AN INTRODUCTION TO THE PAPILLION PLAN

Papillion is a dynamically growing metropolitan city with excellent prospects for future development. These prospects present both exciting challenges and opportunities.

This document is designed to communicate the vision of the community regarding its future. It is a future that is based on taking actions that will position the city to take full advantage of its growth prospects.

Nebraska’s cities live in a changing social and economic environment. The City of Papillion has made a transition from an earlier niche as a railroad and agricultural service community to a dynamic and rapidly growing suburban center. In the process, Papillion moved from being a small rural town to emerging as one of the state’s major cities.

Papillion is one of the state’s fastest growing communities, a center for government, recreation and residential living in its region. The city is taking steps to balance these qualities with additional business park and commercial development. With this growth will come challenges, including how to handle new demands on the city’s infrastructure and transportation systems.

The Role of a Comprehensive Plan

This comprehensive development plan for Papillion has two fundamental purposes. The first provides an essential legal basis for land use regulation such as zoning and subdivision control. Secondly, a modern comprehensive plan presents a unified and compelling vision for a community, derived from the aspirations of its citizens; and establishes the specific actions necessary to fulfill that vision.

Legal Role

Communities prepare and adopt comprehensive plans for legal purposes. Nebraska State Statutes enable cities to adopt zoning and subdivision ordinances to promote the “health, safety, morals, or general welfare of the community.” Land use regulations, such as zoning ordinances, recognize that people in a community live cooperatively and have certain responsibilities to one another. These regulations establish rules that govern how land is developed within a municipality and its
extraterritorial jurisdiction.

However, under Nebraska law, a city may not adopt land use ordinances 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 city should grow. Under state statues, a comprehensive development plan must address, at a minimum, the following issues:

- Land use, or the planned distribution of activities and uses of land in the community.
- Transportation facilities
- Community facilities, including recreation facilities, schools, public buildings, and infrastructure.
- Annexation, identifying those areas that may be appropriate for annexation in the future.

The Papillion Plan provides the ongoing legal basis for the city's authority to regulate land use and development.

The Community Building Role

A comprehensive development plan has an even more significant role in the growth of a community. The plan establishes a picture of Papillion's future, based on the participation of residents in the planning of their community. This vision continues to be crucial, as problems like traffic congestion begin to affect the intimate, small town character that Papillion once enjoyed. Beyond defining a vision, the plan presents a unified action program that will implement the city's goals. The plan is designed as a working document - a document that both defines the future and provides a working program for realizing the city's great potential.

The Planning Process

The Papillion Plan is a culmination of a planning process that involved citizens of the city to define its future. This process was coordinated by a Planning Coordinating Committee, representing a wide variety of interests in the community. The first part of the process involved a three-part strategic planning program, designed to assess the city's current position; establish visions and goals for Papillion's twenty-year future; and consider an action program necessary to achieve that vision. Members of the community were invited to participate in the strategic planning process through a series of community workshops.

Assessment

Participants in the planning process were asked to define the most important issues and qualities of Papillion. As part of this assessment process surveys were sent out to the Plan Coordinating Committee members.

Identification of Major Issues

In assessing the city's situation, participants defined the most important issues that would face Papillion within the next five to ten years. Participants identified the following issue areas as most crucial to the city:

- Growth and Development, including managing growth in an orderly way especially along the Highway 370 corridor, and planning for growth while maintaining a community image.
- Commercial and economic development, including issues related to the development of a mall at Highway 370 and 72nd Street, capturing economic development opportunities, and expanding shopping and working opportunities within the city.
- Government issues, including tax rates, transitioning to a city owned fire department, and adequacy of public services and safety relating to the growth of the community.
- Traffic circulation, including maintaining proper traffic circulation, improving road conditions, mass transit options, and providing proper transportation systems to developing areas.
- Education and youth issues, including support of the school district, developing a cooperative programming effort among the city, school districts, and YMCA.
- Infrastructure and public facilities issues, including...
maintaining and improving roads and utilities, updating and replacing water system components and expanding public safety facilities.

- Parks and recreation, including additional parks, appropriate development of Walnut creek, identifying future recreation space, and upkeep of parks/recreational areas.

- Quality of life, including maintaining a small town atmosphere, cooperative public participation and public safety.

Identification of Community Strengths and Weaknesses

Participants in the planning process rated important community services and facilities, using a one-to-five scale. Services with an aggregate score of 3.0 or above are viewed favorably; those with scores below 2.5 represent areas for additional attention. The complete results are identified in Chart 1.

In addressing these vital issues, participants in the planning process identified the following as key community strengths:

- School system
- Prospects for future growth
- Quality of life, people, sense of community and family friendliness
- Parks, including Walnut Creek Recreation area, and potential improvements
- Well maintained public services and low crime rate

On the other hand, participants identified the following issues as important liabilities or problems:

- Infrastructure and transportation issues including local traffic flow and improving the water system.
- Small retail community and original downtown district.
- Tax levels
- Community direction and lack of vision as a community
- Management of municipal government issues related to working with LaVista on shared projects.

Identification of Key Focus Areas for the Plan

The community assessment and visioning process led to the identification of five specific issue areas, including:

- Growth and Development
- Economic Development
- Transportation and Infrastructure
- Government and Community Issues
- Parks and Quality of Life Services

Specific priorities, goals, and actions for each of these broad issues areas were outlined, to provide the foundation for this detailed comprehensive plan document. A review of the groups work is located in Appendix A. Also located in Appendix B is a summary of how the committee’s goals are featured within this plan.
The Comprehensive Plan: Approach and Format

The comprehensive plan takes a thematic and goal-oriented approach to the future development of Papillion. The plan establishes eight development themes for the city, corresponding to its most important strategic issues. The traditional sections of a comprehensive plan, such as land use, housing, infrastructure, and transportation, are organized as components to these interdisciplinary themes. This enables the plan to tell the story of the city's future development and presents an integrated program for the city's growth.

Each development theme for Papillion makes up one chapter of the comprehensive plan. The eight themes are:

1. A Profile of Papillion

This theme considers Papillion's population characteristics and growth, its role in the metropolitan region, and its emergence as a vital metropolitan center for govern-
ment, services, residential development and recreation. Through population and land use analysis this theme considers the future growth and development needs of the city.

2. A Balanced Community

This theme considers one of Papillion’s most critical issues - its need to assure that growth occurs in a balanced and beneficial way, supporting the building of community. It begins by laying out “Smart Growth” principles that should guide future development and growth within the city. By implementing these principles, Papillion can create a community whose whole is greater than the mere sum of its parts.

3. An Integrated Transportation System

This theme considers one of Papillion’s most pressing priorities, the effectiveness of its transportation system. It examines the current operation of the system and future needs of the network. In addition, the chapter proposes an improved street system that will address operational problems and examines the use of other transportation modes.

4. A Green Network

This theme considers one of Papillion’s most important resources, its extensive parks and recreation facilities. Local facilities are discussed in the context of the park system master plan.

5. A New City Center for Papillion

This theme examines continued need to define a new business center for the community. The new City Center will be the heart of the larger, growing community and a place designed as a symbol of community character. It is also envisioned to represent Papillion’s best opportunity to create a distinctive and prestigious business employment center in the community. The public environment of built areas in the City Center is an important issue, affecting community image, pedestrian mobility and social interaction that best characterized life in a friendly, small-city setting. This theme presents a detailed City Center Plan, designed to ensure optimal future development of this new central mixed-use district.

6. Quality Public Services and Infrastructure

This theme examines the quality of public facilities and infrastructure within Papillion. Important facilities discussed in this chapter include the public safety facilities serving fire protection and law enforcement. All of the city’s facilities are vital to the city’s ability to support growth and serve present and future residents. It includes a detailed assessment of each public facility and provides specific program for infrastructure and facility development.

7. A City of Strong Neighborhoods

This theme examines the housing and neighborhood conditions of each part of Papillion and presents strategies to assure that each area maintains a state of health.

8. Implementation

This theme draws together the analysis and policies of the plan into a program of implementation. It summarizes the recommendations and development policies of the plan, and presents an Implementation Schedule, listing proposed projects and the time frame for their completion.
CHAPTER ONE

THE POPULATION AND GROWTH CONTEXT

Papillion has grown from a rural town to a suburban community during the last fifty years. Over the next twenty years, Papillion should be a superlative city in all respects, a model city in all respects.

Papillion is a city of three epochs: from village to suburb to one of Nebraska’s largest communities. The town was originally platted in 1870, the Union Pacific Railroad right-of-way and residents raised money to build a railway stations. It grew to a population of just over 300 by 1872 and incorporated in 1883. From that date, the community developed as a rural service center, linked to but separate from the then distant City of Omaha. In 1910, the village of 624 people became the terminus of one of Nebraska’s two interurban trolley lines. This interurban, established by the Nebraska Traction and Power Company, connected Papillion with Ralston, South Omaha, and Omaha proper, becoming the precurs or of the Washington Street corridor that has become so dominant in the more recent development history of northern Sarpy County.

Until the outbreak of World War II, Papillion continued as a rural village, achieving a population of 763 by 1940. The town’s growth began to take off after the war’s end, reaching a population of 1,034 by 1950. This ushered in Papillion’s second growth epoch — its transition from a rural town to a burgeoning suburb. Spurred by the growth of Offutt Air Force Base and the accelerated development and suburbanization of the Omaha metropolitan area, the city’s population increased almost sixteen-fold between 1950 and 2000. During the 1980’s, Papillion’s 38% growth rate made it Nebraska’s fastest growing community.

Papillion’s rapid growth from village to suburb suggested a loss of community self-sufficiency, implying a role as a residential community serving the economic growth of other cities’ job centers. Papillion’s physical development has mirrored this transition, as north-south Washington Street and east-west Highway 370 and 6th Street became umbilicals to surrounding job centers. New residential subdivisions were oriented to these life lines more than to other neighborhoods in the growing city. Residential growth far outpaced commercial and industrial development, and formed a community with
a comparatively large proportion of its land area devoted to residential areas.

As the new century begins Papillion enters into another epoch in its development. At current growth rates, Papillion will achieve a population of over 35,000 within twenty years, making it one of Nebraska's largest cities. In the city's 1995 plan several alternative futures were facing the city. The process of guiding the city in one of these directions has begun. The city can continue to grow in the “suburban development” mode of late 20th Century. This will produce a community that is relatively loose grouping of subdivisions, clustered around major arterial roads and only weakly related to each other and to major commercial and civic centers. Alternately, Papillion can grow to be a true and balanced city, integrating residential and commercial development, embracing the smart growth techniques outlined in Chapter 2. A successful future as a balanced city is ultimately in the best economic interest of the community and its residents and taxpayers. This Comprehensive Plan for Papillion is designed to implement this vision: to make Papillion a self-sustaining city, a place that allows people to live and work in an exemplary urban environment - a city for the twenty-first century.

Goals

To achieve a status as a superlative community within the metropolitan region, Papillion should:

• **Emerge as a balanced city of over 35,000 during the next twenty years.**

The last twenty years has brought rapid community growth as the population has grown by over 156%. At almost a 5% annual growth rate, Papillion experienced faster growth than Omaha, Bellevue, Ralston, La Vista, and Gretna during the 1990’s. If Papillion continues to experience growth levels similar to those in the late 1990’s the city should move past the 35,000 mark within twenty years.

Until recently, Papillion’s growth has been suburban, and primarily residential, generating relatively little commercial development or employment. As a result, most residents of Papillion work and shop elsewhere in the metropolitan area. In addition, Papillion's residential areas tended to develop as enclaves, rather than as parts of an overall city. Residential subdivisions are more strongly related to arterials such as 72nd, Washington and 6th Streets, and Highway 370 than to one another or to the traditional city.

The city should guide its new development to ensure that Papillion grows in unity as it grows in population. Otherwise, the city’s economic base will remain outside the community’s boundaries, causing increasingly heavy tax burdens to fall on residential property. The city’s dynamic growth and overall desirability give it the opportunity to evolve in a different direction. Papillion can become a new kind of community, balancing residential growth with the creation of major employment and commercial centers. It can shape neighborhoods, activity centers, and green spaces into an integrated community that will produce more growth and a higher level of resident satisfaction.
• **Develop a strong and vital city center, along with other activity centers, as focal points for the community.**

Most residents would identify the city’s center as the traditional Downtown district generally between Jefferson and Adams Streets from 1st to 3rd Streets. This Downtown developed when Papillion was a rural community of fewer than 1,000 people. Although the Downtown has its own sense of integrity and beauty, and can continue to be a valuable and special part of the city, it does not and cannot function as the center of a community of 10,000, let alone a city of 35,000.

A city of 16,000 should have a downtown appropriate to its size. Papillion should establish a new City Center that will be a principal regional node for employment and activity. Such a City Center, innovatively planned, can become a major engine for economic development in the region. The city should encourage the development of supporting activity centers that provide the services needed by its growing population.

• **Develop as a unified community that provides a framework for growth.**

In periods of rapid growth communities often lose their sense of structure and relationships among their parts. When towns like Papillion first grew, new construction fit slowly into the framework of an original plat, as houses were built one at a time. These lots were located along a compact street grid that tied neighborhoods to each other and to the town center.

