land will be passed over due to the added cost of the crossings.

3.f Prioritize the dedication and acquisition of right-of-way along planned transportation corridors prior to, or in conjunction with, their implementation.
Figure 23  **Two-Lane Rural (100' ROW) Roadway Section**

- **3'** Shoulder (2:1 Max)
- **6'** Shoulder (6%)
- **12'** Travel Lane
- **6'** Shoulder (6%)
- **6'** Foreslope (4:1)
- **20'** Variable Slope (3:1 Max)

**Figures are not to scale.**

Figure 24  **Three-Lane Street (100' ROW Min) Roadway Section**

- **38'** Curb to Curb

**Figures are not to scale.**
Figure 25 | Two-Lane | Grade Three-Lane Rural (100’ ROW) Roadway Section

2-Lane / Grade 3-Lane Rural (100’ ROW)
Figure 26  Three-Lane Rural (100' ROW) Roadway Section

3-Lane Rural (100’ ROW)
Figure 27 Four-Lane Divided (Dual Left, 120' ROW Min) Roadway Section

4-Lane Divided: Dual Lefts (120’ ROW Min.)
Figure 28 **Four-Lane Divided (Single Left, 100' ROW Min) Roadway Section**
6-Lane Divided: Dual Lefts (150’ ROW Min.)

Figure 29: Six-Lane Divided (Dual Left, 150’ ROW Min) Roadway Section
Figure 30 Residential Street (50' ROW Typical) Roadway Network
Environmental Resources & Recreation
SARPY COUNTY

6.1 Profile ................................................................. 142
6.2 Envision .................................................................. 152
6.3 Achieve .................................................................... 154
As the development of Sarpy County continues into the future, various environmental and natural resource issues need to be taken into consideration. One primary concern is the potential reduction of existing agriculture lands and the protection of environmentally sensitive areas.

[SECTION 6.1]

PROFILE

Climate
The High Plains Regional Climate Center tracks historical data as reported from stations throughout the high plains. The nearest station with consistent historical data is Omaha Eppley Airfield’s station. Sarpy County experiences a variety of weather trends throughout the year ranging from a mean high temperature of 88° Fahrenheit (F) in July to a mean low temperature of 12° F in January. The highest average amount of precipitation falls in May with 4.5 inches while the highest average of snowfall occurs in January with 6.8 inches. The annual average high is 61.7° F, and average minimum temperature is 40.3° F. The annual average total precipitation is 30.4 inches and the annual average total snowfall is 27.6 inches.

Topography
Much like the eastern one-fifth of Nebraska, Sarpy County is known for its rolling hills and river valleys. Glacial till deposits have formed the topography throughout Sarpy County. Most of the deposits are less than 150 feet except for an area in the northwest quadrant that has more than 150 feet. Sarpy County’s elevation ranges from 951 to 1,310 feet above sea level.

Soils
Sarpy County has the regional traits of the surrounding counties and has been a very productive agricultural economy due to the continued success of dryland farming and rotation of crops. According to United States Department of Agriculture’s Natural Resources Conservation Service (USDA NRCS) database, the vast majority of the agricultural development soils are categorized as prime farmland or farmland of statewide importance. The various waterways have created alluvial plains and fans which redefine the surrounding borders of Sarpy County and create a wide valley through Bellevue. This can be associated with resulting bluffs and slopes too steep or erosion-prone to farm. Some soils found in the waterway may produce well and are labeled prime farmland if drained. The remaining soil areas have either been urbanized or have poor soil structure.
Ecological regions are large units of land or water containing a geographically distinct grouping of vegetation, climate, soils, land use, wildlife, and hydrology. Ecoregion Levels III and IV are most appropriate for the purposes of comprehensive planning on a regional scale. Future research, analysis, and comparisons can be made by identifying these ecosystems.

ECOREGION III: WESTERN CORN BELT PLAINS
Sarpy County’s Ecoregion Level III, as well as the eastern one-fifth of Nebraska, is part of a larger, multi-state region labeled Western Corn Belt Plains. This includes the majority of Iowa and southern portions of Minnesota. Sarpy County has success with producing a variety of agricultural crops such as corn, soybeans, and alfalfa.

ECOREGION IV: NEBRASKA/KANSAS LOESS HILLS, LOWER PLATTE ALLUVIAL PLAIN, AND MISSOURI ALLUVIAL PLAIN
The larger Western Corn Belt Plains is divided into smaller ecoregions with similar geographies. The Lower Platte Alluvial Plain ecoregion is flat land along the Platte River east of Schuyler (following Hwy 30 to Fremont, Hwy 275 to Valley, and ends near the Interstate 80 Bridge). The Missouri Alluvial Plain ecoregion is in portions along the eastern boundary of Sarpy County. The vast majority of Sarpy County is within the Nebraska/Kansas Loess Hills ecoregion that stretches along the western boundary of the Missouri River from northeast Nebraska to northeast Kansas. A branch follows the southern boundary of the Platte River to include part of Butler County, the majority of Saunders and Cass Counties, as well as a part of Lancaster County and the Salt Creek watershed.

Agricultural Profile
An agricultural profile enables a county to understand the influence of agriculture on its economy. The U.S. Department of Agriculture’s Census of Agriculture tracks statistics every five years in the period between each decennial census and provided much of the data used to perform the following analysis. While Sarpy County’s identity has been linked to agriculture in the past, farming activity has continued to decline as more acres are utilized for new residential subdivisions and commercial and industrial development. Sarpy County allocates the least amount of land to cropland production in the metropolitan area, with exception to Douglas County.

Figure 31 shows the trends of Sarpy County farmland. An agricultural census is created every five years which allows selected characteristics from 2012 to be compared with the previous four agricultural figures. Overall, the share of land used for agricultural purposes continues a steady decline which demonstrates the county’s lower economic dependence on this industry. Yet while fewer and fewer acres today are being dedicated to cropland since 1992, the remaining land is yielding a higher rate of crop production during that same period.

Crop Trends
The growth of the ethanol industry and international demand for commodities like soybeans and corn, has helped bring about a resurgence of the Nebraska agriculture economy within the past decade. Sarpy County has seen, in the past, its growth concentrated in these markets with increased acreage dedicated to soybean and corn for grain production. Corn bushel harvests hit an all time high of 5.8 million bushels in 2007 and then declined 26.5% in 2012 to 4.2 million bushels. Soybean harvest yielded its 20-year high in 2007 as well with 1.6 million bushels and a decline of 25% to 1.2 million bushels in 2012. As referenced earlier, agricultural censuses alternate collecting data in even and odd years that reflect the reports given as farmers rotate between soybeans and corn.
Figure 32 highlights the top crops planted in 2012 and a 20-year trend for corn and soybean, the top two harvested crops in the county. While soybeans and corn production ramped up over the last decade, less dominant markets including those for sorghum, wheat, and oats have experienced significant declines in Sarpy County.

Figure 32  Crop Yield Trends

1. **Corn (Grain)** 38,339 acres
2. **Soybeans** 34,892 acres
3. **Forage** 3,839 acres
4. **Wheat (For Grain)** 129 acres

Source: 1992-2012 Censuses of Agriculture
Figure 33 indicates that cattle and calves are the primary livestock animal raised in Sarpy County as of the 2012 Census of Agriculture. All other reported livestock (horses, goats, bee colonies) do not represent a significant inventory in the County. Hog inventory has dropped from its recent high of 8,264 in 1997 to its last reported significant inventory of 4,252 in 2007. The rise of horses, goats, and bee colonies is an indication of an increase in hobby-farming, an activity typically performed on smaller farms and residential acreages.

Table 34 shows the significant trend of increasing small farm versus the decrease in farms over 50 acres in size.

Table 34  Sarpy County Farm Size Trends

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>(ACRES)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 to 9</td>
<td>43</td>
<td>39</td>
<td>43</td>
<td>50</td>
<td>16%</td>
</tr>
<tr>
<td>10 to 49</td>
<td>62</td>
<td>108</td>
<td>139</td>
<td>178</td>
<td>187%</td>
</tr>
<tr>
<td>50 to 179</td>
<td>155</td>
<td>78</td>
<td>68</td>
<td>63</td>
<td>-59%</td>
</tr>
<tr>
<td>180 to 499</td>
<td>228</td>
<td>55</td>
<td>41</td>
<td>44</td>
<td>-81%</td>
</tr>
<tr>
<td>500 to 999</td>
<td>166</td>
<td>49</td>
<td>44</td>
<td>32</td>
<td>-81%</td>
</tr>
<tr>
<td>1,000 or more</td>
<td>63</td>
<td>26</td>
<td>25</td>
<td>29</td>
<td>-54%</td>
</tr>
<tr>
<td>Total</td>
<td>717</td>
<td>355</td>
<td>360</td>
<td>396</td>
<td></td>
</tr>
</tbody>
</table>

Source: 1997-2012 Censuses of Agriculture
Farmer Age
Compared nationally, Sarpy County’s farm operators appear to be on par or slightly below the national aging trend. Sarpy County’s principal farm operators are an average age of 57.2 years old. The United States’ average of 58.3 years.

There are 28 counties within the Nebraska’s East and Southeast Districts. Sarpy County is one of four counties in this area with an average age over 57 years. This is among the highest average within the Eastern District. These numbers reflect the principal operator and may not reflect the turnover within families.

Figure 34 Nebraska East and Southeast District Farmer Age

![Map showing farmer age distribution in Nebraska East and Southeast Districts.]

Source: 2012 Census of Agriculture
Parks & Recreational Facilities

**Chalco Hills Recreation Area**

Chalco Hills Recreation Area (pictured right) is located in north-central Sarpy County at the junction of Interstate 80 and Highway 50, which is 12 miles west of downtown Omaha. Chalco Hills Recreation Area is 1,186 acres in area, of which 246 acres are covered by Wehrspann Lake, a man-made reservoir. The U.S. Army Corps of Engineers built a dam on tributary streams that flow into Papillion Creek to provide flood control and create Wehrspann Lake for recreational purposes. Chalco Hills Recreation Area, opened in 1988, is managed by the Papio-Missouri Natural Resources District.

Chalco Hills Recreation Area provides many types of amenities and services including fishing, boating, hiking and biking trails, cross-country skiing, multiple picnic shelters, wildlife viewing, several soccer fields, one baseball field, two playgrounds, drinking water, restrooms, handicap facilities, and parking.

The trail system within the Chalco Hills Recreation Area includes a paved seven mile trail loop around Wehrspann Lake. The smaller section of the recreation area that is located south of Highway 370, also has trails which are mowed, but not paved. The trail system within Chalco Hills, connects to the 144th Street Trail which travels north into Omaha. Future trails are proposed to connect the recreation area trails to the MoPac Trail via Schram Road and into Gretna to the west along Cornhusker Road.

Seven picnic areas exist in the park, the largest of which can be reserved and accommodates up to 100 people. The recreation area is very versatile and has a wide user base. For example, the soccer fields are also used as launch sites for hot-air balloons and radio controlled airplanes. Chalco Hills is also used for cross-country running events and cross-country skiing. Ice fishing is popular in the winter. However, fishing is more popular during the warmer months. Wehrspann Lake is serviced by a universally accessible fishing pier and boat launch and includes parking spaces for 30 trailers. The lake is stocked with several species of fish including: largemouth bass, bluegill, carp, channel catfish, crappie, and walleye.

Much of Chalco Hills Recreation Area has been replanted with native prairie grass, flowers and trees, and the area also includes an arboretum. Chalco Hills attracts a variety of wildlife including water fowl, wild turkey, and a small herd of white-tailed deer. Chalco Hills has become a popular place for bird watching because of the numerous species of birds that frequent the area. A viewing platform for bird watchers is located on the southeast side of the Wehrspann Lake and allows closer observation of waterfowl.
Figure 36 Chalco Hills Recreation Area Map

Source: Papio-Missour River NRD
Sarpy County Comprehensive Plan

Proposed Papio-Missouri River Natural Resource District Reservoirs
**Schramm State Recreation Area**

Schramm State Recreation Area (SRA) is located nine miles south of Gretna along the north side of the Platte River in southwest Sarpy County. It is conveniently located along Nebraska Highway 31 which can be accessed from Interstate 80, exit 432. The SRA is owned by the Nebraska Game and Parks Commission and encompasses a total of 331 acres which is open for day use only.

Schramm State Recreation Area has unique geologic and botanical features including: forested areas, woody wetlands, pasture, developed open space, elevation changes and great views of the Platte River Valley. The area has abundant wildlife because of the habitat provided by the woodlands and proximity to the Platte River.

This Recreation Area is very unique in that it is the location of the oldest fish hatchery in Nebraska. Gretna State Fish Hatchery, which was established in 1882 is now operated as a museum and has been expanded to become the Ak-Sar-Ben Aquarium which features 12 viewing tanks with a variety of fish species. The Ak-Sar-Ben Aquarium facility is also home to a theater and a large terrarium housing various species of reptiles and amphibians.

The three mile scenic trail system within the SRA traverses elevation changes while winding through the rugged woodlands. There are small shelters along the trail and good areas for picnicking. The trails are mainly used for hiking and mountain biking and are accessible year round.

Schramm SRA is one of four parks included in Nebraska Game and Park's Nebraska Outdoor Venture Parks plan. Plans call for it to be converted into an ecological and natural educational center for the future Nebraska Outdoor Venture Parks. Several of the transformations mentioned in the Nebraska Outdoor Venture Parks include improvements to the Ak-Sar-Ben Aquarium, repurposing the existing Canyon Ponds into an interactive stream, the construction of a treehouse classroom, as well as other various areas for programmed for learning or recreation.

**Proposed Reservoirs/Recreational Opportunities**

The Papio-Missouri River Natural Resources District has several proposed reservoir sites within Sarpy County (see Map 22). If these waterways are dammed and reservoirs are created, the surrounding land areas have the potential to be developed as recreational areas. Currently there are eight proposed reservoir sites within Sarpy County. Seven of these sites are located in northwestern and north central Sarpy County, and one in the southeast corner of the county near Highway 75.

**Trails**

The MoPac Trail runs north-south mainly along the old Missouri Pacific rail line and adjacent to Highway 50 in Sarpy County. Another small portion of the MoPac Trail was completed in 2015, this portion being located within Springfield’s city limits. This now means that the MoPac Trail is completed all the way from the corner of Highway 50 and Schram Road, south to the Platte River where the trail turns west and follows Highway 31 to eventually cross a pedestrian bridge into Cass County. To complete the MoPac Trail within Sarpy County, a short connection is being proposed along Schram Road heading west to cross over Interstate 80 and connect with the trails within Chalco Hills Recreation Area. As further development occurs in Sarpy County, the incorporation of trails will be essential to the growth and vitality of the county. The Sarpy County Trails Plan is attached as an Appendix B to this Comprehensive Plan.
[SECTION 6.2]  

ENVISION  
Within both the public sentiment and the Planning Advisory Committee (PAC) representation, there lies strong support for environmental conservation in Sarpy County. The rolling hills and drainage valleys within the region provide a unique environment to the urbanized Omaha area. Sarpy County stakeholders view this environment as a great resource and asset to not only Sarpy County but the entire region. It’s ability to provide recreation options for residents as well as tourism investments exponentially improve local quality of life.

There was a consensus among the PAC and public participants that Sarpy County should utilize the natural resources, open space, and agriculture areas as means to enhance and preserve the quality of life in the county. The county should continue to protect these natural resources from development to benefit the built environment and economy. Connecting these sites with trails would help provide greater access to parks and other amenities, and be utilized for enhanced recreation and transportation purposes.

Sarpy County is bordered on the east and south by the Missouri and Platte Rivers, respectively. Nearly unanimously, the public and PAC view the rivers as an underutilized resource for land conservation and recreation in Sarpy County. Public river frontage can provide opportunities for both passive and programmed recreation space.

Conservation Zone Development  
Participants at the public workshop were asked to weigh-in on preferred development types to be built within areas designated as a conservation zone. The area was given this designation as it was identified as prime farmland or considered too difficult to build based on natural constraints such as floodplain, steep slopes, or protected forest land. A majority of participants said they would prefer to see residential development with lot sizes of at least five acres or greater in the Conservation Zone.

The secondary response chose cluster developments or conservation subdivision development where residential units are built at a higher density to preserve prime farmland and open space areas within the overall development. Others felt these areas should have no development or only allow uses directly related to agriculture or farming.

“Natural Resources” Expanded  
Beyond productive commodities most often discussed, the areas characterized as “natural resources” should be expanded to include a wider range of environmental characteristics including:

- Floodplains, ponds, lakes, rivers and creeks;
- Steep-sloped areas;
- Prime agricultural farmland; and
- Woodland or forested areas.

These are the environmental features prevalent in Sarpy County that residents and stakeholders would like to see protected and preserved.
Neighborhood Parks

There is a growing need for shared park space as more sanitary improvement districts (SID) are built in the unincorporated areas of Sarpy County. Some of the communities suggested the collection of a "parks fee" by the County to develop larger neighborhood parks. Sarpy County currently does not collect funds for parks or trails nor does it develop park space. However, it should play a role in the coordination of trails to connect parks, and other civic centers with residential areas. By facilitating local park plans and partnering in the dedication or acquisition of right-of-way, Sarpy County can improve park access and recreation availability through a comprehensive trail system.

Any new development within the low-to-medium density and medium-to-high density residential land use designations should include at least one neighborhood park within every square mile. Sarpy County should work closely with the cities to develop a Park Development Policy to determine the size and facilities needed, the appropriate locations, and arrangements to either contribute land or park fees based on an agreeable formula for the acquisition and development of the park.

Regional Parks

Map 22 shows the proposed Papio-Missouri River Natural Resource District Dam Sites. These sites will provide opportunities for recreation facilities including trails, playgrounds, water activities, and other greenspace functions that will serve the needs of regional development.

---

**Figure 37** Public Survey: Conservation Districts

<table>
<thead>
<tr>
<th>Agriculture, Conservation, Recreation</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. What kind of development (if any) would you prefer to be built in the conservation districts of Sarpy County? (circle one or more)</td>
<td></td>
</tr>
<tr>
<td>A. Rural residential acreage lots on greater than 10 acres</td>
<td>25</td>
</tr>
<tr>
<td>B. Cluster housing with one house per __ acres with avoidance of natural resources such as dense tree cover, drainage ways, or ridge lines</td>
<td>33</td>
</tr>
<tr>
<td>C. Only direct agricultural uses and farm houses</td>
<td>9</td>
</tr>
<tr>
<td>D. No new development unless it replaces existing developed uses</td>
<td>32</td>
</tr>
<tr>
<td>E. Other</td>
<td>14</td>
</tr>
</tbody>
</table>

| 2. What are your views for the future Sarpy County alternative transportation and trail system? (circle one or more) |
| A. Separate recreation trails from the roadway transportation network | 85 |
| B. Integrate Alternative Transportation (e.g. bike lanes on shoulders) | 48 |
| C. Provide Public Transit connecting to Metro | 55 |
| E. Other | 8 |

**Figure 38** Public Survey: Protected Natural Resources

| 3. What areas or natural resources should be protected in Sarpy County? (circle one or more) |
| A. Floodplains, ponds, lakes, rivers, and creeks | 82 |
| B. Steep sloped areas | 38 |
| C. Prime agricultural farmland | 49 |
| D. Wooden or forested areas | 73 |
| E. All the above | 29 |
[SECTION 6.3]

ACHIEVE

Environmental Resources and Recreation Vision Statement

Sarpy County contains many important environmental, recreational, and cultural heritage resources. The purpose of conservation is to guide growth in a manner that protects the physical environment, such as the aquatic and woodland features, while allowing opportunities for reasonable urban development that showcase the natural surroundings and preserves open space for generations to come.

Sarpy County also has an abundance of recreational opportunities with natural amenities, availability for open space development, and tourism destinations for alternative connectivity through trails. Sarpy County should provide guidance and consider state, regional, and adjacent communities’ future intentions in regards to future parks, open space, and trail development and supportive facility locations. The County does not intend to create new parks and leaves those decisions up to the communities and private entities. Sarpy County should develop policies to work with communities to set aside and develop neighborhood parks.

Environmental Resources and Recreation Goals & Policies

ENV 1 Protect and conserve natural resources and critical environmental areas throughout Sarpy County.

Public input garnered through this planning process places a high priority on the conservation of natural resources and agricultural land throughout Sarpy County. The following policies identify those critical environments and provide strategies for their protection.

