BLUEPRINT

FOR TOMORROW FREMONT, NEBRASKA

Comprehensive Plan

CITY OF FREMONT

NEBRASKA PATHFINDERS

ADOPTED MAY 29, 2012

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July 2, 2012

Mr. Rian Harkins, AICP
Planning Director
400 E. Military Avenue
Fremont, NE 68026

Dear Rian:

We are pleased to submit the final plan documents of "Blueprint for Tomorrow," the City's Comprehensive Plan. City Council adopted this long-range policy document on May 29, 2012, in conjunction with the Long Range Transportation Plan (LRTP) and the Parks and Recreation Master Plan. With project oversight by The Schemmer Associates, the planning process was completed in accordance with the Transportation Planning Agreement, which was executed on June 11, 2010 by Mayor Donald B. Edwards.

This Comprehensive Plan functions as an overarching policy guide that is designed to influence the growth and development of the community for the next 20 years. In addition to City Council and Planning Commission directives, the Plan reflects significant input from stakeholder interviews, a Community Symposium attended by nearly 300 residents, five work sessions with a broadly representative Steering Committee, and a public hearing. The Plan describes the community's needs and aspirations related to land use, community growth, economic development, housing, neighborhood integrity, downtown revitalization, utility infrastructure and drainage, secure energy, environmental protection, and community character.

The two-year planning process was designed to garner the participation and support of community stakeholders; assess near- and long-term needs and desires; define specific implementation strategies to fulfill the community vision; provide greater predictability for residents, landowners, developers, and potential investors; and fulfill the legal requirement allowing for land use regulation. As the City moves forward, implementation of this plan will require the commitment and leadership of elected and appointed officials, staff, residents, business and landowners, and other individual and collective influences to champion the plan's vision and initiatives.

On behalf of my firm, it has been a pleasure working with the City and its forward-thinking leadership. I sincerely appreciate the opportunity to lend our comprehensive planning and implementation experience to this process. I look forward to seeing the continued success and enhancement of Fremont in the years ahead.

Respectfully submitted,

KENDIG KEAST COLLABORATIVE

Bret C. Keast, AICP
President

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NEBRASKA PATHFINDERS

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Table of Contents

Chapter 1
PLAN INTRODUCTION

Introduction 1.1
- Statutory Requirements 1.5
- Planning Process 1.1

Community Profile 1.6
- Historical Context 1.6
- Demographics and Socioeconomics 1.6
  - Population 1.9
  - Age 1.10
  - Education 1.10
  - Housing and Income 1.11
  - Employment 1.12

Chapter 2
LAND USE AND CHARACTER

Introduction 2.1
Planning Precedent 2.1
- Goals 2.2
- General Principles 2.2

Planning Considerations and Purpose 2.3
What is Community Character? 2.4
- Fremont Character Classification 2.5
  - Rural 2.6
  - Parks and Open Space 2.7
  - Suburban Residential 2.8
  - Auto-Urban Residential and Neighborhood Conservation 2.8
  - Neighborhood Conservation, Traditional 2.9
  - Urban Residential 2.9
  - Suburban Village 2.10
  - Auto-Urban Commercial 2.11
  - Downtown (Urban) 2.11
  - Business Park (Suburban) 2.12
  - Industrial (Auto-Urban) 2.13
  - Institutional (Auto-Urban) 2.13

Guiding Principles 2.14

Policies and Recommended Actions

Downtown Renaissance 2.15
Corridor and Gateway Enhancement 2.19
Patterns and Design 2.22
Future Land Use 2.24
Airport Facilities 2.27

Chapter 3
GROWTH CAPACITY, INFRASTRUCTURE, AND UTILITIES

Introduction 3.1
Goals 3.2
Growth Context 3.3
- Projected Land Use Impacts 3.3
- Future Development Opportunities 3.5
- Infill Development 3.6
- Annexation 3.6
- Two-Mile Planning Jurisdiction 3.7

Growth Directives 3.8
Managing Future Growth 3.8
- Infrastructure Costs 3.8
- Growth Management Approaches 3.9

Policies and Recommended Actions

Adequate Infrastructure Provision 3.10
Quality Public Service 3.15
Health and Education 3.18
Future Growth and Annexation 3.26

Chapter 4
HOUSING AND NEIGHBORHOODS

Introduction 4.1
General Principles 4.2
Precedent 4.3
Housing Context 4.3
- Community Concerns and Barriers 4.3
- Future Housing Demand 4.4

Mixture of Housing Types 4.5
Housing Conditions and Age 4.7
Housing Affordability 4.8

Policies and Recommended Actions
Diverse and Affordable Options 4.10
Neighborhood Protection 4.14
Quality Neighborhood Design 4.18

Chapter 5
ECONOMIC DEVELOPMENT

Introduction 5.1
Purpose of this Chapter 5.2
Goals 5.2
Regional Economy 5.2
Current Context 5.3
Existing Organizations 5.3
Fremont's Asset Base 5.5

Policies and Recommended Actions
Economic Development Capacity 5.6
Redevelopment Authority 5.8
Business Development 5.8
Entrepreneurship 5.10
Regional Leverage 5.11
Strategic Planning 5.11
Business Climate 5.12

Chapter 6
ENERGY

Introduction 6.1
Moving the Needle 6.2
Energy Efficiency 6.2
Fremont's Energy Profile: Department of Utilities 6.4
Fremont Power Supply Study 6.4
Annual Net Metering Report 6.5
City Conservation Program 6.5
Best Practices from Nebraska and Beyond 6.6
State and Federal Resources 6.6

Policies and Recommended Actions
Local Production and Renewable Resources 6.7
Less Energy Consumption 6.7
Energy Infrastructure 6.8

Chapter 7
IMPLEMENTATION STRATEGY AND PLAN

Introduction 7.1
Action Agenda 7.2
Plan Administration 7.4
Implementation Task Force 7.4
Education and Training 7.4
Plan Amendment Process 7.4
Annual Progress Report 7.6
Annual Amendment Process 7.7
Five-Year Update - Evaluation and Appraisal Report 7.7

Maps

Map 2.1, Future Land Use Plan ..... *after* 2.14
Map 3.1, Planned Annexations ..... *after* 3.8
Map 3.2, Land Use Planning Framework ..... *after* 3.8
Map 3.3, Utility Service Areas ..... *after* 3.10
Map 4.1, Special Districts ..... *after* 4.14
Map 4.2, Neighborhood Boundaries and Rehabilitation ..... *after* 4.16

Tables

Table 3.1, Priorities and Improvements 3.2
Table 3.2, Land Utilization and Demand 3.5
Table 3.3, Conventional vs. Cluster Development 3.13
Table 3.4, Library Service Indicators 3.19

Table 3.5, Public School District Enrollment... 3.20
Table 4.1, Matrix of Impediments to Fair Housing Choices 4.4
Table 4.2, Housing Occupancy / Vacancy Status, 2011..... 4.5
Table 4.3, Estimated Year Structure Built, 2011 ..... 4.6
Table 4.4, City Housing Grants, 1998-2010..... 4.9
Table 6.1, Fremont Department of Utilities Existing Plant 6.5
Table 6.2, Fremont Department of Utilities User Distribution..... 6.5
Table 7.1, Action Agenda..... 7.9

Figures

Figure 1.1, Related Planning Efforts 1.2
Figure 1.2, Plan Organization and Statutory Requirements..... 1.4
Figure 1.3, Public Engagement and Marketing Strategy 1.5
Figure 1.4, Comparison Cities..... 1.8
Figure 1.5, Projected Change in Population by County, 2000 to 2030..... 1.9
Figure 1.6, Fremont and Dodge County Population Projections Comparisons 1.9
Figure 1.7, Fremont Population Projections..... 1.9
Figure 1.8, Fremont Population Age Breakout. 1.10
Figure 1.9, Age Distribution by Gender 1.10
Figure 1.10, Education 1.10
Figure 1.11, Income 1.10
Figure 1.12, Median Value Owner-Occupied Homes..... 1.11
Figure 1.13, Housing Constructed before 1970 ..... 1.11
Figure 1.14, Income and Home Value 1.11
Figure 1.15, Income, Home Value, Units, and Persons per Household 1.11
Figure 1.16, Unemployment Comparison 1.12
Figure 1.17, Fremont Micropolitan Area In-Commuters and Out-Commuters..... 1.12
Figure 1.18, Industry Employment..... 1.12
Figure 2.1, Land Use and Community Character Comparisons 2.5
Figure 2.2, Downtown Concept Plan 2.16
Figure 2.3, Illustrative Streetscape Concept 2.20
Figure 2.4, Airport Planning Boundary 2.28
Figure 3.1, Historical Growth Patterns 3.4
Figure 3.2, Growth Context 3.3
Figure 3.3, Fremont Commons Master Plan..... 3.5
Figure 3.4, Ritz Lake Master Plan..... 3.5
Figure 3.5, Potential Infill..... 3.7
Figure 3.6, Annexation Process..... 3.28
Figure 3.7, Fire and EMS Service Area..... 3.16
Figure 3.8, Fremont Total Runs with Fire Run Breakdown..... 3.16
Figure 3.9, Metropolitan Community College Enrollment..... 3.21
Figure 3.10, Fremont Area Medical Center Service Indicators..... 3.24
Figure 4.1, Building Permits by Type – 1980-2009..... 4.5
Figure 4.2, Housing Land Use Projections by Housing Type and Age Sector, 2016.... 4.5
Figure 4.3, Housing Need and Affordability Analysis, 2011 ..... 4.8
Figure 4.4, Housing Sales from 2006-2010 for Homes in West/Northwest Neighborhood 4.15
Figure 5.1, Regional Location Map 5.2

Figure 5.2, Dodge County Payrolls, 2008 ..... 5.3
Figure 5.3, Dodge County Industry Concentrations 5.4
Figure 6.1, Fremont's Existing Power Ring 6.7

Barnard Park

Railroad Tracks near the Fremont Golf Club

Chapter 1

Adopted 05.29.12

Plan Introduction

Introduction

The City of Fremont, Nebraska, differentiates itself from regional competitors with its Midwestern charm, accessible location, and educational and health care amenities. For the first-time visitor, a stroll in Barnard Park and the accompanying historic district sets the community backdrop. Tree- and brick-lined streets embody the physical character and small-town tradition of Fremont. How does the community sustain and enhance this quality of life for the next generation?

Like many free-standing, agricultural-based communities, Fremont has experienced minimal population growth since the 1970s and 1980s. While small- and mid-size economies like Fremont's have transitioned to professional services, high school and college graduates continue to migrate to bigger cities to pursue higher-paying jobs, trendy urban housing, and more cultural activities.[1] Fremont's diverse amenities have helped to counter this trend, offering the nation's second largest YMCA, a new college-turned university, and first-class medical facilities.

With population growth expected on the horizon,[2] a comprehensive strategy will help to position Fremont as an attractive alternative to neighboring communities. With the input of citizens and stakeholders, community leaders and policy makers will need to address:

1 After decades of seeing net losses, Nebraska posted a net gain of college graduates through migration in 2009. This positive shift represents an opportunity for new growth and development in Fremont. Source: Henry Cordes, Omaha World Herald, October 29, 2010

2 See **Figure 1.10, Fremont Population Projections.**

Figure 1.1, Related Planning Efforts

The Fremont Plan Comprehensive Plan (1999)

Branding Study (2011)

Fremont Tourism Report (2010)

Labor Market Regional Review (2009)

Economic Development Plans

Comprehensive Plan (2010-2011)

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In a year-long process, the City of Fremont has partnered with The Schemmer Associates, Kendig Keast Collaborative, and Iteris to draft a Comprehensive Plan, Parks and Recreation Master Plan, and Long-Range Transportation Plan. Together, these plans will assess our opportunities and challenges, establish goals and policies, and lay out recommendations and implementation priorities that will provide a sound foundation to achieve a collective vision. Each plan will enable City officials, staff, and residents to step back from day-to-day, short-term concerns and consider the "big picture" outlook for their community.

Long-Range Transportation Plan (2010-2011)

The Long-Range Transportation Plan addresses all modes of transportation (ground and air transportation, public transit, bicycles and pedestrians) while ensuring transportation dollars are spent wisely and in the best interest of the community.

Parks and Recreation Master Plan (2010-2011)

The Parks and Recreation Master Plan identifies the general locations and types of future parks, recreation facilities, and improvements, which will be closely coordinated with the City, Midland University, Fremont Family YMCA, and Fremont Public Schools.

Transportation Plans

- **Downtown Plan, One-Way Street Conversion** (2009)
- **South Fremont 205 Study** (Ongoing)
- **Airport Runway Rehabilitation and Extension Project** (Ongoing)

Housing Plans

- **City of Fremont Comprehensive Revitalization Plan** (2011)
- **Greater Fremont Housing Study** (2005)

How does Fremont relate to the region?

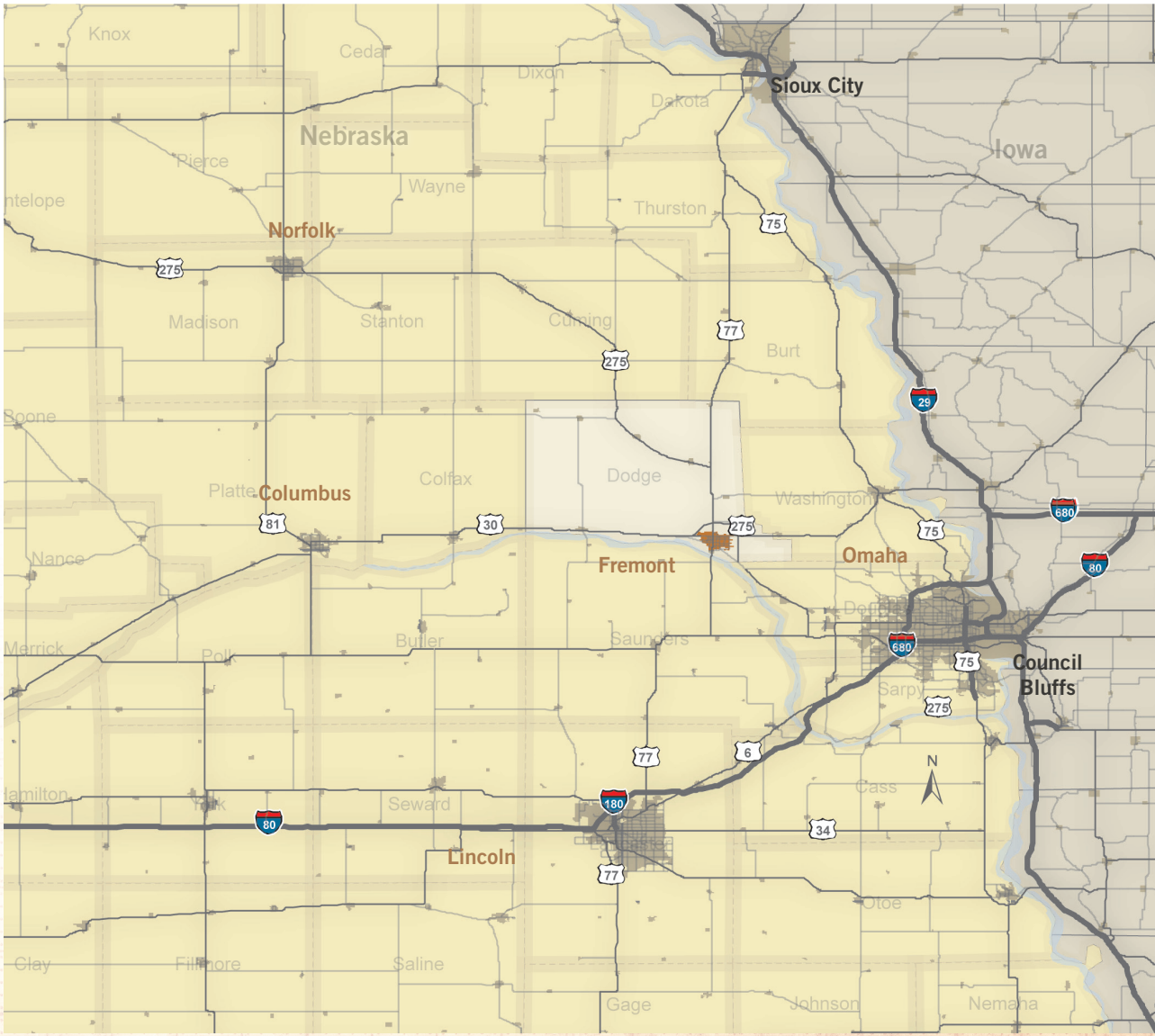
Fremont is the county seat of Dodge County in eastern Nebraska. The City is conveniently located less than 20 miles away from the western suburbs of Omaha's metropolitan area. Inbound and outbound commuters conveniently travel between the communities, with multiple employment centers strategically placed along the way (e.g. Valley, Waterloo, Elkhorn). See *Figure 1.20, Fremont Micropolitan In-Commuters and Out-Commuters*, for more detailed commuting patterns across the eight-county region.

- the strategies and means to boost the local economy and provide high-paying jobs for residents;
- the type, location, and character of future growth;
- the investments needed to improve mobility within and to/from our community;
- the ways to preserve and strengthen the quality and integrity of our neighborhoods; and
- the leadership to guide the determination of priorities for achieving the goals of this plan.

Blueprint for Tomorrow is a long-range, comprehensive plan that divides these community issues into key building blocks: land use and character (Chapter 2); growth capacity, facilities, and infrastructure (Chapter 3); housing and neighborhoods (Chapter 4); economic development (Chapter 5); energy (Chapter 6); and implementation (Chapter 7). Complementary studies relating to transportation and parks and recreation will append this effort, ensuring a consistent vision and compatible approach to change. These efforts build on years of planning precedent, as documented by Figure 1.1, Related Planning Efforts.

This comprehensive plan is designed to:

- garner the participation and support of community stakeholders through the plan development process;



2011 Plan	1999 Plan	Statutory Requirement
Chapter 1 Plan Introduction	Chapter 1 A Profile of Fremont	Anticipated long-range future growth, which shall be based upon documented population and economic projections.
Chapter 2 Land Use and Character	Chapter 2 Community Growth and Land Use, Chapter 6, A Vital Main Street Fremont	General distributions, general location, and extent of the uses of land for agriculture, housing, commerce, industry, recreation, education, public buildings and lands, and other categories of public and private use of land
Chapter 3 Growth Capacity, Facilities, and Infrastructure	Chapter 5 Quality Public Services	General location, type, capacity, and area served of present and projected or needed community facilities including recreation facilities, schools, libraries, other public buildings, and public utilities and services; general location, character, and extent of existing and proposed major roads, streets, and highways, and air and other transportation routes and facilities
Chapter 4 Housing and Neighborhoods	Chapter 7 A City of Strong Neighborhoods	Although there is no statutory requirement (other than the land use reference above), this subject is implicit to all land use planning and implementation strategies, and therefore, relevant to the plan.
Chapter 5 Economic Development	N/A	Although there is no statutory requirement, this subject is implicit to all land use planning and implementation strategies, and therefore, relevant to the plan.
Chapter 6 Energy	N/A	Energy infrastructure and energy use by sector, including residential, commercial, and industrial sectors; utilization of renewable energy sources; and promotes energy conservation measures that benefit the community.
Chapter 7 Implementation Strategy and Plan	Chapter 8 Implementing the Fremont Plan	N/A
Appendix A Community Symposium Summary	N/A	N/A

Note: The Fremont Plan (1999 Comprehensive Plan) included two chapters, **Chapter 3, Transportation to Build a Community**, and **Chapter 4, A Green Network**, that are addressed in the Long-Range Transportation Plan and the Parks and Recreation Master Plan, respectively.