Contemporary development occurs more rapidly and on a far larger scale. Indeed, a medium-sized subdivision may include as many houses as the entire pre-war town of Papillion. As a result, street systems and development patterns tend to be less well-connected to the original city, with a few outside links to major arterial streets. This “compartmentalizes” neighborhoods, an effect made more pronounced by the Sanitary and Improvement District (SID) development mechanism, which establishes each developing neighborhood as an independent taxing authority prior to its annexation by the city. As a result, the city increasingly becomes an aggregation of semi-independent residential areas.

In order to develop to its full potential, Papillion should become more unified — more than a collection of separate residential subdivisions. Its major public systems, including the transportation and open space networks, should work to unite the community, creating one community for all its residents.

• **Become a “sustainable” city that provides jobs and services close to home.**

“Sustainability” became a slogan of planners and architects guiding urban development in the 1990’s. Movements to encourage sustainable development are reactions to recent urban growth patterns which require residents to travel farther for employment and services, and to expend greater amounts of energy to enjoy the benefits of urban life.

Papillion, as it develops in a more balanced, self-sufficient way, can grow as a sustainable community if development:

- Accommodates expansion in a compact and efficient way.
- Reduces distances to employment and major services.
- Preserves natural resources and integrates green spaces and special environments into the fabric of the community.
Chapter One

Existing Conditions

This section examines existing population, demographic and land use characteristics.

Population Characteristics

Population and population characteristics help to explain the condition of a community. An analysis of the characteristics and dynamics of Papillion’s population reveals several important observations.

- Papillion experienced little growth during its rural village stage from 1890 to 1940. The city has grown at a rapid rate since the end of World War II.

During its village stage (between 1890 and 1940), Papillion’s population grew from 600 to 763, an accumulated growth rate of only 27% over a fifty-year period. After World War II, growth began to accelerate, as the town achieved a population of 1,034 in 1950, a 35.5% increase during the 1940s.

Following 1950, Papillion grew by almost sixteen times in the four decades between 1950 and 2000. While many other Mid-Western communities were losing population during the 1980’s, Papillion experienced the fastest growth of any community in the state. During the 1990’s this trend continued, the city gained almost 6,000 new residents during this period, the largest in the city’s history. Between 1980 and 2000 only Elkhorn experienced a faster rate of growth within the metro area.

Table 1-1 exhibits historic population growth in Papillion, compared to other metropolitan communities.

- Papillion was the second fastest growing city in the metropolitan area during the 1990’s. This population increase was generated by a surplus of births over deaths, in-migration and annexation.

Papillion’s population increased from 10,372 in 1990 to 16,363 in 2000, an increase of 57.8%. In actual persons it was the largest increase in the city’s history. This rate of growth made Papillion the second fastest growing city in the metropolitan area. Population change is somewhat easier to analyze in a stand-alone, non-metropolitan community. Papillion has grown by attracting (and ultimately annexing) residents from other parts of the area, as its population growth rate during the last twenty years has outpaced that of the Omaha metropolitan area.

Three factors account for Papillion’s Population change:

- A comparison of births and deaths. A surplus of births over deaths causes the population of that community to increase. A city with a younger population (particularly of people in child-bearing or family formation years) will experience a higher birth rate, measured as number of births per 1,000 people.
- Migration Patterns. Some of a community’s residents choose to move out of that community; other people move into it. If more people come to the city than leave, its population will increase.

| TABLE 1.1: Population Change: Papillion and Other Metropolitan Communities |
|-----------------|-------|------|------|------|--------|--------|
| Papillion        | 2,235 | 5,606| 6,399| 10,372| 16,363 | 186%     | 156%     |
| Ralston          | 2,977 | 4,731| 5,143| 6,236 | 6,314  | 73%      | 23%      |
| Omaha            | 301,598| 346,929| 313,939| 335,719| 390,007| 4%       | 24%      |
| LaVista          | ---   | 4,858| 9,588| 9,840 | 11,699 | ---      | 22%      |
| Bellevue         | 8,831| 21,953| 21,813| 30,982| 44,382 | 147%     | 103%     |
| Elkhorn          | 749   | 1,184| 1,344| 1,398 | 6,062  | 79%      | 351%     |
| Gretna           | 745   | 1,557| 1,609| 2,249 | 2,355  | 116%     | 46%      |
- Annexation. New residential subdivisions in the Papillion area frequently use Sanitary and Improvement Districts (SIDs) to finance public improvements. An SID can issue general obligation bonds to finance public improvements with general benefits, including sanitary sewer outfalls, street intersections, parks, and other major facilities. SIDs, however, must be located outside of the city limits. In practice, the city annexes districts as their debt is reduced, since district indebtedness is absorbed by the city upon annexation. This gradual annexation becomes a significant source of population growth, allowing Papillion to absorb growth that occurs at its periphery.

One can analyze population trends during the 1990s, by comparing the city’s expected population (based solely on changes in births and deaths) with the actual outcome of the 2000 census. Table 1.2 below summarizes the results of this analysis. These projections are based on the following assumptions:

- A cohort-survival forecast method is used to forecast population. This method "ages" a five-year age range of people by computing how many of them will survive into the next five year period. Cohort survival rates used were developed by the National Center for Health Statistics (1992).
- Projected birth rates for the population developed by the U.S. Bureau of the Census.

Projections are approximations that may not fully represent real behavior. However, it is clear that population growth in Papillion during the 1990s far exceeded any reasonable projections, based on 1990 age distributions. This rapid growth, equal to about seven times predicted growth levels, is the result of substantial in-migration into the city and a progressive annexation program.

- Mature families with children accounted for the largest net migration of Papillion’s population during the 1980’s.

Table 1.3 compares predicted and actual population change for each age group in the city. The predicted population projects how many people should be in each age group in 2000 if the city had experienced neither migration nor population increases caused by annexation. The variance percentage shows how well this prediction agrees with reality, or in other words, whether people in a given group tended to move in or out of Papillion.

The largest increases in population over projections occurred for people between ages 30-44 and ages 5-14. Similar to the 1980’s trend, this suggests that most people who became citizens of Papillion through choice or annexation were members of relatively young to mature families. Clearly, Papillion has been able to maintain its profile as a residential center for families with children.

The data also shows a slight out-migration of individuals who would be between the ages of 20 and 29 in 2000. This is also a similar pattern to the 1980’s and would reflect the normal life cycle of young adults, who move away from the community for school and during early adulthood.

### Table 1.2: Predicted and Actual Population Change, 1990-2000

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>Change</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Predicted Population</td>
<td>10,372</td>
<td>11,213</td>
<td>841</td>
<td>8.1%</td>
</tr>
<tr>
<td>(based on survival and birth rates)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Actual Population</td>
<td>10,372</td>
<td>16,363</td>
<td>5,991</td>
<td>57.8%</td>
</tr>
<tr>
<td>Predicted Male Population</td>
<td>5,149</td>
<td>5,552</td>
<td>403</td>
<td>7.8%</td>
</tr>
<tr>
<td>Actual Male Population</td>
<td>5,149</td>
<td>7,975</td>
<td>2,826</td>
<td>54.9%</td>
</tr>
<tr>
<td>Predicted Female Population</td>
<td>5,223</td>
<td>5,660</td>
<td>437</td>
<td>8.4%</td>
</tr>
<tr>
<td>Actual Female Population</td>
<td>5,223</td>
<td>8,388</td>
<td>3,165</td>
<td>60.6%</td>
</tr>
</tbody>
</table>
During the 1980’s Papillion’s population of adults over the age of 55 experienced some growth but remained near the levels predicted by natural population aging. This was again true for Papillion in the 1990’s except for seniors over the age of 80. Among the city’s oldest residents there was an increase of 240 over what was predicted by natural population change alone. This could possibly indicate that Papillion, besides being a residential center for families, has become a destination for seniors.

This profile can be used to examine the nature of Papillion’s population and to project its future characteristics. It also suggests that meeting the needs of families and now seniors is particularly important to the city’s future.

### TABLE 1.3: Predicted and Actual Age Cohort Change, All Residents, 1990-2000

<table>
<thead>
<tr>
<th>Age Group</th>
<th>1990 Actual</th>
<th>2000 pred.</th>
<th>2000 Actual</th>
<th>(Actual - Pred.)</th>
<th>% variance: Actual/Pred</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5</td>
<td>744</td>
<td>674</td>
<td>1,068</td>
<td>394</td>
<td>58.5%</td>
</tr>
<tr>
<td>5-9</td>
<td>942</td>
<td>662</td>
<td>1,449</td>
<td>787</td>
<td>118.9%</td>
</tr>
<tr>
<td>10-14</td>
<td>1,084</td>
<td>742</td>
<td>1,654</td>
<td>912</td>
<td>122.9%</td>
</tr>
<tr>
<td>15-19</td>
<td>935</td>
<td>939</td>
<td>1,426</td>
<td>487</td>
<td>51.9%</td>
</tr>
<tr>
<td>20-24</td>
<td>617</td>
<td>1,077</td>
<td>911</td>
<td>(166)</td>
<td>-15.4%</td>
</tr>
<tr>
<td>25-29</td>
<td>749</td>
<td>927</td>
<td>868</td>
<td>(59)</td>
<td>-6.4%</td>
</tr>
<tr>
<td>30-34</td>
<td>889</td>
<td>611</td>
<td>1,027</td>
<td>416</td>
<td>68.1%</td>
</tr>
<tr>
<td>35-39</td>
<td>1,024</td>
<td>742</td>
<td>1,465</td>
<td>723</td>
<td>97.4%</td>
</tr>
<tr>
<td>40-44</td>
<td>1,044</td>
<td>878</td>
<td>1,584</td>
<td>706</td>
<td>80.4%</td>
</tr>
<tr>
<td>45-49</td>
<td>649</td>
<td>1,006</td>
<td>1,290</td>
<td>284</td>
<td>28.2%</td>
</tr>
<tr>
<td>50-54</td>
<td>471</td>
<td>1,014</td>
<td>1,136</td>
<td>122</td>
<td>12.0%</td>
</tr>
<tr>
<td>55-59</td>
<td>408</td>
<td>618</td>
<td>714</td>
<td>96</td>
<td>15.5%</td>
</tr>
<tr>
<td>60-64</td>
<td>247</td>
<td>434</td>
<td>460</td>
<td>26</td>
<td>6.0%</td>
</tr>
<tr>
<td>65-69</td>
<td>207</td>
<td>357</td>
<td>422</td>
<td>65</td>
<td>18.2%</td>
</tr>
<tr>
<td>70-74</td>
<td>143</td>
<td>202</td>
<td>255</td>
<td>53</td>
<td>26.2%</td>
</tr>
<tr>
<td>75-80</td>
<td>112</td>
<td>153</td>
<td>217</td>
<td>64</td>
<td>41.8%</td>
</tr>
<tr>
<td>80-84</td>
<td>61</td>
<td>91</td>
<td>206</td>
<td>115</td>
<td>126.4%</td>
</tr>
<tr>
<td>85+</td>
<td>46</td>
<td>86</td>
<td>211</td>
<td>125</td>
<td>145.3%</td>
</tr>
<tr>
<td>Total</td>
<td>10,372</td>
<td>11,213</td>
<td>16,363</td>
<td>5,150</td>
<td>45.9%</td>
</tr>
</tbody>
</table>

During the 1980’s Papillion’s population of adults over the age of 55 experienced some growth but remained near the levels predicted by natural population aging. This was again true for Papillion in the 1990’s except for seniors over the age of 80. Among the city’s oldest residents there was an increase of 240 over what was predicted by natural population change alone. This could possibly indicate that Papillion, besides being a residential center for families, has become a destination for seniors.

This profile can be used to examine the nature of Papillion’s population and to project its future characteristics. It also suggests that meeting the needs of families and now seniors is particularly important to the city’s future.

- **Papillion’s population has aged slightly during the last ten years.**

The median age of Papillion’s population has increased by 3.5 years during the 1990’s, increasing from 30.6 to 34.1 in 2000. Within this distribution, adults of mature family ages 45 to 54 make up the largest increase at only a 4 percentage point difference. In general the city’s population make up has remained fairly constant since 1990. The city has seen some drop in the percentage of adults between 25 and 39 most likely due to a shift in the baby boom population through the age cohorts. This is a similar pattern for Bellevue, LaVista, Omaha and Ralston.
Population and Growth

The size of Papillion’s households has remained fairly constant during the last ten years.

During the last two census periods, Papillion has generally countered a trend in most American communities toward smaller households. This is further substantiation of the role of families with children in the growth of the community. Papillion’s average household sized was 3.13 in 1990 and 2.90 in 2000, a relatively high figure for Nebraska communities. During the previous decade the number of households in the city increased by 63.2%. Population during the same period increased by 57.8%. As during the 1990’s the existing city will experience a slow decline in people per households as a result of children growing up and moving away, continued new family-oriented development in the area will assure that household size remains relatively constant on a city-wide basis.

Analysis of Papillion’s population suggests that:

- Papillion continues to be a relatively young community, whose new growth is largely made up of families.
- Papillion is an attractive living environment to families with children, who now make up a dominant share of the city’s population.
- Unlike the 1980’s senior citizens made up an increasing proportion of the city’s population.