1.a The Conservation Zone shall incorporate environmentally sensitive areas such as floodplains and floodways as well as areas that cannot readily support public utilities. These areas should not promote suburban scale development.

1.b Develop and maintain zoning and subdivision regulations that support conservation of natural resources.

1.c Sustainable design elements should be a priority consideration for each capital project, program activity, and maintenance program of the County.

1.d Managing storm-water runoff on site will be a requirement of development, implemented through subdivision regulations.

1.e Protect all water supplies and aquifers from development activities that may affect the quality and/or quantity of water. Development with the potential for adverse effects on water sources should not be approved.

1.f Promote best land management practices through the development of erosion control design standards for subdivision development.

1.g The County should partner with other entities to support the restoration of riparian areas in Sarpy County to their natural state.

1.h Open-space preservation should be considered a prioritized element of Sarpy County’s recreation network and tourism opportunities.

1.i Sarpy County should continue participation in the FEMA National Flood Insurance Program to prevent flood-caused loss of life and property, by identifying and mapping the floodplains and floodways of the County and enforcing floodplain development regulations.
ENV 2 Partner with municipalities and other entities to coordinate and help implement the parks and recreation vision of Sarpy County communities.

   2.a Consider developing a fee structure for residential subdivisions that pools resources to distribute assistance for parks, trails, and recreation, projects benefiting Sarpy County residents.

   In lieu of a Parks and Recreation Department and subsequent programming, Sarpy County can assist in the development of a coordinated park system through its municipal partners.

ENV 3 Provide opportunities for a combination of regional and county trails in accordance to the Sarpy County Master Trails Plan. (Appendix B)

   3.a Following the Master Trails Plan, regional and county trails should provide a destination experience or connect significant regional facilities.

   3.b In accordance to land use policies, ensure new developments connect to existing or future public trail systems through the dedication or right-of-way or easements.

   The dedication of trail access in new development is the means for implementation of the vision of the Sarpy County Master Trails Plan. By facilitating local trails and providing connection to regional trail networks, new development can facilitate a comprehensive trail network that benefits all Sarpy County residents.

ENV 4 Utilize recreation and cultural amenities in the County to further promote recreation and tourism-based economic development.

   Sarpy County's unique balance of rural and urban land uses provides an opportunity to cater to a wide variety of recreational-based tourism demand. By promoting rural recreation to the Omaha Metro Area, Sarpy County can capitalize on a nearby customer base for unique opportunities in local tourism.

   4.a Coordinate tourism and marketing efforts with the Nebraska Game and Parks Commission to promote existing State Recreation Areas in Sarpy County.

   4.b Maintain the Conservation Zone in the County’s Comprehensive Plan in areas adjacent to existing State Parks to avoid land use conflicts and allow for the growth and expansion of parks.
Economic Development
SARPY COUNTY

7.1 Profile ........................................................................................................................................ 158
7.2 Envision ...................................................................................................................................... 176
7.3 Achieve ....................................................................................................................................... 177
Sarpy County’s location gives the county and its incorporated communities economic advantages that few other areas can claim. The availability of large sections of developable land provide industries with the opportunity to locate within Sarpy County yet still be in proximity to both the Omaha and Lincoln employment bases. The following data was collected to understand the County’s past setting in the greater employment markets, current activity, and to discover its opportunities and needs.

The Omaha metro area weathered the 2008 recession better than most regions across the nation. But as other larger metropolitan areas recover and provide additional job opportunities, there is a true potential for the Omaha and Lincoln areas to experience a loss of young talent and disposable incomes to those larger regional metropolitan economies. This possibility would directly affect Sarpy County’s population base as nearly 30% of the residents commute to Omaha for employment.

[SECTION 7.1]
PROFILE
Current Labor Characteristics
A better understanding of the labor force will lead to a better understanding of Sarpy County’s economy as a whole. The Sarpy County economy is very much integrated into the larger Omaha and Lincoln economies. The County can better understand its needs and opportunities by evaluating the current labor force. These labor statistics relate to Sarpy County residents, but not necessarily the jobs within the county.

The top three industry sectors- Education/Health, Professional Services, and Retail Trade account for nearly half of all jobs in Sarpy County. According to the 2014 American Community Survey (ACS) Five-Year Estimates, data collected by the US Census Bureau, the largest proportion of the 86,041 employed persons living in Sarpy County were employed in the education, health, and social services sector (24.1%), professional services, (11.6%), and retail trade (11.2%). The three sectors with the lowest employment numbers include the wholesale trade sector (3.0%), the information sector (2.2%), and the agriculture, forestry fishing and hunting, and mining sector (0.8%).
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.
Table 35 **Labor Force Characteristics by Industry: Labor Share Comparison (2014)**

<table>
<thead>
<tr>
<th>Industry</th>
<th>Sarpy County</th>
<th>Omaha MSA</th>
<th>State of Nebraska</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational, health and social services</td>
<td>24.1%</td>
<td>23.9%</td>
<td>23.9%</td>
</tr>
<tr>
<td>Professional, scientific, management, administrative, and waste management services</td>
<td>11.6%</td>
<td>10.8%</td>
<td>8.2%</td>
</tr>
<tr>
<td>Retail trade</td>
<td>11.2%</td>
<td>11.6%</td>
<td>11.6%</td>
</tr>
<tr>
<td>Finance, insurance, real estate, and rental and leasing</td>
<td>9.4%</td>
<td>9.7%</td>
<td>7.5%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>7.5%</td>
<td>8.7%</td>
<td>10.7%</td>
</tr>
<tr>
<td>Arts, entertainment, recreation, accommodation and food services</td>
<td>7.1%</td>
<td>8.5%</td>
<td>7.8%</td>
</tr>
<tr>
<td>Public administration</td>
<td>7.0%</td>
<td>3.9%</td>
<td>4.3%</td>
</tr>
<tr>
<td>Construction</td>
<td>6.5%</td>
<td>6.7%</td>
<td>6.5%</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>5.8%</td>
<td>5.7%</td>
<td>5.7%</td>
</tr>
<tr>
<td>Other services (except public administration)</td>
<td>3.7%</td>
<td>4.2%</td>
<td>4.5%</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>3.0%</td>
<td>2.8%</td>
<td>2.8%</td>
</tr>
<tr>
<td>Information</td>
<td>2.2%</td>
<td>2.4%</td>
<td>2.0%</td>
</tr>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>0.8%</td>
<td>1.3%</td>
<td>4.6%</td>
</tr>
</tbody>
</table>

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

Table 36 and Figure 40 provide further analysis of the labor market by occupation. A majority of residents have jobs in the management, business, and science and art occupations with 41.1% of the labor force. This share of employed residents is slightly higher than the overall Omaha metro labor market as well as the State of Nebraska. The share of other occupations only vary a percent or two compared amongst these three datasets.

Table 36 **Labor Force Characteristics by Occupation (2014)**

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Number Employed</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management, business, science, and arts occupations</td>
<td>35,392</td>
<td>41.1%</td>
</tr>
<tr>
<td>Sales and office occupations</td>
<td>22,988</td>
<td>26.7%</td>
</tr>
<tr>
<td>Service occupations</td>
<td>12,623</td>
<td>14.7%</td>
</tr>
<tr>
<td>Production, transportation, and material moving occupations</td>
<td>7,792</td>
<td>9.1%</td>
</tr>
<tr>
<td>Natural resources, construction, and maintenance occupations</td>
<td>7,246</td>
<td>8.4%</td>
</tr>
<tr>
<td>Total</td>
<td>86,041</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

*Source: American Community Survey, Five-Year Estimate (2014)*
Figure 40 Labor Force Characteristics Type (2014): Comparison

<table>
<thead>
<tr>
<th>Sarpy County</th>
<th>Omaha MSA</th>
<th>Nebraska</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management, business, science, and arts occupations</td>
<td>Service occupations</td>
<td>Sales and office occupations</td>
</tr>
<tr>
<td>Natural resources, construction, and maintenance occupations</td>
<td>Production, transportation, and material moving occupations</td>
<td></td>
</tr>
<tr>
<td>26.7%</td>
<td>14.7%</td>
<td>16.8%</td>
</tr>
<tr>
<td>9.1%</td>
<td>16.4%</td>
<td>13.5%</td>
</tr>
<tr>
<td>8.4%</td>
<td>8.5%</td>
<td>35.4%</td>
</tr>
<tr>
<td>41.1%</td>
<td>37.9%</td>
<td>24.3%</td>
</tr>
</tbody>
</table>

Source: US Census Bureau (1990, 2000)
American Community Survey, Five-Year Estimate (2014)
Figures 41 and 42 compare changes in employment by industry for Sarpy County between 1990 and 2014. Educational, health and social services had 11,602 more employees living in Sarpy County working in this sector in 2014 than in 1990, an increase of 127.2%. This represents the largest share of percentage of employees for all sectors. Much of this growth can be attributed to the addition of new healthcare facilities such as Bellevue Medical Center and the greater need for educational professionals to meet the demands of Sarpy County’s expansive population growth over the last 25 years. Professional services (8,769), arts, entertainment, recreation, accommodation and food services (4,204), and finance, insurance, real estate and rental and leasing (3,570) were the next sectors with the highest growth in number of residents employed.

Source: American Community Survey, Five-Year Estimate (2014)
The largest percent change of residents in any occupation was professional, scientific, management, administrative, and waste management services with a 735.7% (3,570 employees) increase over 1990 figures. Arts, entertainment, recreation, accommodation and food services (220.8%), construction (130.0%), and educational, health and social services (127.2%) also saw strong growth, at least doubling the figure reported in 1990.

The only sectors to lose jobs were the agriculture, forestry, fishing and hunting, and mining (down 10.4%) and the information sectors (down 5.3%). The loss in agriculture sector jobs can be explained by advancements in farming technologies which allow fewer farmers to manage large industrial farm operations. The loss of farmland to urban development is another explanation for this decline.

Figure 42 Sarpy County Employment by Industry: Percent Changes (1990 to 2014)

Source: American Community Survey, Five-Year Estimate (2014)
The state of Nebraska’s Department of Labor periodically distributes a report that includes a projection of future employment for all major metros as well as statewide. Table 37 lists the ten fastest growing occupations for the Omaha-Council Bluffs MSA from 2012 projected through 2022. Healthcare, business/financial operations, and education continue to be the fastest growing occupations.

Table 37 **Employment Projection by Occupation: Omaha MSA (2012-2022)**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Healthcare Practitioners and Technical Occupations</td>
<td>29,463</td>
<td>34,654</td>
<td>5,191</td>
<td>17.6%</td>
</tr>
<tr>
<td>2</td>
<td>Business and Financial Operations Occupations</td>
<td>27,489</td>
<td>31,247</td>
<td>3,771</td>
<td>13.7%</td>
</tr>
<tr>
<td>3</td>
<td>Education, Training, and Library Occupations</td>
<td>27,056</td>
<td>30,068</td>
<td>3,758</td>
<td>13.7%</td>
</tr>
<tr>
<td>4</td>
<td>Management Occupations</td>
<td>21,119</td>
<td>23,987</td>
<td>3,012</td>
<td>13.6%</td>
</tr>
<tr>
<td>5</td>
<td>Computer and Mathematical Occupations</td>
<td>18,784</td>
<td>22,555</td>
<td>3,771</td>
<td>20.1%</td>
</tr>
<tr>
<td>6</td>
<td>Arts, Design, Entertainment, Sports, and Media Occupations</td>
<td>7,861</td>
<td>8,544</td>
<td>1,220</td>
<td>8.7%</td>
</tr>
<tr>
<td>7</td>
<td>Community and Social Services Occupations</td>
<td>6,400</td>
<td>7,620</td>
<td>902</td>
<td>19.1%</td>
</tr>
<tr>
<td>8</td>
<td>Architecture and Engineering Occupations</td>
<td>5,901</td>
<td>6,803</td>
<td>888</td>
<td>15.3%</td>
</tr>
<tr>
<td>9</td>
<td>Legal Occupations</td>
<td>3,680</td>
<td>4,088</td>
<td>408</td>
<td>11.1%</td>
</tr>
<tr>
<td>10</td>
<td>Life, Physical, and Social Science Occupations</td>
<td>2,948</td>
<td>3,394</td>
<td>408</td>
<td>15.1%</td>
</tr>
</tbody>
</table>

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

Unemployment rates in Sarpy County have consistently remained below state and US levels. The 2008 financial collapse hit Sarpy County and much of the state of Nebraska to a lesser extent than the national labor market. The 25-year peak for Sarpy County’s unemployment rate was 2009 with a rate of 4.6%. This trend began its decline the following year and has since reached a near record low of 2.8% in 2015. The low unemployment rates can be factored to the strong job market within the Omaha MSA and high education attainment levels of Sarpy County residents.

Figure 43 **Sarpy County Employment by Industry: Percent Changes (1990 to 2014)**

Figure 44  **Commuter Trends**

Commuter Trends

Sarpy County, located on the southern half of the Omaha-Council Bluffs MSA, is well-connected with transportation corridors. The Omaha area’s growth to the west and south has created additional employment opportunities for Sarpy County. Travel time to work has consistently been an average of 18 to 20 minutes. Larger employment centers lie to the north of Sarpy County along the Interstate 80 corridor; therefore, these locations influence the average travel time. With a growing Sarpy County population and additional employment opportunities outside of its jurisdiction, this travel time is being challenged by additional rush hour traffic in order to reach these employment centers. This trend has already caused significant investment to existing transportation corridors and interest in expanding highways to increase vehicular capacity for existing and future traffic.

According to estimates in Figure 44, the majority of the county’s workforce travels alone. Carpooling numbers have decreased almost 0.6% since 2000. For either lack of opportunity, desire or both; 0.2% of commuters were estimated to have taken public transportation to work. Currently there are studies to determine transit needs throughout Sarpy County in addition to interests in extending trail networks as another transportation alternative to help alleviate congestion and increased commute times.
Dependency
The dependency ratio examines how much of a community’s proportional earnings are spent supporting age groups typically and historically dependent upon the income of others. The ratio considers children under the age of 15 combined with the elderly aged 65 or older against the remainder of the population that is assumed to be income earners. A ratio of one and under indicates a population that is less dependent and therefore has more disposable income. A ratio over one indicates more dependents in the population than those likely to be supporting them.

Over the past 20 years, the relative number of older dependents in Sarpy County has nearly doubled while the share of young dependents has dropped from 27.5% in 1990 to 16.0% in 2014 estimates. Figure 45 also depicts 74.6% of residents are assumed to be income earners, a slight 6.8% increase since 1990. As previously noted, Sarpy County is experiencing a downward trend in non-family family households with an estimated decrease in the 65+ demographics. Furthermore, Sarpy County consistently had a very low age dependency ratio which assumes the population has a high level of disposable income. The 2014 ACS estimates exhibit an even greater ratio of income earners which equates to a 0.25 age dependency ratio.

Figure 45  Dependency vs Income Earners

Office & Industrial Market Projections

SB Friedman Development Advisors (“SB Friedman”), as part of a consulting team led by JEO Consulting Group Inc., prepared top-down forecasts of development potential in Sarpy County over the next 10 years. The goal of this analysis is to assist in developing an updated Comprehensive Plan, by projecting development that will help guide land use planning and capital investment in the County. This analysis intends to help inform the planning process by projecting the scale of development of two key real estate products: office and industrial.

**Background and Approach**

To estimate near-term real estate development of Sarpy County over the next 10 years, SB Friedman generated a forecasting model that is calibrated based on core drivers of demand and supply factors for certain land uses, as shown in the table below:

Table 38  **Forecast Data Sources**

<table>
<thead>
<tr>
<th>Major Land Use Type</th>
<th>Demand Driver</th>
<th>Supply Factors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>Office-Related Employment</td>
<td>Change in Overall Inventory and Occupied Space, Replacement Need</td>
</tr>
<tr>
<td>Industrial</td>
<td>Output for Manufacturing, Wholesale and Distribution Sectors</td>
<td>Change in Overall Inventory and Occupied Space, Replacement Need</td>
</tr>
</tbody>
</table>

To understand the office and industrial market conditions for Sarpy County, SB Friedman reviewed 10-year historical trend data for office and industrial space from CoStar, a commercial real estate information and marketing provider. This data included several key market indicators, such as rentable building area, net new space delivered, and change in occupied space and vacancy rates. Historical development patterns and current market conditions within Sarpy County provided information on market opportunities and constraints, setting the stage for estimating future development potential for the County. Primary sources of data included employment data and output projections from Moody’s Analytics, an economic research organization focused on risk, performance and financial modeling, as well as CoStar.

**Office**

**OFFICE SUPPLY**

In 2014, the Sarpy County office market contained approximately 3,041,000 square feet of rentable building area (RBA), an increase of nearly 652,000 additional square feet, or a 20% increase, since 2007. On a square foot basis, Sarpy County contains approximately 27% Class A, 59% Class B, and 14% Class C office space. However, although 27% of the total square footage is Class A, this type of office space is located in only 5.0% of the office buildings in the County. In addition, there has been limited development of Class A office space since 2010. Based on CoStar data, there have been only two Class A developments since 2010, which include the SAC Federal Credit Union Headquarters in Papillion and the Nebraska Medicine Campus in Bellevue.

Generally, office vacancy has fluctuated with the larger economy. In recent years, office occupancy was negatively impacted by the recession with vacancy rates peaking at 12.3% in 2008. In 2016, vacancy hit its lowest point in the previous 8 years with only 8.0% of County office space vacant.
Table 39  **Sarpy County Office Market Analytics**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total RBA</th>
<th>Occupied RBA</th>
<th>RBA Added</th>
<th>Vacancy Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>2,541,808</td>
<td>2,269,897</td>
<td>150,500</td>
<td>10.7%</td>
</tr>
<tr>
<td>2008</td>
<td>2,560,008</td>
<td>2,245,405</td>
<td>18,200</td>
<td>12.3%</td>
</tr>
<tr>
<td>2009</td>
<td>2,695,764</td>
<td>2,475,787</td>
<td>135,756</td>
<td>8.2%</td>
</tr>
<tr>
<td>2010</td>
<td>2,832,783</td>
<td>2,582,210</td>
<td>137,019</td>
<td>8.8%</td>
</tr>
<tr>
<td>2011</td>
<td>2,885,253</td>
<td>2,616,754</td>
<td>52,470</td>
<td>9.3%</td>
</tr>
<tr>
<td>2012</td>
<td>2,909,861</td>
<td>2,663,292</td>
<td>24,608</td>
<td>8.5%</td>
</tr>
<tr>
<td>2013</td>
<td>2,942,102</td>
<td>2,707,113</td>
<td>32,985</td>
<td>8.0%</td>
</tr>
<tr>
<td>2014</td>
<td>3,041,435</td>
<td>2,798,601</td>
<td>99,333</td>
<td>8.0%</td>
</tr>
</tbody>
</table>

Source: CoStar, SB Friedman

**Figure 46**  **Existing Sarpy County Office Supply**

Source: CoStar, SB Friedman
Regionally, Sarpy County contains approximately 7.0% of the regional office space, and has captured approximately 13.0% of development since 2007. As competitive land for office development becomes more constrained regionally, it is anticipated that more office space will be constructed in Sarpy County.

OFFICE LOCATION PATTERNS
At a regional level, Class A office has generally been located within Downtown Omaha, the 72nd Street Corridor in Omaha including the Aksarben Village area, and along major transportation corridors including the West Dodge Corridor and I-80, as presented in Figure 47 below. There tend to be limited Class A multi-tenant or headquarter developments outside of these clusters. Since 2010, new regional Class A office development has primarily occurred in existing clusters in Omaha although a few offices have located in Bellevue, Papillion, Elkhorn and La Vista near the Omaha boundary.

Figure 47 Regional Class A Office Supply

Source: CoStar, SB Friedman
As of 2014, approximately 35% of the existing office development in Sarpy County can be characterized as corporate office\(^1\). Corporate office typically consists of single-tenant headquarter buildings or larger multi-tenant Class A and B space. Within Sarpy County, corporate office development is generally concentrated along major interstates and interchanges, with locations accessible to employees from across much of the metro area. Such office tends to be highly visible from the interstate, where corporations can display their corporate name and logo to users passing by every day.

Non-corporate office development tends to be of a smaller scale and more broadly distributed, including locations in retail centers and downtowns. Non-corporate office serves a wide variety of smaller tenants with limited need for direct highway visibility or access to a regional labor force, including professional firms and medical uses. While 65% of existing office square footage in Sarpy County is of the non-corporate type, the vast majority of office buildings (95%) are non-corporate. This type of development is expected to continue to locate throughout the County in the future.