Figure 1.2,
Plan Organization and Statutory Requirements

- establish a community-supported vision and associated goals regarding the future growth and enhancement of the community;
- assess near- and longer-term needs and desires for the City limits and future planning;
- define specific implementation strategies to fulfill the vision;
- provide greater predictability for residents, land owners, developers, and potential investors; and
- fulfill the legal requirement allowing for land use regulation such as zoning and subdivision control.

Despite the breadth of these objectives, comprehensive plans are limited to a broad perspective. Of necessity, vision and policy documents must remain relatively general in order to set a framework for future decision-making. While the plan will not address every community challenge, it is meant to identify the overall strategy and end goals. It is written for a diverse audience, including residents, business and land owners, major institutions, civic groups, elected and appointed officials, and City staff. Lastly, this document is designed as a "work in progress" – to be updated and amended as the community addresses unforeseen changes and new opportunities.

Figure 1.3, Public Engagement and Marketing Strategy

Blueprint for Tomorrow was developed through a collaborative process, relying on community input at project milestones. Advertising and marketing material was used to solicit this input and educate the community on new plan developments.

STATUTORY REQUIREMENTS

The State of Nebraska enables cities to adopt zoning and subdivision ordinances to promote the "health, safety, morals, or general welfare of the community," as long as they first adopt a comprehensive plan (§19-901 of the Nebraska Code). This requirement originates from the historic premise that land use decisions should not be arbitrary. Illustrated in Figure 1.3, Plan Organization and Statutory Requirements, is the linkages between plan content and statutory requirements defined in §19-903.

PLANNING PROCESS

The planning process carries equal, if not greater, weight to that of the plan document itself. *Blueprint for Tomorrow* was developed over a year-long process that involved multiple opportunities for public input and review. Through a number of communication mediums and public participation forums, community engagement played a central role in gathering and disseminating information, fact checking, prioritizing goals and objectives, and establishing implementation priorities. Through this process, City staff, elected officials, steering committee members, and citizens were able to voice their opinion on areas of expertise and their preferences for the future. This facilitated substantive discussions about what is "best" for the community. See Figure 1.3, Public Engagement and Marketing Strategy, for details of each component.

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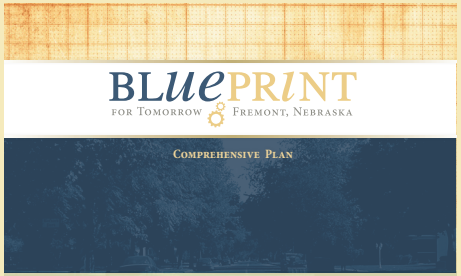
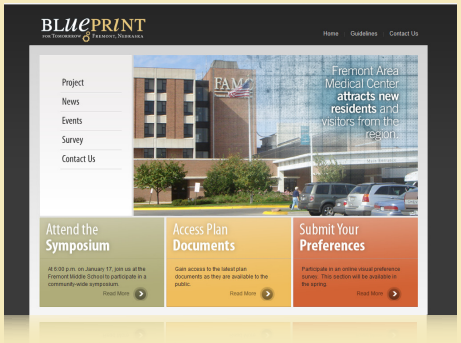
Branding

The Comprehensive Plan was given a graphic identity to increase public awareness of and participation in the planning process.



Direct Mail

Postcards, posters, email blasts, and utility inserts were used to encourage participation from community residents and stakeholders. More than 16,000 pieces of printed material were distributed throughout the community.



Website

A website served as a public information resource to the community, offering background information about the planning process, access to chapter content, and event updates.

Steering Committee

A steering committee convened regularly throughout the process to review each of the plan chapters and provide feedback.

Community Symposium

At the beginning of the process, the City hosted a community-wide symposium to solicit input on community growth, transportation, economic development, and quality of life. More than 200 residents attended this community event held at the Fremont Middle School.

Focus Groups

Formal and informal small-group and individual interviews were conducted to gather information on a wide range of interests, involving representatives of Downtown businesses, educational institutions, parks and recreation interests, real estate professionals, and more.

City Organization Chart

City staff members play an integral role in managing the day-to-day operations of the City. The Comprehensive Plan functions as an overarching policy document that provides guidance to the allocation of staff time and resources.

How will Blueprint for Tomorrow be implemented in Fremont?

- Targeted programs and expenditures prioritized through the City's annual budget process, including routine but essential functions such as code enforcement.
- Major public improvements and land acquisition financed through the City's capital improvement program and related bond initiatives.
- New and amended City ordinances and regulations closely linked to the Comprehensive Plan objectives (and associated review and approval procedures in the case of land development, subdivisions, and zoning matters).
- Departmental work plans and staffing in key areas.
- Support for ongoing planning and studies that will further clarify needs, costs, benefits, and strategies.
- Pursuit of external grant funding to supplement local budgets and/or expedite certain projects.
- Initiatives pursued in conjunction with other public and private partners to leverage resources and achieve successes neither could accomplish on their own.

Community Profile

HISTORICAL CONTEXT[3]

Fremont was established at a strategic location in the valley of two rivers -- the Platte and the Elkhorn Rivers - in 1856 and named for explorer and presidential candidate, John C. Fremont. The townsite was chosen on the assumption that the transcontinental railroad would ultimately follow the Platte Valley route to the west. The city established itself as a permanent town with the arrival of Union Pacific Railroad and the designation as the Dodge County seat in 1860. Like other eastern Nebraska communities, the city experienced a major growth spurt during the 1880s, doubling in population and witnessing a growth of construction and development. By 1910, Fremont was a major industrial and railroad center, as well as the dominant service center for the surrounding agricultural area.

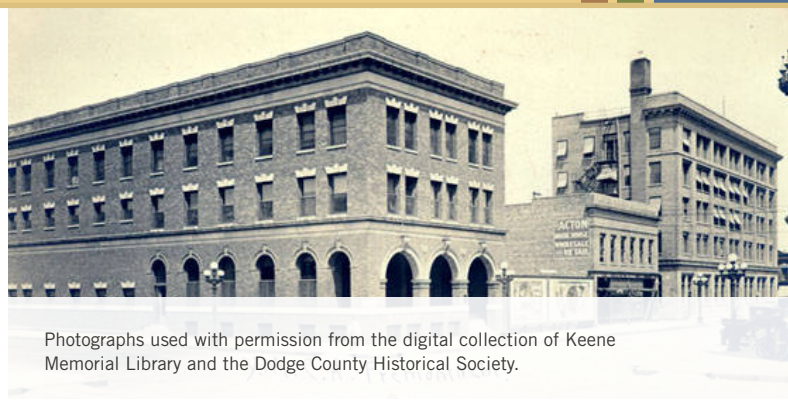
Fremont experienced steady growth through World War II and then experienced a second period of accelerated development after the war. Industries such as Hormel and Valmont, combined with a growing retail and service base, caused the city's population to double between 1940 and 1970. By 1970, the population reached about 23,000 persons, where it remained until about 1990. Since then, rapid growth in northwest Omaha, particularly along the West Dodge and Maple corridors, has brought metropolitan area job centers and residential areas closer to Fremont. In addition, the development of the U.S. 275 bypass has facilitated travel between the two cities and extending northwest toward Norfolk. This increased integration into the Omaha metropolitan region has created opportunities for even greater growth.

3 Section Source: 1999 Comprehensive Plan

DEMOGRAPHICS AND SOCIOECONOMICS

The following profile summarizes Fremont's demographic and socioeconomic data (beginning on Page 1.9). These projections, characteristics, and trends pertain to population, race and ethnicity, educational attainment, housing opportunities, and employment and labor. Although this summary is only a snapshot in time, it provides insight into the current issues and validates many community perceptions.

Several Nebraska and Iowa communities were selected as comparables based on several variables, including population size, demographic composition, university or community college presence, and overall regional importance. Displayed in Figure 1.4, Comparable Cities, is each city's population and proximity to Fremont.



Photographs used with permission from the digital collection of Keene Memorial Library and the Dodge County Historical Society.

Community Timeline

"The beginning of the twentieth century finds Fremont one of the prettiest cities of the state, not excelled by any for beauty, and as a place of elegant and cozy homes. Neither is there a city west of the Missouri River that enjoys greater commercial importance for its population."

- Progressive Men of Nebraska

1804 Meriwether Lewis and Captain George A. Clark arrived in the vicinity of the Elkhorn and Platte Rivers.

1856 Fremont was established shortly after General John C. Fremont passed through the area, a little south of the present City. The town location was selected for its "double river valley," with the shallow Platte River to the south and meandering Elkhorn River to the north.

1859 The first public school was erected on Fifth Street near C Street.

1860 Fremont was made the county seat of Dodge County.

1866 Union Pacific Railroad tracks were laid. The town builders selected the site of Fremont on a hunch that the transcontinental railroad would eventually pass along the Platte Valley route.

1871 The first bridge over the Platte River was constructed in Fremont.

1880 The City experienced a major growth spurt. A wave of new hotels, businesses, and cultural buildings were built Downtown.

1906 Three major railroads had tracks running through Fremont, and the City had become a manufacturing and agricultural center.

Sources: Progressive Men of Nebraska, 1999 Comprehensive Plan, Fremont Illustrated, Nebraska Our Towns

Historic Growth Patterns

1870 to 1890

A period of rapid growth as the community established itself. Between 1870 and 1890, the new town's population grew from 1,195 to 6,747 persons. This period of rapid growth was accompanied by development of substantial commercial buildings downtown.

1890 to 1940

A period of moderate, steady growth from 1890 to 1940. During this half-century period, as the city grew to maturity, Fremont's population increased from 6,747 to 11,862 persons.

1940 to 1970

A period of rapid postwar growth, accompanied by industrial expansion and substantial residential development. This era, extending from 1940 to 1970, saw an approximate doubling of population from 11,862 to 22,962 persons.

1970 to 2000

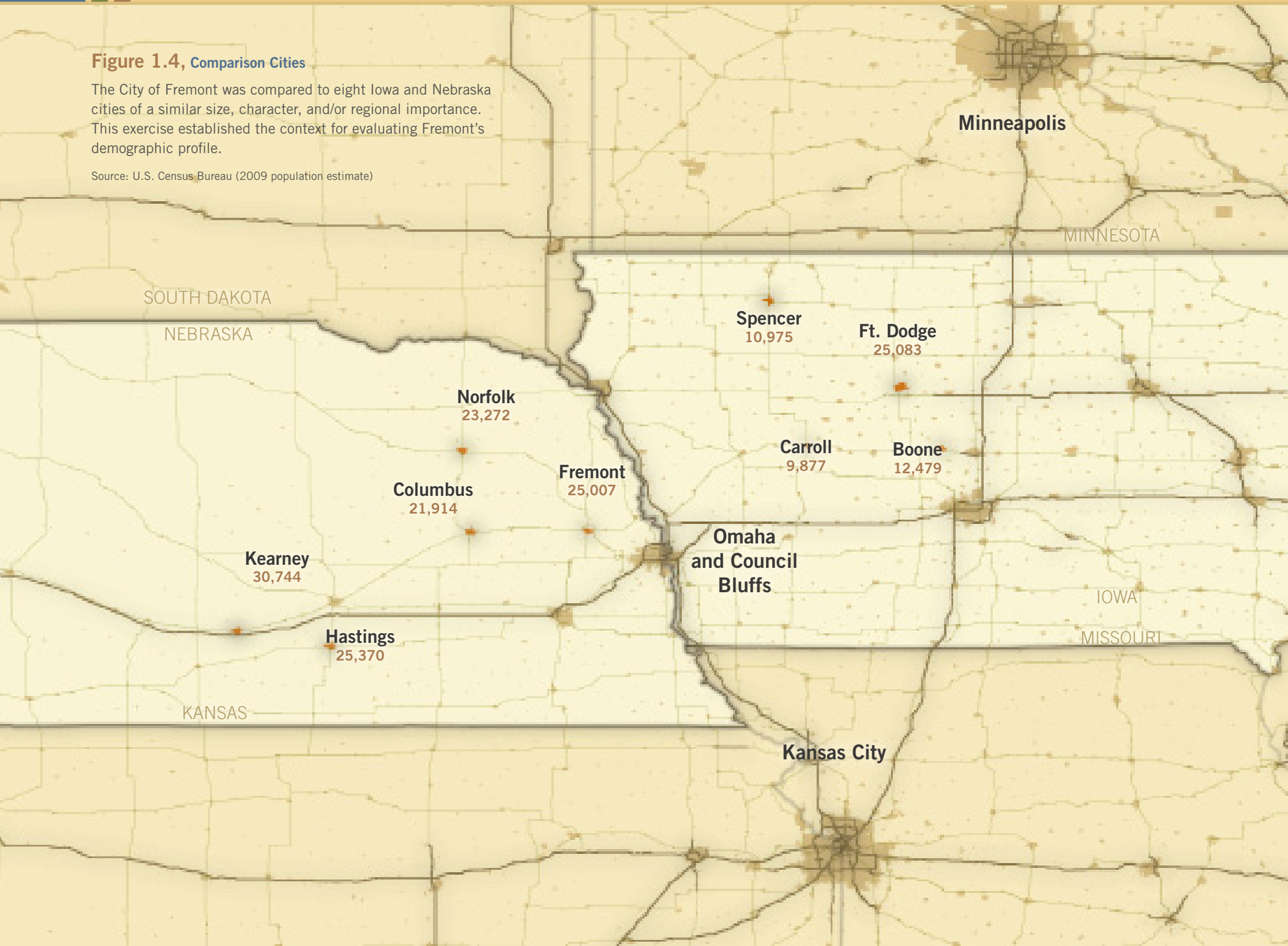
A period of stability, which included the agricultural depression of the 1980s. During this period, the city's population changed from 20,020 persons in 1970 to 25,174 persons in 2000.

Source: 1999 Comprehensive Plan

Figure 1.4, Comparison Cities

The City of Fremont was compared to eight Iowa and Nebraska cities of a similar size, character, and/or regional importance. This exercise established the context for evaluating Fremont's demographic profile.

Source: U.S. Census Bureau (2009 population estimate)



Population

- The City is projected to grow at a 0.61% compound annual growth rate between 2010 and 2030.
- The proportion of Fremont residents relative to the total residents in Dodge County has steadily increased over the past 40 years, from 66.02% in 1970 to 66.89% in 1980, 68.64% in 1990, 69.62% in 2000, and 71.94% in 2010.
- The City averaged 76 new construction permits each year between 2000 and 2010. See *Figure 4.2, Building Permit by Type, 1980 - 2009*, for more details.
- Studies show that Nebraskans are migrating from less urban to more urban areas, as demonstrated by the projected percentage of population between 2000 and 2030 in the metro- and non-metro areas. By addressing this trend, Fremont may be able to capture this leakage by providing urban amenities such as a vibrant Downtown, mixed-use and pedestrian-friendly environments, and a diverse selection of retail businesses and restaurants, along with its near proximity to West Omaha.

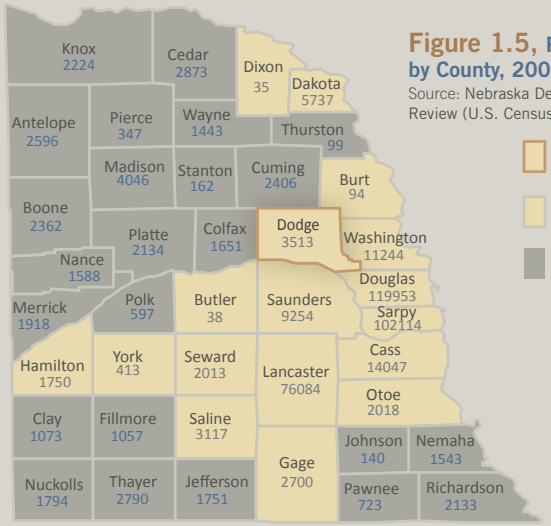


Figure 1.5, Projected Change in Population by County, 2000 to 2030
Source: Nebraska Department of Labor, Labor Market Regional Review (U.S. Census 2008)

Figure 1.6, Fremont and Dodge County Population Projections Comparison
Source: U.S. Census, University of Nebraska - Lincoln, Bureau of Business Research (Dodge County Projections), Kendig Keast Collaborative

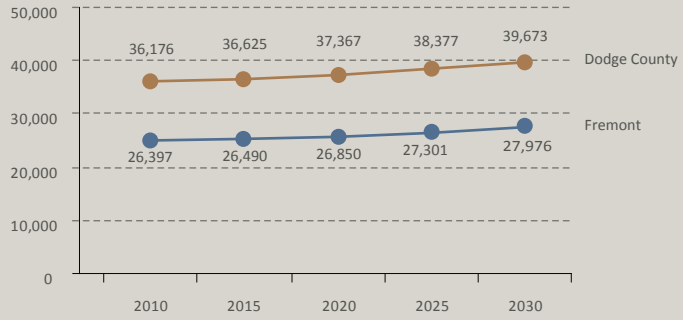
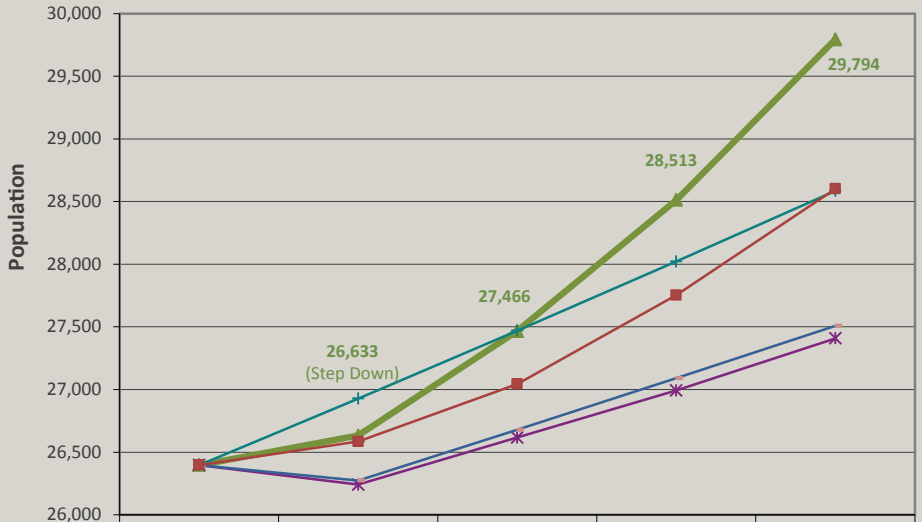


Figure 1.7, Fremont Population Projections
Source: U.S. Census, University of Nebraska - Lincoln, Bureau of Business Research (Dodge County Projections), Kendig Keast Collaborative



	1	2	3	4	5
Year	2010	2015	2020	2025	2030
Step Down (Inc. %)	26,397	26,633	27,466	28,513	29,794
Linear Regression	26,397	26,242	26,617	26,992	27,409
Geometric Growth	26,397	26,928	27,470	28,022	28,586
Exponential Growth	26,397	26,274	26,679	27,090	27,508
Midpoint Estimate	26,397	26,585	27,043	27,753	28,601

Age

- The City has a disproportionate number of retired and mature residents, creating a need for retirement communities, assisted-living facilities, low-impact recreation amenities, and cultural activities. The Fremont Area Medical Center is central to accommodating senior lifestyles, meeting the health care needs of in-town and out-of-town residents.
- If the community wants to increase in size, it must provide jobs, adequate housing, and quality of life amenities to attract younger families with children. Birth rate and in-migration are typically the most important factors in determining the rate of future population growth.