<table>
<thead>
<tr>
<th>Age Group</th>
<th>1990 Pop</th>
<th>2000 Pop</th>
<th>Change 1990-2000</th>
<th>% of Total 1990</th>
<th>% of Total 2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5</td>
<td>744</td>
<td>1,068</td>
<td>324</td>
<td>7%</td>
<td>7%</td>
</tr>
<tr>
<td>5-9</td>
<td>942</td>
<td>1,449</td>
<td>507</td>
<td>9%</td>
<td>9%</td>
</tr>
<tr>
<td>10-14</td>
<td>1,084</td>
<td>1,654</td>
<td>570</td>
<td>10%</td>
<td>10%</td>
</tr>
<tr>
<td>15-19</td>
<td>935</td>
<td>1,426</td>
<td>491</td>
<td>9%</td>
<td>9%</td>
</tr>
<tr>
<td>20-24</td>
<td>617</td>
<td>911</td>
<td>294</td>
<td>6%</td>
<td>6%</td>
</tr>
<tr>
<td>25-29</td>
<td>749</td>
<td>868</td>
<td>119</td>
<td>7%</td>
<td>5%</td>
</tr>
<tr>
<td>30-34</td>
<td>889</td>
<td>1,027</td>
<td>138</td>
<td>9%</td>
<td>6%</td>
</tr>
<tr>
<td>35-39</td>
<td>1,024</td>
<td>1,465</td>
<td>441</td>
<td>10%</td>
<td>9%</td>
</tr>
<tr>
<td>40-44</td>
<td>1,044</td>
<td>1,584</td>
<td>540</td>
<td>10%</td>
<td>10%</td>
</tr>
<tr>
<td>45-49</td>
<td>649</td>
<td>1,290</td>
<td>641</td>
<td>6%</td>
<td>8%</td>
</tr>
<tr>
<td>50-54</td>
<td>471</td>
<td>1,136</td>
<td>665</td>
<td>5%</td>
<td>7%</td>
</tr>
<tr>
<td>55-59</td>
<td>408</td>
<td>714</td>
<td>306</td>
<td>4%</td>
<td>4%</td>
</tr>
<tr>
<td>60-64</td>
<td>247</td>
<td>460</td>
<td>213</td>
<td>2%</td>
<td>3%</td>
</tr>
<tr>
<td>65-69</td>
<td>207</td>
<td>422</td>
<td>215</td>
<td>2%</td>
<td>3%</td>
</tr>
<tr>
<td>70-74</td>
<td>143</td>
<td>255</td>
<td>112</td>
<td>1%</td>
<td>2%</td>
</tr>
<tr>
<td>75-80</td>
<td>112</td>
<td>217</td>
<td>105</td>
<td>1%</td>
<td>1%</td>
</tr>
<tr>
<td>80-84</td>
<td>61</td>
<td>206</td>
<td>145</td>
<td>1%</td>
<td>1%</td>
</tr>
<tr>
<td>85+</td>
<td>46</td>
<td>211</td>
<td>165</td>
<td>0%</td>
<td>1%</td>
</tr>
<tr>
<td>Median</td>
<td>30.6</td>
<td>34.1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mean</td>
<td>30.5</td>
<td>33.1</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*TABLE 1.4: Age Composition as Percent of Total Population, 1990-2000*
Economic Factors

Employment

Papillion is integrated into the economic life of the Omaha metropolitan area. While the city includes some commercial and older industrial development, it does not accommodate large employers. As a result, most residents work outside the city’s boundaries, particularly within Omaha and at Offutt Air Force Base. An analysis of economic characteristics and dynamics reveals additional important observations.

- Papillion’s residents are more likely to be employed in professions and public administration than other residents of the metro area.

Table 1.5 compares the employment makeup of Papillion’s residents with those of Omaha and the overall metropolitan area for 1990, the most recent data available. The table indicates that Papillion residents are significantly more likely to be employed in the professional and public sectors than other metro area workers. About 13.7% of the city’s 1990 workforce is employed in these areas, in contrast to about 10% of the metro area workforce. Papillion residents are somewhat less likely to be employed in manufacturing and transportation industries.

- Papillion’s residents are more likely to be employed in professional and managerial jobs than residents of the rest of the metropolitan area.

Table 1.6 compares the types of jobs held by Papillion’s residents in 1990 with occupations in Omaha and the metropolitan area. In general, Papillion’s residents are more likely to be employed in executive and professional jobs and less likely to be engaged in production or labor.

Over 30% of Papillion’s workforce is employed in executive, managerial, or professional areas, in contrast to 26.9% for Omaha and 27.1% for the metropolitan area. In contrast, about 14.5% of Papillion’s workers are in production or labor jobs, compared with 21.5% for Omaha and 21.4% for the area. Similarly, Papillion’s workers are somewhat less likely to be employed in service occupations (12.9% compared to 14% for Omaha and 13.3% for the metropolitan area).

Table 1.5: Employment by Industry, Proportion Employed in Comparison with Metropolitan Area, 1990

<table>
<thead>
<tr>
<th>Industry</th>
<th>Papillion</th>
<th>Omaha SMSA</th>
<th>Omaha City</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Employed</td>
<td>100.00</td>
<td>100.00</td>
<td>100.00</td>
</tr>
<tr>
<td>Agriculture, Mining</td>
<td>0.76</td>
<td>41.98</td>
<td>1.02</td>
</tr>
<tr>
<td>Construction</td>
<td>4.28</td>
<td>5.35</td>
<td>5.08</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>9.74</td>
<td>11.60</td>
<td>11.80</td>
</tr>
<tr>
<td>Transportation/Communications</td>
<td>7.84</td>
<td>9.38</td>
<td>8.73</td>
</tr>
<tr>
<td>Wholesale Trade</td>
<td>4.60</td>
<td>5.28</td>
<td>5.27</td>
</tr>
<tr>
<td>Retail Trade</td>
<td>19.83</td>
<td>18.50</td>
<td>18.77</td>
</tr>
<tr>
<td>FIRE</td>
<td>9.66</td>
<td>9.94</td>
<td>10.02</td>
</tr>
<tr>
<td>Nonprofessional Services</td>
<td>10.35</td>
<td>10.98</td>
<td>11.60</td>
</tr>
<tr>
<td>Health Services</td>
<td>10.03</td>
<td>9.23</td>
<td>9.99</td>
</tr>
<tr>
<td>Education</td>
<td>9.25</td>
<td>7.77</td>
<td>7.86</td>
</tr>
<tr>
<td>Professional</td>
<td>7.22</td>
<td>6.69</td>
<td>7.05</td>
</tr>
<tr>
<td>Public Administration</td>
<td>6.45</td>
<td>3.30</td>
<td>2.82</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census
• *Average incomes in Papillion are substantially above those for state and nation at large.*

Table 1.7 displays 2000 income distributions estimates for Papillion, Nebraska, and the USA. Papillion’s median income of $63,992 is up from $42,796 in 1990. Over 13% of Papillion’s households had an estimated incomes of less than $25,000, compared with 32% for the State of Nebraska. In addition, near 38% of Papillion’s households earn over $75,000 annually, in contrast with 16.2% for Nebraska and 23.8% for the nation. This relatively high degree of individual financial security is a major community asset. Papillion’s income distribution, combined with its employment characteristics, suggests that future residential and economic development efforts should concentrate on reinforcing and accommodating professional, managerial, and executive sectors of the economy.

**Commuting Patterns**

In 1990 the average travel time to work for Papillion residents was 18.8 minutes. At an average commuting speed of 35 miles per hour, this suggests that the average worker is employed within a 10 to 11 mile radius. This incorporates much of metropolitan Omaha and Offutt Air Force Base south of Bellevue. About 85% of all workers drive to work alone; 10.7% use car pools, 4.1% walked or work at home, and 0.7% use public transportation or other modes.

**Conclusions**

The economic analysis of Papillion indicates that:

- Most Papillion residents commute to work outside the boundaries of the community.
- The city’s population is substantially more likely to be employed in professional and managerial jobs and less likely to be employed in labor, manufacturing, and production industries than the overall metropolitan area population.
- Papillion’s workers are more likely to work in the Health Services, Education, Professional, and Public Administration sectors and less likely to work in Manufacturing, Construction, and Nonprofessional services than overall metro area residents.
- Incomes in Papillion are well above those for the entire metropolitan area. Papillion has a high percentage of high-earner households, and has an extremely low percentage of low-income residents.

### Table 1.6: Employment by Occupation, Proportion in Comparison with the Metropolitan Area, 1990

<table>
<thead>
<tr>
<th>Industry</th>
<th>Papillion</th>
<th>Omaha SMSA</th>
<th>Omaha City</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Employed</td>
<td>100.00</td>
<td>100.00</td>
<td>100.00</td>
</tr>
<tr>
<td>Executive and Managerial</td>
<td>13.79</td>
<td>12.79</td>
<td>12.44</td>
</tr>
<tr>
<td>Professional Specialty</td>
<td>16.41</td>
<td>14.13</td>
<td>14.68</td>
</tr>
<tr>
<td>Technicians</td>
<td>5.26</td>
<td>3.77</td>
<td>3.70</td>
</tr>
<tr>
<td>Sales</td>
<td>14.79</td>
<td>13.53</td>
<td>13.48</td>
</tr>
<tr>
<td>Administrative Support</td>
<td>21.57</td>
<td>19.34</td>
<td>19.51</td>
</tr>
<tr>
<td>Service</td>
<td>12.89</td>
<td>13.30</td>
<td>14.01</td>
</tr>
<tr>
<td>Farming</td>
<td>0.76</td>
<td>1.59</td>
<td>0.80</td>
</tr>
<tr>
<td>Precision Production/Crafts</td>
<td>7.41</td>
<td>9.33</td>
<td>9.10</td>
</tr>
<tr>
<td>Operators and Laborers</td>
<td>7.12</td>
<td>12.23</td>
<td>12.30</td>
</tr>
</tbody>
</table>

*Source: U.S. Bureau of the Census*
Land Use Characteristics

This section describes land use characteristics and trends that will help determine the amount of land needed to accommodate development in Papillion.

Existing Land Use

The Existing Land Use (Map 1.1) and Table 1.8 summarize current land uses in Papillion and its jurisdiction based on a detailed 2001 field survey. In addition to providing acreage and percentage breakdowns by general land use categories, the survey provides detailed information on specific uses. Tables 1.9 through 1.11 evaluate land use trends and make comparisons to similar situated communities. The comparisons include Waukee, Iowa, a growing community outside of Des Moines, and Elkhorn, another Omaha metro community.

Residential Uses

Most of Papillion’s residential land is in single-family use. Single-family homes comprise more than 44% of all developed land in the city. This is a relatively high proportion compared to other Nebraska communities. In most cities, about 35% to 40% of the developed land area is in single-family use. The communities of Waukee, Iowa and Elkhorn also had a similar pattern of residential development (Table 1.11). However, Papillion had the densest pattern of residential development with 6.81 acres for every 100 persons as compared to Elkhorn at 17.93 and Waukee, Iowa with 16.11.

The next largest residential category is multi-family. This percentage has remained fairly constant since the 1993 when the last survey was completed. The 2000 Census figures reveal that 25.5% of all housing units are renter-occupied, down from 31.6% in 1990. The amount of land designated to as-built multi-family is relatively small, at only 3.0% of the developed area. This would likely indicate that many renter occupied units are single-family in nature. The largest concentration of apartments units in the city occurs in the southeast part of the city. Mobile home residential uses comprise a relatively small part of the city’s developed land. While no such residential units exists within city limits, one small mobile home park is located in an unincorporated area west of 91st and 6th Street.

Commercial Uses

Only 5.2% of Papillion’s developed land is in commercial or office uses, or about 121.8 acres. The city did nearly double the total number of acres dedicated to commercial uses but the overall percentage still remains relatively low at 5%. Compared to the communities of Elkhorn and Waukee, Iowa Papillion has a very similar percentage of commercial land. However compared to other communities that are not adjacent to major metropolitan markets these cities have significantly fewer acres in commercial use.

Papillion has more than 73 acres in commercial retail uses, an increase of 32 acres in 9 years. As in 1993, the majority of Papillion’s commercial uses are in free-standing buildings in an auto-oriented, suburban commercial configuration. The Washington Street corridor contains most of these uses, with the Highway 370 corridor beginning to emerge as a major commercial corridor east of Washington Street.

Industrial Uses

The amount of industrial land has remained fairly constant through the 1990’s. Papillion has slightly more than 58 acres or 2% of the city’s land in industrial uses. Like commercial land this is a fairly low percentage compared to other Nebraska communities. However, it is very comparable to the communities of Elkhorn and Waukee, Iowa which are similarly situated within metropolitan areas. The development of the industrial/business park adjacent to the 72nd and 6th Streets will eventually increase this overall percentage. However, the vast majority of the city’s industries are small industrial service firms located on the east and northwest edges of the traditional downtown and situated along the former
Compared to Elkhorn and Wuakee, Papillion has a significantly larger percentage of land dedicated to parks and recreation uses. During the 1990’s the city gained over 256 acres of park and recreation land. Much of this was in the form of golf course development and the development of the Walnut Creek recreation area. This is an important amenity for many prospective residents and exceeds national standards for park services to a community.

The amount of civic land has remained fairly constant with the addition of approximately 5.4 acres annually between 1993 and 2001. Outside of the Sarpy County Courthouse and Midland Hospital the city has few large tracts of land dedicated to civic uses.

Overall, compared to other communities Papillion has the densest development pattern, indicating a fairly efficient land use pattern.