**OFFICE EMPLOYMENT**

Demand for office real estate product is primarily driven by growth in employment in key sectors of the economy. Changes in employment levels are driven by several factors, including economic growth in particular sectors, demographic shifts, and availability of an appropriately skilled labor force. Increasing employment in the County will continue to impact the demand for real estate products in the future, including office space. SB Friedman examined employment by sector using Moody’s projections, based on the North American Industrial Classification System (“NAICS”) sector breakdowns. Historical and projected employment by sector is illustrated in Figure 48.

\(^1\) Corporate office has been defined for the purposes of this assessment as Class A/B office over 80,000 square feet.
The office sector includes jobs in Finance and Insurance, Real Estate, Management of Companies and Enterprises, Information, Ambulatory Healthcare, and selected subsectors in Administrative Support and Education that are likely to use office space. Historical data from Moody’s indicates that an average of over 335 new office jobs were created annually in the County in the past 10 years, with a total of nearly 3,500 office jobs added in the County between 2004 and 2014. Moody’s projections indicate that employment growth is expected to continue. By 2025, the County is projected to have an additional 5,400 office jobs, a growing Compound Annual Growth Rate (CAGR) of 3.1%.

### Table 40  Sarpy County Projected Office Employment by Sector

<table>
<thead>
<tr>
<th>Sector</th>
<th>Jobs in 2014</th>
<th>Jobs in 2025</th>
<th>Jobs Projected to be Added 2014-2025</th>
<th>CAGR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health Care and Social Assistance</td>
<td>1,478</td>
<td>2,335</td>
<td>856</td>
<td>4.2%</td>
</tr>
<tr>
<td>Professional and Business Services</td>
<td>5,265</td>
<td>7,825</td>
<td>2,560</td>
<td>3.7%</td>
</tr>
<tr>
<td>Financial Activities</td>
<td>5,251</td>
<td>6,787</td>
<td>1,536</td>
<td>2.4%</td>
</tr>
<tr>
<td>Information</td>
<td>1,299</td>
<td>1,702</td>
<td>403</td>
<td>2.5%</td>
</tr>
<tr>
<td>Total</td>
<td>13,293</td>
<td>18,649</td>
<td>5,357</td>
<td>3.1%</td>
</tr>
</tbody>
</table>

*Source: Moody’s, SB Friedman*

*Note: Numbers may not add up due to rounding*

### FUTURE DEVELOPMENT PATTERNS & OPPORTUNITIES

Although office employment is expected to be robust in coming years, these employment increases will not necessarily correlate directly to the strongest growth in real estate development, due to decreasing office space per employee. As presented in Figure 49, the amount of office floor space per office employee is expected to continue to decline, facilitated in part by an increasing use of collaborative space and flexible office formats. Advances in technology also allow for increased telecommuting, further reducing the need for office space.

It is estimated that Sarpy County will add an additional 500,000 square feet of office space in the next 10 years. Corporate office buildings in Sarpy County range from 80,000 square feet to nearly 190,000 square feet, and the average office building is approximately 120,000 square feet. Non-corporate professional office space ranges from 500 square feet to nearly 70,000 square feet. The average non-corporate office building in Sarpy County is approximately 10,000 square feet.

In the future, the County will compete with existing regional Class A office clusters, primarily located along major interstates, to attract new development. Based on national trends, competitive Class A office centers of the future are likely to be integrated mixed-use centers, providing workers with access to retail, entertainment and housing opportunities in a more walkable environment than traditional suburban office centers. Non-corporate medical and professional office development will continue to locate throughout the County.
Industrial

INDUSTRIAL SUPPLY
Industrial is currently the strongest real estate market in Sarpy County, with relatively low vacancies and strong recent absorption, suggesting near-term development potential. Since 2007, Sarpy County has seen nearly 800,000 square feet of industrial space delivered, bringing the total industrial inventory to 15.3 million square feet in 2014. In the last three years, the County has added over a million square feet in data centers alone due to proximity to Omaha Public Power District substations and the relatively low cost of power provided. Furthermore, the net change in occupied space was approximately 970,000 square feet over this time period.

As presented in Table 40, as of 2014, industrial vacancy in Sarpy County is relatively low (4.5%), although it is slightly higher than the regional vacancy rate (2.3%). Vacancy peaked in 2007 and 2008, reaching 6.7%, and has since declined. The lowest point for industrial vacancy in the County occurred in 2011 (4.4%). Overall, the Sarpy County industrial market has recovered from the recession.

INDUSTRIAL LOCATION PATTERNS
Industrial real estate location decisions are typically driven by:

- accessibility to transportation,
- an appropriate labor force,
- clusters of similar companies,
- location of major manufacturers,
- relatively inexpensive land, and
- low property taxes.

In general, large warehouse and distribution facilities greater than 500,000 square feet that serve a national distribution market are located at or near inter-modal hubs, at the confluence of Class I railroads, major highways, and air or water ports. As presented in Figure 50 on the following page, industrial and flex space (including warehouse and distribution facilities) within Sarpy County is primarily located within industrial parks along I-80, Fort Crook Road with access to US Highway 75, and Giles Road and 108th Street clusters in La Vista.
Table 41  Sarpy County Industrial Analytics

<table>
<thead>
<tr>
<th>Year</th>
<th>Total RBA</th>
<th>Occupied RBA</th>
<th>RBA Added</th>
<th>Vacancy Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>14,656,166</td>
<td>13,666,977</td>
<td>215,944</td>
<td>6.7%</td>
</tr>
<tr>
<td>2008</td>
<td>14,802,525</td>
<td>13,815,722</td>
<td>198,615</td>
<td>6.7%</td>
</tr>
<tr>
<td>2009</td>
<td>15,024,442</td>
<td>14,185,047</td>
<td>123,017</td>
<td>5.6%</td>
</tr>
<tr>
<td>2010</td>
<td>15,109,439</td>
<td>14,386,630</td>
<td>47,918</td>
<td>4.8%</td>
</tr>
<tr>
<td>2011</td>
<td>15,139,460</td>
<td>14,476,913</td>
<td>39,131</td>
<td>4.4%</td>
</tr>
<tr>
<td>2012</td>
<td>15,176,416</td>
<td>14,452,849</td>
<td>12,325</td>
<td>4.8%</td>
</tr>
<tr>
<td>2013</td>
<td>15,225,486</td>
<td>14,530,312</td>
<td>44,570</td>
<td>4.6%</td>
</tr>
<tr>
<td>2014</td>
<td>15,339,486</td>
<td>14,653,580</td>
<td>114,000</td>
<td>4.5%</td>
</tr>
</tbody>
</table>

Source: CoStar, SB Friedman

Figure 50  Existing Sarpy County Industrial Supply

Source: CoStar, SB Friedman
INDUSTRIAL SECTOR EMPLOYMENT
Estimates from Moody’s for key industrial sectors, including Construction, Manufacturing, Wholesale Trade, Transportation and Utilities, indicate that the industrial sector currently employs the largest number of people in the County, with approximately 24,000 employees in 2014. Over the period from 2004 to 2014, industrial employment has fluctuated but added approximately 1,200 jobs, at an annual average addition of about 116 jobs. Many industrial sectors saw an employment loss following the onset of the recession, most notably the Construction and Transportation sectors. However, these sectors have since recovered. Projections suggest that by 2025, the industrial sector will add approximately 2,300 additional jobs.

Figure 51  Historical & Projected Sarpy County Industrial Employment by Sector

FUTURE DEVELOPMENT PATTERNS AND OPPORTUNITIES
Unlike the office market, the industrial real estate market is not primarily driven by employment levels, rather by output levels. Despite employment fluctuations, industrial space needs have increased due to improvements in productivity, automation and technology. SB Friedman estimated future growth potential in Sarpy County utilizing Moody’s output data, and projects that the County is likely to add 3 million square feet of industrial space in the next 10 years. Furthermore, due to limited competitive industrial sites, proximity to Omaha Public Power District substations, and recent trends in data center development within the County, it is anticipated that the County may add an additional 25% of industrial space, or an additional 750,000 square feet.

Due to its geographic position in the middle of the country and its proximity to several major highway and railroad lines, Sarpy County is well-positioned to grow in the subsector of warehouse and distribution facilities. As outlined in the Omaha Region Industry and Workforce Analysis report prepared in February 2014, Sarpy County’s continued role as a distribution and logistics hub is expected to continue, and growth in e-commerce and manufacturing will present new opportunities for growth in warehousing, transportation and distribution. However, this sector’s growth is primarily reliant on the growth of other industrial sectors. Future competitiveness of the region for industrial development will require adequate transportation flow so that traffic delays do not increase business costs.
### Sarpy County Projected Industrial Employment by Sector

<table>
<thead>
<tr>
<th>Sector</th>
<th>Jobs in 2014</th>
<th>Jobs in 2025</th>
<th>Jobs To be Added (2014-2025)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction</td>
<td>4,509</td>
<td>4,967</td>
<td>459</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>2,576</td>
<td>2,877</td>
<td>301</td>
</tr>
<tr>
<td>Wholesale Trade</td>
<td>2,704</td>
<td>3,492</td>
<td>788</td>
</tr>
<tr>
<td>Non-Store Retail</td>
<td>84</td>
<td>99</td>
<td>15</td>
</tr>
<tr>
<td>Transportation</td>
<td>13,869</td>
<td>14,468</td>
<td>599</td>
</tr>
<tr>
<td>Data Processing</td>
<td>115</td>
<td>211</td>
<td>97</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>23,857</strong></td>
<td><strong>26,114</strong></td>
<td><strong>2,258</strong></td>
</tr>
</tbody>
</table>

Source: Moody’s, SB Friedman

In addition, the increasing importance of advanced manufacturing may drive demand for light industrial space in Sarpy County. Advanced manufacturing often requires a highly-trained workforce with specialized skills, presenting opportunities in subsectors, such as biopharma, machinery manufacturing, plastics and rubber products, fabricated metal products, and computer and electronic products, as outlined in the Industry and Workforce Analysis report. According to the same report, manufacturing in the Omaha region is anticipated to grow by 8.0%, compared to just 1.0% nationally. It is likely that Sarpy County’s highly-educated workforce will attract industrial firms requiring more advanced skills than distribution.

#### Forecast Conclusions

**OFFICE**

Although office employment is expected to be strong in the next 10 years, these employment increases will not necessarily correlate directly to the strongest growth in real estate development, due to trends in decreasing office space per employee. Nonetheless, it is estimated that Sarpy County will add approximately 500,000 square feet of office space over the next 10 years. The County will compete with existing regional Class A office clusters, primarily located along major interstates, to attract new development. Non-corporate medical and professional office development will continue to locate throughout the County.

**INDUSTRIAL**

SB Friedman projects that Sarpy County will likely add at least an additional 3 million square feet of industrial and flex space over the next 10 years. Due to limited competitive industrial sites, proximity to Omaha Public Power District substations, and recent trends in data center development, it is anticipated that the County may add an additional 25% of industrial space, or 750,000 square feet, to total 3,750,000 square feet of new industrial space. Key industrial subsectors that are likely to grow in Sarpy County include warehouse and distribution facilities and advanced manufacturing.
[SECTION 7.2]

ENVISION
Economic development is a prioritized issue for Sarpy County residents. Stakeholders throughout the area recognize Sarpy County’s unique situation in the Omaha-Council Bluffs MSA. The county’s access to the great labor pool of the metro area provides opportunity that the actual population of the county could not independently support. Sarpy finds itself with an abundance of the available developable land in the Omaha area. Recognizing these opportunities, Sarpy County stakeholders foresee the commercial or industrial areas developing into an attractive employment center.

Development Corridors
Input from the public and the PAC focused economic development activities on industrial sites near I-80, Highways 370, 75, and 50; tourism development; commercial nodes of the communities; and large employer centers like the Denver Tech Park or DTC, a high-tech business and economic trading center located in the southeastern portion of the Denver Metropolitan Area. These developments are reflected on the Future Land Use Map depicted in Map 12. The opportunity provided at the proposed I-80 interchange at 192nd Street is a reflection of the vision for a high-tech business park. This type of development would attract high-wage, skilled, white-collar jobs; creating a great opportunity for a rapidly growing young adult demographic in Sarpy County.

Recreation Attractions
Stakeholder input identified Sarpy County’s tourism opportunities as outdoor recreation via the state parks, and NRD water trails, soccer and baseball complexes, destination facilities such as Werner Park as well as a new amusement park or indoor water resort. Other opportunities include utilization of the rivers, drainage ways and high quality open space for tourism development.

A strategic mission to expand recreation opportunities in Sarpy County will work to expand tourism and attraction draw in the area. Taking advantage of riverfront recreation amenities is a strong desire of the Sarpy County public. Integrating the master trails plan will help connect recreation amenities to each other and the residential base of Sarpy County and its communities.

Regional Collaboration
The county should provide a regional strategy for driving new economic development activities and facilitate the development of infrastructure to create shovel-ready sites or the preparation of redeveloped sites for public-private partnerships. The stakeholders of Sarpy County look to the Sarpy County Economic Development Corporation to fulfill that role and craft the regional economic development vision. Design guidelines compatible across jurisdictions should be established to support high quality development and protect the existing investments throughout the county. Map 24 is a representation of industrial and commercial growth areas throughout Sarpy County identified at the time of the adoption of this Comprehensive Plan. These areas, and respective municipal jurisdictions are subject to change.

Government’s Role
Participants at the public workshop were asked their opinion on the County government’s role in new development. The overwhelming response was to protect natural resources and conserve open land followed by the desire to help build new infrastructure to encourage and promote growth. These two responses pair well together since the placement of new infrastructure can be used as a means to direct growth in a contiguous manner while protecting natural resources and open space.
Sarpy County Comprehensive Plan

Countywide Commercial and Industrial Growth Areas

Created By: K. Andersen
Date: August, 2017
Created: ArcGIS 10.2
File: 130339.00

This map was prepared using information from record drawings, and other sources. JEO does not guarantee the accuracy of this map or the information used to prepare this map. This is not a scale plat.

Legend
- Municipal Corporate Limits
- Municipal Jurisdictions
- Mixed Use Area
- General Commercial
- Business Park
- Light Industrial
- Heavy Industrial
- Potential Interchange

[SECTION 7.3]

**ACHIEVE**

**Economic Development Vision Statement**

Diversifying and expanding the business and employment base in the county is encouraged. In supporting growth, Sarpy County should encourage development to meet design standards of neighboring communities, promote effective use of public resources, and complement the Omaha Metro’s economic growth patterns.

**Economic Development Goals and Policies**

ECN 1  Maintain and implement an integrated land use plan that supports economic development.

1.a  Promote the location of large-scale commercial and industrial development projects within urban areas and transportation corridors where a full range of utilities, services, and transportation access are available.

*Sarpy County’s Future Land Use Map was developed with consideration of the land use plans of Sarpy County municipalities and should reflect opportunities for large-scale economic development projects in areas where they are easily accessible for service and customer traffic and can be served by high capacity infrastructure. While the County’s Future Land Use Map only identifies industrial land uses within its unincorporated jurisdiction, the County should continue to work cooperatively with the City’s economic development efforts.*

1.b  Minimize land use conflicts that would impede commercial and industrial growth in areas planned for those uses.

*The Future Land Use Plan should ensure that job centers are not negatively impacted by adjacent development and vice versa.*

1.c  Integrate residential land uses in areas that are adjacent, or well-connected to planned employment centers.

* Ensuring adequate transportation access and connectivity to job centers will mitigate peak traffic congestion and vehicle miles traveled for future development.*

ECN 2  Utilize Sarpy County Economic Development Corporation (SCEDC) to coordinate and promote economic efforts on a countywide scale.

2.a  Maintain Sarpy County’s membership and participation on the SCEDC Board of Directors.

2.b  The County should partner and coordinate with SCEDC in industrial or commercial site development whenever possible.

2.c  Infrastructure extensions throughout the county should be made with consideration for potential economic development utilization, with appropriate sizing and capacity to areas designated as job centers.

*Economic trends will determine appropriate infrastructure needs to support modern jobs and economic investment. Coordinating infrastructure investments with anticipated economic development needs will leverage County funds for maximum public benefit.*
[SECTION 8.0]

INTRODUCTION

Sarpy County began development of the Energy Plan in the spring of 2011 using funding from the American Recovery and Reinvestment Act of 2009. The Plan, developed by Verdis Group, Lamp Rynearson Associates and Steven Jensen Consulting, helps Sarpy County satisfy the requirement of Nebraska Legislative Bill 997 (passed in 2010), which requires cities and counties throughout the State to complete an Energy Element by January 2015. The Plan assesses energy infrastructure and energy use by sector, evaluates renewable energy sources, and promotes energy conservation measures that benefit the community. The Plan complements Sarpy County’s existing Comprehensive Development Plan by providing a specific set of goals and strategies related to energy efficiency and conservation.

The 2017 update of the Sarpy County Comprehensive Plan provided an opportunity to update energy utilization data and further analyze trends. New data availability allowed for more in-depth research and analysis methodologies and provides a more accurate look into energy utilization.

A project team comprising of local professionals completed the original Energy Plan on behalf of the County. The project team began in Spring 2011 by identifying and collecting the data needed to develop a baseline of energy use in the County. The team collected county-wide energy consumption and spending data broken down by sector (e.g., industrial, residential, commercial) as well as transportation-related data (e.g., vehicle miles traveled). The team also collected data on energy consumption and spending by Sarpy County in its own operations. New data was then incorporated into the 2017 update of the Sarpy County Comprehensive Plan.

To put Sarpy County’s data in perspective, the team also gathered available information on energy consumption and spending at the state (Nebraska) and national levels. To provide additional context for Sarpy County, the project team researched energy-related trends, such as the current and historical costs of electricity and major fuels (e.g., gasoline, natural gas) as well as the economic implications should current trends continue. Lastly, the team conducted a review of other community energy plans with the specific goal of highlighting the contents of similar communities’ plans.

Once the team had collected, organized, and analyzed the data, a Core Committee was engaged. The Core Committee as well as the community was invited to public kickoff meetings. That allowed for public participation on community issues and concerns related to County energy use. At the kickoff meeting, the team presented the energy use data and analyses as well as summaries of similar community plans. Members of the Core Committee and public also provided reactions and generated goals and strategies specifically related to urban form and transportation, energy generation, food and agriculture, buildings, and County operations. Ultimately, a category for education was also added to this list.
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 Plan 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 Plan. 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 Plan 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)).
Nebraska also maintains a state energy plan. The 2011 Nebraska Energy Plan (NEP) outlines more than a dozen strategies for the state. These strategies focus on increasing energy production from Nebraska’s natural resources, increasing use of alternative fuels, diversifying energy production, and improving energy security and reliability. Unlike LB 997, the NEP does not impose any specific requirements or set specific metrics for the state or local communities. Still, many of the NEP strategies support and echo strategies adopted in Sarpy County’s Energy section of this plan.

At the local level, the City of Omaha has recently developed its own Comprehensive Energy Management Plan (CEMP). The CEMP arose from the work done by Environment Omaha to create a comprehensive Environmental Element for Omaha’s Master Plan. Portions of Omaha’s Environmental Element (including urban form and transportation, resource conservation, and building construction) categorically correspond to goals and strategies in Sarpy County’s Energy Element. The City of Omaha and Sarpy County, as neighbors, should benefit from their complementary visions for energy policy in the Omaha Metro region.

In spite of the progress in the Omaha Metro Area, the NEP also acknowledges the potential for conflict—and the need for careful balance—between State and local energy plans. The State Plan notes that “investing in commercial, residential and municipal energy programs increase [sic] diversified portfolios, but could also add to utility challenges by reducing needed revenues and increasing costs.” (Nebraska Energy Office, 2011 Nebraska Energy Plan, p 2 (2011)) The NEP goes on to note that the state, local governments, and utilities need to work together to achieve a balance as energy diversity increases. Accordingly, Sarpy County expects to cooperate and coordinate with municipalities in the County, the region, and the state while working toward the goals of this Energy plan.

[SECTION 8.1]
PROFILE
Sarpy County Energy Successes

Sarpy County has pursued energy efficiency in internal operations for many years prior to development of this energy component. Past efforts have focused on increasing the efficiency of County-owned buildings and improving the operations of the County’s vehicle fleet.