Education

- The growing influence of Midland University and Metropolitan Community College has the potential of boosting the number of college graduates in Fremont, similar to the community influence of the University of Nebraska system. According to Nebraska Workforce Development, about three-quarters of community college graduates stayed in Nebraska from the 2006-2007 graduating class.
- Fremont has the lowest yet comparable high school graduation rate at 84.3%. This number is close to the state average (86.6%) and higher than the national average (80.4%).

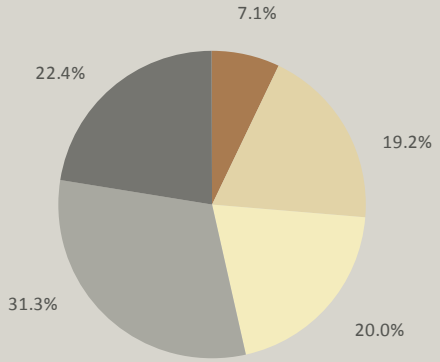
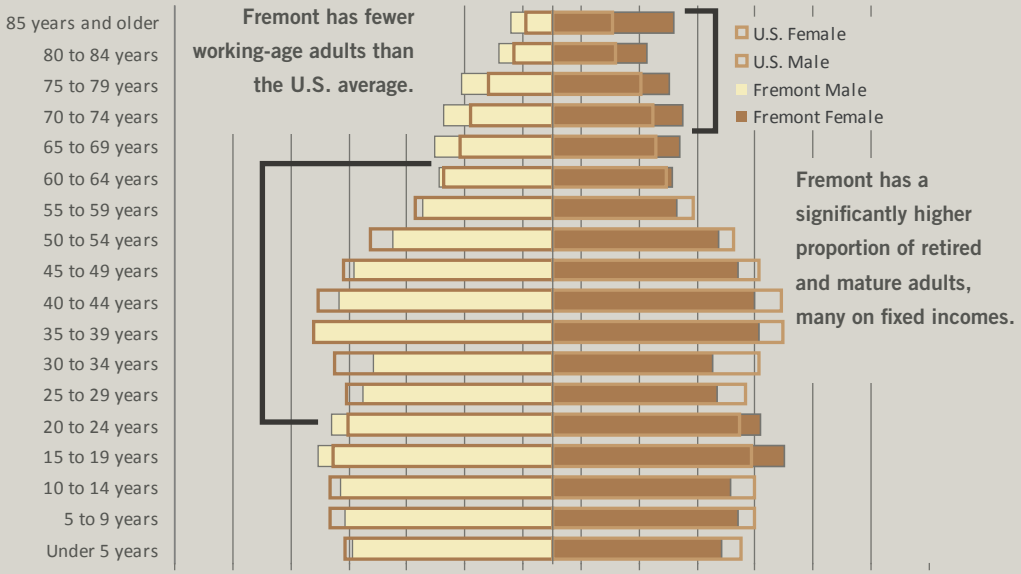


Figure 1.8, Fremont Population Age Breakout
Source: U.S. Census (ACS 2005 - 2009, Sex and Age)

Figure 1.9, Age Distribution by Gender
Source: U.S. Census (ACS 2005 - 2009, Sex and Age)



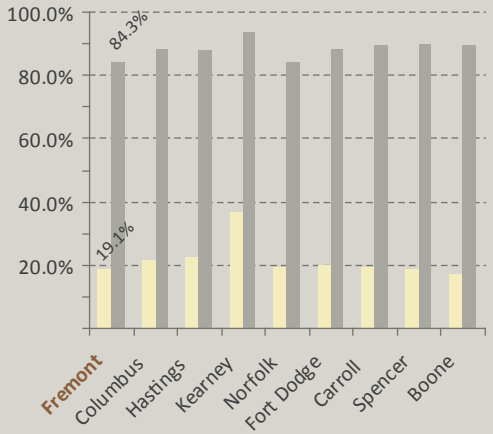


Figure 1.10, Education
Source: U.S. Census (ACS 2005 - 2009, Educational Attainment)

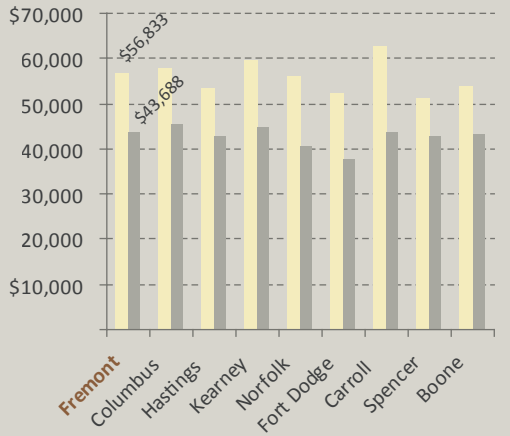


Figure 1.11, Income
Source: U.S. Census (ACS 2005 - 2009, Income)

Housing and Income

- Housing construction has not slowed despite the recent recession. The City issued more building permits in 2009 (1,049) than the preceding year (977). According to one newspaper headline reflecting on the issue, "Fremont bucks national building trend." *Source: Chris Zavadil, Fremont Tribune, February 11, 2010

- Relative to comparison communities, Fremont has the fourth highest median family income and the second highest median home value. However, the income level has not kept up with the growth rate of home values.

Figure 1.12, Median Value Owner-Occupied Homes

Source: U.S. Census (ACS 2005 - 2009, Home Value)

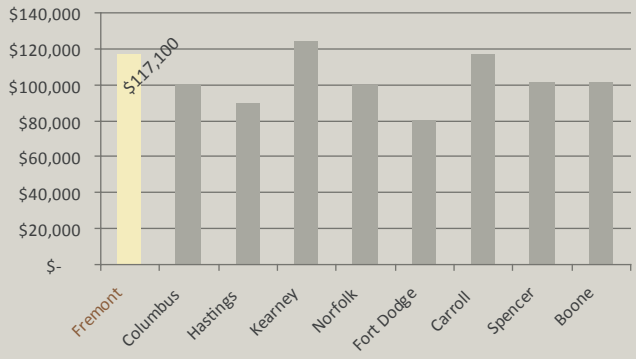


Figure 1.13, Housing Constructed before 1970

Source: U.S. Census (ACS 2005 - 2009, Year Structure Built)

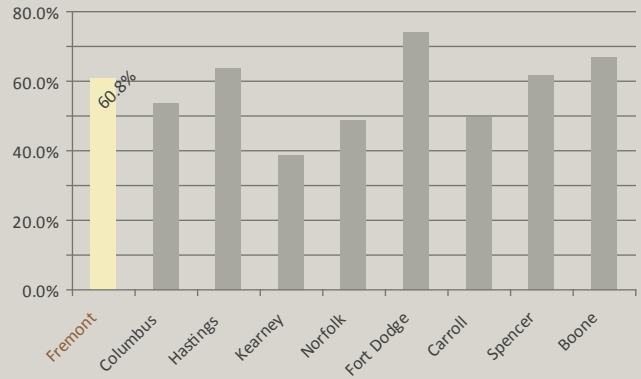
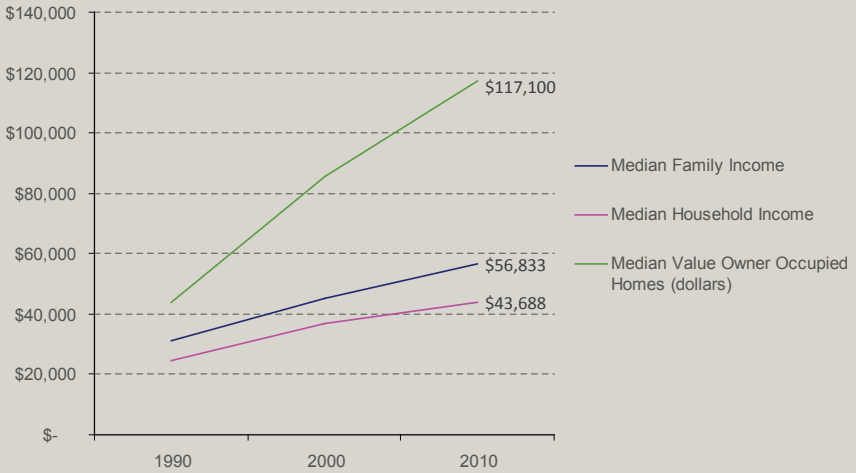


Figure 1.14, Income and Home Value

Source: U.S. Census (ACS 2005 - 2009, Income and Home Value)



Note: The value of most new housing construction since 1990 has exceeded the community's median home value.

Figure 1.15, Income, Home Value, Units, and Persons Per Household

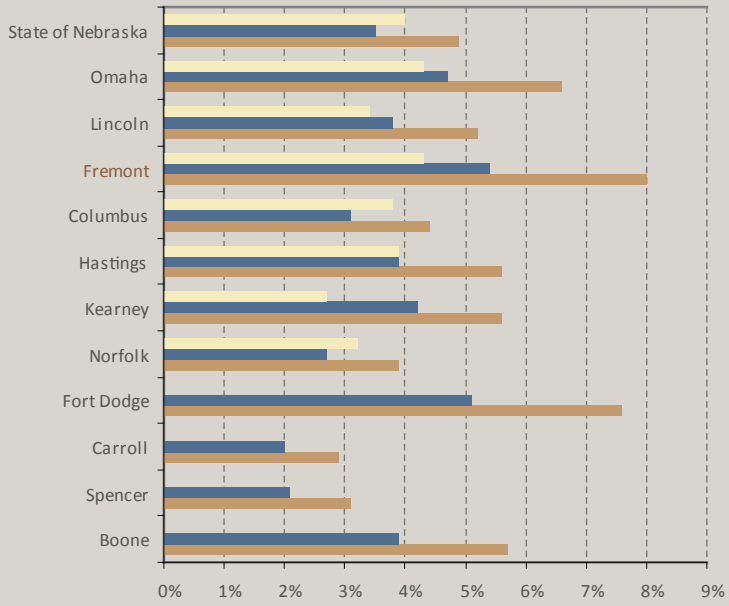
Source: U.S. Census (Multi-Year Income, Home Value, Average Household Size)

	1990	2000	2005-2009
Median Family Income	$ 30,945	$ 45,259	$ 56,833
Median Household Income	$ 24,768	$ 36,700	$ 43,688
Median Value Owner Occupied Homes (dollars)	$ 44,000	$ 85,500	$ 117,100
Number of Units	9,850	10,580	10,983
PPH (per occupied unit)	2.42	2.38	2.36

Employment

- Due to the close proximity of Valley and Omaha, Fremont has a significant number of commuters traveling in and out of town. Transportation improvements and enhancements, such as the U.S. 275 bypass, help to facilitate travel between neighboring communities.
- Fremont and Omaha have the highest unemployment rate (4.3%) relative to comparable communities. Fremont has the highest unemployment rate (8%) within the labor force (not including retirees, students, etc.). The Nebraska Department of Labor and U.S. Bureau of Labor and Statistics provide monthly and annual employment updates.
- The retail, trade, transportation, and utilities sector (21.6%) and the manufacturing sector (20.6%) employ nearly half of the City's labor force, according to the Nebraska Workforce Development's Labor Market Regional Review. However, the education and health services sector experienced the most growth with a 23.5% increase between 2001 and 2007, capturing an 11.7% share.

Figure 1.16, Unemployment Comparison (in the Labor Force at the Local and State Levels)



% Unemployment, November 2010

Source: Nebraska Department of Labor, Labor Market Information, Local Area Unemployment Statistics (LAUS). Through the Nebraska Works website of the Nebraska Department of Labor, these numbers were obtained for each city (except numbers for Columbus, which were obtained by micropolitan area).

% Unemployed of Total Population Age 16 and Over, 2005-2009

% Unemployed in the Labor Force, 2005-2009

Source: U.S. Census (ACS 2005-2009). These numbers represent two different approaches to assessing unemployment. The first column reflects the percentage of unemployed workers that are in the labor force, which only accounts for 68.1% of the total population age 16 years and older. This does not include the remaining 31.9% that were classified as "Not in the Labor Force" (e.g. students, retirees, homemakers, or people not seeking work). The second column reflects the percentage of unemployed workers relative to the total population (100%) age 16 years and older, including those "Not in the Labor Force" (i.e. not seeking work).

Figure 1.17, Fremont Micropolitan Area In-Commuters and Out-Commuters

Source: Nebraska Department of Labor, Labor Market Regional Review (U.S. Census 2008 for 2006 data)

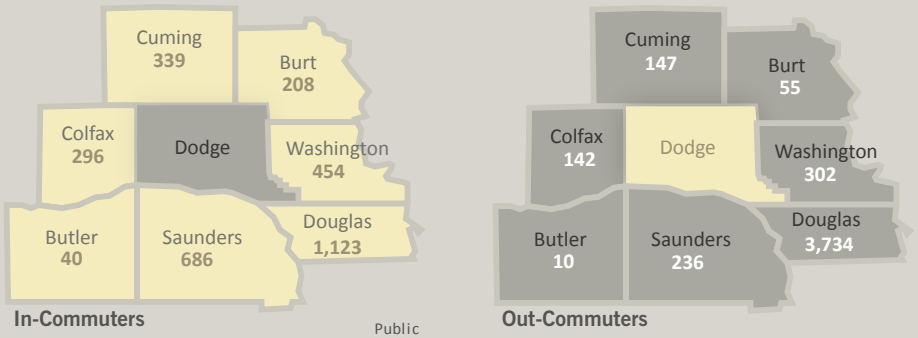
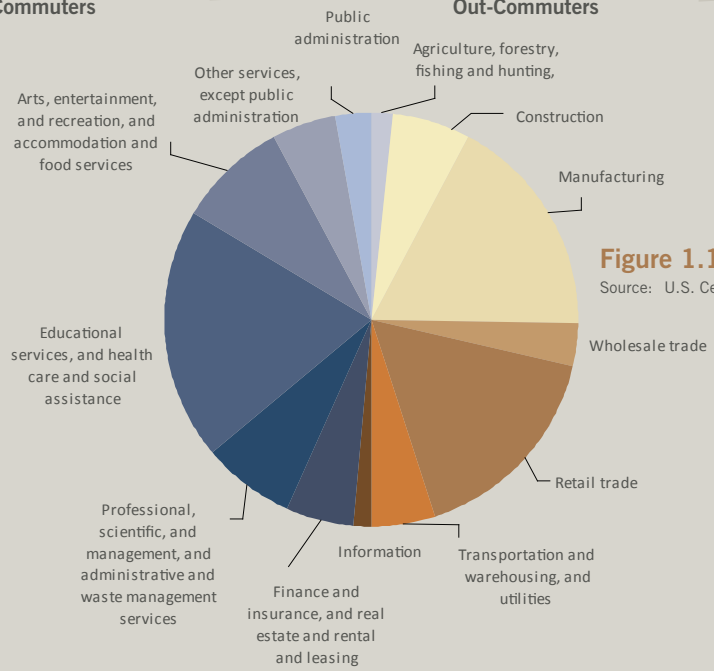


Figure 1.18, Industry Employment

Source: U.S. Census (ACS 2005 - 2009, Industry)



Chapter 2

Adopted 05.29.12

Land Use and Character

Introduction

The purpose of this chapter is to establish the necessary policy guidance to enable the City to plan effectively for its future growth, redevelopment, and character enhancement while respecting the existing land use pattern. Sound planning will ensure that Fremont grows in harmony with the natural environment, transportation pattern, public services, employment opportunities, and existing infrastructure.

The policies and guidance of this chapter, together with the Future Land Use Plan, will aid the decisions of the Planning Commission and City Council. To ensure the outcomes expressed by this plan, it is important to follow the guiding principles, visions, policies, and action recommendations set forth by this plan. Significant decisions about land use and community character may include those that affect the boundaries of the City limits or two-mile planning jurisdiction, the timing and appropriateness of zone changes, requests for service or infrastructure extensions either outside of the City limits or in an area not contemplated for development by this plan, review of subdivision development, or amendments to the implementing regulations, among many others.

Planning Precedent

The last comprehensive plan (1999) set forth a number of goals and principles that both describe overriding assumptions and establish a strategy and vision for developing land. They included:

Chapter Influences

Long-Range Transportation Plan

- Access management
- Thoroughfare planning
- Trails, bikeways, and walkability
- Street and streetscape design standards
- Land use densities and trip generation

Parks and Recreation Master Plan

- Demands for parks and recreation facilities
- Locations and accessibility
- Neighborhood amenities
- Open space preservation and environmental conservation

Chapter 2

Land Use and Character

This diagram illustrates the inherent and interdependent relationships between this and each of the other elements of this plan. Chapter 2 plays a central role in the comprehensive planning process, given the influential nature of the City's plan for its future land use and growth.

Chapter 3, Growth Capacity, Facilities, and Infrastructure

- Provision of adequate public facilities and services
- Timing and sequencing of growth
- Reinvestment in existing infrastructure
- Utility extension policy
- Plan annexation

Chapter 4, Housing and Neighborhoods

- Neighborhood conservation
- Housing rehabilitation
- Housing affordability
- Neighborhood protection from encroaching development
- Life-cycle housing

Chapter 5, Economic Development

- Community character and livability
- Downtown redevelopment opportunities
- Efficient development approvals and permitting
- Available and attractive business and industrial parks
- Suitable development sites

GOALS

- Provide adequate land for projected and potential growth.
- Assure that new development creates the greatest advantages for building the community.
- Encourage the conservation of the existing housing stock.
- Encourage economical extensions of and improvements to infrastructure and services.
- Assure that the community grows in a unified way.