**TABLE 1.8: Papillion’s Land Use Distribution, 2001**

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>City Acres</th>
<th>% Of Developed Land</th>
<th>Jurisdiction Acres</th>
<th>% of Developed Land</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>1,113.90</td>
<td>47.7%</td>
<td>1,055.05</td>
<td>70.5%</td>
</tr>
<tr>
<td>Rural Residential</td>
<td>-</td>
<td>0.0%</td>
<td>543.74</td>
<td>36.3%</td>
</tr>
<tr>
<td>Single-Family</td>
<td>1,035.71</td>
<td>44.3%</td>
<td>486.43</td>
<td>32.5%</td>
</tr>
<tr>
<td>Duplex</td>
<td>7.54</td>
<td>0.3%</td>
<td>9.9</td>
<td>0.7%</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>70.65</td>
<td>3.0%</td>
<td>10.26</td>
<td>0.7%</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>-</td>
<td>0.0%</td>
<td>4.72</td>
<td>0.3%</td>
</tr>
<tr>
<td>Commercial</td>
<td>121.84</td>
<td>5.2%</td>
<td>34.7</td>
<td>2.3%</td>
</tr>
<tr>
<td>Office</td>
<td>34.03</td>
<td>1.5%</td>
<td>15.3</td>
<td>1.0%</td>
</tr>
<tr>
<td>Downtown</td>
<td>3.19</td>
<td>0.1%</td>
<td>0</td>
<td>0.0%</td>
</tr>
<tr>
<td>Retail and General Commercial</td>
<td>73.27</td>
<td>3.1%</td>
<td>10.41</td>
<td>0.7%</td>
</tr>
<tr>
<td>Auto Services</td>
<td>11.35</td>
<td>0.5%</td>
<td>8.99</td>
<td>0.6%</td>
</tr>
<tr>
<td>Industrial</td>
<td>58.22</td>
<td>2.5%</td>
<td>14.39</td>
<td>1.0%</td>
</tr>
<tr>
<td>General Industrial</td>
<td>-</td>
<td>0.0%</td>
<td>0.69</td>
<td>0.0%</td>
</tr>
<tr>
<td>Light Industrial/Warehousing</td>
<td>58.22</td>
<td>2.5%</td>
<td>13.7</td>
<td>0.9%</td>
</tr>
<tr>
<td>Civic</td>
<td>580.59</td>
<td>24.8%</td>
<td>391.76</td>
<td>26.2%</td>
</tr>
<tr>
<td>School</td>
<td>63.25</td>
<td>2.7%</td>
<td>12.67</td>
<td>0.8%</td>
</tr>
<tr>
<td>Public Facilities and Utilities</td>
<td>9.01</td>
<td>0.4%</td>
<td>84.54</td>
<td>5.7%</td>
</tr>
<tr>
<td>Other Civic Uses</td>
<td>99.29</td>
<td>4.2%</td>
<td>53.94</td>
<td>3.6%</td>
</tr>
<tr>
<td>Parks and Rec.</td>
<td>409.04</td>
<td>17.5%</td>
<td>240.61</td>
<td>16.1%</td>
</tr>
<tr>
<td>Road Right of Way</td>
<td>462.94</td>
<td>19.8%</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Total Developed Land</td>
<td>2,337.49</td>
<td>100.0%</td>
<td>1,495.9</td>
<td>100%</td>
</tr>
<tr>
<td>Agriculture and Open Space</td>
<td>140.37</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Vacant Urban Land</td>
<td>83.82</td>
<td>-</td>
<td>331.03</td>
<td>-</td>
</tr>
<tr>
<td>Total Area</td>
<td>2,561.68</td>
<td>-</td>
<td>1,826.93</td>
<td>-</td>
</tr>
</tbody>
</table>
Land Use Trends

Land use surveys for the city were completed in 1993 and 2001. While there are some differences in the way that the information was tabulated, it is possible to draw some general conclusions about changes in the city land use patterns and distributions over the past decade.

Tables 1.9 and 1.10 summarize the evolution of land use in Papillion during this period. The most significant changes during this period include:

- Parks and Recreation uses experienced the largest increase over the 9 year period. The increase of almost 257 acres was even greater than residential uses which increased by 231 acres.

- Papillion nearly doubled the amount of land in commercial use. In 1993 the city had 65 acres of land in commercial use, by 2001 this had increased to almost 122 acres. Much of this increase was due to development of auto-oriented commercial development along the Washington Street corridor.

- As a percentage of the total land area, industrial land was the only land use to drop. In 1993 the city had 3.12% of its land in industrial developments and dropped to 2.49% in 2001. The city did increase the amount of industrial land by 0.63 acres annually, the slowest rate of any land use in the city.

### TABLE 1.9: Comparative Land Use in Papillion, 1993-2001

<table>
<thead>
<tr>
<th>Use</th>
<th>1993 Acres</th>
<th>2001 Acres</th>
<th>% of Developed Area 1993</th>
<th>% of Developed Area 2001</th>
<th>Acres/100 People 1993</th>
<th>Acres/100 People 2001</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>882.84</td>
<td>1113.9</td>
<td>52.30%</td>
<td>47.65%</td>
<td>6.09</td>
<td>6.81</td>
</tr>
<tr>
<td>Commercial</td>
<td>65.17</td>
<td>121.84</td>
<td>3.86%</td>
<td>5.21%</td>
<td>0.45</td>
<td>0.74</td>
</tr>
<tr>
<td>Industrial</td>
<td>52.6</td>
<td>58.22</td>
<td>3.12%</td>
<td>2.49%</td>
<td>0.36</td>
<td>0.36</td>
</tr>
<tr>
<td>Civic</td>
<td>122.81</td>
<td>171.55</td>
<td>7.28%</td>
<td>7.34%</td>
<td>0.85</td>
<td>1.05</td>
</tr>
<tr>
<td>Parks/Rec</td>
<td>152.46</td>
<td>409.04</td>
<td>9.03%</td>
<td>17.50%</td>
<td>1.05</td>
<td>2.50</td>
</tr>
<tr>
<td>Transportation</td>
<td>412.16</td>
<td>462.94</td>
<td>24.42%</td>
<td>19.81%</td>
<td>2.84</td>
<td>2.83</td>
</tr>
<tr>
<td>Total Developed Area</td>
<td>1688.04</td>
<td>2337.49</td>
<td>100.00%</td>
<td>100.00%</td>
<td>11.64</td>
<td>14.29</td>
</tr>
<tr>
<td>Vacant</td>
<td>59.73</td>
<td>140.37</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Open/Ag</td>
<td>193.74</td>
<td>83.82</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total City Area</td>
<td>1941.51</td>
<td>2561.68</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### TABLE 1.10: Annual Land Consumption

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>882.84</td>
<td>1113.9</td>
<td>231.06</td>
<td>25.67</td>
</tr>
<tr>
<td>Commercial</td>
<td>65.17</td>
<td>121.84</td>
<td>56.67</td>
<td>6.30</td>
</tr>
<tr>
<td>Industrial</td>
<td>52.6</td>
<td>58.22</td>
<td>5.62</td>
<td>0.62</td>
</tr>
<tr>
<td>Civic</td>
<td>122.81</td>
<td>171.55</td>
<td>48.74</td>
<td>5.42</td>
</tr>
<tr>
<td>Parks/Rec</td>
<td>152.46</td>
<td>409.04</td>
<td>256.58</td>
<td>28.51</td>
</tr>
<tr>
<td>Transportation</td>
<td>412.16</td>
<td>462.94</td>
<td>50.78</td>
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Population and Growth Context

Papillion’s Future Population

Projecting the future size and makeup of Papillion’s population helps predict the future demographic character of the town. This is critically important for the city’s planning and policy decisions regarding future investments and growth. This section examines scenarios for future growth, given Papillion’s experience over the last ten years.

Future population for Papillion is forecast by:

- Basing population forecasts on 1990 and 2000 Census statistics for age distribution. As before, the cohort survival method is used to project population, utilizing birth and death rates. These calculations provide a “base” population from which a migration scenario can be determined.

- Three migration models have been utilized. During the 1990’s Papillion roughly experienced a 44% in-migration. Table 1.12 illustrates these scenarios.

To determine Papillion future population a 40% in-migration scenario will be utilized. Papillion should continue to experience substantial growth over the next twenty years. However, for planning purposes a slightly less aggressive approach will be taken, reflective of the slowed development activity of 2000 and 2001. This means that Papillion will experience a 2010 population of 23,998 and a 2020 population of 35,494.

This plan is intended to create a framework for planned growth. This means that development areas are designated that relate to the amount of growth that the city can realistically expect. This approach assures that transportation and utility systems are designed and built in an orderly and cost-effective way, and that the city ultimately gains full economic advantage from its expansion.

Population projections are an inexact science. However, projections can help a city set out its priorities. A clear future challenge for Papillion will be allowing the city to encourage development and accommodate it in an economical, and high quality community development structure.

Residential Land Use Projections

Historic land consumption rates, combined with population and development projections, help to guide forecasts of land consumption over the next twenty years. From 1990 to 1998, Papillion and its extra territorial jurisdiction added an average 264 units annually of which the majority were single-family units. That level of development is expected to increase slightly in order to support a population of 35,949 by 2020. Table 1.13 presents the projected twenty-year housing demand for this population scenario. This analysis is based on the following

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TABLE 1.11: Comparative Land Use in Papillion and Other Metro Area Cities

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<th>Papillion</th>
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</table>

<table>
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methods and assumptions:

- The basic method used in projecting annual demands are to compare the number of units needed in a given year (number of households plus projected vacancy rate) with the number of units available during that year (housing supply during the year less the units that leave the housing supply and must be replaced). Twenty-year demands are based on multiples of the five year population demand computed in this section.

- Household size in Papillion is expected to remain fairly constant during the twenty-year period at 2.9.

- The city’s non-household population (people in institutions, group quarters, or nursing homes) does not produce a demand for conventional housing. These forecasts project that the non-household population will remain at its 2000 rate of 2.5% of the city’s population.

- Papillion’s current vacancy rate is a low 4.3%. This low vacancy rate means that there are few available units in Papillion’s inventory. As the city matures, more local housing choice should be developed to enable people to move up within the city. As a result, housing projections are designed to produce a slight increase in the vacancy rate, to a more comfortable level of 5.28%.

- Loss of existing units will be insignificant during the twenty-year period. The vast majority of Papillion’s housing units are in good to excellent condition. Conversion of some houses to office use may take place.

The projections reinforce a cumulative demand of 6,888 units for Papillion during the next twenty years. These projections are utilized to estimate the amount of land that will be needed to accommodate growth during the next twenty years.

Based on existing occupancy standards approximately 75% of the new units will be in a single-family configuration and 25% in multi-family. On the average, three single family units will require one acre of land, six single-family attached units will require an acre and the average gross density of multi-family development will be 12 units to an acre. As a standard, the plan recommends the land provided for residential development over a twenty-year period be equal to twice the area that new growth actually needs. This is necessary to preserve competitive land pricing. Based on these assumptions, Table 1.14 presents the amount of new area that will be required for additional development. Annual actual absorption of residential land will be in the range of 85 acres annually. Using the rule of designating land at a rate of two times the “hard demand”, this suggests a total reservation of land for residential development of about 3,387 acres over the twenty year period. The actual development concept outlined in the next chapter identifies over 4,000 acres for potential residential development.

**Projection of Commercial Development**

The comparative analysis of Papillion’s commercial development needs demonstrates that the city has a relatively small amount of commercial development in relation to its population. In the past this was largely accounted for by the large amount of regional commercial strip development north of Giles Road in the City of LaVista. During the late 1990’s much of this development began to seep to the south with the development of Super Target and other strip development north of 6th Street. The current construction of a Home Depot adjacent to the Super Target will create a major regional commercial attraction for the City of Papillion. In the future new
Population and Growth

Commercial development for Papillion's growing population should continue to occur within Papillion and address the neighborhoods as much as the major arterials. Thus, forecasts included here assume that commercial development serving additional population will occur at a rate similar to that of a commercially independent community.

Two methods can be used to help project commercial land needs. These include:

- **A population service relationship.** This method relates commercial growth to population projections. It assumes that the absolute amount of commercial land per 100 people will grow in proportion to population growth. In Papillion's case, this proportion will increase over time to compensate for the extremely low ratio that currently exists. Thus, service for the additional 27,000 people projected for the city will be served at the rate of 0.94 acres per 100 people.

- **Residential use proportion.** This assumes a constant relationship between the amount of land used for residential and commercial purposes. It relates commercial growth directly to residential development rates. Unlike the population service method, the proportion will remain constant at the 2001 level.

This analysis indicates a need for 185 to 212 acres of commercial land over the next twenty years. In the case of commercial development, a rule of designating land at a rate of one and a half times the "hard demand" would suggest a total reservation of 278 to 318 acres. Under the development concept in Chapter Two, "Development Principles and Concepts", commercial land is often an intrinsic part of the neighborhoods. The plan identifies over 700 acres for commercial use but also includes a mixture of commercial, office and residential uses. Despite this large amount of commercial/mixed use land, the city should focus development towards vacant land adjacent to the existing city that has already been zoned for commercial use. It should also be noted that one large commercial development, like the proposed Papillion Gardens Mall, could consume much of the city's commercial land demand in a short period of time.

**Projection of Industrial Development**

The amount of future industrial expansion is dependent upon the city's desire to accommodate more industrial land uses, as well as market demand for available land. The city has taken up this effort through the development of the Papillion Business Park. The county efforts have been directed towards the I-80 corridor and the far western reaches of Papillion.