Sarpy County has been installing energy management systems throughout its buildings for several years and is nearly complete with this effort. Energy management systems allow for automated and remote operation of building mechanical systems. This capability makes it easier to maintain building temperatures within desired set points and provides facility managers more control over building systems. Although data has not been collected to determine the energy and cost savings of the energy management systems, typical savings from such upgrades range from 5% to 20%.

The facilities management team has also been pro-actively replacing inefficient building equipment with more efficient equipment. For example, some air-handling units have been equipped with variable frequency drives. This modification allows the unit to use a variable amount of electricity to match the airflow needed for a desired environmental affect, rather than operate at a constant level always drawing the same high amount of energy. Sarpy County has also recently installed a collection system at the landfill that collects landfill gas and burns it off with a flare. This prevents methane from entering the atmosphere and provides the County with the potential for a gas to energy project in the future.
Finally, Sarpy County made clear its commitment to energy efficiency in 2011 when it opened the new LEED certified 35,000 square-foot sheriff’s building. The building contains many energy efficient features such as abundant day lighting and heating and cooling systems that use ground source heat pumps. There are other valuable environmental features such as an underground cistern that captures storm water which reduces runoff and reduces the use of purchased water for irrigation. The lessons from this new building will provide guidance as Sarpy expands its building stock in the future.

Sarpy’s vehicle fleet has also undergone changes to save energy. Energy Efficiency Block Grant funds were used to install a system that blends E85 fuel for Sarpy’s “flex fuel” vehicles. Using more ethanol in these vehicles reduces emissions, limits the amount of imported oil purchased in the county, and has kept fuel costs level while gasoline prices have climbed. The fleet maintenance team has itself also worked to improve the insulation of the maintenance building to save on heating and cooling energy. Finally, the fleet sells waste oil for use as heating oil, which reduces the amount of oil imported for heating applications.

**Global Energy Demand**

The global demand for energy is constantly increasing, and could be 50% higher in the 2030’s than demand today (2010 Joint Operating Environment, United States Joint Forces Command). Rising demand for energy will impact all aspects of daily life. Consumers will feel the impact directly as the cost of fuels and electricity rise, and indirectly as the cost of goods and services rise because of higher costs for energy used in manufacturing and transportation. Energy demand also impacts our military forces. About one in eight soldiers killed or wounded in Iraq from 2003 to 2007 were protecting fuel convoys (CNN Money, see http://money.cnn.com/technology/storysupplement/cost_military_oil_addiction/?iid=EL).

In spite of the rising demand for energy, many experts believe that the technology exists today to flat line or reduce energy consumption. There is also a misconception that the energy supply is running out. Certain non-renewable resources, such as natural gas and oil are running out, but there is plenty of renewable energy to meet current and future demands. The graphic in Figure 52 illustrates this point.

According to Figure 52, the world doesn’t have an energy supply problem but has an energy availability problem. Presently non-renewable energy sources are the most readily available to us. However, non-renewable energy will become less affordable over time as the limited resources are consumed. If renewable energy can be made available easily and affordably, some of the social and economic challenges of scarce fossil fuels may be avoided.
**Non-Renewable Energy**

Oil, natural gas, coal, and uranium are non-renewable energy resources. Once depleted, there is no more for future needs. Thus, as we use those resources the corresponding squares in Figure 52 will get smaller. As an example, every barrel of oil used will make the black square smaller the next year.

**Renewable Energy**

Solar, wind, biomass, geothermal, ocean and wave, and hydro are renewable energy resources. As we use them, they replenish quickly enough that these resources are available to us every year. Compared to non-renewable energy sources, use of renewable sources does not affect the size of the corresponding square in Figure 52 from year to year. As an example, using a portion of the yellow solar energy square one year does not make that square smaller the next year.

**Sarpy County Energy Consumption**

Nebraska is the only state with 100% public power. The Omaha Public Power District provides electricity in Sarpy County. Natural gas is provided throughout the County by both the Metropolitan Utilities District and Black Hills Energy. In some rural areas, residents use propane as well. When considering the major sectors of energy consumption: residential, commercial, industrial, and transportation, Sarpy County used an estimated 241 MMBtu (Million British Thermal Units) of energy per year per person in 2010.

Perhaps the most interesting point from Figure 53, is that per capita energy consumption at the local, state, and national levels decreased from 2008 to 2009 before increasing slightly in 2010. Although the reduction in energy consumption corresponds to an economic recession, it demonstrates an ability to reduce energy consumption with currently available resources and techniques. Thus, the goals of this plan are achievable regardless of any technological innovation or lack thereof in the next 10 to 15 years.

This 2017 update includes a change in methodology for calculating energy consumption. The original energy plan methodology used prorated state-level data to estimate consumption in the commercial and industrial sectors. The 2017 update used data collected from utility providers to calculate energy consumption in the commercial and industrial sectors. This change in methodology is the cause for the significant difference in consumption per person from 2010 to 2014. The prorated state-level data estimates significantly higher energy consumption in the commercial and industrial sectors than data collected from the utility providers.
The graph above compares energy use per person in Sarpy County with Nebraska and the United States.
* Values for 2014 are calculated using different methodology than previous years. (Revised 2016: JEO Consulting Group, Inc.)

Figure 54 below further illustrates the magnitude of per capita energy consumption in the county by equating the energy used per person per year with barrels of crude oil and with human labor. Although access to this energy allows each person to be individually more productive, there is a real cost to this energy when considering the source is primarily fossil fuels.

Figure 54: To give a better sense of the amount of energy used per person per year in Sarpy County (2010: 241 MMBtu), the graphic illustrates 241 MMBtu as equivalent barrels of crude oil (42 barrels per year) and as equivalent physical human labor (48 workers per year).
**Urban Form and Transportation**

Getting around takes energy. The Urban Form and Transportation section of the plan deals with the movement of people and goods in and through Sarpy County. Vehicle miles travelled (VMT) (Figure 55) combined with the fuel efficiency of vehicles in Sarpy County directly relate to how much energy is used to get people and goods from one place to another.

Figure 55  **Vehicles Miles Traveled Per Day Per Person**

Sarpy County citizens were driving more and more every year until 2008, when high gas prices and an economic recession reduced miles driven. In 2008, vehicle miles traveled per capita in Sarpy County was 22 miles. Examples of a 22-mile trip in Sarpy County include La Vista to Offutt and back; Gretna to the Sarpy County Offices and back; (Revised 2016. JEO Consulting Group, Inc.)

From 2000 to 2010, inflation (black line) was over 26%. During the same period, the price of regular unleaded gasoline (green line) in the Omaha Metro rose 89%.

Figure 56  **Comparing the Price of Gasoline to the Consumer Price Index**
How we plan our space directly impacts how we get around and how far we have to go. By focusing on the reduction of VMT per capita, the strategies developed recognize that less energy is used when fewer miles are driven per person, per day. Lower VMT means less money spent on fuel which means more money to spend in the local economy. As shown in Figures 56, 57, and 58 a rising price of fuel is likely to have a large financial impact on Sarpy County residents’ discretionary income.

There are a number of challenges related to urban form and transportation that may impede successful achievement of the goals. One major challenge is the behavioral inertia of people with respect to single occupancy vehicles. The personal automobile has been a cultural staple for decades, and changing that culture will take time. Another cultural shift that could slow progress of this plan is the land use patterns of the recent past. Completed subdivisions and suburban development involving acreages and large lot sizes will continue to present challenges just as it will be challenging to shift development patterns toward smaller lots, mixed uses, and greater connectivity. The strategies in this plan aim to augment and support the policies contained in the County’s Comprehensive Development Plan to overcome these challenges over time.

**Buildings**

Buildings use energy for heating and cooling and to run machines, lights, computers, and other electronics. Couple building energy use with the fact that buildings are around for decades if not hundreds of years, and you realize that the energy used over the life of the building can far exceed the energy used in the materials and construction of the building. Figure 59 shows that in 2014, buildings accounted for 62% of energy used in Sarpy County. This section addresses all buildings in Sarpy County, including residential, commercial, and industrial buildings. Some strategies are focused on energy used in existing buildings and others are focused on buildings yet to be built. The strategies below deal with how we design, build, and renovate our buildings because of the direct impact on the amount of energy Sarpy County uses and the cost to its citizens. Figure 60 shows how the cost of energy impacts average households in several Sarpy County communities.

Similar to the challenges in urban form and transportation, the challenges related to building energy efficiency are cultural and based on perceptions. There is a common perception that energy-efficient buildings are more expensive to build. Regardless of whether that is true or not, it is a cultural fact that prevents some from even considering designing or building a more efficient building. Another possible challenge is the large number of “green” building standards available. There are many: U.S. Green Building Council’s LEED system, the U.S. Environmental Protection Agency’s ENERGY STAR system, the federal HOME STAR program, net zero buildings, passive buildings, the Living Building Challenge, and so on. Regardless of what program or standards are used, designers and builders can make use of these standards to help make energy efficient buildings more prevalent. Brief descriptions of LEED and ENERGY STAR are provided below.
Figure 59  **Energy Use by Sector**

![Chart showing energy use by sector in Sarpy County, Nebraska, and the U.S.](chart_image)

The pie charts above compare energy use by sector in Sarpy County, the state of Nebraska, and the United States. Sarpy County’s transportation energy use is higher than Nebraska and U.S. averages. While the Nebraska and U.S. data includes agriculture with industrial, OPPD groups agricultural electricity use with the commercial category for Sarpy County. Revised 2016: JEO Consulting Group, Inc.

**Definitions**

**LEED:** Voluntary LEED certification provides independent, third-party verification that a building, home or community was designed and built using strategies aimed at achieving high performance in key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality.


**ENERGY STAR:** An ENERGY STAR certified facility meets strict energy performance standards set by the U.S. Environmental Protection Agency and uses less energy, is less expensive to operate, and causes fewer greenhouse gas emissions than its peers. To qualify for the ENERGY STAR, a building or manufacturing plant must earn a 75 or higher on EPA’s 100-point energy performance scale, indicating that the facility performs better than at least 75% of similar buildings nationwide. The ENERGY STAR energy performance scale accounts for differences in operating conditions, regional weather data, and other important considerations.

**Net Zero Energy Building (ZEB):** A site zero energy building produces at least as much energy as it uses in a year, when accounted for at the site.

**Food and Agriculture**

The food we eat takes energy to plant, grow, harvest, process, and transport to our tables. The type of soils and growing conditions as well as the distance from farm to table impacts how much energy is used in our food systems. Prime farmland is the highest classification land can be given for high quality growing conditions and Sarpy County has a relatively large amount...
of this valuable asset, as shown in Figure 61. Currently, the prime farmland is primarily used to grow commodity crops such as corn and soybeans (Figure 62). If just over half of the current corn and soybean land use was converted to vegetable and fruit production, Sarpy County could provide the entire Omaha Metropolitan region with food to meet its needs (Figure 63). Strategies related to food and agriculture focus on use of prime farmland and whether the use is commodity farming, diverse food cultivation, development, or other purposes. The strategies below help give guidance to making the decision of how best to use such valuable food-growing land.

How and where the County chooses to balance urban development with preserving prime farmland is the biggest challenge facing the County related to food and agriculture energy use. Population and economic pressures are pushing into prime farmland. Both urban and rural development will impact the amount of energy use, community food resilience, and how much money will be devoted to energy throughout the County.
Sarpy County, Nebraska
Prime Farmland

Figure 61  Prime Farmland- Emerging Terrain

Agriculture
- Prime Farmland or Farmland of Statewide Importance
- Prime Farmland if Drained
- Not Prime Farmland (Including Developed Areas)
- Major Regional Interstate/Highway Network
- Proposed Interstate Connector

Emerging Terrain

Data Source: USDA/NRCS – National Soil Survey Center’s Soil Survey Geographic (SSURGO) Database, 2006. Prime Farmland designation is based on soil type/class, availability of water, slope, overall climate, and other factors that affect land’s productivity; highest designation of farmland by USDA. "Farmland of Statewide Importance" does not meet criteria for Prime Farmland, but it is designated as an important resource by the state.

Figure 61  Prime Farmland- Emerging Terrain
The graphic above provides a visual representation of what is grown on cropland in Sarpy County. It is clear from this map that corn (yellow areas) and soybeans (green areas) are the major crops produced in the county. The next most abundant areas are pasture/grass (light green) and urban developed land (grey). (Source: Emerging Terrain).
Figure 63 Cropland Cultivation - Emerging Terrain

Sarpy County, Nebraska Cultivation

In the graphic above, the top bar represents the approximate current use of cultivated land for growing primarily corn and soybeans. The bottom bar represents the cultivated land area needed to feed the current population of the Omaha Metro. The multiple colors in the bottom bar signify a diverse mix of 24 vegetables and fruits compared to the top bar with only two crops represented. (Source: Emerging Terrain.)

Data Sources: Current land area cultivation data is taken from 2010 Nebraska Cropland Data Layer: USDA/NASS analysis of remote sensing satellite data. Estimated land area needed to grow enough of the selected fruits and vegetables for the current Omaha-Council Bluffs MSA is based on the following data: 2010 Census population 865,350; USDA-ERS total food availability data for each food type, 10-year average 2000-2009 (http://www.ers.usda.gov/Data/FoodConsumption/); and average organic crop yields per acre from 'The Owner-Built Homestead' by Ken & Barbara Kern and 'Before You Start an Apple Orchard' by the University of Minnesota (http://fruit.cfans.umn.edu/apples/beforeyoustart.htm).
**County Operations**

County operations encompass any and all of Sarpy County’s administrative operations and services. This primarily includes all buildings owned or leased by the County and the County’s vehicle fleet. As the charts in Figure 64 below show, more than half of the energy consumed by the County is in the form of electricity and natural gas, which refers to County buildings. In contrast, the graphs also show that over 60% of the County’s energy expenses pay for transportation fuel. Therefore the goals and strategies focus on these areas of Sarpy’s operations.

The primary challenge for the County is finding the funds to carry out energy efficiency and conservation improvements. Moreover, the relatively low cost of electricity and natural gas impact the payback period of such improvements. Nonetheless, the County is dedicated to making incremental changes over time that gradually decrease the amount of energy consumed by the county as well as decrease the long-term cost of its buildings and vehicles.

*Figure 64 2014 Energy Consumption (MMBtu) & Cost*

*The graph above shows that more than half of the energy consumed by the County is in the form of electricity and natural gas, indicating that buildings are the primary energy consumer for Sarpy County. Revised 2016: JEO Consulting Group, Inc.*

*The graph above shows that transportation fuel is the largest energy expense for Sarpy County. Revised 2016: JEO Consulting Group, Inc.*
Energy Generation

Nebraska is a public power state and Sarpy County is served by OPPD exclusively for its electricity needs. Energy Generation is primarily about generating electricity, but also includes the growing and processing of bio-based fuels such as bio-diesel and methane from landfill gas. Though Sarpy County does not have a direct impact on how OPPD generates electricity, (see Figure 65), the County can address distributed generation regulations and provide direction to move energy generation forward in the best interests of Sarpy County’s economic, environmental and social well-being.

Figure 65 provides a visual representation of the sources that feed into the electricity mix serving Sarpy County, nearly three-fourths of which are fossil fuels.

Although evaluation of energy generation, and specifically renewable energy generation, is a stated goal of Legislative Bill 997, there are some barriers to more widespread use of renewable energy. There are many different sources of renewable energy that have potential to supplement our current supply and some technologies that are not realistic. According to the Nebraska Wind Potential map, Sarpy County does not have a strong potential for large-scale wind farms, though distributed smaller scale wind generation may work in select areas (Figure 66). Sarpy County has a better than average potential for solar energy based on the National Renewable Energy Laboratory’s solar potential map (Figure 67).

One hurdle is the public understanding of what constitutes a realistic renewable energy—both for electricity generation and biofuel production. Other barriers come from laws, regulations, codes, and policies. In some instances, these legal devices inhibit use of small-scale, distributed, or community-based renewable generation. One specific example of the impact of policies is shown in Figure 68 with how federal government energy subsidies favor fossil fuels over renewable energy.
As shown on the wind potential map (developed by AWS TrueWind, LLC using MesoMap system and historical weather data) and considering other siting constraints, Sarpy County has limited opportunity to host large-scale wind generation. However, small-scale, distributed wind generation has more potential (depending on the site-specific characteristics).

Figure 66  **Mean Annual Wind Speed of Nebraska at 30 Meters**

Figure 67  **Average Daily Solar Power Potential**

This map from the National Renewable Energy Laboratory shows a better than average potential solar energy in Sarpy County, at 4.78–4.92 kWh/m²/day.
Figure 68 Federal Government Energy Subsidization

The government spends billions of dollars to support the energy industry, which allows it to make energy cheaper than it should cost on the free market. These subsidies—either in the form of tax breaks or direct funding—favor some types of energy over others, giving our country a skewed sense of what each gallon of gas or solar powered electron costs. This is a look at where the government directed its subsidy dollars from 2007 to 2010.

Graphic showing the federal government subsidization of various energy solutions. The graphic includes subsidies in the form of direct spending and tax breaks. The amount of subsidies for fossil fuels is greater than the combined subsidies for carbon capture and storage, renewable energy, and corn ethanol. (Source: GOOD Magazine Issue 24 Winter 2011)
[SECTION 8.2]  

ENVISION  
Public Participation  

One of the most important elements to ensuring project success is community involvement. The Core Committee for the original Energy Plan was created to include a diverse representation of the county’s citizens. Stakeholders such as planners, economic development specialists, environmentalists, and developers with both public and private sector experience were invited to participate on the committee. The Core Committee was the main sounding board for the development of the County’s goals and strategies.

Members of the Core Committee committed to attending three meetings as well as providing comments on draft documents. The Core Committee was also asked to disseminate information back to—and invite input and feedback from—their respective businesses and organizations.

Core Committee members included the following individuals:

Jerry Blasig | Bellevue University  
Scott Bovick | Sarpy County Administration  
Pat Clarke | Sarpy County Fleet Services  
Brian Craig | City of Papillion  
Dave DeBoer | Metropolitan Utilities District  
Bruce Fountain | Sarpy County Planning, Economic Development  
Amy Haase | Planning Representation  
Ron Handke | Black Hills Energy  
Tim Hemsath | UNL Representation  
Robin Hixon | Metropolitan Community College  
Jim Krist | OPPD  
Nick Limpach | Mechanical/Electrical Engineering Representation  
Donna Lynam | City of Gretna  
Sen. Heath Mello | State Senator  
Craig Mielke | Environmental Representation  
Jim Nekuda | Sarpy County Board of Commissioners  
Al Povondra | Architectural Representation  
Don Priester | Green Bellevue  
George Reese | Sarpy County Energy Code Enforcement  
Ross Richards | Sarpy County Facilities Management  
Tom Richards | Sarpy County Board of Commissioners  
Dave Sands | Nebraska Land Trust  
Kelly Shaddix | Metro Transit  
Neil Smith | Development Community  
Mike Sotak | Stormwater Representation  
Doug Stringfield | The Bellevue Medical Center  
Mark Stursma | City of Papillion  
Jerry Torczon | Sarpy County Planning Commission  
Anne Trumble | Urban Design/Landscape Architecture Representation  
Tim Weander | Nebraska Department of Roads  
Rich Weber | Sarpy County Public Works  
Dennis Webster | Midlands Hospital  
Doug Whitfield | Sarpy County Planning Commission  
Denny Wilson | Sarpy County Engineer  
John Winkler | Papio-Missouri River Natural Resources District  
Greg Youell | MAPA
[SECTION 8.3]  

ACHIEVE

The Achieve section of this chapter differs from those previous. While other Achieve sections are guided by a series of goals and corresponding policy statements, the Energy Achieve section is guided by specific action strategies aimed to address each stated goal.

The following guiding principles have been created to help guide the development of the Energy component of the Comprehensive Plan. Sarpy County will...

- Build resiliency for our community through energy efficiency and conservation
- Be resilient to rising and fluctuating energy prices
- Support job creation through good energy policy
- Be recognized as a location of choice for investment in part because of its innovative energy strategy
- Ensure that major public investments visibly contribute to meeting the Energy Element goals
- Present opportunities to conserve energy through development and redevelopment patterns that support reduced energy consumption
- Pursue uniform and efficient growth policies in coordination with the municipalities in the County
- Promote energy planning with Sarpy County Plans including land use, zoning, site orientation, building, infrastructure, and transportation,
- Emphasize to the public through education and awareness campaigns the importance of energy efficiency, waste reduction, and other energy conservation strategies
- Empower individuals to take actions that support the Energy Element, and to act as examples for others in the community
- Support innovative ideas and not act as a deterrent to actions that support and advance the goals and principles of the Energy Element
- Encourage higher density, walkable, mixed-use nodes with adjacent multi-family housing
- Pursue the development of a sanitary sewer system in southern Sarpy County to accommodate future development.