GENERAL PRINCIPLES

- Contiguous development centers
- Managed growth
- A unified community framework
- Growth limit

While taking into account Fremont's historic growth pattern, the 1999 plan could not anticipate the population decline between 2000 and 2009. Despite this loss, which resulted in a much slower pace of development, the City and Nebraska Department of Roads made significant infrastructure upgrades over the past 10 years leading to modest expansion and new construction. Major projects included:

Industrial growth occurred near the airport between 1999 and 2009.

- Construction of the U.S. 275 bypass;
- Development of Fremont Middle School;
- Aquatic Splash Station and Johnson Park;
- Development along Diers Parkway, including the church and school at the intersection of 16th Street and County Road 24-1/2;
- Residential development in the northwest, including extensions of Country Club Estates and Washington Heights subdivisions and new development at Somers Point;
- Industrial development near the Fremont Municipal Airport, including Nutura Pet Products and Southwark Metal Manufacturing Company;
- Industrial infill around South Main, including Palleton of Fremont;
- Expansion of the Deefield subdivision to the southeast;
- Development of Fremont Contract Carriers Business Park to the southeast; and
- Construction of Wal-Mart and Menards along 23rd Street.

In looking forward, Fremont is projected to grow by approximately 2,300 residents by 2030. This growth, compounded by the maintenance and upgrades of existing development, will have implications on infrastructure requirements (new streets, sidewalks and utilities), provisions for increased services and the corresponding facilities and personnel (police, fire, EMS, code enforcement, etc.), and heightened demands for civic spaces and quality of life amenities (parks, trails, community and recreation centers, cultural and entertainment venues), as outlined in **Chapter 3, Growth Capacity, Infrastructure, and Utilities**. All these will be expected, while also protecting and improving the value and integrity of the existing housing and neighborhoods and aiming to preserve the community's identity and small town character.

Together with the warranted revisions of the zoning ordinance, this chapter guides the type, pattern, and character of future development and redevelopment. The decisions that are made in concert with this plan will have long-lasting and significant effects on the quality and sustainability of the community and its economic development.

Planning Considerations and Purpose

Residents of Fremont were instrumental in facilitating the development of the guiding principles, vision, policies, and recommendations

Features of Community Character

Elements of community character include the amount of open space and vegetation, the degree of imperviousness, the arrangement and orientations of buildings and parking areas, the relationship among buildings (scale and spacing) to the site and street, design of buildings, landscaping and screening, sign control, and site amenities.

Why is Community Character important to Fremont?

The community character approach offers many benefits including:

- the ability to determine and realize the intended character of future development;
- an increased assurance as to quality development outcomes;
- improved compatibility within and between districts;
- attraction of highly-skilled workers and high-tech businesses;
- potential premium to the value of housing;
- increased design flexibility to protect natural resources and valued open space;
- fewer zoning map amendments and thus, streamlined approval;
- increased certainty in the development process;
- ability to better plan for infrastructure needs;
- mixed use projects on a by-right basis; and
- buffering that is commensurate with the level of impact on adjacent and abutting properties.

of this chapter. Specifically, they articulated the community's needed areas of improvement and what they would like to accomplish. As related to this chapter, those participating in the early involvement meetings identified the following as future planning considerations. A full summary is provided in *Appendix A, Community Symposium Summary*.

- Downtown redevelopment
- Addressing conditions of blight
- Appearance of entrances, corridors, and neighborhoods
- Determining an appropriate and responsible pattern of future growth
- Availability of convenient, neighborhood serving uses
- Preservation of open space
- Park amenities and partnerships
- Commitment to enforcement and implementation

What is Community Character?

Community character relates to the use of land, but, more importantly, translates the design characteristics that influence the "look and feel" of development. Instead of simply identifying land use, such as low- or moderate-density residential or commercial, a determination of character more distinctly defines the intensity of development and the design features that contribute to its specific nature and appeal. A character focus highlights the range of settings in which land uses can occur from rural to urban.

For instance, Fremont's Downtown has a grid street pattern, sidewalks and street furniture, and greater floor area and building coverage with on-street versus on-site parking. This district has a distinctly urban character—even though it too is commercial in use like that along East 23rd Street. The latter is a contemporary highway commercial strip that features stand-alone buildings, large surface parking areas, and towering signage aimed at passing automobiles. This reflects an auto-urban character. It is this combination of basic land use and the design characteristics of these uses that, more importantly, determine the compatibility and quality of development, as opposed to land use alone. Therefore, this chapter examines the basic use of land in Fremont, along with the character of rural land, neighborhoods, commercial areas, and corridors. This includes such factors as gross and net density, building setbacks and spacing, building scale, lot coverage, amount of open space, and the amount and volume of landscaping. This approach allows the formulation of standards to

[1] The character of this use type depends on the lot sizes, percentage of common open space, and relative densities.

achieve the desired character in both newly developing areas and importantly, the redevelopment of infill areas. Hence, character districts better portray the intended outcomes of development, which offers assurance to neighboring property owners and allows quantification of the associated development impacts (population density, traffic generation, water and wastewater demands, etc.).

FREMONT CHARACTER CLASSIFICATIONS

The City currently uses a land use system generally related to the *use* rather than character of land (see Figure 2.1, Land Use and Community Character Comparisons). Similarly, the zoning ordinance is largely based on use types. With this focus on the use of land there are few or no provisions in either the 1999 plan or the development regulations that affect the character of development, leading to many of the comments expressed during the community symposium.

The following character designations address the pattern and intended character of future development and redevelopment. Each description expresses the typical development type and general characteristics. Potential development code amendments must involve further community dialogue to ensure consensus on the most appropriate and practical strategies for achieving the City's vision and objectives.

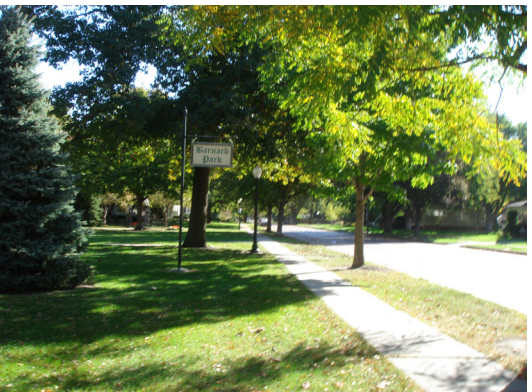
Figure 2.1, Land Use and Community Character Comparisons

Previous Land Use Designation	Future Community Character
Vacant	N/A
Mobile Homes	Auto-Urban Residential
Agriculture and Open Space Urban Reserve	Rural
Civic Agriculture and Open Space	Parks and Open Space
Suburban	
Lake Residential / Conservation Dev't Large Lot Residential Single-Family Residential[1] High Density Residential[1]	Neighborhood Conservation
High Density Residential[1]	Suburban Residential
Mixed Use Limited Comm. / Neighborhood Business District Commercial	Suburban Village
Limited Industrial / Business Park	Business Park (Suburban)
Auto-Urban	
Single-Family Residential[1] Moderate-Density Residential / Urban Residential High Density Residential[1]	Neighborhood Conservation (Traditional)
	Neighborhood Conservation
	Auto-Urban Residential
High Density Residential[1] Mixed Use Commercial	Auto-Urban Commercial
	Auto-Urban Commercial (Neighborhood Center)
Limited Industrial / Business Park General Industrial	Industrial (Auto-Urban)
Urban	
Single-Family Residential[1] High-Density Residential[1]	Urban Residential
Mixed Use Main Street Mixed Use	Downtown (Urban)
Others	
Civic Public Facilities and Utilities	Public and Institutional

Fremont is a freestanding city set against an agricultural backdrop; all four sides are surrounded by cropland and/or undeveloped land. As the City matures and grows, the importance of parks and open space within the community will increase - both for recreational and ecological benefits.

As the City limits extend to the north, development is encroaching on agricultural fields. The Future Land Use Plan and zoning regulations should be used to define the area of future growth and to ensure compatibility and transition between urban and rural uses.

New housing developments should be built in suitable areas and along existing or planned utility lines, rather than "leap frogging" to unsupported areas of the City.



Parks enhance the environment, providing rich landscaping and pervious surfaces to counter the heat island effect of streets, driveways, and parking lots. Barnard Park serves as a recreation area and gathering space for the surrounding historic neighborhood.

Rural

Fremont developed as a market for the surrounding agricultural lands, which reflects this Rural (R) character in the peripheral and outlying areas. Land within this designation has wide open landscapes, with a minimal sense of enclosure and views to the horizon.

Location

- Near the City limits and extending into the two-mile planning jurisdiction.

Development Types

- Individual residences and farmsteads
- Conservation and cluster development to preserve the rural character
- Agricultural and agribusiness uses

Characteristics

- Scattered residential development on large acreages, resulting in very high open space ratios and very low site coverage and density.
- Very large parcel sizes, providing greater detachment from neighboring dwellings.
- Typically, no centralized water or sanitary sewer services. Also, much greater reliance on natural drainage systems, except where altered by agricultural operations.
- Potential for conservation developments that further concentrate the overall development footprint through cluster designs, with increased open space set-aside to maintain the overall rural character and to buffer adjacent properties. (May also make alternative community wastewater treatment methods feasible to eliminate the need for individual on-site septic systems.)
- Extension of urban services is unlikely during the plan horizon.
- Urban encroachment, including large lot subdivisions, should be strongly discouraged.

East side just outside of U.S. 275

West side just north of U.S. 30

Parks and Open Space

The City has 23 public parks and 441 acres of parkland within its system, which is supplemented by the areas and facilities of local institutions and organizations, such as the YMCA, Fremont Public Schools, and Midland University. This greenspace enhances surrounding land uses, capitalizes on natural assets, and provides a common gathering space. Parks are formally developed recreation areas, sometimes containing manicured lawns, sidewalks, playgrounds, and active space for courts and fields. Open spaces are undeveloped natural areas characterized by sensitive or unique environmental features.

Locations

- Community-wide.

Development Types

- Public parks and open spaces
- Existing and planned, single- and multi-use trails (e.g. bikeways)
- Joint park areas, including City, Fremont Public Schools, Midland University, and Metropolitan Community College ownership
- Public and private recreation areas (e.g., Fremont Golf Course)
- Cemeteries
- Undeveloped natural areas that will permanently remain in public ownership

Characteristics

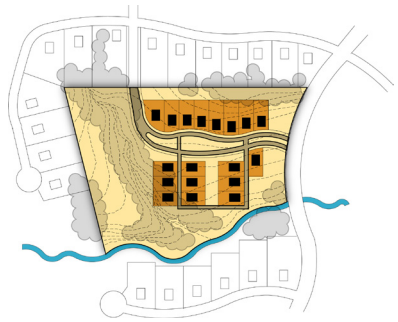
- Public parkland will remain in perpetuity with future parkland acquired to fill gaps and support new development.
- Park design, intensity of development, and planned uses/activities should match area character (e.g., public squares/plazas in Downtown; nature parks for passive recreation in neighborhoods of the suburban areas).

John C. Fremont Park

Aerial View of John C. Fremont Park

Typical subdivision

Clustered development with dedicated open space areas



Conservation subdivision

A community character system allows more than one development type within the same land use district, provided there are certain and adequate standards and controls to realize the intended outcomes. This approach encourages better and more innovative design by allowing development to occur in the context of its environment - whether it is preservation of a natural feature, conservation of environmental resources, or an abutting, incompatible development.

In this example, the City's existing use-based land use and zoning system would require each of these three developments to be in a separate district, even though their relative densities and thus, impacts (e.g. traffic, utility demands, etc.) are the same. On the other hand, the proposed character-based system would permit all three of these in the same land use (and zoning) district. While the form of development or type of house may be different, the character remains the same. This is so as a character-based system uses density and open space measures to control – and ensure – the intended character. These controls may hold the density constant (density neutral) or may allow a bonus as means to provide an incentive to preserve open space and resources or to achieve other community objectives.

Suburban Residential

As new development continues around the City's periphery, a lower density Suburban Residential (SR) development will help to transition rural and urban development.

Locations

- Fremont currently exhibits few Suburban Residential neighborhoods.
- Deerfield is the most notable with its lake providing common open space.

Development Types

- Detached residential dwellings
- Planned developments to provide other housing types (e.g., attached residential) with increased open space to preserve a Suburban character setting
- Public/institutional
- Parks and public spaces

Characteristics

- High degree of open space maintained on the site (compared to predominance of building and parking lot coverage in auto-urban areas).
- Larger lot sizes allow for larger front yards and building setbacks and greater side separation between homes.
- Less noticeable accommodation of the automobile on sites compared to more intensive auto-urban residential areas, especially where driveways are on the side of homes rather than occupying a portion of the front yard space, and where garages are situated to the side or rear of the main dwelling.
- Can establish development options which allow for smaller lot sizes in exchange for greater open space, with the additional open space devoted to maintaining the Suburban character and buffering adjacent properties. (See inset on Page 2.7)

Auto-Urban Residential and Neighborhood Conservation

A majority of the City's housing stock is Auto-Urban Residential (AUR), which is characterized by consistent lot frontages and building setbacks, a regular pattern of driveways, greater proportions of floor area to lot area, and a more uniform home design and scale. Existing AUR housing will be classified as Neighborhood Conservation (NC); whereas new development areas will be classified as AUR.

Locations

- Community-wide.

Development Types

- Detached residential dwellings
- Attached housing types subject to compatibility and open space standards (e.g., duplexes, townhomes, patio homes)
- Planned developments, potentially with a mix of housing types and varying densities, subject to compatibility and open space standards
- Public/institutional
- Parks and public spaces

Characteristics

- Residential areas with less openness and separation between dwellings compared to Suburban areas.
- Auto-oriented character (especially where driveways and front-loading garages dominate the front yard and facades of homes), which may be offset by "anti-monotony" architectural standards, landscaping, and limitations on subdivision layouts characterized by straight streets and uniform lot sizes and arrangement.
- Neighborhood-scale commercial uses are expected to emerge over time and should be encouraged on sites near the edges of Auto-Urban Residential areas, which are best suited to accommodate such uses while ensuring compatibility with nearby residential uses.
- Uniform front setbacks (and, in some cases, minimal variation in individual house design) can create a monotonous street environment.

Deerfield Neighborhood

Aerial View of Deerfield Neighborhood

Day Acres Neighborhood

Aerial View of Day Acres Neighborhood

Neighborhood Conservation, Traditional

The "Traditional" designation identifies housing and street patterns that are characterized by gridded streets, intermittent alleys, and less emphasis on the automobile than Auto-Urban Residential (AUR). This district serves the purpose of protecting and preserving the heritage and uniqueness of this area. Doing so will require unique standards that match the circumstances at the time of development - and presently. No new development will be classified as Neighborhood Conservation, Traditional (NCT).

Locations

- Near Downtown, in the original town area.

Development Types

- Detached residential dwellings
- Public/institutional
- Parks and public spaces

Characteristics

- Integrity of older, intact neighborhoods with protections from significant change in the development type or pattern and reinforcement of existing physical conditions (e.g., prevailing lot sizes, building setbacks, etc.).
- Designed to preserve existing housing stock (and avoid excessive nonconformities and variance requests), and also to govern periodic additions, infill, and/or redevelopment activity within the neighborhood to ensure compatibility.
- Depending on the particular neighborhood, customized zoning may provide for small-scale office or retail uses of suburban character on vacant sites at the edge of the neighborhood or other appropriate locations.
- This district is a transition between the AUR and UR districts, which is designed to reflect the unique character of Fremont's historic neighborhoods.

Urban Residential

Urban Residential (UR) may transition the fringes of Downtown to the nearby neighborhoods. This area is characterized by more intensive development, which may be dense, detached single-family dwellings or two- and three-story attached units.

Locations

- Fremont currently does not have any Urban Residential areas of development.

Development Types

- Attached residential dwellings
- Detached residential dwellings on small lots
- Mixed use (on single sites and within individual structures)
- Live/work units
- Public/institutional
- Pocket parks, plazas, and civic spaces

Characteristics

- Predominant Urban character (building forms, pedestrian emphasis, site coverage, on-street parking, etc.), but less intensive than Downtown.
- May exclude some auto-oriented uses that, due to the amount of surface parking, cannot achieve an Urban character. (e.g. apartment complexes)
- Public/institutional uses should be designed of an Urban character.
- Alleys and rear-access garages can reinforce an Urban character of blocks with detached residential dwellings.
- Greater reliance on on-street or structured parking. The prevalence of surface parking detracts from an Urban character and introduces Auto-Urban elements into the Downtown area.
- An area of a City conducive for pedestrian activity and interaction.

Barnard Park Neighborhood

Aerial View of Barnard Park Neighborhood

Urban Residential in Omaha

Urban Residential in Lincoln

Street design and parking are fundamental to the definition of character. How the automobile is accommodated within or for a development, as to the type (on- or off-street) and amount of parking, means of access, and the percentage of landscape surface and landscaping, determines whether it is of suburban, auto-urban, or urban character.

In an Auto-Urban environment, the parking lot dominates the visual landscape and often occupies a greater percentage of space than the building and landscaping.

In an urban context, parking is typically located on-street, in centralized public lots, or within structured garages. The emphasis on the building and sidewalk promotes pedestrian activity.

A suburban character is denoted by its relative "greenness" by reason of its landscape surface, landscaping, residential-like design, and usually minimized parking.

Suburban Village

Outside of Downtown Fremont and along the major corridors, commercial uses should be designed at a neighborhood scale in clustered nodes. Rather than linear strips, these village centers will have much smaller building footprints than businesses found on 23rd Street, and they typically cater to neighborhood conveniences such as drug stores, professional services, and boutique retail uses.

Locations

- Suburban Village developments in Fremont include homes that have been converted to offices.
- Proposed locations include smaller commercial centers surrounded by neighborhoods.

Development Types

- Mixed use (on single sites and within individual structures)
- Attached residential dwellings
- Live/work units
- Commercial retail
- Office
- Public/institutional
- Entertainment
- Parking structures
- Parks, plazas and civic spaces

Characteristics

- Pedestrian-oriented setting
- Minimum two-story structures encouraged.
- Reliance on on-street parking, centralized public parking, and where feasible, structured parking.
- High degree of open space and landscape surface.

Lutheran Family Services

Lutheran Family Services (Site Plan)

Auto-Urban Commercial

Most of the commercial development in Fremont is characterized as Auto-Urban Commercial. These properties are designed for automobile (rather than pedestrian) use, with buildings set back from the streets and surface parking lots along the frontage.

Locations

- Community-wide, principally along the main corridors

Development Types

- Wide range of commercial retail and service uses, at varying scales and intensities depending on the site
- Office (both large and/or multi-story buildings and small-scale office uses depending on the site)
- Public/institutional
- Civic and public spaces

Characteristics

- Auto-oriented character may be enhanced with better building and site design.
- The large retail buildings along 23rd Street are indicative of an Auto-Urban character.
- A largely horizontal development pattern.
- A very open environment, but mainly to accommodate extensive surface parking versus the more prominent green spaces found in Suburban areas.
- Significant portions of development sites devoted to vehicular access drives, circulation routes, surface parking, and loading/delivery areas, making pavement the most prominent visual feature versus green or open areas.