Industrial land needs are difficult to predict because of the opportunistic nature of industrial land needs. A single large industrial development could demand more land than the city has seen in years. Over time Papillion will become a desirable regional business address, especially for those self-employed residents and business owners who will seek to move their businesses closer to their residences. It is also important to provide ample land for the expansion or relocation of Papillion's existing industrial uses as individual companies prosper and expand.

The same forecasting methodology has been utilized for projecting industrial space. Results are indicated in Table 1.16. Based on a designation of about 3 times the hard demand for industrial space, this analysis suggests that the plan reserves about 266 to 358 acres for industrial use. This reservation should remain flexible enough to accommodate greater demand if market forces and community leaders determine a need. Alternately, the demand may be accommodated on a regional basis, specifically along the I-80 corridor, still accessible to Papillion residents. The plan for Papillion identifies over 1,500 acres of business park, general industrial and a mixture of commercial and industrial land for the future of Papillion.
Summary of Population and Land Use Projections

• Papillion has maintained a strong pattern of in-migration over the past two decades. If this trend continues Papillion will reach a population of 23,998 by 2010 and 35,494 by 2020.

• A population over 35,000 will generate a need for an additional 6,888 units. Dividing these units into 60% single family detached, 15% single family attached, and 25% multi-family require approximately 1,693 acres. However, to assure a variety of choices in the market the Papillion plan should designate.

• To meet the growing city’s commercial demand the Papillion Plan should designate between 278 and 317 acres of commercial land and 266 to 358 acres of industrial land.
Papillion will emerge from growth opportunities of the next twenty to thirty years as a very different city.

A continuation of historic growth rates means that the city's population will exceed 35,000 at the end of this period. Yet opportunities also bring challenges and change; how Papillion manages growth during this critical period will determine the quality of life that it offers its residents and the very character of the community. In addition to residential population growth, Papillion will witness major commercial growth, experience the development of the Highway 370 corridor, and grow to be a regional subcenter in Eastern Nebraska. The energy that tens of millions of dollars of new investment could bring sprawl, traffic congestion, and an erosion of sense of community -- or it could make Papillion one of the Midwest's best places to live and work. The mission of this plan is to help bring about the second of these alternatives.

The community strategic planning process described in the Introduction clearly indicates Papillion citizens want an excellent community and prize its character. They are excited about changes in the community and the additional residential, commercial and business opportunities a city of 35,000 can bring. On the other hand, they are apprehensive about the effects of this growth and regional growth in general, fearing the loss of identity and character it can bring. However, growth need not result in the loss of community character. Papillion can demonstrate a different way, guided by principles that direct growth in ways that enhance rather than destroy its special qualities. The purpose of this section is to define these principles.

The “Smart Growth” Principles

At the date of the writing of this plan update, “smart growth” has become a trendy phrase, accepted by developer and regulator alike. As is often the case, the concept means different things to different people. In the context of this plan, smart growth represents a variety of techniques that allow a community to accommodate the development that the market produces, but to manage it in a way that maintains a sense of order, efficiency, and unity. Smart growth represents a synthesis between the desire of developers and communities to take advantage
of opportunities and public benefits of environmental sensitivity, economic efficiency and enhancement of community and civic life. The goal of smart growth is to implement land development policies that are profitable for developers while being community-oriented, environmentally sensitive, and contributing to a fiscally strong local government. By establishing a vision for the community's future and practical principles to realize this vision, the development process and protection of public and environmental interests can be completely consistent with one another.

This chapter will discuss the principles of smart growth and apply them to Papillion by establishing a series of patterns that should guide the city's overall development policy.

**Encourage Compact Building Design**

Typical development during the last half of the Twentieth Century frequently suffered from a lack of scale and detail often found in traditional communities. For example, multi-tenant commercial strip developments along Washington Street provide a rich variety of businesses that offer valuable services to Papillion's residents. Yet, residents typically do not view these places as attractive activity centers to meet people or find delight or interest. Part of the problem lies in the lack of scale and building detail, the distance between businesses, and a lack of public space and amenities. On the other hand, Papillion's traditional downtown, while very small, provides some of these attributes. Despite its small size, a district like Downtown Papillion attracts more attention and discussion than a typical "power center.”

Encouraging compact building design makes more efficient use of land and resources, and in the process preserves more open space. It allows people to walk from place to place, and creates multiple destinations for single vehicular trips. Compact building design also makes more efficient use of a communities resources and infrastructure. On a per-unit basis, it is less expensive to provide and maintain services such as water, sewer, and other utilities to more compact districts than to dispersed communities.

**Mixed Land Uses**

The principle of mixed land uses is the heart of smart growth. A development pattern that encourages a mix of land uses provides a diversity of activities. It can increase the vitality and perceived feel of security and increases the number of people using public spaces. A variety of uses closer to one another can also reduce the number of miles that people must travel by car to conduct their daily lives. A mixed land use pattern also opens up opportunities to build a variety of housing types. Even in new projects, the development of housing above what would otherwise be single-story, single-use office and commercial establishments adds vitality to business areas and increases the economic yield on property. More communities are finding that by mixing land uses neighborhoods are more attractive to workers who are looking at quality of life criteria when determining where to settle. Within the metro area, Omaha's Old Market is an example of a mixed use environment with a scale that provides an exciting place for people to work, live, and play. But this principle applies to contemporary development as surely as to historic, special use districts.

**Create Housing Opportunities and Choices**

While Papillion has apartments, mobile homes, and attached units, most of its housing stock is single-family detached homes. No single type of housing can meet the needs of today's diverse households and a growing city should provide a range of housing choices to its citizens. These might include attached owner-occupied housing for empty-nesters; moderately-priced units to help young families build equity in the community; and smaller lot single-family development in innovative design settings, as well as "standard" single-family development. Attached housing can mean a single-family units on separate lots, duplexes or townhouses. Residential de-
development may also be incorporated into mixed use projects to reduce the separations between living places and activity centers. Papillion should be a community of opportunities for people at all stages of life and allow all households to find their niche in the city.

**Create Walkable Communities**

Only within the last fifty to sixty years has community design moved away from a premise of pedestrian access. Today's development is more auto-dependent and uses street patterns that can make pedestrian movement circuitous and sometimes unsafe.

A truly walkable community place uses such as neighborhood commercial services, schools, and other activity centers within an easy and safe walking distance of approximately five to ten minutes. Walkable communities also increase the opportunity for social interaction and expand transportation options. The pattern and design of development should serve a range of users including pedestrians and bicyclists, as well as motorists, moving them around the community in a convenient and efficient manner.

**Encourage Distinctive Communities with a Sense of Place**

The Papillion Creek system and its relationship to the traditional center of town created a distinctive feature and lent its name to the city. A smart growth concept for Papillion will promote development that reflects the character of the community. The city should encourage construction and preservation of buildings that contribute to the character community over time, providing services and adding to the look and feel of the community. The city should also ensure that new development is influenced by its context and relationship to other buildings, as well as by adjacent traffic counts. Good project design will create an attractive atmosphere for prospective homeowners and businesses and add value to Papillion as a residential and business address.

- **Preserve Open Space, Farmland and Critical Environmental Areas**

  By preserving open spaces, communities ensure an adequate balance between the built and natural environment. Open spaces provide important community spaces, habitat for plants and animals, recreational opportunities, and places of natural beauty; and preserve environmental areas such as floodplains. Open spaces also add real property value to adjacent development.

  Papillion’s waterways have influenced development patterns in the past and will play an important role in the future development of the city. Smart growth principles applied to the community incorporate the waterway, prairie and wetland preservation into the city's overall growth concept, using them as ways to add quality to the city. Good development practice can encourage the preservation of these features, while permitting developers and landowners to realize a reasonable yield on their property.

**Diversify Transportation Modes**

Many communities have begun to realize the need to provide a wider range of transportation options. A completely auto-dependent urban pattern limits access of such groups as young people and seniors to features of a growing community. As Papillion grows to be a much larger city, distances between major features will become greater. This increase in physical size should not bring a
decrease in access. Techniques that increase the ability of all residents to move freely around the city include better coordination between land use and transportation, rethinking transit service to apply to lower-density environments, increasing connectivity within the street network; and developing multi-modal streets that accommodate all forms of transportation.

Creation of a convenient and pleasant pedestrian and bicycle system involves establishing a network of alternative routes, providing reasonable walking distances between destinations and keeping parts of the city connected to one another. For Papillion a good system keeps neighborhoods connected while also linking them to the regional trail system.

**Achieve Community and Stakeholder Collaboration in Development Decisions**

The future growth of Papillion can continue its tradition as a great place to live, work and play. However, this development will need to reflect the needs of the community as well as the desires of the developers. Ideas developed by the community through the strategic planning process and the implementation of the smart growth principles laid out in this section cannot occur without the collaboration of everyone in the community. Creating partnerships between neighborhoods, developers, the city and county, and neighboring communities will build stronger and more productive communication and facilitate implementation of the Papillion Plan. This type of collaborative effort will be especially important in the development of the Highway 370 corridor.

**Papillion Development Principles**

Smart growth principles provide general principles that are relevant to development in Papillion and other emerging cities. This section applies these general principles to concepts specific to Papillion, helping to define the form of the city. Overall development patterns should reinforce the functional and aesthetic values of a compact city. In Papillion, this implies that new development should be contiguous to existing city infrastructure and designed to provide a high degree of pedestrian and vehicular mobility. The principles that should guide growth in Papillion include:

- Development Within Current Urban Service Area
- Mixed Land Use Categories and Ranges
- New City Center
- Neighborhood Unit
- Street Connectivity and Transportation Balance
- Connected Parks and Activity Centers
- Parkways
- Highways 370 Mixed Use Corridor
- Annexation Policy

Each component of Papillion’s growth policy is described below. The Papillion Development Concept Map (Map 2-1) and Future Land Use Map (Map 2-2) provide a diagram of these policies for the city.

**Development Within The Current Urban Service Area**

Papillion’s development during the next two decades should be located within the Papillion Creek watershed.

Papillion’s planning jurisdiction falls within two watersheds, the Papillion Creek and Platte River sheds. The drainage divide between these watersheds generally follows Capehart Road. The development projected by this plan for the next 20 to 30 years is adequately accommodated within the Papillion Creek watershed, the Urban Service Area of the city’s existing interceptor sewer system. Indeed, land available within the service area is equal to twice the land necessary to accommodate a population of 35,000. Therefore, it is unnecessary to
develop a new interceptor system in the Platte River watershed to accommodate city growth within the foreseeable future.

This fact creates the following corollary policies:

- **Residential development within the current sewerable area should be designed for urban services.** The previous 1994 Papillion comprehensive plan proposed lower density, residential estate development in the eastern part of the jurisdiction. However, given regional development patterns since 1994, large-lot development without urban services is inappropriate in the eastern part of the jurisdiction north of the drainage divide. The land use plan proposes this area for various densities of urban residential development. As an overall policy, large-lot development served by individual wastewater and water systems should not be permitted within Papillion’s sewerable Urban Service Area.

- **The Platte River watershed should be designated as an urban reserve district.** Large-lot residential estate development is permitted within this area. However, development within the Zweibel’s and Springfield Creek watersheds should be designed to permit a transition to eventual connections to city sewer and water services. Lot clustering and conservation development techniques should be employed to preserve open space and to expedite future sewer connections.

- **Agricultural uses or very large acreages in excess of 10 acres per unit should remain in parts of the Platte River watershed outside of the Zweibel’s and Springfield Creek watersheds.** These areas are unlikely to receive urban services within the foreseeable future.

- **The Platteview Road corridor should be preserved for future mixed use development.** A new Missouri River crossing on the alignment of Highway 34 from Iowa may lead to a cross-county connection along the approximate line of Platteview Road. Development in this corridor that precludes eventual mixed use development in a major corridor should be discouraged.

**Mixed Land Use Categories**

Land use policy in Papillion should provide flexibility that allows the emergence of mixed use urban neighborhoods.

Traditional land use planning, and consequently zoning, is “Euclidean” in nature, an adjective derived from the famous Supreme Court case of Ambler Real Estate v. Village of Euclid that upheld the constitutionality of zoning. This technique establishes single-use districts, defining locations for residential, commercial, and industrial uses. Papillion’s zoning ordinance is a variation of a Euclidean ordinance, although it does include provisions for special mixed use projects.

Limited use land use policy and zoning remains appropriate. Zoning often provides homeowners with the security of process -- the knowledge that incompatible uses cannot easily be established next to them. However, contemporary development frequently involves mixing of uses. Land use policy should reflect these changes in patterns by defining ranges of permitted uses within specific areas, based on their location in the city and the nature of surrounding access systems.

**Residential Uses**

The land use plan identifies four land use categories:

- **Residential Estates** includes residential uses with densities of less than 1 unit per acre. These developments are frequently served by septic or other self-contained wastewater systems. Residential estates areas include existing areas east of 66th Street and north of Cedardale Road and Highway 370. In the future, however, these uses should generally occur beyond the city’s Urban Service Area in the Platte River watershed.

- **Low-Density Residential,** including residential development with urban services ranging in density from 1 to 4 units per acre. Under certain circumstances, these areas may also include small-lot and attached single-family settings, up to 6 units per acre. These policy districts include the single-family areas that dominate
land use in Papillion and in developing areas are generally located toward the center of neighborhood units defined by section line roads.

- **Medium-Density Residential**, including residential development with urban services ranging from 3 to 12 units per acre. This continuum ranges from moderate-density single-family development to attached and low-density multifamily settings. These areas are located along section line roads and toward the periphery of neighborhood growth units.