Goals and Strategies

This section outlines the goals and strategies in detail, in six areas:

- Urban Form and Transportation (UF)
- Energy Generation (EG)
- Food and Agriculture (FA)
- Buildings (BD)
- County Operations (CO)
- Education (ED)
Each section contains a brief introduction including selected energy-related data. Following the presentation of the selected data, the section lists Sarpy County’s vision for each area. Lastly, each section lists the goals and strategies related to that area. In each section, there are strategies that Sarpy County will initially focus on considering what is feasible within the near future, while others will be considered on an ongoing periodic or future basis.

NRG 1 Reduce Vehicle Miles Traveled (per capita) by 10% by 2020 compared to 2008 (2008 21.9 VMT; 2020: 19.7 VMT)

1.a Support active transportation alternatives and encourage multi-modal transportation options

- Collaborate with other regional government organizations to plan for regional transportation initiatives and expand public transportation options to residents of Sarpy County
  - Increase ridership
    - Coordinate with MAPA, Metro Transit, and local businesses to set up park & ride locations, possibly sharing a portion of under-utilized business parking lots
    - Encourage large employers to work with Metro Transit
    - Identify employment hubs that can be served by mass transit
    - Provide incentives for mass transit use such as transit passes for County employees, and ways to increase speed of transit
  - Increase service
    - Collaborate with Metro Transit to establish more regular routes with more coverage in Sarpy County
    - Collaborate with Metro Transit to develop enhanced public transportation, such as Bus Rapid Transit, from Sarpy cities to downtown Omaha
    - Collaborate with MAPA and Metro Transit to integrate MetrO! Rideshare into Sarpy communities (includes Park 'N' Ride lots)
    - Collaborate with MAPA to ensure the evaluation of commuter rail from Sarpy cities to downtown Omaha
  - Increase use of multi-use trails, walking, and bicycling as alternative modes of transportation
    - Plan trails to connect larger neighborhoods and provide access to major employers and community facilities
  - Adopt complete streets policies in the County’s design standards
    - Coordinate street and road planning and design among communities to ensure that complete streets policies are adopted throughout Sarpy County
  - Develop realistic information regarding the impacts of new development on the cost of providing public infrastructure and services
  - Collaborate with Sarpy County municipalities to develop and support policies that align with the County's vision for urban from and transportation
Encourage infill development

- Collaborate with Sarpy County municipalities and Sarpy County Economic Development Corp. to develop strategies to fill empty buildings in urban core areas and promote development contiguous to existing public infrastructure
- Encourage increased use of under-utilized public infrastructure

NRG 2 By 2020, the amount of energy generated by privately owned renewable energy systems will double compared to 2011

2.a In conjunction with County Extension Office and local educational institutions, inform citizens about the most practical renewable energy applications
- Solar
- Wind
- Ultra-clean fuels
- Net metering
- Small-scale biofuel production

NRG 3 By 2020, Sarpy County will have established a plan for the County’s use of renewable energy resources

3.a Periodically reassess the feasibility of utilizing landfill gas from both old and new landfills for energy generation
3.b Evaluate the feasibility of producing energy from future publicly owned and operated wastewater treatment facilities
3.c Identify, research, and assess likely locations for renewable energy production

NRG 4 By 2020, increase the percentage of locally produced food that is consumed in Sarpy County

4.a Work with local experts and conduct any additional research necessary to determine the current amount of locally produced food that is consumed in Sarpy County
- Support the best practices for "backyard" agriculture
  - Review existing/develop new codes for:
    - Composting
    - Urban "animal units"
4.b Maintain a balance among agricultural, ecological, and urban land use within Sarpy County
- Create agricultural conservation districts and ecological corridors in the County avoiding the "island effects" of isolated parcels
- Sarpy County will assess the ecological and agricultural corridors in the County and give consideration to conservation easements and important habitats
4.c Transition ownership of prime farm land
- Support foundations that support young farmers
- Encourage and support the creation of edible landscapes (e.g., fruit/nut orchards)
- Encourage seed and crop diversity
4.d Encourage a framework of parkways, open space and greenways
   • Leave open space in new developments for urban agriculture where appropriate

4.e Education
   • Encourage community education and dialogue.
   • Encourage "how to farm" education and property stewardship
     - Increase soil health
     • Rehabilitate the soil
     • Use permaculture
     • Assist farmers with organic soil rehabilitation

NRG 5 By 2020, double the number of buildings within Sarpy County built* to the latest version of LEED or equivalent standards compared to 2011 (3 certified, 6 registered on USGBC website)

5.a Review and evaluate codes that exceed the minimums required by the State of Nebraska with regard to energy efficiency upgrades in residential, commercial, and industrial buildings

5.b Improve accountability and education
   • Collaborate with educational institutions to educate homeowners regarding practical energy efficiency measures, including the Energy Star system
   • Educate County staff on latest and progressive energy codes and systems
   • Support and encourage meeting current LEED standards for all new buildings and renovations throughout the County

5.c Partner with utilities to enhance the County's efforts to understand:
   • Energy use patterns
   • Time-of-sure rates
   • Incentive-based rates
   • Energy efficiency incentives
   • Benefits of participation in utilities' demand response programs

5.d Promote best practices in energy efficient building programs
   • Support the use of the most-efficient building systems
     - Encourage residential and commercial energy evaluations and upgrades
   • Develop criteria for the prioritization of retro-commissioning existing buildings
   • Encourage energy conservation through effective siting of buildings and landscaping
   • Encourage increased use of green roofing systems
   • Promote the integration of renewable energy sources into buildings (see Energy Generation above)
     - Provide information regarding available renewable energy generation
     - Explore demonstration projects utilizing renewable energy generation
   • Research incentives for best practices

5.e Identify, evaluate, and remove impediments to Net Zero buildings

* "Built" to LEED standards does not require the expense of acquiring LEED certification.
NRG 6 Reduce energy consumed in County operations by 5% within 5 years, and by 10% within ten years compared to 2010; and increase average efficiency of vehicle fleet by 5% within 5 years (MPG or GPH, whichever is applicable) compared to 2010

6.a Incorporate energy efficiency improvements to buildings and building systems
   - Incorporate energy efficiency improvements to buildings and building systems
   - Automate building systems for highest efficiency and comfort settings
   - Purchase or implement a system for automating building system maintenance
   - Manage peak demand
     - Air conditioner recycling program
   - Ensure building temperature set points are within an established range that supports comfort and efficiency
   - Replace indoor lights in County buildings with energy efficient lighting
   - De-lamp buildings where appropriate by removing one or more lamps from multiple-lamp fixtures
   - Install solar water heaters in county facilities such as the jail
   - Reduce the use of employee convenience items that draw "vampire" or "phantom" loads while plugged in and not in use (e.g., space heaters, phone chargers, VCRs, TVs, coffee pots, microwaves, and microfridges)
   - Sleep or shut down computers every night and on the weekends
   - Use EPA’s ENERGY STAR program to benchmark and track building energy performance

6.b Provide feedback to facility managers on energy consumption
   - Conduct building energy audits on priority county buildings to identify energy retrofit and improvement opportunities

6.c County will demonstrate a commitment to energy efficiency buildings by implementing progressively more efficient building pilot projects
   - Improve the County’s renewable energy portfolio through an increase of on-site renewable energy application in appropriate County facilities and projects

6.d Research Energy Service Companies (ESCOs) for potential implementation of energy efficiency upgrades

6.e Research revolving loan fund opportunities to finance energy efficiency improvements, including P.A.C.E. Financing.

6.f Provide education/incentives for County employees in the use of conservation methods
   - Provide real-time resource use feedback to building occupants
   - Implement a program to remind occupants to turn off lights in unoccupied rooms such as conference rooms, break rooms, and copy rooms

NRG 7 Reduce total miles traveled by Sarpy County fleet by 10% compared to 2010; and increase average efficiency of the vehicle fleet by 5% (MPG or GPH, whichever is applicable) compared to 2010
7.a Improve efficiency and reduce use of vehicle fleet
   • Provide training to County employees on efficient driving techniques
   • Implement a no-idling policy and other policies to save fuel
   • Create a purchasing policy to infuse more efficient vehicles into the fleet over time
   • Develop a fleet maintenance/management education program
   • Pilot a program using biofuels in existing fleet vehicles
   • Encourage more telecommunication, trip-chaining, and trip aggregation
     – Develop and encourage the use of video and tele-conferencing infrastructure to reduce vehicle miles traveled for meetings

7.b Provide incentives for employees using conservation methods
   • Provide incentives for employee carpooling and transit use, such as reserved parking spots for carpooling, before-tax payroll withdraw for transit costs, other financial incentives, or any combination of the above

NRG 8 Education is critical component of any successful energy plan. Every citizen, business, and building in Sarpy County can make changes that save energy and money which in turn support a healthy and flourishing economy. This section highlights strategies for keeping everyone informed on what the County is doing to be an energy leader as well as ways to share information for people to make their own changes. The strategies below support multiple other categories and the overall success of the Energy component.

8.a Implement education, outreach, and citizen engagement strategies to prepare staff, developers, and the community for County actions
   • Establish a webpage where Sarpy County can inform citizens of its energy saving and energy efficiency efforts both prior to and in accordance with the Energy component

8.b Raise Sarpy County residents' awareness of the wise use of energy
   • Encourage and promote HomeStar Score or equivalent
   • Report results of energy efficiency measures to the public

8.c Recognize innovative projects that support and advance the goals and principles of the Energy component

8.d Leverage recycling education to increase the amount of recycling across the county and consequently reduce energy used to process raw materials and land used for landfill
## Goals & Implementation

**SARPY COUNTY**

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Pages</th>
</tr>
</thead>
<tbody>
<tr>
<td>9.0</td>
<td>Introduction</td>
<td>208</td>
</tr>
<tr>
<td>9.1</td>
<td>Implementation Tools</td>
<td>208</td>
</tr>
<tr>
<td>9.2</td>
<td>Achieving the Plan - Phasing</td>
<td>212</td>
</tr>
<tr>
<td>9.3</td>
<td>Municipal Annexation</td>
<td>212</td>
</tr>
<tr>
<td>9.4</td>
<td>Plan Maintenance</td>
<td>212</td>
</tr>
<tr>
<td>9.5</td>
<td>Methods for Evaluation</td>
<td>214</td>
</tr>
<tr>
<td>9.6</td>
<td>County Policy Statements</td>
<td>214</td>
</tr>
<tr>
<td>9.7</td>
<td>Conclusion</td>
<td>229</td>
</tr>
</tbody>
</table>
[SECTION 9.0]

INTRODUCTION
Implementation refers to the policies and tools that have been identified to carry out the vision of the Sarpy County Comprehensive Plan. It includes actions designed to improve the long-range planning process, strengthen links between the plan and capital improvement budgeting, and provides a comprehensive list of policy statements aimed to guide the decision making process for Sarpy County leadership.

The success of this Comprehensive Plan is contingent on the implementation of the policies compiled in this section. While the role of the Planning Commission is to ensure the orderly growth of the county by adherence to these policies, it is up to the stakeholders in the county to champion the vision established through public participation and input. The plan is a living guidance document meant to reflect the current and future vision of the county as it evolves. It is not the end of the planning process, but the beginning of a coordinated effort to direct growth and development as prioritized by the citizens and stakeholders of Sarpy County.

[SECTION 9.1]

IMPLEMENTATION TOOLS
Plan implementation is the process through which the recommendations and policies adopted by the Comprehensive Plan are utilized to guide the growth of the county. While the Comprehensive Plan is an invaluable tool for planning growth and development, it alone cannot accomplish much without action. The Comprehensive Plan is an advisory document. Its recommendations and policies are implemented through specific ordinances, regulations, programs, and improvement projects.

Implementation is the key to effectively planning for growth. A vision statement and related goals are an important first step in planning. In the final analysis, however, a combination of regulations, incentives, policies, and public improvements are necessary to address a particular issue or opportunity.

Several types of measures can be employed to implement the Comprehensive Plan. Zoning regulates the use of land. It specifies what can and cannot be done to develop or use land within the county. A Capital Improvements Plan is an implementation tool that directs public decisions on how to utilize taxpayer funds. All land uses and land development require supporting facilities and services. The County’s decisions on where to invest in infrastructure and such facilities has a significant effect on when, where, and the cost of development. Adopted policies will dictate how development is financed and served with infrastructure.
Zoning
Zoning is a device of land use regulation used to control the physical development of the county. Zoning laws typically designate various uses of land into mapped areas of the county which separate one set of land uses from another. Zoning often regulates not only the particular land use and its location in the county, but also the lot coverage, structure characteristics, accessory dwellings, fencing, signage, and other site characteristics. Allowed uses can be permitted by-right, meaning they are allowed without further government approval. Other uses may be required to obtain a conditional use permit prior to commencement. Zoning also prohibits uses, those that are considered incompatible for the area and/or its infrastructure capabilities.

The process of zoning has its legal basis in the local government’s police power, which allows the government to create regulations aimed at protecting the general health, safety, and welfare of its residents. Zoning also places limitations on the use of land by private property owners. Once enacted, zoning sets limits on the type of uses that may be conducted on any given parcel of land. On the other hand, zoning also introduces a level of certainty for the community in that incompatible land uses will be segregated, and land values preserved. It is precisely this balance that must be resolved by the governing body before effective and acceptable zoning regulations can be prepared.

Land Subdivision Control
Land subdivision regulations define how a large parcel of land is divided into smaller parcels for development, and ensures the proper design of new developments including the installation of adequate infrastructure. In addition, land subdivision regulations determine who is responsible for financing and maintenance costs associated with development. By exercising land subdivision control, the County is afforded advance notice of an intent to develop land, whether for commercial or residential uses. Land subdivision control also aids the County in the creation and tracking of land according to state statutes.

Site Plan Review
Site plan review is closely tied to both zoning and subdivision controls. In the zoning context, site plan review allows the government to ensure a proposed development meets the required regulations. During the land subdivision process, site plan review provides the government the opportunity to confirm the layout meets the minimum requirements of lot size and area, infrastructure design and location, as well as the provision of easements when necessary. Site plan review can also be used in conjunction with planned unit and mixed-use developments to arrange the various uses according to minimum requirements.

Design Standards
Design standards refer to the minimum required standards for the design of specific project elements. Often, these standards refer to accepted engineering practices for infrastructure improvements. Such standards can also be expanded to incorporate required landscaping and screening provision between uses or along major traffic corridors, and address other aesthetic and physical character considerations. Although some design standards currently exist in Sarpy County, these are intended to be expanded and incorporated as a part of a regulatory approach.

Interim Regulations
Interim regulations are utilized to address a specific short-term need, usually while a longer duration study or project is ongoing. For example, moratoria are enacted when a local government wants to delay specific activities pending some change to the regulations that govern those activities: a moratorium on approving new subdivisions may be issued while the community engages in revising
or rewriting their subdivision regulations. Interim regulations can also be used to address topics not covered by current regulations. When specific uses, such as ethanol plants or wind generation facilities, are not addressed in zoning or some other regulation, they may be addressed on an interim, or temporary, basis pending the creation and adoption of a permanent regulation.

Special Purpose Plans
Special purpose plans allow the County to prepare plan documents for specific areas within the county for specific uses. These documents typically provide greater detail and more specific guidance than is addressed in the Comprehensive Plan. A special purpose plan has varying level of detail that can be tailored to the needs of the County at the time.

Common uses for Special Purpose Plans:
- Utilities - planning for the provision or installation of utilities in specific areas
- Roadways - establishing the location of roadways and rights-of-way
- Improvements - coordinating the provision of improvements such as noise barriers or fencing
- Aesthetics - establishing aesthetic standards for specific areas
- Parking - providing comprehensive parking plans for specific commercial areas
- Recreation - planning for areas that provide recreation opportunities

Community Outreach
Community outreach can be one of the most impactful forms of plan implementation. A successful comprehensive plan is one that reflects the needs and desires of residents and stakeholders. By establishing broad-based support behind the vision of a plan, potential barriers are removed for the steps necessary to implement the vision. Providing the public with information should be a vital component of other plan implementation tools in order to increase the rate of participation, and overall success of these efforts.

Citizen outreach and information programs should ensure all county residents have the ability to be involved in all phases of the planning process. The program should include clearly defined procedures for on-going involvement. The program should also be appropriate to the scale of the planning effort and provide for continuity of participation and information that enables citizens to identify and comprehend issues. A citizen involvement program may consist of the following components:

- Encourage widespread citizen involvement - A cross-section of affected citizens should be involved in the development and execution of the information program. Citizen involvement during program formation can ensure the program is designed to maximize the effectiveness and minimize communication errors
- Assure effective two-way communication - Mechanisms for communication should be chosen based on their applicability to the message being distributed, ease of use and understanding, and must provide for effective communication between citizens and elected and appointed officials
- Provide opportunities for citizens to be involved in all phases of the planning process - Citizen involvement should be included in all planning efforts, including the preparation of plans and implementation measures, development of plan content, establishment of goals and policies
• Distribute technical information in an understandable form - Information necessary for the casual observer to make informed decisions should be presented in simplified, understandable language. Further, such information should be made available in convenient locations, such as the County Courthouse, public libraries or on the County website.

• Present citizens with timely feedback from policy-makers - Recommendations and suggestions provided through citizen involvement should be responded to within a reasonable time, with a response made directly to the source of the input. In addition, any policy recommendations that result from public input should be made available for further public review and assessment.

• Allocate adequate resources to support an effective citizen education program - adequate human, financial, and informational resources must regularly be allocated to maintain an effective citizen education program.

Capital Improvement Programming
Public investment strategies are the key to implementing many of the infrastructure and utility improvement projects that will be necessary to implement the vision of this plan. These strategies should address the phasing of improvement projects, coordination of public resources, and the necessary details to support a successful project. Public investment strategies should be closely tied to a regularly updated Capital Improvement Program.

Capital improvement programming plays a vital role in determining when and where the county will grow. As the county grows and changes over time, it is desirable that facilities and infrastructure be developed concurrent to growth and development. Utilizing a Capital Improvement Program, Sarpy County can prioritize its funding resources to high priority projects while facilitating development to the locations best suited for growth.

Concurrent planning policies, combined with a clear understanding of growth preferences have been designed to address the timing of public facility improvements, as well as the location and quality of those facilities. These policies are designed to assist in the development of a capital improvement program that effectively supports the growth policies of this Plan and supports the development of the necessary public facilities.

Conservation Easements
Conservation easements are a common tool used in many locations, and allow landowners to limit future development on their property as well as allow the County to protect environmentally sensitive areas. A conservation easement is a legal agreement between the landowner and a public agency or nonprofit organization. The landowner retains ownership and the right to use the land according to the terms outlined in the agreement. Conservation easements are occasionally purchased, but frequently donated or mandated. Provided that certain conditions are met, donated easements may be eligible for income, estate, or property tax benefits.

Property owners can grant conservation easements in order to protect their agricultural property from unwanted development while retaining ownership of their land. A landowner grants a conservation easement to assure the property will be protected in the future, regardless of who owns the land. The activities allowed on land covered by a conservation easement depend on the property owner’s wishes and the property characteristics. Conservation easements may be designed to cover all or only portions of a property.
[SECTION 9.2]

**ACHIEVING THE PLAN**

One goal of a Comprehensive Plan is to establish priorities for implementation of County projects. For the purposes of county budgeting efforts, these priorities help policy makers decide which projects should be funded and when. However, external funding sources are also available to assist with implementation projects. These forms of financial assistance also are reliant on established priorities to guide the decisions on what forms of assistance to seek, and often whether they are funded or not.

**Grant and Financial Assistance**

The construction of needed infrastructure often presents a financial burden on county governments. However, utilizing grants and leveraging external forms of assistance can be a valuable and viable option. There are numerous programs that provide funding assistance to help local governments through private foundations, organizations, and state and federal government. Funds can be awarded for projects addressing infrastructure and facility investments, natural resources preservation, and economic development.