*Despite the high-quality architecture and landscaping of the example below, the majority of the site is dedicated to parking.

Downtown (Urban)

Downtown Fremont retains the historic fabric and design of its original town center. This urban environment is located in the City's geographic center, getting progressively less dense with distance. Sidewalks are scaled for pedestrian rather than automobile use, and original buildings have been mostly well preserved.

Location

- Approximately bounded by the railroad to the south, Union Street to the east, H Street to the west, and 10th Street to the north.

Development Types

- Mixed use (on single sites and within individual structures)
- Attached residential
- Live/work units
- Commercial retail and office
- Public/institutional
- Entertainment
- Parking structures (where feasible)
- Civic and public spaces

Characteristics

- Most intensive development in City.
- Streets framed by buildings with zero/minimal front setbacks.
- Greatest site coverage.
- Minimum two-story structures encouraged.
- Reliance on on-street parking, centralized public parking, and where feasible, structured parking.
- Public/institutional uses designed of an Urban character (e.g. Dodge County Courthouse)

Prairie Fields on 23rd Street

Aerial View Prairie Fields

Downtown Fremont

Aerial View of Downtown

Higher intensity uses, such as business and industrial parks, must be screened, buffered, and strategically located to minimize their impact.

Storage and industrial buildings can be effectively screened through landscaping. The dense plantings in front of this equipment shed complement the arboretum atmosphere at Memorial Cemetery.

City parks serve as effective buffers between potentially conflicting land uses. Buckridge Park is a good example; its pocket park scale and strategic location separate neighborhood homes from the railroad and an industrial plant.

The Fremont Municipal Airport is a high-intensity, institutional use on the west side of town. The site has been surrounded by commercial, industrial, and recreational uses to offset negative impacts on nearby residential neighborhoods.

Business Park (Suburban)

The prototypical Business Park (BP) is suburban in character, typically in a campus-style setting featuring reduced site coverage and increased open space, together with enhanced building design. As the City upgrades its infrastructure (e.g. fiber network) to attract new companies to the area, the Business Park setting will be an attractive alternative to auto-urban office and warehouse industrial parks.

Locations

- Fremont currently does not contain any sites with this classification.
- Proposed areas include land near the Morningside Road and U.S. 275 intersection and the Yager Road and 29th Street intersection, among others.

Development Types

- Primarily office, medical, and technology/research uses
- Possibility of light industrial uses (including warehousing/distribution), but well screened and in buildings with enhanced architectural design
- Commercial retail uses (secondary to primary office focus, to serve local workers and visitors)
- Public/institutional
- Common green spaces

Characteristics

- Typically a minimum open space ratio of 20%-30%, which still allows for a sizable cumulative building footprint since most developments involve large sites.
- Extensive landscaping of business park perimeter, and special streetscaping and design treatments at entries, key intersections, and internal focal points.
- Development outcomes often controlled by private covenants and restrictions that exceed City ordinances and development standards.
- Intended to create a highly attractive business investment environment.
- Site operations are conducted indoors with no outdoor storage or display.

Business Park Prototype

Business Park Prototype

Industrial (Auto-Urban)

Fremont's industrial developments have an auto-urban character, predominantly characterized by large parking and storage areas and minimal greenspace. These areas can be enhanced through landscaping and buffering standards, master-planning via "industrial parks," and optimal site selection. The City's existing industrial buildings are a mix of older and new brick and metal buildings scattered throughout the City.

Locations

- Fringes of the City mostly to the east and south, with pockets along the northern edge of development.
- Near Fremont Municipal Airport.

Development Types

- Heavy and light industrial
- Heavy commercial
- Office uses accessory to a primary industrial use
- Public/institutional

Characteristics

- Typically auto-oriented character, although industrial park developments may feature more open space and landscaping, regulated signage, screening, etc.
- Outdoor activity and storage, which should be screened where visible from public ways and buffered from residential areas.
- Certain publicly owned uses (e.g., public works facilities, fleet maintenance, treatment plants) are best sited within industrial areas.

Institutional (Auto-Urban)

The City has a diversity of institutional structures that vary in character, function, and scale. Due to the site-specific nature of their design, layout, and use, these facilities should fit within their environmental context - whether it's an urban civic building Downtown or a utility plant located on the fringe of the community.

Locations

- Community-wide.

Development Types

- City-owned buildings and facilities, including City Hall, Keene Memorial Library, and the police and fire stations
- County-owned buildings, such as the Dodge County Courthouse
- Midland University and Metropolitan Community College
- Buildings and facilities of Fremont Public Schools
- Fremont Family YMCA
- Churches and accessory buildings
- Public parking lots and structures
- Non-governmental civic functions (e.g. Chamber of Commerce)
- Museums

Characteristics

- Customer service functions of the City should be located close to Downtown for easy access and visibility.
- Extensive landscaping of business park perimeter, and special streetscaping and design treatments at entries, key intersections, and internal focal points.
- Outdoor activity and storage, which should be screened where visible from public ways and buffered from residential areas.
- Certain publicly owned uses (e.g., public works facilities, fleet maintenance, treatment plants) are best sited within industrial areas.

Somers Ave. and 23rd St. Intersection

Aerial View of Intersection

Municipal Utilities Plant to the Southeast

Aerial View of the Utilities Plant

GUIDING PRINCIPLES

A culmination of planning precedents and community input laid the groundwork for Map 2.1, Future Land Use Plan. The following principles guide Fremont's future land use and community character:

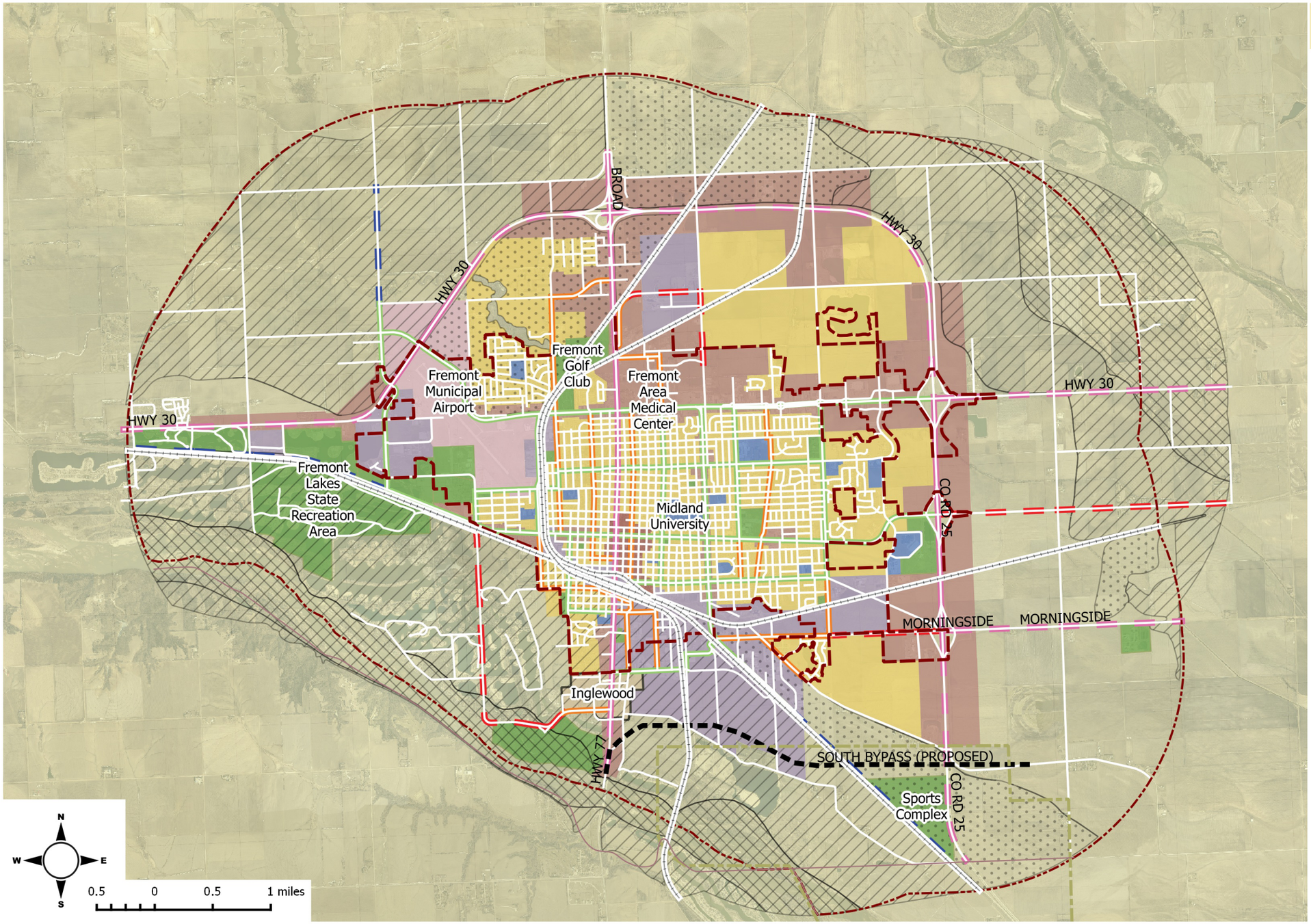
- Effectively manage and guide future growth toward a compact and fiscally responsible pattern of development.
- Preserve the community's rich and valued open spaces and environmental resources while adopting more sustainable development practices that use these resources to their advantages.
- Develop and redevelop Downtown to regain its stature as a local and regional destination of living, culture, entertainment, and community gathering.
- Rehabilitate existing community assets and infrastructure, before developing new ones, in order to grow from within.
- Preserve community heritage through historic preservation/restoration and neighborhood improvements.
- Enhance the character and aesthetic attractiveness of the community and its neighborhoods, districts, and major corridors.
- Ensure commercial, residential, and industrial land availability to attract new businesses and residents to the community.
- Monitor the intensity and direction of land uses with respect to the Long-Range Transportation Plan, ensuring street and sidewalk infrastructure is adequately funded and maintained to support growth patterns.
- Support housing rehabilitation and the development of residential areas that offer a wide range of housing types and price points.
- Partner with local institutions, nonprofits, and private associations to garner community buy-in, lower costs, and maximize public benefit.
- Systematically develop and upgrade the parks and recreation system in coordination with new development patterns to ensure community livability and neighborhood attractiveness.
- Proactively initiate and maintain current and long-range planning programs, initiatives, regulations, and enforcement measures.

POLICIES AND RECOMMENDED ACTIONS

Throughout the planning process, a number of issues and concerns were expressed related to land use compatibility, coordination of infrastructure with community growth, entry corridor design and appearance, and Downtown and neighborhood redevelopment. These discussions formed the basis of the following focus areas, along with analysis of existing conditions; review of the current plans, ordinances, and practices; and examination of the planning and development process — all within the context of recent development patterns. The areas of focus are as follows:

- Downtown Renaissance
- Corridor and Gateway Enhancements
- Patterns and Design
- Future Land Use
- Airport Facilities

This section provides potential action strategies for responding to the key planning areas related to Fremont's community character and land use. It should be noted that many of the proposed actions in this particular chapter involve regulatory considerations. This is because this core element of the Comprehensive Plan provides the most direct policy direction for guiding and influencing the future use of land and character of ongoing development and redevelopment in the City and its planning area.



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100 -Year Floodway
- Zone AE
- Zone A0-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

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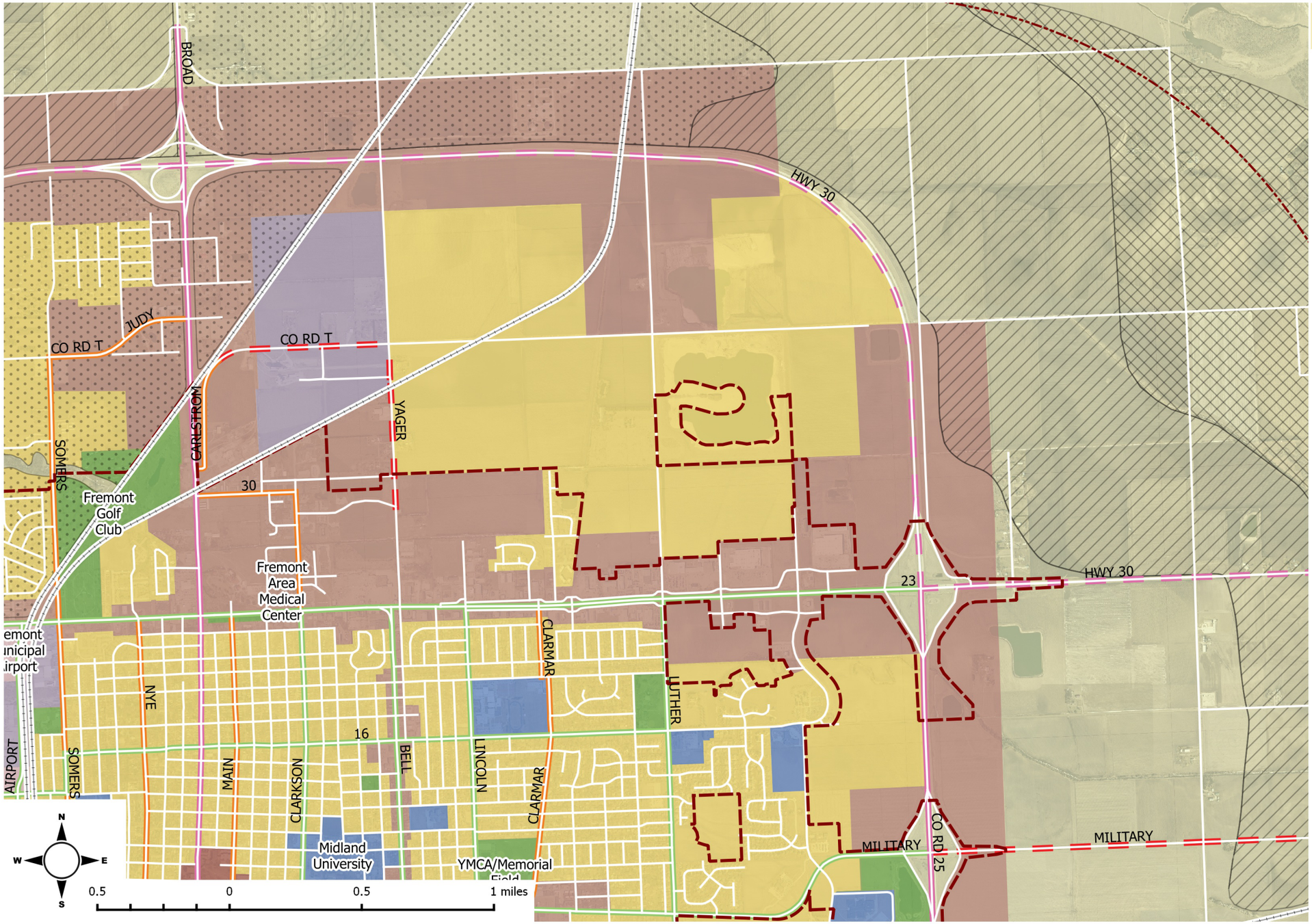

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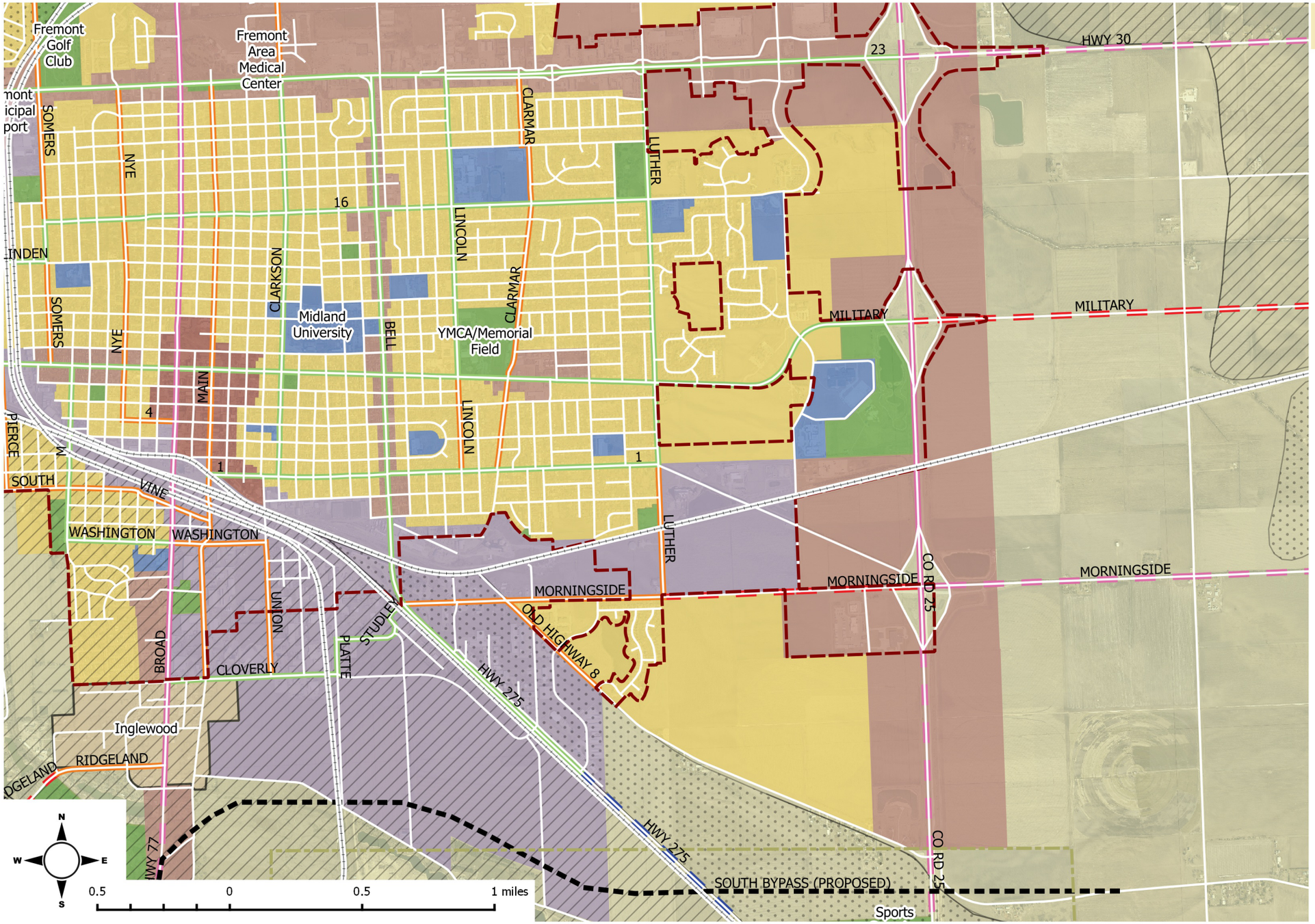