- **High-Density Residential**, including multi-family development with densities in excess of 12 units per acre. These areas generally are planned along arterials or as transitional uses between major commercial areas and surrounding residential areas. Multifamily development is also encouraged within the context of mixed use districts.

**Mixed Use Districts**

The Land Use concept includes a variety of mixed use districts, typically replacing single-use commercial and office districts. Land use patterns and market trends in these areas are too complex to be able to predict single uses with certainty. Rather, mixed use districts would provide a range of uses, developed according to specific standards for parking, scale, and pedestrian access.

- **Neighborhood mixed use**, providing neighborhood activity centers that include medium to high-density residential development, offices, and limited commercial services. Neighborhood mixed use centers are located at major street intersection, usually involving section- or half section-line streets, but are linked directly into the fabric of their residential areas.

- **Office/commercial mixed uses (Mixed Use 1)**, accommodating high-density residential development and major office and commercial uses. These mixed use areas are located along the Highway 370 corridor east of 114th Street and in the Papillion Gardens district between Highway 370 and Schram Road.

- **Commercial/industrial mixed use (Mixed Use 2)**, providing areas for office, major commercial development, and industrial development completed to high design standards. This mixed use district is proposed along the Highway 370 corridor west of 114th Street and along the 6th Street corridor West of downtown.

- **Urban corridor mixed use**, applying to the Washington Street corridor and permitting small or residential-scale residential, office, and local commercial uses. Development within this corridor includes signage limits, restrictions on front yard parking, and limits on building size and scale, to maintain the residential character of Washington Street.

- **Village center mixed use**, including Papillion’s traditional town center.

- **City center mixed use**, applying to a new, pedestrian-oriented “downtown” district. The plan proposes such a major mixed use development on property northwest of Washington Street and Highway 370.

**Commercial Uses**

Commercial uses for Papillion will include regional commercial developments that incorporate major developments that are regional in reach, such as Papillion Gardens.

**Industrial Uses**

Industrial areas include business parks, accommodating developments that combine office, warehousing and distribution, and limited industrial uses in “flex” buildings, and more conventional industrial uses. The plan proposes business parks along the 114th and 120th Street corridors north of Highway 370; and industrial uses west of 120th and north of the Highway 370 corridor.

**New City Center**

Papillion should develop a new mixed-use “city center” district, with a strong pedestrian orientation, at the Washington and Highway 370 intersection. The traditional town center should evolve as a special thematic district but not the city’s primary center.

Papillion’s traditional town center, along Washington
Street between Lincoln Street and 4th Street, is the center of a small community. It is an important district from an historic and even civic point of view. However, it is far too small to function as the center for a city of over 35,000. Indeed, a traditional city of Papillion’s projected size will have a substantial Downtown district. This type of district is usually the image center of the community and, properly developed, becomes a significant engine for economic development and public life. However, in a typical suburban growth situation, the office, commercial, and high-density residential demand will usually be dispersed, often along arterial corridors. The result is a chain of development that increases auto dependency and never coalesces into a high value district. Omaha’s West Maple corridor is an example of this dispersed linear development.

Some growing “edge cities” have identified a different growth framework, focusing this development into a city center district that in effect grows as a new and appropriately sized Downtown. Reston, Virginia is a prototype for this development pattern, repeated to varying degrees in such other centers as Naperville, Illinois, Redmond, Washington, and Coralville, Iowa.

A far better potential for a pedestrian-oriented, mixed use Downtown district is found on the northwest corner of Washington and Highway 370. This site is located in the geographic center of the future Papillion and along an emerging high density corridor. A site concept is considered in more detail in the CITY CENTER chapter of the comprehensive plan. Specific criteria for the City Center should include:

- Residential components north of Cedardale Road, with density decreasing toward the neighborhood on the north. A central feature of this street-oriented residential development should be a “green street” connecting a central square to Trumble Park.
- Extension of Cedardale Road as an east-west street for the new district between Washington and 90th Streets. The central square includes a large traffic circle to slow traffic moving along this route.
- A mixed use, street-oriented office/commercial project
between Cedardale and Highway 370. This development can accommodate 300,000 to 500,000 square feet of office development and substantial commercial space at street level.

- A pedestrian and "city street" orientation. Buildings in the new center should have the character of a downtown district by relating to urban streets rather than parking lots. Streets with sidewalks and urban street design features form the primary building exposures, replacing orientation to parking lots. The overall project design should combine the scale of development in a traditional downtown with convenient automobile and even transit access.

- Integration of the city center district into the city's trail and greenway system.

**Neighborhood Unit**

*Residential development in growth areas of Papillion should be organized as neighborhood units within sections, relating neighborhood schools, parks, activity centers, and several types of residential development.*

Typically, in the metropolitan area, residential development occurs in relatively large subdivisions, each designed to work on its own parcel. Connections between these subdivisions are scarce and street patterns confusing and discontinuous. As a result, two points that are relatively close together require a long and sometimes circuitous trip. Frequently, people who seek to walk from their house to a commercial center on the periphery of the neighborhood have no choice but to navigate arterial streets. This contrasts with the fine-grained circulation pattern of traditional towns and older neighborhoods, that provide a network of streets and pedestrian paths.

This trend is not the fault of developers, but rather the natural consequence of individual development decisions made in the absence of principles of urban structure. This plan suggests a different conceptual framework for development in Papillion, borrowed from the laudable "neighborhood unit" concepts of the 1920's, but updated for a modern setting in the metropolitan area. This concept links the major features of a neighborhood - school, recreation, commercial activity, and neighborhood housing. It avoids the concept of building walls between different types of land uses, and improves pedestrian access from one type of use to another.

While the specific design of the neighborhood unit varies from one section to another, common features include:

- A neighborhood park and school site at the heart of the unit. At a gross density of 3 units per acre, a section will have a population of from 5,500 to 6,000 people, generally supporting an elementary school. This central space provides about 25 acres, including a 15 acre school site and a 10 acre adjacent neighborhood park.
- A neighborhood mixed use center at the external major intersections. This gives local commercial and service development the street exposure needed to work economically.
- A parkway and green "mall" connection between the educational/recreational neighborhood heart and the mixed use center. This links the neighborhood directly and internally to its two major types of activity centers.
• A concentric grid of streets providing local circulation. These include midsection collectors that link neighborhood units together. These collectors are diverted around the school/park sites to provide connectivity, but also to slow and discourage through traffic.
• Medium and mixed density housing around the periphery of the unit, with lower density residential development in the center, away from section-line roads.

The design of individual subdivisions would fall within the context of this neighborhood unit diagram. While topography and land ownership patterns may modify the specific outcome, the framework principles should remain constant.

Street Connectivity And Transportation Balance

With additional growth, Papillion should maintain a connected street network, providing options for movement around the city and providing transportation alternatives.

Papillion must maintain an effective transportation framework to maintain good connections within and between neighborhoods, between neighborhoods and major activity centers, and for through and regional traffic. Elements of this system, considered in more detail in Chapter Three "An Integrated Transportation System" of the Papillion Plan include:

Highway 370. This is a regional, limited access trafficway that will be both a major arterial for the city and a significant east-west traffic carrier. City policy should restrict full access, signalized intersections on Highway 370 to section line roads and one intermediate point as close to the half-section as practicable. The plan envisions only one potential exception to this, the segment between 72nd and Washington Streets.

Arterial system. These major through traffic carriers generally will occur along section line roads and would include 72nd, Washington, 96th, 108th, 114th, 120th, 6th Streets and Capehart Road.

Secondary collector system. The collector system is critical to making an overall network work effectively and providing alternatives to arterials for local trips between neighborhoods and to local activity centers. Traffic calmers such as circles or diverters may be used at some locations to slow traffic along collectors that may take on some of the speed and load characteristics of arterials. In addition, the collector system through new neighborhood units is diverted around the central park/school sites.

Civic streets and parkways. These involve multi-modal streets that will accommodate motor traffic, bicycles, and pedestrians in an attractive public environment. Schram Road is envisioned as a parkway street, potentially with a divided section, parallel bicycle trails, and special landscaping. This parkway forms a spine for the city’s proposed trail system and connects such important features as the proposed Papillion Gardens Mall, surrounding development, and the Walnut Creek Recreation Area. When not divided, the parkway sections should provide adjacent, behind the curb landscaping and parallel streetside trails.

Local street networks. Developments should provide a web of local streets to provide well-distributed access. Subdivision standards should establish minimum required levels of street connectivity. One way of measuring connectivity is calculating the ratio of street segments to nodes (which include intersections and street endpoints).

Pedestrian and bicycle links to activity centers. Papillion’s pedestrian and trail system should be functional as well as recreational, providing access to significant activity centers.

Public transportation options. As Papillion grows and some of its population ages, public transportation may factor into the equation. However, the traditional model of fixed route, fixed schedule buses is very poorly adapted to the needs of a new city. Evolving technologies will help
provide more flexible services that are more based on getting people to where they need to be than on operating fleets of buses on fixed routes. The city, along with Metro Area Transit, should begin to explore these options.

**Connected Park Systems**

*Papillion should develop a comprehensive system of parks that become major civic spaces and resources and establish focuses for the growing city. These parks are linked to one another, to neighborhoods, and to major community activity centers.*

Park development will continue to be extremely important to Papillion for reasons ranging from quality of life to determining the form of the city. The completion of Walnut Creek Park in 2000 added a major community resource. The 1994 comprehensive plan envisioned this park as the major pull for subsequent residential development, having the same effect that Zorinsky Lake had in southwest Omaha. This trend did not emerge during the late 1990’s, however the park is very likely to draw development attention during the next twenty years.

Major components of an emerging major park system for Papillion will include:

- Halleck Park expansion to 72nd Street.
- A community park/sports complex southwest of Walnut Creek Park, taking advantage of that major facility and the Schram Parkway concept.
- Environmental parks at the Rumsey and Fricke Prairie preserves in the eastern part of the city.
- Drainageway conservation
- A community park and lake planned as part of the Papillion Gardens development.
- The neighborhood common areas accommodating parks and schools at the heart of neighborhood units.

The park system will also provide trail and greenway linkages to all parks and major activity centers. The West Papio Trail will form the “trunk” trail, linking Papillion to the metropolitan region’s extensive and growing trail system. A secondary axis from the West Papio system will connect the regional trail to Walnut Creek Park along Turkey Creek. Other major trail components include:

- A “Rock Island” Trail from the Papillion Gardens Park and Schram Road to Rumsey Station and the West Papio Trail. This also connects to Halleck Park and emerging development along 72nd Street.
- A Centennial Drive Trail, extending east of 72nd Street and crossing the Big Papio to link to the Keystone Trail.
- Drainageway connections and greenways
- 72nd Street and 6th Street Trails. The 6th Street Trail was completed in 2001 as part of this widening project.
- A trail link joining the West Papio Trail, Halleck Park, the proposed new City Center, and Walnut Creek Link
- Trails along proposed parkways

**Parkways**

*Parkway streets should be developed to link major parks and open spaces and to fill a variety of transportation and recreational purposes.*

During the 19th and early 20th Centuries, Omaha and other cities developed park systems linked by boulevards that connected parks, moved vehicles, and provided structure for residential neighborhoods. Suburban park systems...
plans for both Omaha and Elkhorn, adopted during 2001, revive this concept as structuring elements for evolving park systems in development areas. The concept of parkways incorporates this traditional and highly valued park and transportation concept into the Papillion Plan.

Parkways may include both undivided and divided road sections. A divided parkway includes two street channels on either side of a landscaped median. Channels may range from 18 to 24 feet in width, depending on the nature of traffic. Well-landscaped greenways should flank the roadway, with a 10-foot recreational trail set back from the curb on at least one side of the street. An undivided parkway may utilize a 28 to 32-foot wide roadway, with sidewalk setbacks of 10 to 12 feet behind a landscaped greenway. A 10-foot recreational trail should be developed on one side of the street. The “undivided” parkway can be developed within a 70 foot right-of-way.

Potential parkways in the Papillion concept include:

- Schram Parkway as major east-west link
- South Parkway Loop including Papillion Gardens Drive to 114th Street
- “Half-section” collectors linking the school/park neighborhood commons
- Centennial Drive

**Highway 370 Special Development District**

*Highway 370 as a principal east-west gateway should be a major corridor for economic development. However, special design standards should assure development that is consistent with the quality of the city.*

The emergence of Highway 370 as a major development corridor with its widening to expressway standards provides an important regional opportunity. However, it is important that this corridor be developed in a high quality way, providing a strong image gateway for the city. Principles that should guide development along Highway 370 include:

- **Access controls**, with full directional access limited to section lines and one intermediate point, preferably as close as possible to the half-section.
- **Mixed use development along corridor with some alternation between residential and higher intensity uses.** Major commercial and office development would occur between 108th and 114th Street. West of 114th Street, development will combine commercial and industrial development. Mixed use office, commercial and residential development will occur between 108th and 132nd Street. Major commercial and office development will occur between 120th and 126th Street, and west of Highway 50 adjacent to Interstate 80. Mixed commercial and industrial development will occur west of 132nd Street, and heavier industrial development will occur 1/4 mile north of Highway 370, generally west of 126th Street, and also west of Interstate 80. (CPA -03-0001)

- **Designation as a special development district**, establishing base design standards with performance zoning overlay. Potential areas for special aesthetic attention include:
  - Landscaping
  - Sign control and design
  - Building materials and articulation
  - Site design features
  - Innovative storm water management
  - Amenities

- **Application of uniform performance standards throughout the region.** Regulatory requirements on Highway 370 should be uniform from one jurisdiction to another. This involves the cooperation of Bellevue, Papillion, Sarpy County, and Gretna.