[SECTION 9.3]

**MUNICIPAL ANNEXATION**

The incorporated communities of Sarpy County have the legal right to annex land according to Nebraska Law. With any annexation, the municipality may extend their extraterritorial zoning jurisdiction as provided by State Statute. The County shall keep an accurate record of such changes and update the County’s official Zoning Map and Future Land Use Map accordingly. County leadership will continue to coordinate with these communities to help in annexation decisions and processes’ and overall growth of Sarpy County.

[SECTION 9.4]

**PLAN MAINTENANCE**

A relevant, up-to-date plan is critical to a successful, sustained planning effort. A comprehensive plan must be current to maintain both public and private sector confidence; evaluate the effectiveness of planning activities; and, most importantly, make mid-plan corrections on the use of county resources. The Planning Commission should conduct a five-year review of the Sarpy County Comprehensive Plan and an annual review of goal progress.

After adoption of the Sarpy County Comprehensive Plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies of the plan. Approximately every three to five years, a report should be prepared by the Planning Commission to provide information and recommendations on:

- Whether the plan is current in respect to population and economic changes, and
- The policy statements are still valid for the County and its long-term growth.
The Planning Commission should hold a public hearing on this report to:

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

The Planning Commission should recommend changes or further study if they find significant policy issues. Major changes in basic assumptions or conditions may necessitate Comprehensive Plan revisions that may lead to the identification of Comprehensive Plan amendments. The public is also encouraged to bring plan amendments to the Planning Commission. This will ensure the continual exploration of the plan and market needs.

**Plan Amendment**

The Planning Commission is expected to receive comments and suggestions from individuals to amend the Comprehensive Plan. This anticipated action of receiving proposals throughout a calendar year is best addressed by consolidating non-immediate proposals and reviewing them together in conjunction with a predetermined, scheduled review, held approximately every five years. By reviewing non-immediate amendments at one time, the effects of each request can be evaluated for subsequent impacts. Therefore, all proposals can be reviewed and evaluated for their net impact on the Comprehensive Plan.

The County should compile requests and prepare a report providing applicable information on each proposal, and recommend action on the proposed amendments. The Comprehensive Plan amendment process should adhere to the adoption process specified by Nebraska Law and provide for the organized participation and involvement of citizens.

**Unanticipated Events**

More immediate amendment requests, such as Future Land Use Map amendments and other textual amendments reflecting proposed developments should be reviewed more regularly. The Planning Commission should be responsive to amendments affecting current development proposals by scheduling hearings and reviews as soon as possible.

A plan amendment may be proposed and considered separately if significant development events arise which impact several elements of the Comprehensive Plan. If such an event or proposal occurs and is determined to be of significance, a special amendment process must be utilized.
[SECTION 9.5]

METHODS FOR EVALUATION

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

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

- the character of adjacent neighborhoods
- zoning and uses on nearby properties
- the suitability of the property for the uses under the current zoning designation
- the type and extent of positive or detrimental impact that may affect adjacent properties, or the community at large, if the request is approved
- potential impact of the proposal on public utilities and facilities
- the length of time that the subject and adjacent properties have been utilized for their current uses
- potential benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not approved
- comparison between the existing land use plan and the proposed change regarding the relative conformance to the goals and policies
- planned impact on the phasing of infrastructure implementation in accordance to the growth management zones adopted in this Comprehensive Plan
- consideration of County staff recommendations

[SECTION 9.6]

COUNTY POLICY STATEMENTS

The policy statements of preceding chapters in this Comprehensive Plan are listed in their entirety in this section. When utilized together, these statements should reflect the priorities of the County and guide the decision making process for policy makers. The collective policies below are a tool to implement the vision of this Comprehensive Plan, established by public participation, and the viewpoints of County leadership and stakeholders.

Facilities & Services

FAC 1 The County should prioritize the provision of adequate facilities and services to all residents by ensuring cost-effective services and conscientious investment of public resources.

1.a The County shall ensure the cost-efficiency of services by utilizing a cost/benefit analysis in evaluating whether to contract services or to use county personnel.

*There may be instances where contracting certain public services may be in the best financial interest of the County. To a reasonable extent when exploring the addition or amendments to county services, the possibility of contracting services should be considered.*
1.b The County should continuously examine areas where the consolidation of services and facilities through inter-local agreements would result in efficiencies. These collaborations may include law enforcement, street and road maintenance, and other services.

Collaborating and combining public services with communities or other entities may be a cost-effective means of delivery. This should be explored where a high level of service can still be maintained.

1.c The Sheriff’s Department should continually evaluate staffing and equipment needs. As the population continues to grow, the Department must continually invest to ensure the levels of protection desired by the public.

Safety and quality of life are key drivers of population growth in Sarpy County. Ensuring the high level of public safety services throughout the County will offer a sustainable high quality of life in Sarpy County and its communities.

1.d The County should explore options for improvements to the Law Enforcement Center in line with the recommendations of the 1999 Sarpy County Courthouse Master Planning Study (as updated in 2013).

Sarpy County’s population growth has put strain on its law enforcement facilities with increased demands. The 1999 Sarpy County Courthouse Master Planning Study, updated 2013, has specific recommendations for County jailing services and facilities.

**Land Use & Growth Management**

LND 1 The County should utilize the Comprehensive Plan to identify areas for implementation of appropriate zoning and subdivision regulations to facilitate responsible growth and development.

1.a An Urban Development Zone will be established to facilitate urban-scale growth in areas that can be served immediately by public utility extensions prior to, or in conjunction with, new development.

The Urban Development Zone is to be created to facilitate the urban growth demands of Sarpy County. These zones are established in accordance with the South Sarpy County Sanitary Sewer Study and represent areas currently served by urban services. By guiding urban scale growth to these areas, the County is promoting compact, contiguous growth and the most efficient provision of infrastructure and utilities.

1.b An Urban Reserve Zone will be established to identify and dedicate areas of the county that may be served by public utilities in the long-term future. Development in this area will be subject to regulations relating to build-through subdivisions to protect farmland in the near-term and assist in the transition of land from rural to urban use.

Establishing the Urban Reserve Zone will promote urban-scale growth for Sarpy County communities. The goal of the Urban Reserve Zone is to facilitate the long-term transition of rural land to urban development at densities which will support infrastructure costs.
1.c A Conservation Zone will be established to protect environmentally sensitive, or critical areas from urban-scale development. Development in this area is not intended to be served with public utilities or urban-scale infrastructure.

The intent of the Conservation Zone is to protect prioritized or critical areas from urban-scale development. Regulations relating to this area will conserve agricultural and environmental lands, an established asset to Sarpy County.

1.d A Rural Development Zone will be established to accommodate land use trends of large-lot residential and appropriate rural uses. Development in this area is not intended to be served with public utilities or urban-scale infrastructure.

The intent of the Rural Development Zone is to accommodate areas of large lot residential development and other rural land uses.

LND 2 Develop a cohesive county-wide land use pattern that ensures compatible and complementary relationships between land uses and jurisdictions.

2.a The County land use plan will designate land use areas and guide development to appropriate areas in order to ensure desirable land use patterns. The plan will provide for public infrastructure in urban areas, minimize conflicts of land uses, preserve the natural environment, manage growth, promote orderly development, and preserve and transition agricultural land until it is ready to be developed at urban/suburban densities.

The Sarpy County Future Land Use Plan was developed to minimize land use conflicts by incorporating the various land use plans of the cities within the County. These plans were utilized when developing land use areas adjacent and near the zoning jurisdictions of Sarpy County communities. The Sarpy County Future Land Use Plan will be a tool that harmonizes growth trends of independent and diverse jurisdictions throughout the county. The future land use plan was designed to coordinate this growth for compatibility at full build-out.

2.b Future land use designations and corresponding zoning classifications shall be amended only when it can be demonstrated that such modifications are in the best long-term interest of the county. Such amendments shall not have an adverse effect on land use compatibility nor be inconsistent with the goals and policies of the Sarpy County Comprehensive Plan.

The Sarpy County Future Land Use Plan was adopted to reflect the highest and best use of land throughout the county as well as to complement the land use plans of all jurisdictions within Sarpy County. Land use designations and zoning should not be changed simply to accommodate a proposed use, but should be established and maintained to the extent necessary to ensure compatibility of adjacent land uses and facilitate growth of adjacent jurisdictions.

2.c Sarpy County should not approve a development or subdivision that is:

- inconsistent with the County's adopted Comprehensive Plan, detailed area plans, infrastructure and utility plans, or long-range transportation corridor plans or studies;
- inconsistent with the County's right-of-way standards, or standards established in long-range transportation corridor plans or studies;
• lacking necessary local paved road plans, approved by the County, to serve the subdivision or development within a timeframe consistent with development, or does not conform to roadway policies;
• lacking adequate sanitary sewer and potable water capabilities;
• lacking adequate storm water drainage, storm water treatment facilities, or storm water management either within the development site or downstream;
• inconsistent with any other standards addressed in adopted zoning regulations, subdivision regulations, or design standards;
• inconsistent with other adopted decision criteria,
• inconsistent with the Comprehensive Plan unless the proposed development or subdivision furthers another more important Comprehensive Plan objective. In which case, the County should, for good planning purposes, allow development that is different than the Comprehensive Plan might call for in certain areas.
• inconsistent with the Comprehensive Plan unless there have been substantial legal, physical, or infrastructure changes that formed the basis for the Comprehensive Plan, in which case the Comprehensive Plan should be amended so as to allow for an support the change.

The County shall maintain clear standards for approval of development and subdivision plans in order to implement the vision of its Comprehensive Plan.

2.d The Sarpy County Planning and Public Works Departments shall serve as a resource for communication with city staff on regional planning issues. This includes specific studies and plans that may result in future growth.

Collaborative planning efforts between jurisdictions will result in more efficient planning and development with the potential for fewer conflicts in land use and planning implementation.

2.e When utilizing traditional use-based zoning, transitional areas, buffer zones, and screening shall be incorporated to minimize conflicts of adjacent, but potentially conflicting land uses. Natural features such as drainageways, topography, tree-lines, etc. shall be utilized wherever possible. Where natural buffers are not available, buffers such as berms, roadways, landscaping or fencing should be developed. Where conflicting land uses occur, appropriate regulations to preserve as much transitional area as possible (lot size requirements, setback minimums, building orientation, site design, buffering, etc.) should be established.

The utilization of transitions can be alleviated by the use of mixed-use or master planned developments which utilize siting and construction typologies to minimize land use conflicts.

Establishing transitional areas minimizes potential negative effects of conflicting land uses; noise, traffic, lighting, etc. Natural transitions also incorporate the built environment within a rural or environmental setting.

LND 3 Manage development and stage infrastructure investments in a manner that supports contiguous land development throughout Sarpy County to provide for fiscally responsible growth management.
3.a Identify land suitable for development in unincorporated Sarpy County based on the feasibility of infrastructure expansions over the next several decades. Dedicate land uses of these areas based on their long-term highest and best use and compatibility with adjacent land uses.

*The growth pressures throughout Sarpy County have the potential to result in short-sighted development that does not account for the future build out of the county in its entirety. Land use dedication should be implemented with the long-term build out of the county in mind.*

3.b Promote land use development within the zoning jurisdictions of municipalities and the Urban Development Zone.

*Infrastructure service should be implemented in cooperation with appropriate entities to ensure the efficient utilization of resources and local control of the built environment.*

3.c Prioritize the dedication and acquisition of right-of-way along planned transportation corridors prior to, or in conjunction with, their implementation.

*Traffic demand pressures on the transportation network in Sarpy County will exponentially increase with population. Preserving right-of-way prior to development reduces acquisition costs and delays in implementation while ensuring best practice in the design and integration of roadways with the surrounding area.*

3.d The cost of extending infrastructure and increasing capacities should be shared by the development generating the need for such improvements. Funding mechanisms should be established relating to a fee structure of sharing costs proportionately by development(s) that benefit from facility improvements relating to: Parks; Stormwater Management; and Transportation.

*The expense of servicing new development should not fall solely on existing residents of Sarpy County. Developments should pay for a significant share of improvements required due to the increase in demand and use of public facilities. Over-builds are often an important policy for staged infrastructure investments, which can be recouped with development fees. Over-building is a phasing process by which a single subdivision will build excess infrastructure capacity to facilitate the development of future subdivisions along the served route. The cost of the excess infrastructure is then reimbursed via a fee or other financial mechanisms, paid by adjacent developments and the County.*

3.e Develop a Capital Improvement Program (CIP) to properly plan and budget for public improvements to support population growth and quality of life.

*A systematic budgeting process for public improvements increases oversight and transparency in County government expenditures, and allows for a systematic, programmed, and proportional use of taxpayer dollars.*

LND 4 Balance the growth of the built environment throughout Sarpy County with preservation and conservation of environmental resources and agricultural production.

4.a Sarpy County should maintain an Urban Reserve Zone as part of the Comprehensive Plan that identifies and allocates developable land based on infrastructure and utility service. Development patterns in this area shall be designed in a manner that allows for build-through subdivisions.
An Urban Reserve Zone shall be preserved for future higher intensity urban land uses. By establishing appropriate land use regulation, this area can be maintained as farmland in the near-term and be protected from less intensive uses that may interfere with the systematic growth of municipalities and associated urban-density developments. Rural development that occurs in this overlay shall be subject to build-through subdivisions allowing for the appropriate transition to urban-density development. An Urban Reserve Zone may be a long term reservation of land use, even extending beyond the planning period of an individual comprehensive plan.

4.b Select areas of the county should be identified for rural land use patterns to preserve open space, critical habitats, and natural resources.

There are areas in Sarpy County that will not be served by sanitary sewer. When identified, these areas should reflect rural land uses to provide diverse lifestyle opportunities and conserve environmental or agricultural priority areas.

The Platte and Missouri Rivers provide a unique draw and resource for Sarpy County – especially at their confluence. By preserving these areas in their natural state, Sarpy County can protect the rivers and utilize them as an amenity for tourism, recreation, and open space.

4.c The preservation of agricultural uses and operating farms within the Conservation Zone of the Sarpy County Comprehensive Plan should be a priority in planning and development decisions. Correspondingly, the County shall protect agricultural operations from the encroachment of conflicting low-intensity acreage development through the use of clustering in areas designated to have minimal effect on agricultural uses or environmentally sensitive areas.

Maintaining the Conservation Zone for low intensity development and protecting environmentally important/sensitive areas is an important element of the Comprehensive Plan as recorded in public input.

Clustering acreage development into areas of less productive or undesirable farmland provides economic support to farmers with land less suitable for farming. Clustering also provides a low intensity residential living option to fulfill the market demand in this area.

4.d Sarpy County should enforce conservation provisions established in this Comprehensive Plan to identify and conserve environmentally sensitive areas.

Conservation provisions established later in this chapter establish criteria for identifying and conserving environmentally sensitive areas in Sarpy County.

LND 5 Developments should be built and designed in a manner that contributes to and enhances the quality of life in Sarpy County.

5.a Ensure that Sarpy County, along with local jurisdictions within, provide diverse options in relation to lot size, density, and type for all land uses.

Sarpy County and the municipalities located within the county represent a primary area of residential growth for the Omaha-Council Bluffs MSA. However, a public priority lies in preserving the unique environmental resources found in the area, including agriculture production. Offering a range of development options in a managed fashion will result in a more diverse, well-balanced, and prosperous region.
5.b Commercial and industrial development should be located in areas serviced by public infrastructure and utilities.

*High-level users of public utilities and transportation infrastructure will best serve the county being located where infrastructure extension is minimal. This will ensure the proper phasing of infrastructure investment and manage build-out to desired areas of the county. Locating job centers near existing population will also ease the burden of commuting miles driven.*

5.c 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.

*Coordinating the development of public infrastructure and facilities will enhance the overall connectivity and continuity of public amenities, thereby creating comprehensive systems available throughout the county. The infrastructure and amenity systems that should be connected include:*

- Trails
- Parks
- Roadways and transportation access
- Utilities
- Stormwater management

5.d Commercial and industrial development should be built of high architectural and aesthetic quality.

*The consensus of the public participation process expressed that commercial and industrial development in the County’s jurisdiction should be built to architectural and design standards compatible with those required by Sarpy County cities.*

5.e Sensitive natural features such as steep slopes, erodible soil, dense woodlands, prairies, wetlands, etc. should be protected and reflected in the Conservation Zone. The County should consider developing and implementing mitigation guidelines that replace destroyed sensitive areas such as wetlands.

*The Conservation Zone should continually reflect environmentally sensitive areas for preservation. Not only are these areas not suitable for development, they can be utilized as passive recreation, natural buffers, and provide other environmental amenities for Sarpy County residents.*

5.f County Subdivision Regulations should reflect standards for development and grading along waterways to allow the waterway to meander and erode; or for man-made stabilization techniques to be installed. These standards should allow for a maintenance access easement.

*Subdivision Regulations should prevent development too close to waterways to protect the natural amenity as well as the development itself. To best protect these areas, a minimum easement/right-of-way should be considered which provides the wider of the 100-year flow, or the width determined by a 3H:1V slope plus 50 feet on each side of the channel projected up from the lowest point in the channel to the overbank ground surface.*
5.g Commercial and mixed-use land uses are encouraged to be placed along arterial corridors. Commercial development should be placed within the 1/4 mile access point off of arterial roadway intersections.

To encourage maximum accessibility from major intersections, commercial development should take place adjacent to the intersections of arterial corridors.

5.h The size and density of commercial centers should be commensurate to the size of the adjacent arterial roadways serving the development. In other words, larger commercial centers should be located on major (4-6 lane) arterial roadways while smaller centers should be placed on minor (4 lane) arterial roadways. Standards 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 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 (AFB) Community Planning Office for review and comment.

The Military Compatibility Area Overlay District (MCAOD) is established in the Offutt AFB 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 an economic development priority of Sarpy County and any development affecting the base should be compatible with its optimal utilization.
**Transportation**

**TRN**  Preserve and maintain transportation infrastructure in a state-of-good-repair to protect the significant investment.

1.a New construction projects shall be built in a manner that controls and manages long-term maintenance costs.

1.b Partner with state, municipalities, and adjacent counties to evaluate maintenance responsibilities based on effectiveness and efficiency versus jurisdiction.

1.c Preserve the life of the existing county transportation system by implementing timely and consistent roadway management practices.

1.d Allocate resources to maintain pavement conditions at sufficient levels.

1.e Allocate resources to maintain bridge conditions at sufficient levels.

**TRN 2** Provide a connected transportation system that offers safe, efficient and reliable options for all modes of travel.

2.a Develop a complete streets policy for the County that articulates a formal commitment to benefit all users and complements the communities’ transportation systems.

2.b Improve system connectivity through improved network connections and reduced network gaps.

2.c Implement an arterial access policy to set standards for access points along major and minor arterials. The access locations may be allowed to deviate from the ¼ and ½ mile access locations based on physical constraints. See Figure 21:

2.d Implement a Through-Route Policy to set standards to allow direct and continuous neighborhood access to adjacent arterial streets. Each mile section should have three through local or collector routes in the north/south and east/west direction generally at the ¼ and ½ mile points. See Figure 22:

2.e Local roadways should also be designed to provide connection and access to adjacent developments through subdivision regulations.

2.f Sarpy County should not approve a development or subdivision that is:
   - inconsistent with the County’s right-of-way standards, or standards established in long-range transportation corridor plans or studies;
   - lacking a necessary local paved roads plan to serve the subdivision or development within the Urban Development Zone.

2.g Implement driveway policies to improve efficiencies and increase safety. Policies should:
   - allow direct access to major and minor arterials only where existing development or other site conditions make it impossible to access development from collector or local streets;
   - allow no such access points in the first 500’ from the intersection of two arterials on new development;
   - limit a single parcel located on collector streets to one dedicated driveway and one shared driveway, unless traffic volume or street frontage warrant
additional driveways.

2.h Support the development of public transit that will minimize the need for individual automobile trips.

2.i New development should accommodate efficient access to transit, where appropriate.

2.j Create a trails system to serve county-wide active living needs and provide connections between municipalities and adjacent counties.

2.k Identify routes that can efficiently and safely move freight and goods to support the county’s economy, while minimizing impacts on adjacent land uses.

2.l Comply with applicable county, state, and federal standards in planning, designing, constructing, and operating County transportation facilities.

2.m Require visibility standards or sight triangle easements at all intersections to encourage pedestrian activity and to promote safety.

2.n Implement the Sarpy County Trails Master Plan as needed to support transportation and recreational opportunities.