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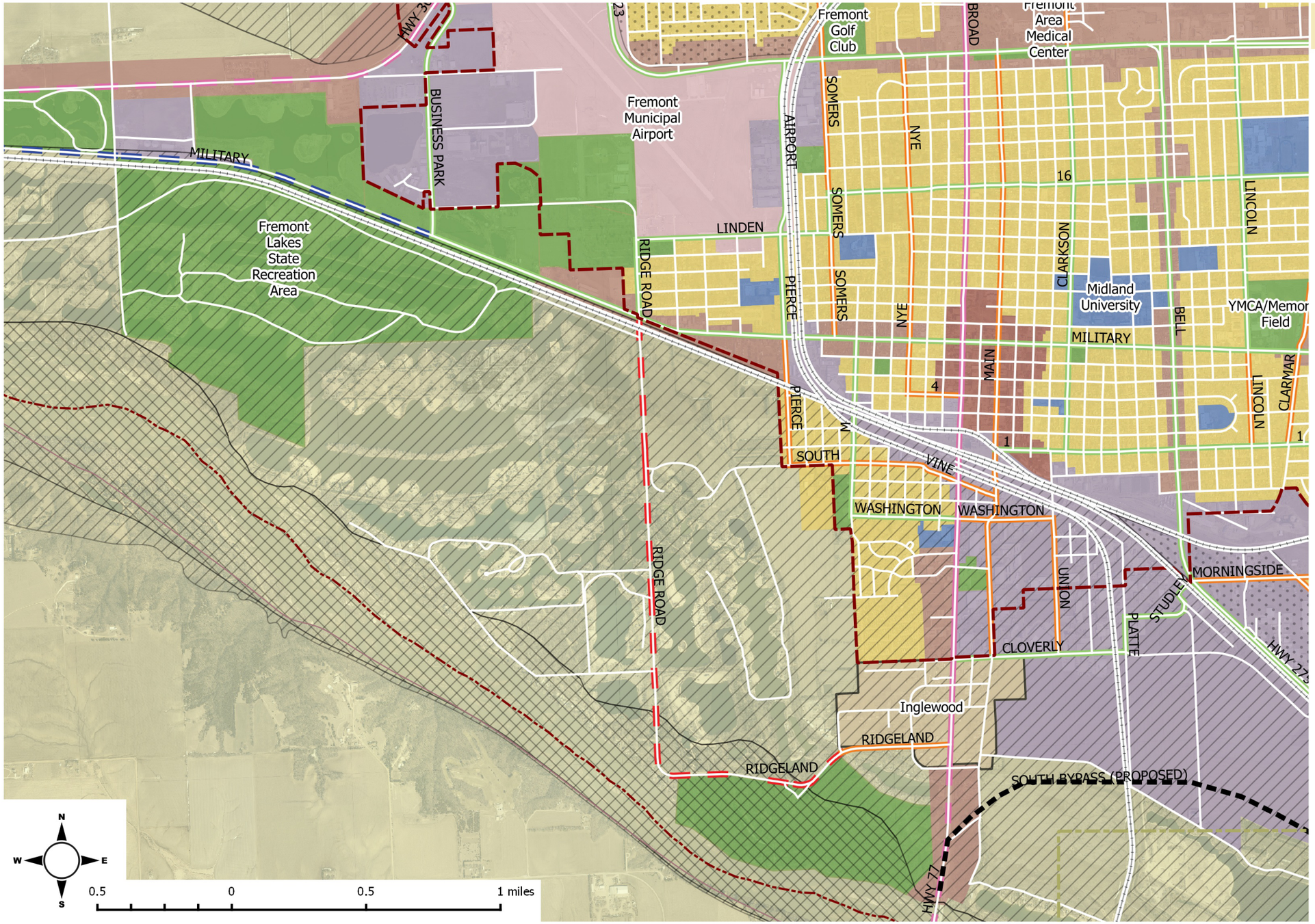

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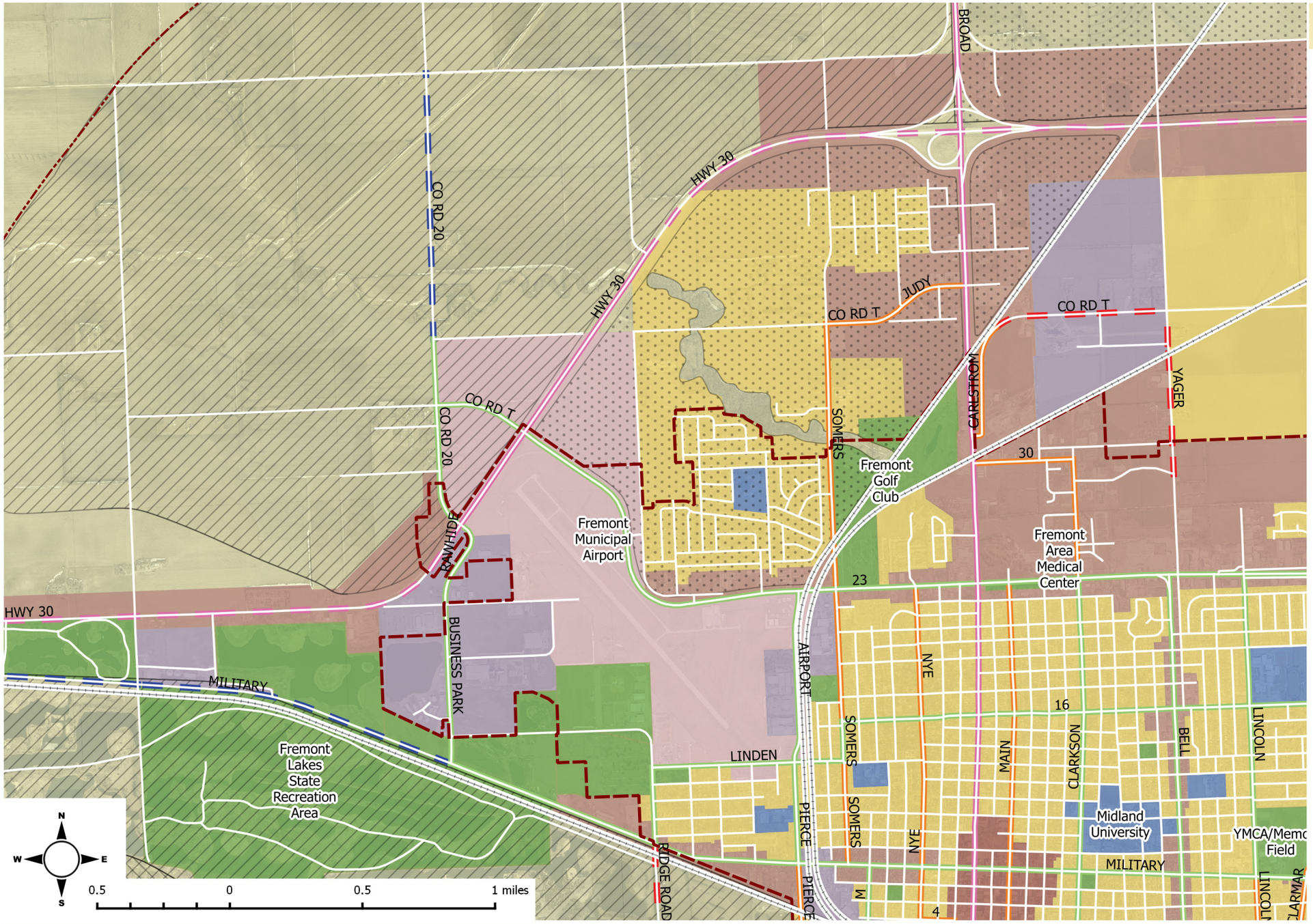

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Downtown Renaissance

Vision

Downtown's urban character presents a walkable, mixed use environment that serves as the City's primary civic, cultural, and entertainment destination, and as an important commercial center.

Context

Downtown is the City's historic center, housing the Dodge County Courthouse and a number of long-standing cultural, commercial, and civic buildings. As in city centers across the country, new commercial activity has shifted to big-box retail outlets and strip malls outside of Downtown, particularly along 23rd Street. This transition has occurred over many years and warrants regeneration and repurposing of Downtown. Given its central location among the City's well-established neighborhoods and its proximity to Midland University and Metropolitan Community College, Downtown is well-situated to cater to residents and students, as well as regional visitors and tourists. The nature of businesses and the types of activities and attractions must appeal to all sectors.

A Rich Mix of Uses and Activities

POLICIES

- Downtown and its immediate fringe areas will offer a wide variety of housing options to support retail, restaurants, professional services, and entertainment venues.
- Downtown should serve as a central gathering place, allowing for people to congregate, network, and exchange goods and services.
- Zoning regulations should reinforce an urban character, including uses and development standards that observe the building frontages, strong pedestrian streetscape, and on-street versus off-street parking.
- Future public investments in major civic and cultural institutions (e.g. museum, library, city hall) should be located in the heart of Downtown.
- Quality, affordable housing developments will be allowed to help create market-rate housing, as well as first-floor retail uses.
- The City will adopt a proactive stance in regenerating Downtown by establishing necessary financial and institutional structures, and through opportunistic market intervention. This potentially includes taking a controlling interest in key redevelopment sites.
- The City will work to support and leverage the Main Street organization to move it toward eventual self-sufficiency, and to expand its sphere into physical as well as programmatic activities.

RECOMMENDED ACTIONS

- Amend the zoning regulations to encourage and allow vertical mixed-use (residential use on upper floors above ground-level retail, office, or services) and live-work units in the Downtown district.
- Develop a new civic node near the Dodge County Courthouse. This gathering space could include a public plaza and/or an open market (with indoor/outdoor stalls) in the vicinity of 4th/5th Street at Park Street and streetscape improvements such as street furniture, shade trees, and pedestrian kiosks and lighting. The recommended site includes the incorporation of the Flea Market Building and the public parking lot near the courthouse. (See Figure 2.2, Downtown Concept Plan).
- Encourage shared parking leases (i.e. between daytime/weekday uses and evening/weekend uses) and relax parking standards for new housing development where it can be shown that off-site accommodations have been made.
- Develop a new professional services hub at the major intersection of Military and Broad Streets, which may include modern offices, ground-floor retail, and structured parking (as feasible).
- Designate the southern half of Downtown as the "Lower Downtown Warehouse District," which is to include live-work/flex-space units, clean production and merchandising, and stall space for artisans.
- Conduct a parking study to explore opportunities for shared parking and various parking configurations in Downtown.

(Continued on Page 2.17)

Downtown features a number of free public parking lots (and a parking deck) that help to attract residents and visitors to the Downtown area.

1 Professional Services Node

- Three-corner redevelopment
- Modern professional office (mid-rise)
- Ground-floor retail
- Responsive to heavy vehicle traffic

2 Civic Promenade

- Emphasis on Park Avenue, with connections to the Chamber and Opera buildings
- Main civic spine connecting park to courthouse/public market
- Entertainment focused retail

6th Street Urban Development

- Landmark public buildings (City Hall, Library, Museum
- Parking Structure

3 Mixed Commercial Service Oriented

- Responsive to heavy vehicle traffic

4 Lower Downtown Warehouse District

- Live-work/flex space
- Clear production/ merchandising
- Artisanal manufacturing sales
- Key opportunity site

New Civic Node

- 5th Street plaza
- Public (open market)
- Park Street improvements

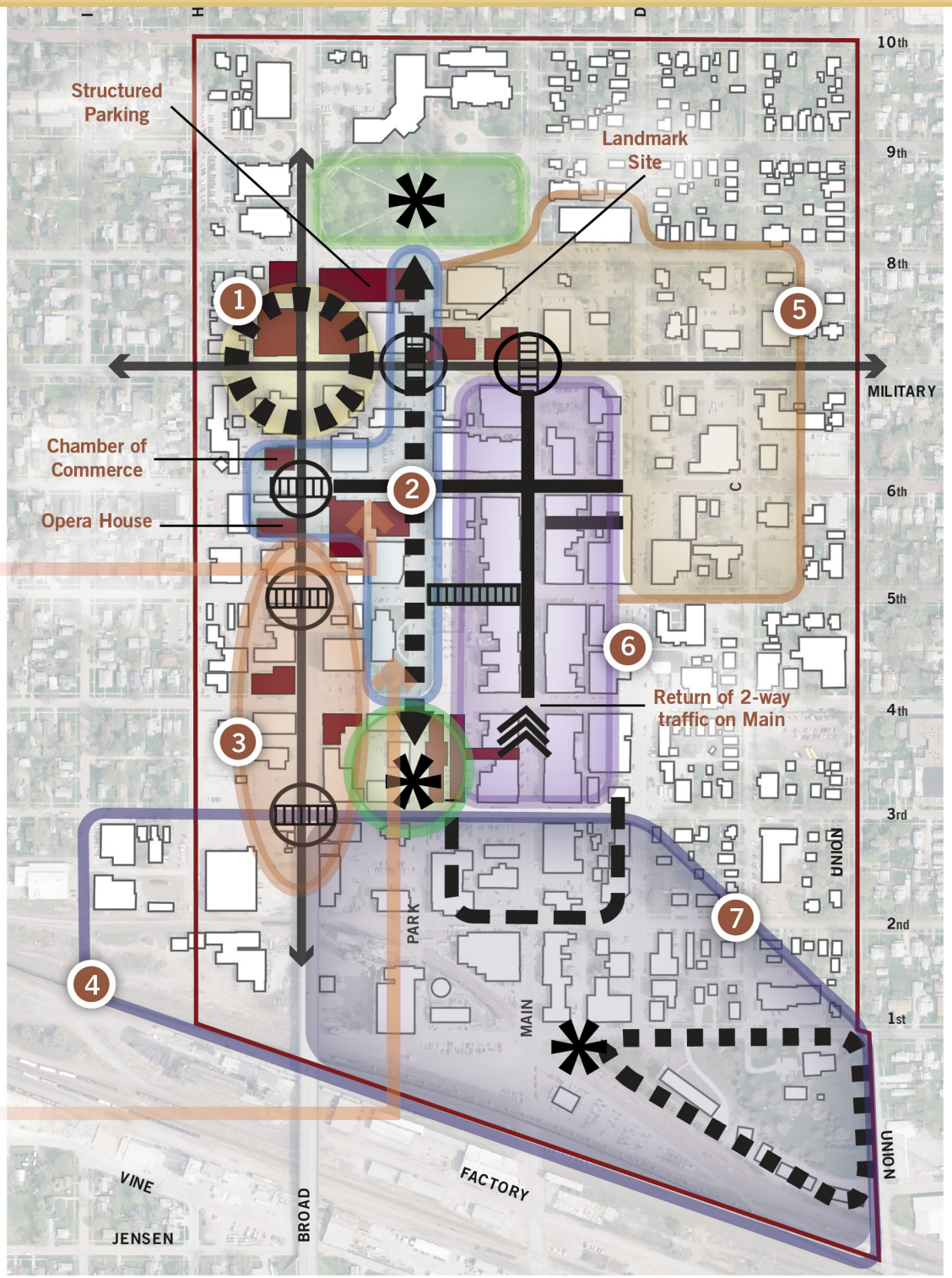


Figure 2.2
Downtown Concept Plan

Urban Redevelopment and Infill

- Buildings close to sidewalk
- Structured or rear parking only

5 Existing Office Cluster

6 Main Street Retail/Hub Restoration

- Upper floor office and housing
- Public plaza at 5th Street between Main and Park streets

7 Public (Open) Market

- Indoor/outdoor stalls
- Incorporation of flea market building and public parking lot
- Landmark feature

Key intersection
Accented Crosswalk
Wayfinding, Public art

Major landmark

Existing streetscaping

Proposed streetscaping

Major circulation

Key redevelopment area

What is a Downtown Development Corporation?

A Downtown Development Corporation would play a crucial role in bringing the public and private sectors together as partners in Downtown Fremont's redevelopment and revitalization. Its activities would range from funding initiatives, such as a revolving loan fund program for facade rehabilitation, to economic development initiatives, such as public-private real estate and business development, long-term planning, and leadership in the implementation of a new Downtown Master Plan.

- Design street rehabilitation, sidewalk/crosswalk installation, park/plaza, and streetscape projects to complement a more urban, mixed-use, and walkable environment in locations planned and zoned for Downtown character.
- Establish a semi-autonomous Downtown Development Corporation to drive the overall Downtown regeneration effort. The corporation will be charged with initiating development projects and helping retain and recruit Downtown businesses by providing technical and financial assistance. It will be professionally staffed and preferably led by a working board consisting of experts in real estate development, construction management, marketing, and business consulting.
- Increase the functionality and activity of Fremont's Community Redevelopment Authority (CRA). According to §18-2107 of the Nebraska Revised Statutes, the CRA is granted the power to borrow money and accept loans and grants; prepare and recommend redevelopment plans to the City Council; carry out redevelopment projects; designate a tax levy; acquire land and convey property to private developers; and implement tax increment financing for redevelopment projects. See page 5.9 for more details.

Beautification and Theming

POLICIES

- Downtown should have an inviting, integrated appearance with strong visual ties between the streets, sidewalks, building facades, and parking.
- Streetscape improvements, including strategically placed entry monuments, street furniture, banners, lighting, and landscaping, should present a unified Downtown identity.
- Property owners should continue to be educated and encouraged toward good design through a combination of incentives, code-based standards, and public recognition.

RECOMMENDED ACTIONS

- Adopt design standards for high-density residential development, which may include provisions for building form and scale, articulated building walls, building orientation, architectural detailing, roof types and materials, façade enhancements, and acceptable building materials.
- Develop design standards to guide the construction of new buildings and improvement of existing buildings to ensure compatibility of the architecture and cohesiveness with the historic integrity of Downtown. For example, floor area ratios and build-to line requirements should be adjusted in the zoning ordinance to prohibit the intrusion of suburban or auto-urban character types into Downtown.
- Design and install distinct monuments and gateway treatments in Downtown (in addition to the monument signage at 6th and Broad). Elements may include vegetated walls, decorative lighting, street and sidewalk patterns, and other unique design treatments.
- Through Main Street of Fremont, continue to offer mini-grants to existing commercial property and business owners to help finance building façade improvements, enhanced landscaping, or other site upgrades that might not otherwise occur, and where no construction or expansion activities are planned that would trigger compliance with newer development standards.
- Establish a design theme for the Downtown district that complements the City's branding study. This may include parameters of architecture, signage, lighting, enhanced streetscape, public art, and other amenities. The theme should allow individual expression while ensuring a semblance of design cohesiveness.
- Create a Downtown Tax Increment Financing (TIF) district to help fund many of the above-

Tax Increment Financing (TIF)

TIF is a public financing tool used to assist economic development projects by capturing the projected property tax revenue stream to be created by the development and investing those funds in improvements associated with the project.

mentioned improvements and as a potential low-interest financing source for design-compatible projects. Reimbursement of certain pre-development costs (design, market feasibility, etc.) should be TIF-eligible.