**Annexation Policy**

*Papillion should implement an annexation policy that incorporates areas that are experiencing development, meet state statutory requirements as urban in nature, and meet one or more criteria for incorporation into the city. The city should work with Sarpy County to assure consistent development standards for areas that are cur-


rently outside of Papillion’s jurisdiction, but are likely to be incorporated into the planning area during the next twenty years.

Papillion’s current annexation policy is directed mostly toward the annexation of SID developments. The city should incorporate into its annexation policy the following criteria:

Areas with significant pre-existing development. Areas outside the city that already have substantial commercial, office, or industrial development are logical candidates for annexation. In addition, existing residential areas developed to urban densities (generally higher than 2 units per acre) should be considered for potential annexation.

A positive cost benefit analysis. The economic benefits of annexation, including projected tax revenues, should compensate for the additional cost of extending services to newly annexed areas. Under the current policy a thorough review of the SID financial situation is completed. Under the current guidelines the city must provide the city council with a plan for extending municipal services into the annexation area. The plan includes the following information:

- A statement of the estimated cost impact of providing municipal services to the proposed annexation area, and a timetable for extending services to the proposed annexation area.
- A statement of the method by which the city plans to finance the extension of municipal services into the proposed annexation area and the method by which the city plans to maintain any services already provided to the area.
- A map showing the area proposed for annexation, the current city boundaries, the proposed boundaries of the city after the annexation, and the general land use pattern in the proposed annexation area. (City of Papillion Policy Guideline Number CL-0006)

The plan should also:

- Identifies tax revenues from existing and probable future development in areas considered for annexation.
- Calculates the added annual operating costs for urban services, including public safety, recreation, and utility services, offered within newly annexed areas.
- The analysis should be structured as a ten-year operating statement.

Generally, areas that reach an accrued break-even point meet an economic criterion for annexation.

Public services. In many cases, public service issues can provide compelling reasons for annexation. Areas for consideration should include:

- Parcels that are surrounded by the city, but remain outside of its corporate limits. In these situations, city service may provide enhanced public safety service with improved emergency response times.
- Areas that are served by municipal infrastructure.
- Areas to be served in the short-term by planned improvements, including trunk sewer lines and lift stations.

Some areas in Sarpy County are outside of the city’s current planning jurisdiction but are likely to be within Papillion’s jurisdiction within 20 years. Some of these areas, including the Highway 370 corridor, are likely to experience substantial development and remain under county planning and zoning jurisdiction. Papillion and Sarpy County should work together in these areas to assure that development standards and uses are consistent with Papillion’s long-term plans. This may require extension of a special development district in these areas, a kind of voluntary “shared jurisdiction.”

A detailed phased annexation program is presented in the implementation section of this plan.
The Land Use Plan

The land use plan implements the Development Principles presented by the first part of this chapter, showing the geographic distribution of uses that accommodate Papillion’s target population of about 35,000 within the next twenty years. In applying the principles, the Future Land Use Plan is intended to:

- **Provide adequate land for projected and potential growth.**

The land use projections presented earlier should anticipate future growth needs and permit a reasonable amount of flexibility to accommodate possible changes in trends and provide adequate choice to developers. Land use planning should neither designate too little land for development, thereby inflating land costs, nor too much land, resulting in a loss of control over utility and infrastructure extension costs and the development process. The land use concept accommodates:

- About 3,400 acres of residential land, or about twice the “hard demand” for residential absorption during the planning period. The “hard demand” for land accommodates an incremental population of about 19,000 people between 2002 an 2022; therefore, the total area designated actually accommodates and additional 19,000 people, or a total population capacity of about 55,000. This assumes a net density of about 3.7 units per acre in new growth areas with urban services.
- About 300 acres, or a half-section, of commercial land.
- About 350 acres of industrial or business park area, generated by local demand. However, regional land use decisions for the Highway 370 corridor and the area northwest of 114th and Highway 370 suggest that this area will serve as the primary venue for major industrial development in the Omaha metropolitan area. The land use plan reflects these regional trends.

- **Assure that new development creates the greatest advantages for building the community.**

The city should continue to benefit from the vitality and energy created by development and investment. New growth areas should be designated that will provide maximum advantages to all parts of the city. Growth should create excellent new residential environments, and help to improve the city’s existing residential and business neighborhoods. Most importantly, the land use plan should impart a sense of structure and unity to the city as it expands. The 1995 Papillion Plan proposed creating this order and rhythm by conceiving of the city as a “union of five villages.” The Development Principles refine this concept by establishing the Neighborhood Unit, providing a finer-grained method of creating communities.

- **Relate land use to transportation, infrastructure, and open space frameworks.**

The principles of access, scale, and connectedness require a land use plan that unifies major features. Thus new residential areas should be served by parks and conveniently connected to commercial areas and other activity centers. Industrial and commercial areas should have access adequate to serve them without undue congestion by establishing networks of streets. The land use plan, by furnishing a relatively compact form, effectively uses existing public facilities, gravity flow sewers, and incremental extensions of public utilities to serve growth areas.

- **Develop a city that is a pleasure to live in, and becomes a community of choice for the metropolitan area.**

We often think about the utility and functionality of planning, but do not often enough think that plans should help lead to delightful places that people find rewarding and life-enhancing. But cities should offer an excellent quality of life, and land use policies should reflect this principle. While quality of life usually is taken to mean...
cultural and recreational resources, it also includes the ability for people to walk along a pleasant route to school, shops, or activity centers; to meet one's neighbors on an attractive street; and to live in neighborhoods that provide access to opportunities.

Overall Policy Districts

The proposed land supplies approximate the demand closely enough to allow managed growth, while providing adequate choices of sites to developers. The Papillion Land Use Plan anticipates five general development zones, implementing the principles of managed growth discussed previously in this section:

• **The Existing Urbanized Area**, corresponding to the built-up portion of Papillion. This area provides opportunities for infill development and, in some situations, for upgrading or evolution of development patterns. In addition, significant vacant sites that are surrounded by existing development are also included in the Urbanized Area development zone.

• **An Urban Development Zone**. This area corresponds to the projected land needs in Papillion for the next twenty years, with the multipliers discussed earlier (2x for residential land, 1.5x for commercial development; and over 3x for industrial development). These areas are located within the Papillion Creek watershed and can be feasibly provided with urban services. The specific growth centers for urban development are presented later in this section. All development that occurs within the Urban Development Zone should be furnished with urban services; in general, no development should occur in these areas that is served by self-contained systems such as individual water supplies and septic systems.

• **An Urban Reserve Zone**. This corresponds to areas within the Papillion Creek watershed that can be provided with city services, including sanitary sewers in the long term, but are unlikely to experience development until after the year 2020. Under the future land use plan, most land currently in the Papillion planning jurisdiction and north of the ridge line that divides the Papillion and Platte River watersheds is included in the Urban Development Zone. However, annexations are likely to bring land into the city's jurisdiction that are located in the Papillion Creek watershed and, as such, will be included in the Urban Reserve Zone. These areas should generally be preserved in current agricultural and open space use, with extension of urban services programmed in the future. Any development that occurs in this area should be designed to avoid conflicts with future urban growth.

• **Highway 370 Special Development District**. The corridor about ¼ mile between 1/2 mile and 1 mile north and south of Highway 370 west of 108th Street 96th Street (CPA -03-0001) is a special development district, designed to apply design and performance standards to mixed-use development projects because of the access offered by this new regional expressway. The Highway 370 District should extend beyond the edge of the Papillion jurisdiction, with the governmental subdivisions regulating development here – the City of Papillion, Sarpy County, and the City of Gretna – establishing unified plan and standards through joint planning and inter-local cooperation agreements. Papillion should ultimately be responsible for regulating land use in this corridor west to Interstate 80, under agreement with Sarpy County.

• **Rural Development Zone**. These areas are located in the Platte River watershed and would require development of a major new interceptor sewer system to accommodate development with urban services. Because land within the Papillion Creek corridor can accommodate a population in excess of 50,000, land within this watershed is unlikely to be needed for development with urban services. Therefore, appropriate uses here include limited agricultural uses and rural estate development. Large lot rural subdivision should make maximum use of conservation design techniques, which permit clustering or use of smaller estate lots in exchange for maintenance of substantial areas of common open space. The Rural Development Zone is further defined into two policy areas: lands within tributary watersheds that flow to the Platte River (including Zweibels and
Springfield Creek) and areas outside the immediate watersheds of these streams.

Rural development within the watershed zones of tributary streams should be configured to accept eventual, long-term installation of sanitary collection systems, including community septic systems. In order to make such systems feasible, estate development with higher relative densities may be permitted. Outside of these watershed corridors, limited agricultural uses should be preserved and very large lot development may be permitted with individual waste disposal systems.

**Conservation Development Techniques**

As mentioned above, conservation development techniques should be encouraged for significant large-lot single-family development within the Rural Development Zone. Conservation subdivisions provide the same gross densities permitted for conventional projects by the underlying zoning. However, smaller permitted lot sizes allow a substantial portion of the total land area to be preserved as open space, placed in agricultural, recreational, or common open space use.

Conservation subdivisions are designed on a specific parcel, using a four-step process:

1. Identifying potential conservation areas on a site-specific basis. These include such features as:
   - Soils which do not support residential development.
   - Wetlands.
   - Floodplains.
   - Wildlife habitats.
   - Significant stands of trees.
   - Class I and Class II farmlands, as defined by the Soil Conservation Service.
   - Historic sites.
   - Ridgelines and view corridors.

2. Locating house sites, taking best advantage of views or adjacency to significant site resources. Streets should maximize the design quality of the site and should generally be interconnected.

3. Designing the street and trails system to serve the residential sites.

4. Drawing in parcel lines.

**Cross-County Corridor Preservation**

While it is currently outside of the Papillion planning jurisdiction, the city and county should cooperate to identify a corridor protection zone roughly along the Platteview Road corridor. Plans under discussion are considering a cross-county roadway, connecting Interstate 80 with a new Missouri River crossing proposed for the north side of the Platte River. If this project proceeds, development that blocks the completion of this road corridor should be discouraged.

**Residential Development Areas**

The planned Urban Development Zone can be divided into several geographic growth centers. The 1995 Papillion Plan conceived of these as separate “villages;” this update document substitutes the concept of the neighborhood unit, linking activity centers, neighborhood commons, schools, and residential areas together within districts that are both inwardly oriented to civic space and outwardly oriented toward commercial and activity centers. These geographic growth centers include:

- **Northeast.** This includes the area within the jurisdiction east of 72nd Street and north of Cornhusker Road. This area includes neighborhood mixed-use centers at 72nd and Cornhusker and 72nd and Giles. The proposed street network leads from these centers to a neighborhood commons and school site near about 66th and Centennial. In addition to a neighborhood park and school site, this common area also incorporates the Fricke Prairie. Trail access should be provided along the Centennial corridor to link to the Keystone Trail.

- **Southeast.** This incorporates neighborhood units south of Cedardale to the ridgeline from 60th to 72nd Streets. This growth area includes neighborhood mixed use
centers along Schram Road at 72nd and 60th Streets. Mixed density residential development is proposed along Highway 370 and along 72nd, Schram, and 60th in the southeast neighborhood unit.

- **South Central.** This major area for new residential development incorporates neighborhood units south of Schram Road and Highway 370 between 72nd and 108th Streets. The area between 72nd and Washington Streets includes the Papillion Gardens project and includes a major water retention lake and community park as part of that project’s stormwater management system. Schram Road forms a multi-modal parkway spine through the center of this growth area and accommodates mixed-use centers at 72nd, Washington, and 96th Streets. Walnut Lake Recreation Area defines the western edge of this development area.

- **Southwest.** This growth center includes areas west of Walnut Lake (108th Street) and south of Highway 370. It has direct access to existing and planned major park facilities, including Walnut Lake and the proposed recreation complex adjacent to and south of the lake. The southwest growth center includes neighborhood mixed use centers along the future Schram Road corridor at 108th and 132nd Streets, with a park and school site in the center of the area. A corridor of mixed uses, including residential, office, and limited commercial development forms a buffer between the residential areas and the more intensive business park uses proposed along Highway 370. Significant commercial development is also proposed at 132nd and Highway 370.

- **Northwest.** This includes areas north of Highway 370 and south of the West Papio corridor between 96th Street – the effective western edge of the built-up city. The growth area includes a significant mixed-use center along Highway 370 between 114th and 120th Streets, along with a mix of residential uses north of the highway corridor. Greenways along drainage corridors link these residential areas to the large West Papio greenway on the north. The land use plan establishes 114th Street as the boundary between residential and industrial/business park uses, a prevalent pattern in the northwest part of Sarpy County. A significant green buffer on the east side of 114th Street marks this boundary.
Within residential growth areas, the Future Land Use Plan identifies a variety of residential classifications, presented in the previous discussion of the Development Principles for Papillion. These are intended to indicate a range of recommended densities, rather than strictly limiting development to one specific building type.

**Commercial and Mixed Use Development Areas**

Office, retail, and service uses are important both economically and as centers for community activity. As discussed under the Development Principles, the Papillion Plan recommends extensive use of mixed use districts, establishing a gradient of multiple uses, rather than a single permitted type of use on a piece of real estate. This provides flexibility for the plan and allows decision makers to respond to a variety of market conditions.