2.o Explore ways to improve and increase efficiency of public transit systems in Sarpy County.

2.p Create a land use pattern that supports population and employment concentration nodes along major corridors.

3 Improve and expand the existing transportation system to meet current and future needs

3.a Reserve arterial transportation corridors based on the transportation needs of the county, as identified in this plan.
   - Develop a full build-out street network. Map 20 depicts the anticipated future arterial street system to be developed over the next 20 to 30 years.
   - Identify the ultimate Right-of-Way network needs. The typical right-of-way needs for the full build-out street network is depicted on Map 21. Additional right-of-way may be required at intersections and at other locations based on physical constraints.
   - Develop roadway typical sections. Figures 23 through 30 illustrate typical roadway sections.

3.b The County should establish horizontal and vertical alignments on arterial roadways prior to development approval.

3.c Coordinate with state, municipalities, adjacent counties and MAPA to identify, analyze, and plan for transportation investments to improve traffic flow and safety.

3.d The cost of extending transportation infrastructure and increasing capacities shall be shared by the development generating the need for such improvements. Funding mechanisms shall be established relating to a fee structure of sharing costs proportionately among development(s) that benefit from transportation facility improvements.
3.e When creeks or drainageways that require expensive street crossings occur within a square mile a fund should be created to help provide for the construction of at least two crossings. All developments located within the square mile should be required to contribute to the fund to help pay for the crossings even if they do not occur within their subdivision.

Such a requirement will help ensure that there are adequate "through" routes within the mile and also eliminate the possibility that land will be passed over due to the added cost of the crossings.

3.f Prioritize the dedication and acquisition of right-of-way along planned transportation corridors prior to, or in conjunction with, their implementation.

Environmental Resources & Recreation

ENV Protect and conserve natural resources and critical environmental areas throughout Sarpy County.

Public input garnered through this planning process places a high priority on the conservation of natural resources and agricultural land throughout Sarpy County. The following policies identify those critical environments and provide strategies for their protection.

1.a The Conservation Zone shall incorporate environmentally sensitive areas such as floodplains and floodways as well as areas that cannot readily support public utilities. These areas should not promote suburban scale development.

1.b Develop and maintain zoning and subdivision regulations that support conservation of natural resources.

1.c Sustainable design elements should be a priority consideration for each capital project, program activity, and maintenance program of the County.

1.d Managing storm-water runoff on site will be a requirement of development, implemented through subdivision regulations.

1.e Protect all water supplies and aquifers from development activities that may affect the quality and/or quantity of water. Development with the potential for adverse effects on water sources should not be approved.

1.f Promote best land management practices through the development of erosion control design standards for subdivision development.

1.g The County should partner with other entities to support the restoration of riparian areas in Sarpy County to their natural state.

1.h Open-space preservation should be considered a prioritized element of Sarpy County’s recreation network and tourism opportunities.

1.i Sarpy County should continue participation in the FEMA National Flood Insurance Program to prevent flood-caused loss of life and property, by identifying and mapping the floodplains and floodways of the County and enforcing floodplain development regulations.
ENV 2 Partner with municipalities and other entities to coordinate and help implement the parks and recreation vision of Sarpy County communities.

2.a Consider developing a fee structure for residential subdivisions that pools resources to distribute assistance for parks, trails, and recreation, projects benefiting Sarpy County residents.

*In lieu of a Parks and Recreation Department and subsequent programming, Sarpy County can assist in the development of a coordinated park system through its municipal partners.*

ENV 3 Provide opportunities for a combination of regional and county trails in accordance to the 2016 Sarpy County Master Trails Plan. (Appendix B)

3.a Following the Master Trails Plan, regional and county trails should provide a destination experience or connect significant regional facilities.

3.b In accordance to land use policies, ensure new developments connect to existing or future public trail systems through the dedication or right-of-way or easements.

*The dedication of trail access in new development is the means for implementation of the vision of the Sarpy County Master Trails Plan. By facilitating local trails and providing connection to regional trail networks, new development can facilitate a comprehensive trail network that benefits all Sarpy County residents.*

ENV 4 Utilize recreation and cultural amenities in the County to further promote recreation and tourism-based economic development.

*Sarpy County’s unique balance of rural and urban land uses provides an opportunity to cater to a wide variety of recreational-based tourism demand. By promoting rural recreation to the Omaha Metro Area, Sarpy County can capitalize on a nearby customer base for unique opportunities in local tourism.*

4.a Coordinate tourism and marketing efforts with the Nebraska Game and Parks Commission to promote existing State Recreation Areas in Sarpy County.

4.b Maintain the Conservation Zone in the County’s Comprehensive Plan in areas adjacent to existing State Parks to avoid land use conflicts and allow for the growth and expansion of parks.

**Economic Development**

ECN Maintain and implement an integrated land use plan that supports economic development.

1.a Promote the location of large-scale commercial and industrial development projects within urban areas and transportation corridors where a full range of utilities, services, and transportation access are available.

*Sarpy County’s Future Land Use Map was developed with consideration of the land use plans of Sarpy County municipalities and should reflect opportunities for large-scale economic development projects in areas where they are easily accessible for service and customer traffic and can be served by high capacity infrastructure. While the County’s Future Land Use Map only identifies industrial land uses within its unincorporated jurisdiction, the County should continue to work cooperatively with the City’s economic development efforts.*
1.b Minimize land use conflicts that would impede commercial and industrial growth in areas planned for those uses.

_The Future Land Use Plan should ensure that job centers are not negatively impacted by adjacent development and vice versa._

1.c Integrate residential land uses in areas that are adjacent, or well-connected to planned employment centers.

_Ensuring adequate transportation access and connectivity to job centers will mitigate peak traffic congestion and vehicle miles traveled for future development._

ECN 2 Utilize Sarpy County Economic Development Corporation (SCEDC) to coordinate and promote economic efforts on a countywide scale.

2.a Maintain Sarpy County’s membership and participation on the SCEDC Board of Directors.

2.b The County should partner and coordinate with SCEDC in industrial or commercial site development whenever possible.

2.c Infrastructure extensions throughout the county should be made with consideration for potential economic development utilization, with appropriate sizing and capacity to areas designated as job centers.

_Economic trends will determine appropriate infrastructure needs to support modern jobs and economic investment. Coordinating infrastructure investments with anticipated economic development needs will leverage County funds for maximum public benefit._

**Energy**

NRG 1 Reduce Vehicle Miles Traveled (per capita) by 10% by 2020 compared to 2008 (2008: 21.9 VMT; 2020: 19.7 VMT).

1.a Support active transportation alternatives and encourage multi-modal transportation options.

NRG 2 By 2020, the amount of energy generated by privately owned renewable energy systems will double compared to 2011.

2.a In conjunction with the County Extension Office and local educational institutions, inform citizens about the most practical renewable energy applications.

- Solar
- Wind
- Ultra-clean fuels
- Net metering
- Small-scale biofuel production

NRG 3 By 2020, Sarpy County will have established a plan for the County’s use of renewable energy resources.

3.a Periodically reassess the feasibility of utilizing landfill gas from both old and new landfills for energy generation.
3.b Evaluate the feasibility of producing energy from future publicly owned and operated wastewater treatment facilities.

3.c Identify, research, and assess likely locations for renewable energy production.

NRG 4 By 2020, increase the percentage of locally produced food that is consumed in Sarpy County.

4.a Work with local experts and conduct any additional research necessary to determine the current amount of locally produced food that is consumed in Sarpy County.

4.b Maintain a balance among agricultural, ecological, and urban land use within Sarpy County.

4.c Transition ownership of prime farm land.

4.d Encourage a framework of parkways, open space, and greenways.

4.e Encourage community education and dialogue.

4.f Encourage "how to farm" education and property stewardship.

NRG 5 By 2020, double the number of buildings within Sarpy County built* to the latest version of Leadership in Energy Efficiency Design (LEED), or equivalent standards compared to 2011 (3 certified, 6 registered on USGBC website).

5.a Review and evaluate codes that exceed the minimums required by the State of Nebraska with regard to energy efficiency upgrades in residential, commercial, and industrial buildings.

5.b Improve accountability and education.
   • Collaborate with educational institutions to educate homeowners regarding practical energy efficiency measures, including the Energy Star system
   • Educate County staff on latest and progressive energy codes and systems
   • Support and encourage meeting current LEED standards for all new buildings and renovations throughout the County

5.c Partner with utilities to enhance the County's efforts to understand:
   • Energy use patterns
   • Time-of sure rates
   • Incentive-based rates
   • Energy efficiency incentives
   • Benefits of participation in utilities' demand response programs

5.d Promote best practices in energy efficient building programs.

5.e Identify, evaluate, and remove impediments to Net Zero buildings.

NRG 6 Reduce energy consumed in County operations by 5% within 5 years and by 10% within ten years compared to 2010; and increase average efficiency of vehicle fleet by 5% within 5 years (MPG or GPH, whichever is applicable) compared to 2010.

6.a Incorporate energy efficiency improvements to buildings and building systems

6.b Provide feedback to facility managers on energy consumption.

6.c The County will demonstrate a commitment to energy efficient buildings by implementing progressively more efficient building pilot projects.

* “Built” to LEED standards does not require the expense of acquiring LEED certification.
6.d  Research Energy Service Companies (ESCOs) for potential implementation of energy efficiency upgrades.

6.e  Research revolving loan fund opportunities to finance energy efficiency improvements, including P.A.C.E. Financing.

6.f  Provide education/incentives for County employees in the use of conservation methods.

NRG 7  Reduce total miles traveled by Sarpy County fleet by 10% compared to 2010; and increase average efficiency of the vehicle fleet by 5% (MPG or GPH, whichever is applicable) compared to 2010.

7.a  Improve efficiency and reduce use of vehicle fleet.

7.b  Provide incentives for employees using conservation methods.

NRG 8  Education is a critical component of any successful energy plan. Every citizen, business, and building in Sarpy County can make changes that can save energy and money which in turn support a healthy and flourishing economy. This section highlights strategies for keeping everyone informed on what the County is doing to be an energy leader as well as ways to share information for people to make their own changes. The strategies below support multiple other categories and the overall success of the Energy component.

8.a  Implement education, outreach, and citizen engagement strategies to prepare staff, developers, and the community for County actions.

8.b  Raise Sarpy County residents' awareness of the wise use of energy.

8.c  Recognize innovative projects that support and advance the goals and principles of the Energy component.

8.d  Leverage recycling education to increase the amount of recycling across the county and consequently reduce energy used to process raw materials and land used for landfill.
CONCLUSION

The Sarpy County Comprehensive Plan provides the County and its partners with over 16 goals and many more policies to direct its growth management decisions and investments over the next couple of decades. With a priority on land use and infrastructure investment, the Comprehensive Plan provides a roadmap to help continue the orderly and sustainable growth of Sarpy County and its municipalities. The citizens and stakeholders of Sarpy County helped craft the plan that unifies a collective vision for the ultimate buildout of Sarpy County.

The Sarpy County Planning Department will ultimately be charged with the implementation of this vision. The Department will also be tasked with maintaining the plan, keeping it current with the goals of the County and facilitating updates as they become necessary. Copies of this plan may be obtained on the Sarpy County website, or by contacting the Sarpy County Planning Department.

This plan was created in collaboration with the following agencies, and the County would like to thank these entities for their involvement:

- Sarpy County Public Works Department
- Sarpy County GIS Department
- Sarpy County Economic Development Corporation
- Sarpy County Attorney’s Office
- Sarpy County Sheriff’s Office
- Sarpy County Chamber of Commerce
- Sarpy County Tourism Department
- Nebraska Land Trust
- Nebraska Department of Transportation
- Greater Omaha Economic Development Partnership
- City of Omaha
- Federal Emergency Management Agency
- Papio-Missouri River Natural Resource District
- City of Bellevue
- City of Gretna
- City of LaVista
- City of Papillion
- City of Springfield
- Omaha Public Power District
- Metropolitan Utilities District
- Black Hills Energy
- Metropolitan Area Planning Agency
- Offutt Air Force Base
Appendices

Appendix A: Zoning Relationship to Future Land Use Plan
Appendix B: Sarpy County Master Trails Plan
Appendix C: Procedures and Criteria for Urban Reserve Zone Boundary Adjustments and Exceptions
ZONING RELATIONSHIP TO FUTURE LAND USE PLAN
SARPY COUNTY
APPENDIX A: ZONING RELATIONSHIP TO THE FUTURE LAND USE PLAN

The land use categories of the Comprehensive Plan are utilized to define different use types, characteristics, and densities. These categories have been chosen to reflect the basic use and intensity to which land in the County’s jurisdiction is proposed to be developed. While the categories define land uses, they are intended to do so in a general manner; these land use categories are the basis for underlying zoning districts, but are not the same as zoning districts. Any number of zoning districts may be appropriate in a single land use category. This relationship is explored in further detail below.

Agriculture (AG)
The Agriculture land use area is intended to accommodate continued agricultural uses. These areas are generally located in the Platte River Valley and other areas where development is restricted or unlikely or in areas where agriculture should be protected from development. Characteristics of the AG category include:

- Location in areas where community services (water and sanitary sewer) will be difficult and/or costly to provide,
- Location in areas determined to have unique or sensitive natural areas, including stream corridors, tree stands, floodplain, wetlands, and natural habitat areas,
- Accessory buildings are allowed at an agricultural scale,
- Generally, uses within this area include agricultural uses, single-family residential, parks/recreation/open space, and associated accessory uses.
- Compatible zoning districts found in the AG land use include:
  - AG - Agricultural Farming District
  - AGD - Agricultural Development District
  - AGR - Agricultural Residential District
  - RE2 - Residential Estate II District

Residential Estate (RE)
The Residential Estate land use area is intended to accommodate large lot residential development. It is intended to accommodate continued low density development in rural areas. Generally, these areas are not currently served by municipal utilities, and are not planned to be served in the future. As current conditions provide, these areas are best served with individual wells and septic systems. Residential Estate areas are generally located along the periphery of communities and the county where land use is less dense, sharing similar qualities with neighboring Agricultural land use areas. Characteristics of the RE category include:

- Location in areas where public utilities are not available.
- Location in areas determined to have unique or sensitive natural areas, including stream corridors, tree stands, wetlands, and natural habitat areas. The larger lots allow for greater potential to preserve natural amenities through the use of conservation easements and common open space,
- Accessory buildings may be allowed at a scale between typical suburban development and farm buildings,
• Uses within this area include single-family residential, churches, parks/recreation/open space, and associated accessory uses,

• Typical zoning districts found in the RE land use include:
  – AG - Agricultural Farming District
  – AGD - Agricultural Development District
  – AGR - Agricultural Residential District
  – RE2 - Residential Estates II District
  – RE1 - Residential Estates I District
  – BG - General Business District

**Low to Medium Density Residential (LMDR)**
The Low to Medium Density Residential land use area is intended for typical suburban scale residential development densities. This category represents one of the most common residential land use types, and is located in areas that are experiencing growth and have an established transportation network and infrastructure. Characteristics of the LMDR category include:

• Locations adjacent to contiguous development to provide convenient access to transportation routes, commercial areas, jobs, schools, parks and recreation areas, and public services,

• Accessory structures should be limited in size to reinforce the pedestrian scale of neighborhoods,

• Pedestrian connectivity will be important; the public sidewalk and trail system should provide ample opportunities for residents to access destinations or for enjoyment,

• Pedestrian connectivity within development and to adjacent communities and other land uses is required and should follow the County's Trail Plan (Appendix B),

• The area will include densities ranging from one to four dwelling units per acre,

• Uses within this area include single-family residential dwellings, neighborhood commercial, public and quasi-public use, parks/recreation/open space, and home occupations.

• Compatible zoning districts associated with the LMDR land use include:
  – RE-1 - Residential Estates District
  – RS-100 - Single Family Residential District
  – RS-72 - Single Family Residential District
  – RD-50 - Two-Family Residential District
  – MU - Mixed Use District
  – BG - General Business District

**Medium to High Density Residential (MHDR)**
The Medium Density Residential land use area is intended to provide higher residential densities than LMDR. This land use will provide smaller lots, single family and multi-family residential uses and is found in areas adjacent to community jurisdictions, established subdivisions, and along established transportation corridors. The location of these areas should be adequately served by transportation facilities and near abundant employment opportunities. This area will also have a significant role as a transitional use between commercial and business park areas and lower density residential development.
Characteristics of the MHDR category include:

- Locations contiguous to community jurisdictions where uses can serve as transitions that buffer and/or screen lower density residential uses from commercial or business park uses and major streets/roads,
- Location in areas adequately served by transportation facilities, infrastructure, and near abundant employment opportunities,
- Neighborhood parks and open spaces should be included in all new developments,
- Pedestrian connectivity within development and to adjacent communities and other land uses is required and should follow the County’s Trail Plan (Appendix B),
- The area will include densities ranging from five to ten dwelling units per acre,
- Uses within this area include small lot single-family and two-family residential dwellings, multi-family residential, neighborhood commercial, and public and quasi-public uses.
- Compatible zoning districts associated with the MHDR land use include:
  - RD-50 - Two-Family Residential District
  - RG-35 - General Residential District
  - RG-15 - General Residential District
  - RMH - Mobile Home Residential District
  - MU - Mixed Use District
  - BG - General Business District

**Mixed Use Area (MU)**

The Mixed Use land use areas encompass all retail, office, service uses, educational, and medium to high density residential uses. Commercial uses may vary widely in their intensity of use and impact, varying from low intensity offices to higher intensive uses such as convenience stores, restaurants, copy centers, fitness centers, medical centers, and educational campuses. Characteristics of the MU category include:

- Located near areas experiencing development approximate to community jurisdictions and along arterial and collector transportation routes,
- Location where uses can serve as a transition between lower density residential areas and more intense commercial uses,
- Neighborhoods should be served by commercial developments, providing uses that serve the convenience and daily needs of nearby residents,
- Areas are developed as an overall site plan where interaction of uses are appropriate,
- Large-scale commercial developments should provide a mix of use types, including residential uses above the first floor, where appropriate,
- Consideration should be given to diversity of uses at intersections so competition of uses and redundancy is eliminated,
- Pedestrian scale and orientation will be an important design consideration for commercial and residential projects of all sizes,
• Pedestrian connectivity with and between developments shall be required through the use of the public sidewalk and trail systems and should follow the County’s Trail Plan (Appendix B). Such pedestrian opportunities will compensate for the density of development,

• The design and exterior surface treatments should reinforce existing development patterns; in newly developing areas design themes should strengthen the overall image of the development consistent with established design guidelines,

• Landscaping, berms, fences, and setbacks should be used to screen and buffer commercial uses and parking lots from residential uses and transportation corridors; the scale of which should be appropriate to the relationship between the uses,

• Buildings shall be oriented along corridors so that parking and loading docks are directed away from, or screened from public right-of-ways, and less intensive uses,

• Opportunities for outdoor recreation and open space will be an important design element and public/quasi-public uses will be allowed.

• Compatible zoning districts in the MU land use area include:
  – MU - Mixed Use District (this zoning district allows a variety of land uses with an approved Mixed Use Agreement).

**General Commercial (GC)**
The General Commercial land use district is intended to accommodate a wide variety of commercial uses at various locations throughout the county. The designated areas are intended to be near existing municipalities, at major intersections of interstates, highways and/or arterial roads.

Typical zoning districts compatible with the GC land use include:

  – BG - General Business District
  – BGH - Heavy General Business District
  – BHS - Highway Service Business District

**Business Park (BP)**
The Business Park designation includes such developments as office parks, corporate campuses, data centers, and research and development parks. These transitions of land use are important to buffer any residential from higher intensity land use such as Industrial.

Business Parks are planned concentrations of office, trades, and construction services having interconnected internal road networks and shared open spaces. The individual buildings are sited so that they relate well to one another, and are of compatible design and materials. Business Parks can contain either office or general commercial uses, or both. Typical "flex" uses for Business Parks including warehousing, mini-storage, building trade offices and facilities, light manufacturing and assembling, and data centers. Typical office uses for both types of centers include large- and mid-sized corporate offices, as well as office space for smaller firms, office condominiums, and so forth.

Large business parks may also contain a limited amount of commercial space, concentrated into a central focus area. These commercial uses supply goods and services required by the firms located in the business park, such as office supplies, reproduction services, and dining establishments. If a business park is sited next to a neighborhood or community activity center, then that activity center may also serve as the focus area for the business park.
Institutional uses like hospitals and education campuses may also be provided in the focus area of a business park, but should be limited to those institutional uses that would not better serve the county by being located in either a neighborhood, community, or regional activity center.