Downtown as the City Center

POLICIES

- Downtown should be designed with an urban character. Buildings should be placed along the sidewalk, and parking should be located on the street or in centralized public parking lots or a structure.
- Parking requirements should not serve as a deterrent to residential development in the Downtown district.
- Downtown should be designed as a pedestrian-friendly environment, characterized by wide sidewalks, safe intersections and crosswalks, and buildings placed along the sidewalk.
- Redevelopment priority will be given to the rehabilitation and reuse of empty buildings over new construction.
- Downtown is the center of the City's public and civic life. Important public institutions should be located or re-located in or near Downtown (e.g. along Park Street) to allow for efficiencies (such as joint parking) and to create the most dramatic visual and market impact.
- Businesses should cater to a diversity of age groups and activities, including late night entertainment.
- Downtown streets, sidewalks, parking lots, and gathering spaces should be able to support (and be actively programmed for) medium and large civic events, such as John C. Fremont Days.
- The City will consider the impact of further commercial development on its periphery on the competitiveness and economic vitality of Downtown.

RECOMMENDED ACTIONS

- Amend the zoning standards for Downtown to establish a build-to line rather than a minimum setback. The current regulations allow for zero front yards but do not require, allowing the potential to disrupt the front building line.
- Incorporate weekend and nighttime shopping events and historic programming that can bring life to Downtown after typical office hours, thereby encouraging a vibrant, multi-cultural "24/7" nightlife. This type of activity will be particularly attractive to students, young adults, and families who seek such amenities and cultural attractions in their community.
- Consider creative parking standards for Downtown residential uses, to accommodate apartments and senior living residences. Zoning regulations currently require: 1.5 spaces per efficiency or 1 bedroom apartment, 1 space per independent living unit, and 0.5 spaces per assisted living unit. Downtown residential uses may be exempted from off-street parking requirements upon receiving a conditional use permit.
- Preserve the historic significance of downtown through development and employment of updated historic design standards for alterations to existing buildings. This may come in the form of a pattern book to ensure the architectural appropriateness of newly constructed buildings.
- Continue partnering with Downtown organizations and businesses to coordinate programming, theming, sales events, operating hours, and parking.
- Create a new Downtown Master Plan and corresponding Economic Development Strategy that will provide design guidelines, policies, and implementation strategies to guide the redevelopment of Downtown.
- Follow previous traffic study1 recommendations that returns two-way traffic along Main Street.
- Work with foundations and charitable organizations to acquire and redevelop strategic properties and establish a revolving fund for low-interest (or interest forgiveness) programs for building rehabilitation and adaptive reuse.

Corridor and Gateway Enhancements

Vision

The City's commercial corridors and gateways will be repurposed as well-designed and attractive avenues or boulevards that promote a sense of arrival and present a cohesive community identity.

Context

As retail, housing, and office have moved to the community's periphery over time, the City's commercial corridors become focal points throughout the community. Areas of focus include 23rd Street from U.S. 30 to U.S. 275, Bell Street from 23rd Street to Linden Avenue, and Military Road from County Road 19 to Pierce Street. Generally, all three corridors have an auto-urban character (i.e. large building footprints set back from the street with parking lots in the front). This trend is especially visible along 23rd Street, the City's northern gateway and primary destination for national retailers. Several strategies will be evaluated to improve the appearance and functionality of these transportation arteries.

Beautification

POLICIES

- The City will manage the appearance of its gateways and corridors through proactive planning, stepped-up enforcement, and renewed public investment.
- Site improvement standards will be developed and applied to unsightly corridors to facilitate reinvestment and regulatory compliance.
- New development along 23rd Street and the City's other primary arteries will be designed with an increased standard of quality and appearance.
- Redevelopment and improvements along Bell Street will match the existing neighborhood character and scale.

RECOMMENDED ACTIONS

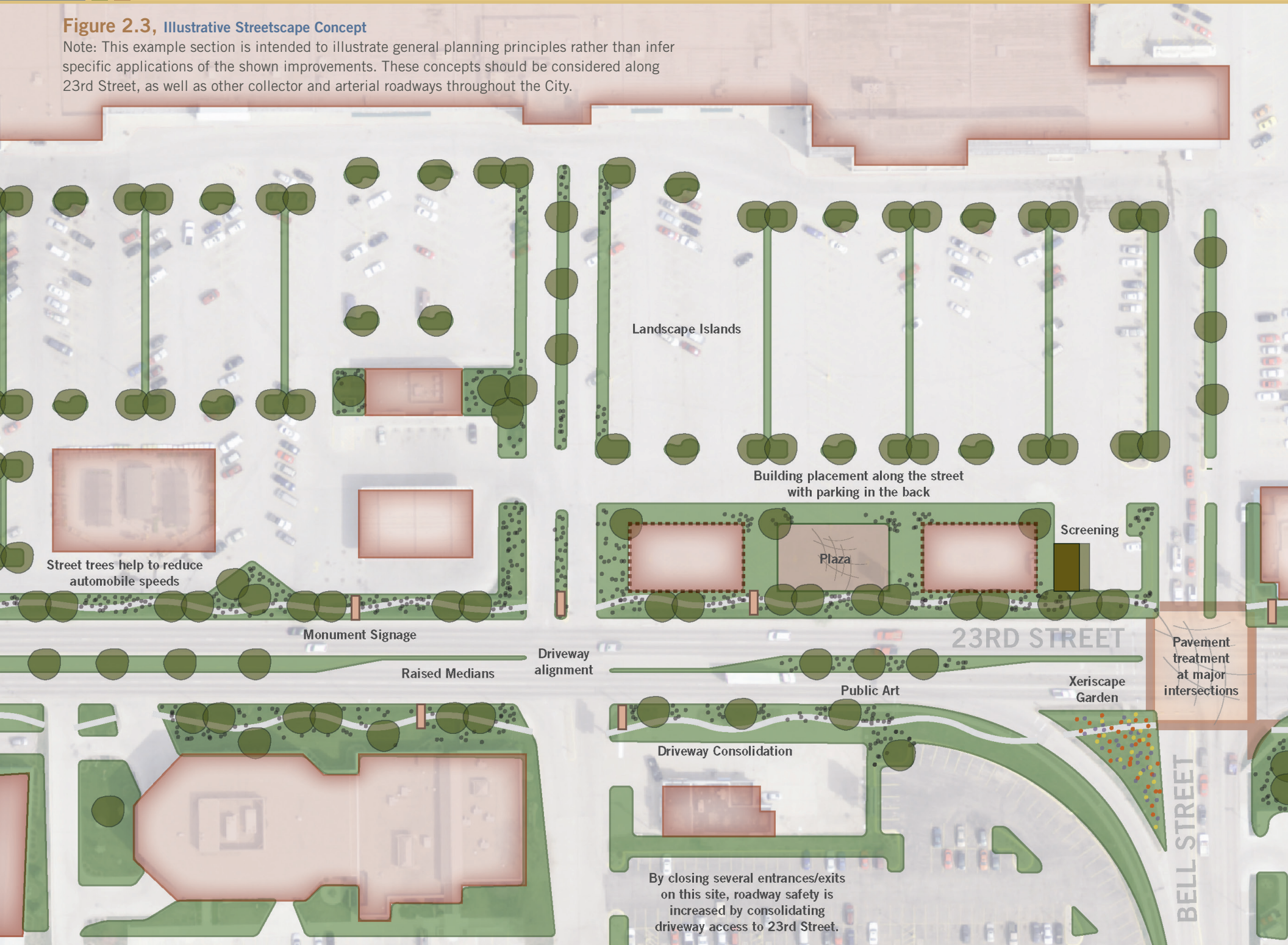
- Develop a corridor and landscape plan along 23rd Street - stretching from the U.S. 275 interchange to the U.S. 30 interchange. The plan should document the physical elements that contribute to its appearance (including use types and activities, outdoor storage and display, pavement and other surface types, fencing and screening, landscaping, building scales and setbacks, signage, etc.), together with a strategy and regulatory approach. The plan should establish a basis for drafting new site development standards for which compliance would be required either at the time of an occupancy or zoning change, a building permit, or amortized in given time increments (see Figure 2.3, Illustrative Streetscape Concept).
- Design and construct signature gateway and streetscape treatments at high-profile entry points into Fremont, as well as at key intersections and locations within the community. The gateway improvements (e.g., monument signage, flags/banners, landscaping, special lighting, public art, etc.) should be carefully sited and of sufficient scale and quality design to stand out from other corridor signage and visual elements. The recommended locations include the intersections of 23rd Street and U.S. 275, 23rd Street and Airport Road, Military and Ridge Roads, Bell and Cuming Streets, and Military Road and U.S. 275 .
- Acquire natural areas and other open space at the outer entrances to Fremont in order to create a natural visual gateway. Where land is not available, create structural gateways and other means to enhance Fremont's appearance as a special place.
- Work with the Nebraska Department of Roads (NDR) to incorporate design approaches that further the intended character themes in all construction and rehabilitation projects involving the community's primary, high-profile corridors.
- Consider increasing landscape standards to specify:
    - Street trees adjacent to all street right-of-way, based on a ratio of trees per linear feet of commercial frontage.

(Continued on Page 2.21)

The "Welcome to Fremont" granite monument along South Broad Street is an excellent example of high-quality gateway signage.

Figure 2.3, Illustrative Streetscape Concept

Note: This example section is intended to illustrate general planning principles rather than infer specific applications of the shown improvements. These concepts should be considered along 23rd Street, as well as other collector and arterial roadways throughout the City.



What are Complete Streets?

Complete Streets are those that are designed for the use and comfort of all users, whether on foot or bicycle or in a car, bus, or truck. Complete streets may include sidewalks, bike lanes, frequent and safe crossings, medians/pedestrian refuges, curb extensions at intersections, narrower travel lanes, roundabouts, and other improvements.

- Landscaping within parking lots that is based on a ratio of islands per parking spaces, instead of five percent of the interior landscaped area of a parking lot as now required. This will allow a better distribution of landscaping to provide a landscape aesthetic, while also reducing the heat island effect of the paving area.
- Provision for pervious pavers and other surface materials that reduce stormwater runoff.

Safety and Access Management

POLICIES

- The City's corridors will accommodate the travel of all modes of transportation, including pedestrians, bicyclists, and motorized vehicles.
- Corridors will be designed to balance safety with convenient access to businesses.
- Driveway access and median openings along arterial corridors should be limited to consolidated driveways and major, signalized intersections.

RECOMMENDED ACTIONS

- Conduct a study to evaluate the feasibility of raised medians along major corridors, including 23rd Street, East Military Avenue, East Morningside Road, North Broad Street, and/or North Ridge Road. Spacing between median openings must accommodate left-turn lanes with proper deceleration and stacking lengths.
- Amend the subdivision regulations to include better access management standards to control the number, location, width, and design of property access points.
- Conduct an inventory and construct or reconstruct sidewalks where there are gaps or poor conditions.
- Adopt a complete streets policy and subsequently amend the street design standards.

Enhanced Development Character

POLICIES

- The City's Auto-Urban Commercial areas will be improved with better standards for the arrangement of buildings and parking, site landscaping and screening, and sign control, among others.
- Suburban Village development, particularly along Bell Street and Military Road, will be used in close proximity to neighborhoods and along commercial frontage to enhance the development character through heightened building and site development standards.

RECOMMENDED ACTIONS

- Establish site design standards in the context of their intended character. For instance, Auto-Urban Commercial areas will have heavily screened and landscaped parking lots, improved building standards, and better sign control.
- Restructure the CC (Community Commercial) district to reflect a Suburban Village standard. This district would include better standards to complement and to be compatible with adjacent neighborhoods. Standards would require development to be "residential in appearance" with a similar scale and height, pitched roofs of similar composition, more green space and landscaping, and provisions for lighting, signage, and site design.
- Establish site design standards to require parking to be located at the side and/or rear of buildings (rather than in front). On sites where this is infeasible by way of its size or orientation, the standards should include a broader streetscape bufferyard with increased landscaping and parking lot landscaping. The current landscape buffer requirement is 10 ft. along any street property line.
- Adopt building design standards that relate to building scale and articulation, façade and roofline standards, and building orientation.

Patterns and Design

Vision

The City will maintain a compact and efficient development pattern as the community experiences infill development and new growth.

Context

The railroads of the 1800s set precedent for centuries of a gridded landscape - still benefiting Fremont today. Unlike many similarly situated communities, Fremont has maintained a mostly interconnected network of streets and pedestrian paths which promote the efficient use of infrastructure and public resources. This arrangement of streets and neighborhoods has helped the community sidestep the onslaught of suburban sprawl and haphazard "leap frog" growth found in many comparable communities. The City must strive to uphold the character of existing development while extending and re-creating, rather than replacing, development patterns of the past.

Compact, continuous community form

POLICIES

- The City will grow contiguously to manage the efficiency of public services and municipal infrastructure provision, to maintain a compact and well defined community form, and to oblige its fiscal responsibility.
- The overall development pattern will transition from urban to rural character as the distance from the City center increases.

New development should be compatible with the existing pattern of growth and comply with the community's vision.

- The street, sidewalk, and trail network should be continuous and citywide, connecting eastern neighborhoods and amenities to western ones, and northern neighborhoods and amenities to southern ones.
- The development pattern should promote walking and bicycling within neighborhoods and to neighborhood commercial centers and corridors.

RECOMMENDED ACTIONS

- Employ the City's zoning authority to prohibit leap-frog development in unplanned areas by refraining from premature rezoning decisions.
- Provide incentives to redevelop infill areas that exist within the City's current water and sanitary sewer service areas for accommodating a variety of new, compatible forms of development.
- As part of City-wide trail and sidewalk planning, identify key intersections and mid-block locations for installation of highly visible crosswalks and other bike/pedestrian safety improvements.
- Continue to increase opportunities for bicycling and walking by way of trail expansions, implementation of "complete streets," and construction of sidewalks and other pedestrian improvements throughout the City.
- Require new commercial and residential developments to be integrated with existing or planned trail system expansions.

Character preservation of street, block, and school patterns

POLICIES

- The future land use plan and necessary zoning changes will guide future development character, which addresses the design and intensity of development, the arrangement of buildings and parking areas, and the preservation of open space.
- The character of existing areas will be protected by requiring development of a compatible character or adequately transitioning and buffering areas of different character.
- The traditional street and lot pattern will be respected in the design of new areas adjacent to the original town area.
- New streets must provide direct connections to already developed areas by way of continuing collector streets and providing access to and through the development.

RECOMMENDED ACTIONS

- Create a Neighborhood Conservation zoning district for established neighborhoods that are largely built out and stable, and where no significant change in development type or pattern is expected or desired. The standards for each district should reinforce the existing, prevailing character (e.g., lot sizes, building setbacks, dwelling sizes and styles, building heights and roof pitch, driveway location and design, garage placement relative to the street and principal structure if separate, sidewalk location and design, etc. and allow for building additions and site improvements). This approach ensures that existing neighborhood character is maintained in case of any redevelopment or infill activity.
- In order to promote improved street connectivity across the community, Fremont should consider applying regulations from the Traditional Neighborhood Development (TND) District to all Planned Unit Development (PUD) Districts. Within the TND District, the current regulation prohibits block lengths longer than 660 feet. As an alternative to block length standards, consider use of a connectivity index, which calculate the ratio of street segments (or links) to the number of intersections (or nodes) in the street network. A threshold value is set, with a higher index number reflecting greater connectivity.

Land Use Compatibility and Buffering

POLICIES

- New development will be compatible with existing and well-established neighborhoods through appropriate use, site design, and patterns of development. For example, new development that occurs within or immediately adjacent to the boundaries of a Neighborhood Conservation district must be cohesive in design and suitably transitioned.
- Development patterns should provide for transitions and buffering between various development types (e.g. residential and industrial). Where land uses of incompatible character abut, there should be adequate bufferyards to separate them. Pocket parks and linear greenways function as an effective screening and buffering tool between differing land use character types. Less intense nonresidential development may be appropriate next to residential development with suburban character standards used to mitigate adverse impacts.

RECOMMENDED ACTION

- Incorporate character-based zoning and development standards for non-residential and higher-density housing developments, as this approach directly targets building and site design factors that determine compatibility.
- Consider adding flexibility to the existing screening standards. Section Eight of the zoning ordinance currently addresses the design of screen walls, allowing a combination of landscape material, earthen berms, and fences or walls to achieve compliance. Amend the ordinance to allow alternative bufferyard widths with variations of landscaping, berms, and fences meeting a standard of opacity.
- Monitor opportunities to include screening/buffering elements in capital improvement projects such as roads, parks, and high-intensity civic functions. For example, the City could cover open drainage canals and/or install landscaping and screening that would address compatibility concerns.
- Use individual residential redevelopment projects near non-residential uses as an opportunity to encourage supplemental tree planting, landscaping, walls, and other buffering/screening measures near established non-residential uses.

Future Land Use

Vision

Future growth and redevelopment will be guided by well-defined community character, increased livability, and equitable demands on utilities and infrastructure.

Context

As the City experiences modest growth over the next 20 years, a comprehensive strategy is necessary to attract a new generation of Fremont residents, while concurrently meeting the needs of the existing populace. Community character will serve as the classification system for guiding the type, pattern, and scale of future development, ranging from rural to urban designations. This systematic approach will help to ensure the "look and feel" of future development matches community objectives, while protecting (and oftentimes enhancing) environmental, agricultural, and historical resources.

Smaller neighborhood commercial and mixed use villages

POLICIES

- Smaller, neighborhood commercial and mixed-use suburban villages should be sited in locations throughout the community. This type of development contrasts the concentration of strip shopping malls along 23rd Street, which have large building footprints and proportionately large parking lots and thus, visual impacts.

Neighborhood-scale commercial and mixed-use developments often have a suburban character with high-quality landscaping and open space amenities.

- Sites for the suburban villages should be located at the intersections of collector or arterial streets and at the edge of neighborhood areas. Some villages may be integrated within neighborhoods where suitable sites exist and conditions are appropriate to balance compatibility with convenience.
- The scale and architecture of these villages should reflect the character of the surrounding neighborhood.
- Village centers should have liberal open space and landscaping to enhance the neighborhood feel and to buffer between commercial and residential uses.
- Each village should be pedestrian focused and connected to the neighborhood sidewalk and trail system.

RECOMMENDED ACTIONS

- Repurpose and consolidate the Limited Commercial/Office (LC) and Community Commercial (CC) Districts to a Suburban Village (SV) District. Similar to the intent of these districts, the SV District would continue to function as small-scale, commercial uses at major intersections and the junction of several neighborhoods. In addition, the regulations should allow for mixed uses, including housing on the second story.
- Within the proposed SV district, increase the landscape surface area and landscaping and bufferyard requirements.
- Adopt building design standards that promote "residential" looking architecture, such as pitched roofs, similar materials, and comparable building form. This may come in the form of a pattern book, which identifies appropriate architectural styles and standards.
- Require sidewalks to connect to existing sidewalk and trail networks within the neighborhood and adjacent areas.
- In order to limit the visual impact of parking lots, either require heavily landscaped parking to be located to the side or rear, or allow for on-street parking in suitable locations.