- **Neighborhood mixed use centers**, which can include medium- to high-density residential uses, offices, and limited commercial uses. These are envisioned as neighborhood-related activity centers, accommodating automobiles but with site design features that are also friendly to pedestrians and bicyclists. The neighborhood mixed-use centers are typically located at major street intersections at the corners of neighborhood units, linked to residential areas and the civic heart of the unit by the road and greenway system.

- **Mixed Use 1 (High Density Residential, Office, and Limited Commercial)**, which include high-density residential, general offices, and community commercial uses. Community commercial uses include retail and service uses that serve the needs of several neighborhoods, and include such uses as grocery stores, major retailers, restaurants, and supporting commercial uses. They generally exclude marginal commercial development, or uses with high negative visual impact. Major MU-2 areas include such locations as:
  - 72nd and Giles (southwest corner)
  - 72nd and 6th Street (northwest corner)
  - The east side of the 72nd Street corridor between Cedardale and Cornhusker Road.
  - Full access intersections on Highway 370 at 66th and 72nd Streets.
  - The Papillion Gardens specific plan area along Highway 370 west of Midland Creek, and along Schram Road east of Washington Street.
  - A quarter-mile deep buffer south of the Highway 370 development corridor between 108th and 132nd Streets.
  - The north side of the Highway 370 corridor between
Walnut Creek and 120th Street.

These areas should not develop entirely with commercial uses, but can include a range of uses that include community commercial activity. Location criteria proposed in the Land Use Criteria Table, presented later in this section, should be used to evaluate specific project types within MU-2 designated areas.

- **Mixed Use 2 (Commercial/Industrial)**, which combines a variety of general commercial and industrial uses, but exclude high impact industrial establishments. MU-3 areas can include the West Papio/Cornhusker Road corridor west of Washington Street.

- **Urban corridor mixed use**, primarily including Washington Street between Cedardale Drive and 6th Street. Land development policy should maintain the scale of this street, while permitting several uses without threatening the character and scale of a residential neighborhood. Mixed-use urban corridors may ultimately apply to other emerging corridors in the city, such as 96th Street, 108th Street, 114th Street, and 120th Street. Components of this policy include:
  - Implementing land use regulations that permit mixed uses, generally including residential, office, civic, and low-impact commercial uses. The emergence of commercial strip patterns along this corridor must be avoided.
  - Adopting land development standards that limit parking that is directly visible from the corridors and permit small setbacks from property lines.
  - Instituting design standards and review of projects, potentially implementing a performance standard system to regulate development and land use patterns.
  - Limiting the size and footprint of buildings to maintain residential scale, and requiring most of the roof area of a building to be pitched or have a residential character.
  - Encouraging the reuse, rather than demolition, of existing buildings if new projects are undertaken.
  - Maintaining a quality public environment, with attractive sidewalks, landscaping, street graphics, and lighting.

- **Village center and city center mixed use**, applying to Downtown Papillion and the new city center concept at Washington Street and Highway 370. Use concepts for these two key centers are developed fully in Chapter Six.

- **Major Commercial Districts**, primarily single-use districts that incorporate large scale commercial development. While other uses may be introduced, community and regional commercial projects will predominate. The Land Use Plan proposes the following areas for major commercial development:
  - The existing Washington/84th Street corridor north of 6th Street.
  - The Papillion Gardens development area, between 72nd Street, Midland Creek, Highway 370, and Schram Road.
  - 114th and Highway 370.
  - 132nd and Highway 370.

**Business Park and Industrial Development Areas**

Following the 1995 publication of the Papillion Plan, the city entered the area of industrial and business park development with the acquisition and development of Papillion Business Park, southwest of 6th Street and 72nd Street. Prior to the development of the business park,
industrial development was limited to the Cedardale Industrial Park west of 72nd Street between Highway 370 and Cedardale, and older industrial areas paralleling the now abandoned Union Pacific line.

Increasingly, Sarpy County is becoming the major new contemporary industrial location for the metropolitan area. With a few exceptions, most of Omaha’s western edge has developed residentially, building in strong neighborhood opposition to significant industrial development. Orderly and careful planning in both Papillion and LaVista can help ensure that the two cities can reserve land for industrial development that enjoys excellent regional interstate and rail access.

The Future Land Use Plan generally reserves the Papillion jurisdiction north and west of Highway 370 and 114th Street for business park and industrial development. Business park uses, characterized by high design standards, attractive site and building planning, good landscaping, and restrictive sign standards, are proposed along Highway 370 (including the south side between 114th and 126th Streets) and 114th Street north to the LaVista jurisdictional line. General industrial use is proposed northwest of these highly visible corridors.

Decision-Making Framework

The Future Land Use Plan provides a general development vision for the city that guides both private developers and the Planning Commission and City Council as they consider applications for development. However, it cannot anticipate the design or specific situation of every rezoning application. Therefore, the plan should not be viewed as a literal, lot-by-lot prescription of how land must be used. Instead, it provides a context that helps decision-makers implement the plan’s overall principles.

The Future Land Use Plan establishes a number of categories of land uses, many of which encourage mixed uses and ranges of residential densities. Two tables are included in this section to help approving agencies interpret the intentions of the Land Use Plan. Table 2.1 presents and defines the various categories proposed in the plan and establishes criteria for their application. Table 2.2 presents a land use compatibility guide, which assesses the relationships between adjacent uses and provides a basis for review of land use proposals based upon their surroundings. These tables together form a framework for findings by the Planning Commission and City Council to provide both needed flexibility and consistency with the plan’s overall objectives.
### Table 2.1: Land Use Decision Framework

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Characteristics</th>
<th>Location Criteria</th>
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| **Agriculture**   | • Generally in agricultural or open space use.  
• Agriculture will remain the principal use during the planning period.  
• Extension of urban services is unlikely during the foreseeable future. | • These areas should remain in primary agriculture use. High-intensity agricultural uses, such as confined animal feeding operations and major animal production facilities, should not be permitted.  
• Primary uses through the planning period will remain limited agricultural. |
| **Urban Reserve** | • Generally in agricultural or open space use.  
• Areas may be in the path of future urban development after the 20-year planning period considered in this plan.  
• Very low-density residential uses may be located in the area. | • These areas should be reserved for long-term development with urban services.  
• Primary uses through the planning period will remain limited agricultural.  
• Any interim large lot residential development should not obstruct future urban development. |
| **Residential Estate** | • Restrictive land uses, emphasizing housing and open space.  
• Civic uses may be allowed with special use permits. | • Includes areas that have developed to low densities.  
• Includes areas north of the watershed divide where conventional large-lot subdivisions have been already established.  
• Most houses use individual wastewater systems and are unlikely to experience extensions of urban services.  
• Development regulations should promote reservation of common open space and design of projects to take best advantage of open space resources, using conservation development techniques.  
• Gross densities will generally be less than one unit per acre. |
| **Low-Density Residential** | • Restrictive land uses, emphasizing single-family detached development, although unconventional single-family forms may be permitted in planned developments.  
• Typical densities between 1 and 4 units/acre.  
• Some projects may incorporate limited small-lot and attached development, up to 6 units/acre.  
• Civic uses are generally allowed, with special permission for higher intensity uses. | • Primary uses within residential growth centers.  
• Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution.  
• Should provide a framework of streets and open spaces.  
• Typical densities range from 1 to 6 units per acre. |
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<th>Characteristics</th>
<th>Location Criteria</th>
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| Medium-Density Residential | • Restrictive land uses, emphasizing housing.  
• May incorporate a mix of housing types, including single-family detached, single-family attached, and townhouse uses.  
• Limited multi-family development may be permitted with special review and criteria | • Civic uses are generally allowed, with special permission for higher intensity uses.  
• Applies to established neighborhoods of the city that have diverse housing types, and in developing areas that incorporate a mix of development.  
• Used along the edges of Neighborhood Units and in areas with high access to services.  
• Typical maximum density is 3 to 12 units per acre.  
• Innovative design should be encouraged in new projects. |
| Mobile Homes            | • Accommodates mobile homes which are not classified under State law as “manufactured housing.  
• Single-family, small lot settings within planned mobile home parks. | • Develop in projects with adequate size to provide full services.  
• Tend to locate in complexes, but should include linkages to other aspects of the community.  
• Typical maximum density is 8 units per acre. |
| High Density Residential | • Allows multi-family and compatible civic uses.  
• Allows integration of limited office and convenience commercial within primarily residential areas. | • Locate at sites with access to major amenities or activity centers.  
• Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses.  
• Traffic should have direct access to collector or arterial streets to avoid overloading local streets.  
• Requires Planned Development designation when developed near lower intensity uses or in mixed use developments.  
• Developments should avoid creation of compounds.  
• Attractive landscape standards should be applied.  
• Typical density is in excess of 12 units per acre. |
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<tr>
<th>Land Use Category</th>
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</table>
| **Mixed-Use**    | • Incorporates a mix of residential, office, and limited commercial uses.  
• Includes a variety of mixed use contexts, including:  
  - Neighborhood Mixed Use  
  - Residential/Office/Commercial (MU-1)  
  - Commercial/Industrial (MU-2)  
  - Village and City Center  
  - Urban Corridor  
• Developments should emphasize relationships among parts.  
• Pedestrian traffic should be encouraged and neighborhood scale retained when applicable.  
• Projects should avoid large expanses of parking visible from major streets.  
• Signage and site features should respect neighborhood scale in appropriate areas.  
• Commercial and office development in mixed-use areas should minimize impact on housing.  
• Should be located at intersections of major or collector streets. |
| **Community Commercial** | • Includes a variety of commercial uses, oriented primarily to consumers of a number of neighborhoods. Incorporates most major community retailers.  
• Establishes larger buildings and parking facilities than Limited Commercial uses.  
• Should be located at intersections of arterials or other major streets.  
• Should avoid a “four corners” configuration.  
• Traffic systems should provide alternative routes and good internal traffic flow.  
• Negative effects on surrounding residential areas should be limited.  
• Good landscaping and restrictive signage standards should be maintained.  
• Good pedestrian/bicycle connections should be provided into surrounding residential service areas.  
• Buffering from surrounding uses may be required. |
| **Limited Industrial/Business Park** | • Limited industrial provides for uses that do not generate noticeable external effects.  
• Business parks may combine office and light industrial/research uses. High density residential uses, with appropriate development standards may be included. ([CPA-03-0001](#))  
• Limited industrial uses may be located near office, commercial, and, with appropriate development standards, some residential areas.  
• Strict control over signage, landscaping, and design is necessary for locations nearer to low intensity uses.  
• Applies to major employment centers with high visibility, including Papillion Business Park, the Highway 370 corridor, and [114th Street 120th Street. ([CPA-03-0001](#))](#) |
Land Use Compatibility

Some of the most difficult issues in planning implementation arise at boundaries, where more intensive uses are proposed adjacent to less intensive uses. Table 2.2 provides a Land Use Compatibility Guide, assessing the relationships between existing land uses and providing a basis for review of land use proposals based on their context.

Compatibility Rating Key

5: Identical to pre-existing land uses or totally compatible. Development should be designed consistent with good planning practice.

4: The proposed use is basically compatible with the pre-existing adjacent use. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development.

3: The proposed use presents potential conflicts with existing adjacent uses, which may be remedied or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. A Planned Unit Development is required to assess project impact and define development design.

2: The proposed use has significant conflicts with the pre-existing adjacent use. Major effects must be strongly mitigated to prevent impact on adjacent uses. A Planned Unit Development is required in all cases to assess project impact and define development design.

1: The proposed use is incompatible with adjacent land uses. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed uses with this level of conflict will not be permitted.

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Characteristics</th>
<th>Location Criteria</th>
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<tbody>
<tr>
<td>General Industrial</td>
<td>• General industrial provides for a range of industrial enterprises, including those with significant external effects.</td>
<td>• General industrial sites should be well buffered from less intensive use.</td>
</tr>
<tr>
<td></td>
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<td>• Sites should have direct access to major regional transportation facilities, without passing through residential or commercial areas.</td>
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<td>• Developments with major external effects should be subject to Planned Development review.</td>
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<tr>
<td>Civic</td>
<td>• Includes schools, churches, libraries, and other public facilities that act as centers of community activity.</td>
<td>• May be permitted in a number of different areas, including residential areas.</td>
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<td>• Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management.</td>
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<tr>
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<td>• Neighborhood parks and schools are located in the civic heart of the Neighborhood Unit.</td>
</tr>
<tr>
<td>Public Facilities/Utilities</td>
<td>• Includes facilities with industrial operating characteristics, including public utilities, maintenance facilities, and public works yards.</td>
<td>• Industrial operating characteristics should be controlled according to same standards as industrial uses.</td>
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<td></td>
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<td>• When possible, should generally be located in industrial areas.</td>
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</table>

Table 2.1: Land Use Decision Framework
# Table 2.2: Land Use Compatibility Guide

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<thead>
<tr>
<th></th>
<th>Urban Reserve</th>
<th>Residential Estates</th>
<th>Low-Density Residential</th>
<th>Mobile Homes</th>
<th>High-Density Residential</th>
<th>Neighborhood Mixed Use</th>
<th>Commercial/Industrial (MU1)</th>
<th>City Center/Urban Corridor</th>
<th>Community Commercial</th>
<th>Limited Industrial/Business Park</th>
<th>General Industrial</th>
<th>Civic</th>
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