**TYPE AND MIX OF LAND USES:**
- The focus area (if any) should incorporate some amount of formal outdoor space for public use, such as formal park or plaza, as one of the focal points for public interaction,
- Different land uses or activities may be placed adjacent to one another, or on different floors of the same building. Such mixing of land uses encourages a compact and pedestrian oriented business park.
- There need not be an associated medium and/or high density residential component surrounding the focus area of a business park (effectively creating a small mixed-use node), although it may be provided,
- Uses which should be avoided throughout a business park include:
  - most institutional uses
  - churches
  - heavy industry, smokestack industry
  - industries generating appreciable amounts of pollution, or odors that would be noxious to nearby residential areas
  - forestry and agriculture
  - supermarkets
  - large discount stores and other large retailers
  - establishments which don't directly serve the business and employee needs of the business park.
- Zoning districts compatible with the BP land use include:
  - BG - General Business District
  - BGH Heavy General Business District
  - BHS - Highway Services District
  - MU - Mixed Use District

**Light Industrial (LI)**
The Light Industrial land use area focuses on areas for light industrial, warehousing, and a level of business trade, and research and development operations. Location is important, as proximity to major roads and highways can help ensure heavy traffic avoids residential areas and prominent pedestrian activity centers. Location near railroad lines is also important. Careful consideration shall be given before designation of any industrial uses so as not to encroach upon or conflict with less intrusive uses or destroy important transportation corridors. The Light Industrial land use area is intended to accommodate less intensive industrial uses and also provide for some areas of larger lots having more intensive industrial activity when adjacent to railroads. Characteristics of the Light Industrial designation include:
- Locations that cater to the specific needs of the user, providing a level of water, sewer, and electrical capacity, closeness to major transportation routes, and lot sizes necessary to accommodate initial development and potential future expansions,
• Uses shall emit a minimal amount of noise, odor, waste, and other operational byproducts and incorporate adequate buffering and separation from adjacent uses,

• Significant landscaping and buffering should be used to screen industrial uses from view of nearby residential areas, other conflicting land uses and important view corridors,

• The design and exterior surface treatments should reinforce existing development patterns; in newly developing areas design themes should strengthen the overall image of the development consistent with established design guidelines,

• Strict control over signage, landscaping, and design is necessary for locations nearer to lower intensity uses and along transportation corridors,

• Uses within this area include warehousing, distribution, manufacturing, assembly, production companies, employment centers, construction services, self-storage facilities, data centers, etc.

• Zoning districts associated with the LI land use include:
  – BG - General Business District
  – BGH Heavy General Business District
  – BHS - Highway Services District
  – IL - Light Industrial District
  – MU - Mixed Use District

**Heavy Industrial (HI)**
The Heavy Industrial land use area focuses on areas for intense industrial designations. Location is important, as proximity to interstates and highways can help ensure heavy traffic avoids residential areas and prominent pedestrian activity centers. Location near railroad lines is also important. The Heavy Industrial land use area is intended to accommodate intensive industrial uses that would have potential for conflicts with other land uses. Characteristics of the Heavy Industrial designation include:

• Locations that cater to the specific needs of the user, providing a level of water, sewer, and electrical capacity, proximity to major transportation routes, and lot sizes necessary to accommodate initial development and potential future expansions,

• Significant landscaping and buffering should be used to screen industrial uses from view of conflicting land uses and important view corridors,

• Uses within this area include manufacturing, assembly, production companies, etc.

• Zoning districts compatible with the LI land use include:
  – IGM - General Manufacturing District
  – MU - Mixed Use District
  – IL - Light Industrial District
**Parks, Recreation, and Open Space (PRO)**

The Parks, Recreation and Open Space land use area accommodates those undeveloped properties that are intended to benefit the public by remaining undeveloped as open space or parks. However, many of the areas identified tend to be already developed with uses specific to this category. The reason for this is that speculation with respect to future public and quasi-public uses can artificially inflate the underlying land value to the detriment of the County, State and/or NRD finances and the county residents. In addition, not all existing or proposed parks, recreation, and open space land uses are identified by way of Parks and Recreation Land Use designation since these uses are typically allowed outright or by conditional use in varying zoning districts. Characteristics of the PRO category include:

- Locations that are dispersed throughout the county for easy access, or are important and appropriate to the function served,
- Uses within this area include parks, passive and active recreation areas, ball fields, trails, and natural areas, as well as drainage and flood control structures such as detention or retention facilities, lakes, drainage swales, and floodplain areas,
- Compatible zoning districts of the PRO land use include:
  - AG - Agricultural Farming District
  - AGD - Agricultural Development District
  - AGR - Agricultural Residential District
  - RE-2 - Residential Estates II District
  - RE-1 - Residential Estates I District
  - RS-100 - Single Family Residential District
  - RS-72 - Single Family Residential District
  - RD-50 - Two-Family Residential District
  - RG-35 - General Residential District
  - RG-15 - General Residential District
SARPY COUNTY TRAILS MASTER PLAN
SARPY COUNTY
# Table of Contents

- SUMMARY OF PHASE 1 TRAILS  
- PHASE 2 PROJECT GOALS & OBJECTIVES  
- PLANNING INITIATION & BACKGROUND RESEARCH  
- RECOMMENDED TRAIL SYSTEM FOR SARPY COUNTY  
- TRAIL QUANTITIES & UNIT COSTS  
- PHASING & IMPLEMENTATION
Summary of Phase 1 Master Plan

The first phase of the Sarpy County Trails Master Plan created an atlas of natural factors and resources using GIS mapping. The following figures illustrate select resources relevant to future trail development. Natural resource data was compiled and provided to the County and subsequently compiled/coordinated with other metro area GIS data sources.
Slope

Legend

Sarpy County
City Limit

Degree of Slope
0 - 2
16 - 25
2.1 - 8.3
26 - 84
8.4 - 15
The GIS resource inventory resulted in a composite “Environmental Sensitivity Index” shown here. This ESI provided one important component on which future trail routing would be based.
Phase 2 Project Goals and Objectives

**Overall Goal:** Provide for county-wide and regional connectivity for health, recreation, and economic development purposes.

**Objectives and Guiding Principles:**
- Create a plan for a unified trail system
- Create or enhance connectivity... County-wide, among municipalities, between geographic regions, and to significant natural and cultural resources.
- Increase bicycle ridership for both transportation and recreation purposes.
- Improve health and wellness for Sarpy County residents.
- Promote tourism for County businesses, natural features, and attractions.
This page intentionally left blank
The County was divided into three distinct geographic planning regions of “West,” “Central,” and “East.”
Existing significant recreational and cultural destinations were located for possible connectivity by trails. In addition, connectivity to education centers were evaluated.
Analysis of Previously Planned Trails

Previous regional trails planning efforts were mapped as one and reviewed for concurrence with County recommendations. Plans reviewed include:

- Sarpy County Comprehensive Plan (Published 2005)
- Metropolitan Area Planning Agency (MAPA) Heartland 2050 (Published 2014)
- Heartland Connections (Draft provided 2014)
This page intentionally left blank.
Upon completion of review of all regional plans, the following map graphically depicts all previous plan recommendations. Upon mapping, it became evident that redundancy in trail routings should be eliminated.
Previously planned trails “ground-truth-ed” for feasibility

- Street ends, but possible to continue through residential area. Could follow 240th Street with path adjacent to roadway?
- Very industrial area backs up to edge of creek
- This piece of Keystone not paved
- Sidepath along 96th Street built
- Mostly agricultural drainage ditch
- Break in existing trail through Springfield downtown area
- Narrow roadway with steep slopes on both sides
- Homes are very close to river’s edge. May be feasible to do on-street to the north.
- Very nice scenic portion of the county along bluffs
- Difficult, zig-zags rail line 4 times
- Seams unnecessary, connection via MOPAC/Buffalo Creek serves same purpose.
- Under construction as of Aug. 2014.

**EXISTING PLAN SOURCE**
- Heartland Connections (2014)
- Heartland 2050 (2014)
- Sarpy Co. Comp Plan (2005)
- Regional Trail Connections

**REGIONAL PLANNED TRAILS FIELD NOTES**

- Levee top trail opportunity
- Connection to Gretna/Hwy31
- Levee ends, but possible to continue through residential area. Could follow 240th Street with path adjacent to roadway?
- Narrow roadway with steep slopes on both sides
- Homes are very close to river’s edge. May be feasible to do on-street to the north.

**SARPY COUNTY TRAILS MASTER PLAN PHASE 2**

Sarpy County, Nebraska
OCTOBER 2015
Analysis of Previously Planned Trails

Previous municipal trails were mapped as one and reviewed for concurrence with County recommendations. Plans reviewed include:

- Bellevue Comprehensive Plan  (Published 2005)
- Gretna Comprehensive Plan  (Published 2014)
- Highway 50/Schram Land Use Plan  (Published 2015)
- La Vista Comprehensive Plan  (Published 2007)
- La Vista Park and Recreation Plan  (Published 2002)
- Papillion Comprehensive Plan  (Published 2011)
- Springfield Comprehensive Plan  (Published 2001)
This page intentionally left blank
Upon completion of review of all municipal plans the following map graphically depicts all plan recommendations. This plan shows a county-wide trail system which connects to each municipality in one or more of their planned trail locations. No changes were made to any municipal trail plans.
This page intentionally left blank
Recommended Trail System for Sarpy County

After completing background research and field work, preparation of a County-wide trails system was initiated. Further objectives were established to:

» Create and support regional connections to surrounding counties and their trials.

» Encourage the implementation of loop system trails of varying sizes for more convenient use and enjoyment.

» Connect major educational, employment, commercial and natural destinations throughout Sarpy County.

» Use natural resources as an asset to the trail network.

Upon review of all potential routings, it was determined that three principal trail types would be sufficient for simplicity in planning and implementation.

These trail types include:

» Greenway Corridor (paved and unpaved)

» Multi-use Corridor

» On-Street Corridor (lane and shared)

GREENWAY CORRIDOR

An unpaved greenway corridor is characterized by a soft-surfaced trail located along the river, greenway and/or stream. These trails are open to all users except equestrian and motorized vehicles.

A paved greenway corridor is characterized by a hard-surfaced 10-foot wide trail located along a river, greenway, and/or stream. These trails are open to all users except motorized vehicles. It is common for experienced cyclists to use this type of trail if the greenway creates a shorter route to destinations.
MULTI-USE CORRIDOR
A multi-use corridor is characterized by a hard-surfaced 10-foot wide trail located adjacent to streets. These trails are open to all users except motor vehicles. These corridors are good for inexperienced cyclists and runners but are problematic when many commercial drives are present. This creates conflicts between motorists and trail users and should be addressed in site specific planning and design.
**ON-STREET CORRIDOR**

On-street facilities such as bike lanes could occur on paved shoulders (in rural areas) or within existing travel way as road width allows. Bike lanes are designated with striping and are indicated by pavement stencils and signage alerting vehicles to expect bicycle traffic along roadway.

On-street facilities such as shared lanes (or sharrows) can be utilized where right-of-way width is limited and traffic speeds do not exceed 35 mph. Shared lanes are identified with high-visibility pavement markings that alert motorists that bicycle traffic may be present.
On-Street Corridor (Shared Lane)

On-Street Corridor (Bike Lane)
The plan of trail routings was then prepared. Trail routes created a county-wide inter-connected system linking each community and most recreational, educational and cultural destinations. The trail system adjoins municipal limits where each city’s individual trail plan denotes a trail connection. More detailed trail routing inside each municipal area is then governed by that municipality’s trail plan.
Trail Quantities and Costs

For the purpose of budgeting and prioritizing trails for the system, estimated trail costs were determined for the different trail types at a high level. Cost opinions were determined by evaluating similar Bicycle Master Plans and experience in Sarpy County and surrounding area. Below are unit cost opinions for elements of possible trail improvements. Lengths shown below represent per mile cost. Bridges, drainage structures and amenities are not included, but can be added. Included in the final documents is a spreadsheet that can be used for determining trail costs for segments during planning process by County agencies.

Quantities proposed in the Trails Plan is as follows:

Existing Trails (total) 113.8 miles
Greenway Trails 80.8 miles
Multi-Use Trails 143.8 miles
On-Street Trails 23.6 miles

<table>
<thead>
<tr>
<th>Trail Segment Name</th>
<th>Qty</th>
<th>Unit</th>
<th>Unit Cost</th>
<th>Item Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Earthwork</td>
<td>5,280 LF $6,000</td>
<td>$31,680</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drainage Structures</td>
<td>0 EA $1,800</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Limestone Screenings (10' width)</td>
<td>5,280 LF $25</td>
<td>$132,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Trail Bridge</td>
<td>0 EA $100,000</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Signage</td>
<td>1 EA $400</td>
<td>$400</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Seeding</td>
<td>2.42 Ac $1,800</td>
<td>$4,360</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Landscape (1 tree per 50 LF)</td>
<td>106 EA $350</td>
<td>$36,960</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Amenities (placeholder)</td>
<td>0 EA $750</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Benches (as desired)</td>
<td>0 EA $750</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>SUBTOTAL</strong></td>
<td></td>
<td></td>
<td>$205,400</td>
<td></td>
</tr>
</tbody>
</table>

**Greenway Trail (Paved)**

<table>
<thead>
<tr>
<th>Trail Segment Name</th>
<th>Qty</th>
<th>Unit</th>
<th>Unit Cost</th>
<th>Item Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Earthwork</td>
<td>5,280 LF $10,000</td>
<td>$52,800</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drainage Structures</td>
<td>0 EA $1,200</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10' wide Concrete Paving</td>
<td>5,280 LF $55</td>
<td>$290,400</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bridges</td>
<td>0 EA $100,000</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Signage</td>
<td>1 EA $400</td>
<td>$400</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Seeding</td>
<td>2.42 Ac $1,800</td>
<td>$4,360</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Landscape (1 tree per 50 LF)</td>
<td>106 EA $350</td>
<td>$36,960</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Amenities (placeholder)</td>
<td>0 EA $6,000</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Benches (as desired)</td>
<td>0 EA $750</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>SUBTOTAL</strong></td>
<td></td>
<td></td>
<td>$384,920</td>
<td></td>
</tr>
</tbody>
</table>

Sarpy County Trails Master Plan | Phase 2 | 29
## Multi-Use Trail

<table>
<thead>
<tr>
<th>Qty</th>
<th>Unit</th>
<th>Unit Cost</th>
<th>Item Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>5,280</td>
<td>LF</td>
<td>$10.00</td>
<td>$52,800</td>
</tr>
</tbody>
</table>

**Subtotal** $401,960

## On-Street (Bike Lane)

<table>
<thead>
<tr>
<th>Qty</th>
<th>Unit</th>
<th>Unit Cost</th>
<th>Item Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>5,280</td>
<td>LF</td>
<td>$0.30</td>
<td>$1,584</td>
</tr>
</tbody>
</table>

**Subtotal** $319,984

## On-Street (Shared Lane)

<table>
<thead>
<tr>
<th>Qty</th>
<th>Unit</th>
<th>Unit Cost</th>
<th>Item Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>53</td>
<td>EA</td>
<td>$500</td>
<td>$26,400</td>
</tr>
</tbody>
</table>

**Subtotal** $28,000
Phasing and Implementation

Implementation of the trails system will rely upon efficiently identifying and evaluating priority projects. It is recommended the following criteria are considered:

Those projects with extensive planning and design completed or in process, potential for partnership with other agencies and developments and/or secured funding for construction are all candidates for implementation.

Trails that connect two existing trails or extend an existing trail are high priorities. These kinds of connections serve the system as a whole by creating higher access to the trail system and increase trail use.

Trail segments are a means to create access to and protect all types of natural and cultural resources from over-development. Segments that include educational opportunities, habitat preservation, stormwater solutions and improved water quality are high priority.

Priority should also be given where trail improvements would address difficult impediments such as river, interstates/highways, and railroad crossings early in the planning process. These kinds of improvements greatly increase trail use, increasing demand for trail development.

Trails projects already in planning that would further the goals of this plan include:

» Trails associated with the Papio-Missouri River NRD Dam Sites 6 & 7.
» Connections to Werner Park and Prairie Queen
» Connections to Old Town Papillion
» Connections from West Papio Trail to Walnut Creek Lake
» Connection from Gretna to Wehrspan Lake
PROCEDURES AND CRITERIA FOR URBAN RESERVE ZONE BOUNDARY ADJUSTMENTS AND EXCEPTIONS
APPENDIX C: PROCEDURES AND CRITERIA FOR URBAN RESERVE ZONE BOUNDARY ADJUSTMENTS AND EXCEPTIONS

The purpose of the Urban Reserve Zone (URZ) is to ensure that sufficient land is set aside in County to accommodate projected demand for future urban development. In addition, given the cost of the infrastructure needed to support such development it is critical that enough land is reserved within the URZ to accommodate the level of development needed to pay for the sewers, streets, utilities and other infrastructure required to serve the new urban development.

Although it is not encouraged, a limited amount of development can be accommodated within the URZ prior to the installation of infrastructure necessary to support urban development. However, it is important that any such interim development provides for future sewer and utility easements and follows County policies for arterial and internal street connections. In addition, it is important that any such development reserves sufficient land for future urban development. Such steps will ensure that future urban development can be supported and fit seamlessly with earlier development. To ensure that sufficient land is set aside and that proper connections and easements are provided, development in the URZ shall follow the Build-Through Overlay Zoning District provisions of the Sarpy County Regulations.

Boundary Adjustment Requests
The following section outlines the process and criteria for adjusting the Urban Reserve Zone boundary.

- Recommendations for boundary adjustments can be made by the County Planning Director, Planning Commission or County Board. Requests for boundary adjustments by others should be made in writing to the County Planning Director stating the reason or reasons for the adjustment. The County Planning Director will transmit the request to the Planning Commission and County Board as a Comprehensive Plan amendment for appropriate action.

- In considering the request for a boundary adjustment, the County Planning Director, Planning Commission, and County Board should inquire whether one or more of the following criteria can be met:
  - The County, cities and/or developer have taken the necessary steps to ensure that a portion of the URZ will be served by municipal sanitary interceptor sewers and other infrastructure necessary to support urban development.
  - The applicant can show that there is a factual defect in the delineation of the Urban Reserve Zone boundary line.
  - A developer can show that after the proposed grading of a portion of their plat that is within the URZ, the property can be served by gravity flow to an existing municipal sanitary sewer line in the Urban Development Zone (UDZ).

- If it is determined that one of the criteria has been met, the URZ boundary should be adjusted within the Comprehensive Plan to remove the newly served area from the URZ and place it in the UDZ.
**Exception Requests**
The following provides the process and criteria for evaluating specific requests for an Exception from the Urban Reserve Zone guidelines:

1. Requests for Exception should be made in writing to the County Planning Director stating the reason or reasons why the Build Through Overlay District Zoning regulations should be waived.

2. The County Planning Director will transmit the request to the Planning Commission and County Board for appropriate action as a Comprehensive Plan Exception.

3. In considering the request for Exception, the County Planning Director, Planning Commission, and County Board shall determine whether one or more of the following criteria can be met:
   
   a. The applicant can show that they made a bona fide application for subdivision approval prior to the effective date of the 2017 Sarpy County Comprehensive Plan and, therefore, should be entitled to have their plat considered in accordance with the regulations prevailing at the time they submitted their plat.
   
   b. The applicant can show that approval of the request would further another important Comprehensive Plan objective which might offset any detrimental impact of granting an Exception from the Urban Reserve Zone requirements.
   
   c. The applicant can show that the approval will allow division of property for settlement of an estate between family members so that ownership will be continued uninterrupted within the family and that they have followed the County's guidelines for utility and drainage easements and roadway access and connections.
   
   d. The applicant can show that they are requesting to create a single additional lot for sale or transfer to a member of their immediate family for construction of a home for that family member and that they have followed the County's guidelines for utility and drainage easements and roadway access and connections.

4. Exceptions shall not be granted if the subdivision is proposed for land that has previously been set aside as an "outlot" through the Build-Through Overlay Zoning District process.

5. Exceptions related to 3b above should not be granted if the small lot subdivision can be achieved through a Build-Through Overlay Zoning District process.

6. If an Exception is granted by the County Board, such approval, together with any conditions which the County Board may have attached, shall be acted upon by the County Board prior to preliminary plat approval.