Environmental Conservation and Agricultural Preservation

POLICIES

- Sensitive resources, including floodplains, wetlands, and riparian buffer areas along the Platte River and stream channels will be protected and preserved.

- Development will occur in a manner that is compatible with the existing agricultural resources, including agricultural cropland and pastures.

RECOMMENDED ACTIONS

- Incorporate site development capacity provisions into the zoning regulations to control the amount of development that may be accommodated on sites that have environmental resources worthy of protection (e.g., those partially within the floodplain, heavily wooded sites, etc.).
- To maintain the economic value of properties having sensitive resources, allow a transfer of density to the developable portions of the same site provided the character is maintained.
- Strictly enforce zoning regulations to maintain the rural character around the City's periphery and across the jurisdiction.
- Create a locally maintained brownfield inventory to establish a searchable listing of all sites that are known to contain soil contamination based on environmental testing (or already included on the EPA brownfields list) or could potentially contain contamination.

Fiscally responsible, community-wide growth

POLICIES

- The City's land use pattern should focus new development and significant redevelopment where adequate public services and utility capacity is already in place or planned for improvement, including streets, water, wastewater, and drainage infrastructure.
- Annexation will occur in strict adherence with the Future Land Use Plan. Requests for annexation in areas not shown in this plan will warrant further study, a showing of cause to support the request, and require a plan amendment.
- The two-mile planning jurisdiction will be expanded concurrent with any expansion of the corporate limits to exert influence and protect the City's long-term planning interests.
- Priority in the form of infrastructure and other capital improvements will be given to the redevelopment of blighted structures or properties and infill development of vacant parcels or underutilized tracts.
- The development pattern of the southern parts of Fremont should be enhanced through housing development, park improvements, and upgrades to the U.S. 77 corridor.

RECOMMENDED ACTIONS

- In cases where development of vacant land is determined to be appropriate, the City should continue its policy that requires developers to provide adequate water distribution line and sewer

The urban character of Downtown is partly attributed to the City's historic growth pattern and preservation of existing buildings. This photograph is used with permission from the digital collection of Keene Memorial Library and the Dodge County Historical Society.

extensions as a part of any new subdivisions or land development project.

- Determine the appropriate character of infill development tracts and pre-zone them, as appropriate. Care must be taken to ensure that the neighborhood character is preserved and compatibility with existing uses is observed.
- Consider funding an infill incentive program whereby fees may be waived and infrastructure improvement costs may be shared as a means to encourage infill and redevelopment. Also, establish criteria and "Green Light" procedures to simplify and streamline development approval.
- In accordance with (**Chapter 4, Housing and Neighborhoods**), define the specific boundaries of redevelopment areas, possibly including them in the existing or forming a new redevelopment district. Subsequently, work with the residents of these neighborhoods to prepare a redevelopment plan to determine the type and character of development, which may serve as a basis for design and implementation.
- Solicit interest among landowners to partner in establishing individual redevelopment authorities for the purpose of developing a transition plan and the means of financing and implementation.

Historic preservation of commercial and residential uses

POLICIES

- The City should increase awareness and maintain the integrity of important historical resources in the built environment.
- Building codes and development regulations should make the preservation and reuse of older and historic buildings financially viable.

RECOMMENDED ACTIONS

- Consider adopting a Historic Preservation Ordinance, which may appoint a Preservation Commission to review and advocate on behalf of designated sites. The ordinance may include design review authority, demolition protection, and provisions for variances and special uses.
- Consider adopting a special building code designed to meet the unique needs of adaptive reuse of existing structures, such as the Uniform Code for Building Conservation.
- Conduct a historical wayfinding study that identifies strategic locations for additional interpretive graphics in Downtown and other special districts. For instance, the Historic Fremont signage at the intersection of 6th Street and Park Avenue is a good example of a historic marker. This informational sign presents the history of the Pathfinder Hotel.
- The City should adopt individual and district designations in its ordinances. Possible candidates include the Nye Avenue District, extensions of existing districts, and other clusters of historically significant structures.

Airport Facilities

Vision

The Fremont Municipal Airport will serve as a regional air hub that services local residents and businesses while helping to attract economic development opportunities to the area.

Context

The Fremont Municipal Airport services the local and regional economy with 22,300 operations (i.e. takeoffs or landings) per year. The airport currently maintains two runways, measuring 5,500-ft. long and 2,444-ft. long.

Compatible Land Uses

POLICIES

- The City will preserve land for future airport development and ensure compatible land uses in contiguous areas.
- New airport development will be sensitive to environmental conditions (e.g. floodplains, soils, topography) and minimize environmental impacts.
- Airport planning will be coordinated with the development of natural areas, open space, and recreation amenities, given their compatibility among uses.
- Ground transportation access and routes should be designed to support inbound and outbound vehicular and truck traffic.

RECOMMENDED ACTIONS

- Keep the land contiguous to a proposed airport planning boundary zoned as compatible land use designations (e.g. industrial, commercial, parks and open space).
- Ensure conflicting land uses will not inhibit future airport growth by annexing and zoning the land within the proposed airport compatibility area to an Agricultural or non- residential designation. This includes rezoning some land designated as General Industrial to the west of the current airport boundary to Agriculture.
- In accordance with the Airport Zoning Act (Nebraska Revised Statutes 3-301 to 3-333), amend and strengthen the City's development regulations to protect the long-term interests of the airport by preventing further encroachment of incompatible development.
- Coordinate the roadway level of service with the intensity of airport ground transit, ensuring vehicular and truck traffic is adequately supported. According to the Long-Range Transportation Plan, three of the four immediate surrounding roads are currently designated as Urban Minor Arterials, including Airport Road (to east), 23rd Street (to north), and Linden Avenue (to south). Highway 30 to the northwest is designated as an Urban/Rural Principal Arterial.

Economic Generator

POLICIES

- Land near the airport will be set aside for airport-related development, such as light industrial warehousing and assembly, manufacturing, office research and development, and supporting commercial uses that enhance economic development in the community.
- Protect the suitability of land near the airport for continued business and industrial activity.
- The airport will be used to market and attract business opportunities that benefit from cargo air transit and executive jet travel.

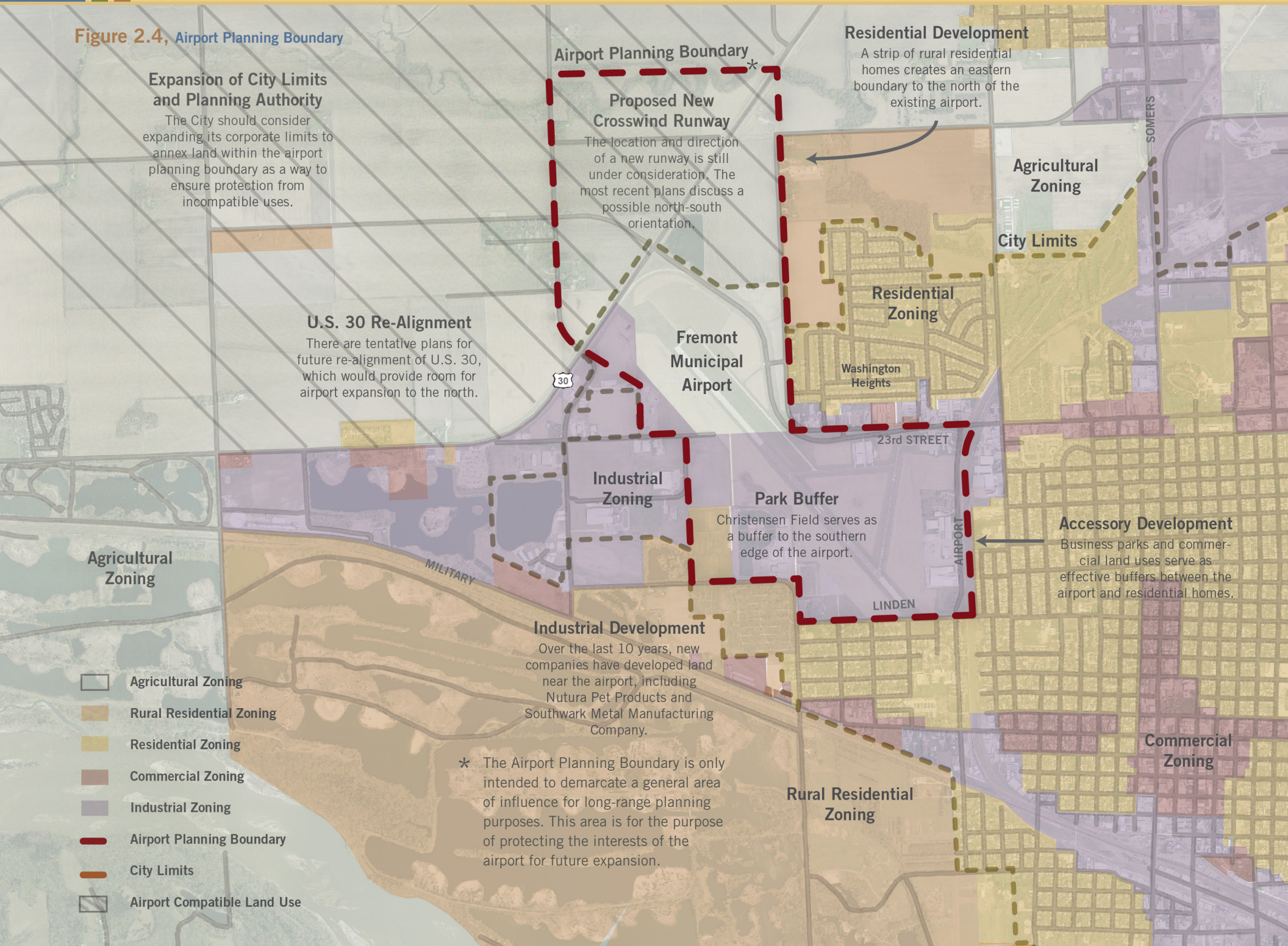
RECOMMENDED ACTIONS

- Continue to coordinate with the Nebraska Department of Roads (NDR) in the plans to realign U.S. 30 to ensure good access to the airport and the adjacent business and industrial uses.

(Continued on Page 2.29)

Agricultural and recreational fields buffer the airport from residential uses to the southwest.

Figure 2.4, Airport Planning Boundary



- In coordination with the Chamber of Commerce and the Greater Fremont Development Council, promote the airport as a generator of jobs, air service, and economic development through increased marketing.

Adequate Facilities

POLICIES

- The airport planning boundary will accommodate future airport growth and expansion for the next 20 years. The Airport Planning Boundary is only intended to demarcate a general area of influence for long-range planning purposes. This area is for the purpose of protecting the interests of the airport for future expansion. (See **Figure 2.4, Airport Planning Boundary**.)
- The airport will comply with standards and guidelines established by the Federal Aviation Administration and the Nebraska Department of Aeronautics (Nebraska State Airport System Plan).
- The City will strategically develop and maintain airport facilities in compliance with a proposed Airport Master Plan and the Comprehensive Plan.

RECOMMENDED ACTIONS

- Pursue the development of an Airport Master Plan, which should evaluate the feasibility and design considerations of runway expansion or relocation. This addition will improve the airport's level of service, which will help better market the airport for economic development purposes.

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Fire Department

Lon D. Wright Power Plant

Chapter 3

Adopted 05.29.12

Growth Capacity, Infrastructure, and Utilities

Introduction

The purpose of this chapter is to evaluate the City's capacity to plan for and accommodate its future growth in the context of its existing and future water treatment, storage, and supply; adequacy of public facilities, provision of infrastructure and services; and contiguous land for development and redevelopment. Fremont is projected to grow by approximately 3,397 residents between 2010 and 2030. This number will fluctuate, depending on the community's ability to retain and grow existing and new employers, attract high school and college graduates back to Fremont, and meet housing needs for a broad spectrum of life stages, all while enhancing the quality of life.

Services and facilities must be geared toward retaining and enhancing the City's industry base and toward attracting new businesses, especially those that provide good, well-paying jobs and diversify the local economy. Services that support the existing population, such as health and human services, and that foster individual development, such as education, are paramount to the community well-being and quality of life. While the

Table 3.1, Priorities and Improvements

Proposed Improvements (1999)	Capital Improvements (1999 to Present)
Library	
Completing a major improvement program for Keene Memorial Library, including a new heating and energy conservation improvements, first level renovations, and security installation.	Completed in 2010
Considering the need for decentralized library facilities.	No further action
Police	
Developing a space need study for the police facility, including an evaluation of HVAC, mechanical, and electrical systems in the building.	Planned for next year
Fire	
Completing construction of new sleeping quarters to provide additional space for equipment and apparatus storage.	Completed in ~1999-2000; in need of a new roof and new HVAC system
Streets	
Master planning the street facility for future expansion.	Architectural programming planned for 2012
Energy	
Completing a control system upgrade at Power Plant #2.	Completed in ~2000-2001
Marketing the old plant for redevelopment, using techniques such as tax increment financing.	Completed in ~2003
Airport	
Completing an upgrade program at the Municipal Airport, including construction of a new hangar and installation of an ODAL system.	Construction of new T-hangars in ~1996; replaced most of long runway in 2010
Parks and Recreation	
Considering replacement of the Memorial Park Pool with a water leisure Park.	New construction of Johnson Park (2004, lake, trails, parkspace) and the Spash Station (2007)
Implementing a building upgrade program at Christensen Field.	Currently upgrading the main arena ($600,000 project), including renovated floors, bathrooms, and kitchen and entrance areas
General	
Implementing a preventative maintenance program at all major city facilities.	Completed for all departments except Parks and Recreation and City Auditorium

Results of Past Planning

A look back at the last Fremont Comprehensive Plan (1999) indicates both areas of community progress, as well as lingering challenges that are again a focus of this plan. Identified in **Table 3.1, Priorities and Improvements** is priority projects outlined in the 1999 plan. It also indicates the status of these projects and other capital improvements proceeding the plan.

City has a central role in this provision, community services extend to the semi-public and private realms, including Fremont Public Schools, Midland University, Metropolitan Community College, and Fremont Area Medical Center, among many others. These services are addressed in order to provide greater detail as to what the community has to offer.

Goals

Orderly growth of the City, within the current corporate limits and ultimately into suitable portions of its two-mile jurisdiction, is critical to its long-term viability. The community has a responsibility to its residents and taxpayers to ensure an equitable and fiscally responsible growth pattern that balances maintenance and replacement needs of existing development with future growth. The integrity of public safety services must also be supported and maintained as the service areas for police, fire, and emergency medical response are expanded by Fremont's geographic growth. The following goals will be applied to each service provision:

- Provide for the orderly and efficient delivery and location of public facilities, utilities and services to the residents and businesses within the community.

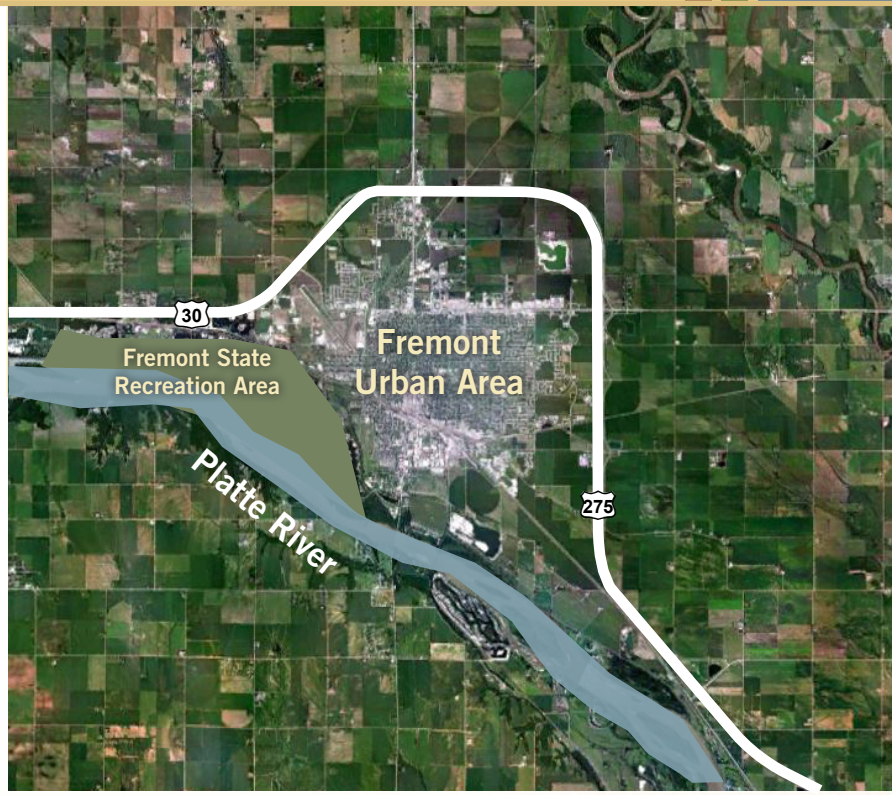


Figure 3.2, Growth Context

The Platte River, Fremont State Recreation Area, and U.S. 275 / U.S. 30 serve as edges to the community.

- Direct growth to areas that can be most efficiently and economically served with public services and utilities, while securing the best economic development interests of the community.
- Prioritize infill development and redevelopment, which maximizes existing infrastructure, maintains the existing character of neighborhoods, and preserves a compact community form.
- Provide for sustainable growth while conserving natural resources and enhancing the freestanding character of the community.

Growth Context

As discussed in *Chapter 1, Plan Introduction*, and *Chapter 2, Land Use and Character*, the community anticipates a modest growth trajectory that reflects regional and statewide trends. A question confronting this community, however, is not only how to attract and sustain economic development but how to maximize its net fiscal benefits. In the context of this chapter, the pattern of growth and efficiency of service provision are contributing factors, among many others.

The overall form of development has grown at the fringes over the last 15 years, as demonstrated in **Figure 3.1, Historical Growth Patterns** (on the following page). This pattern demonstrates gradual changes in commercial, residential, and institutional growth. As the maps demonstrate, there has been a subtle change in development on the periphery as select landowners have chosen not to develop or sell their holdings. If this trend continues, the growth pattern may become haphazard and result in service inefficiency, which may strain the fiscal resources of the community.

Fremont is a community that is generally surrounded by agricultural land, as demonstrated by **Figure 3.2, Growth Context**. However, there is some natural boundaries that restrict where Fremont can grow. The most significant natural boundaries are the Platte River and Fremont State Recreation Area to the south and southwest of the City. The U.S. 275 bypass has historically served as a development edge to the north and east. However, the proposed annexation of land and development of Fremont Commons to the southeast of the U.S. Highways 30-275 interchange reflects a step beyond the City's historical boundaries. Given the economic climate and a desire to seize the "front door" of Fremont along U.S. 275, this and other policy choices are addressed in this chapter.

PROJECTED LAND USE IMPACTS

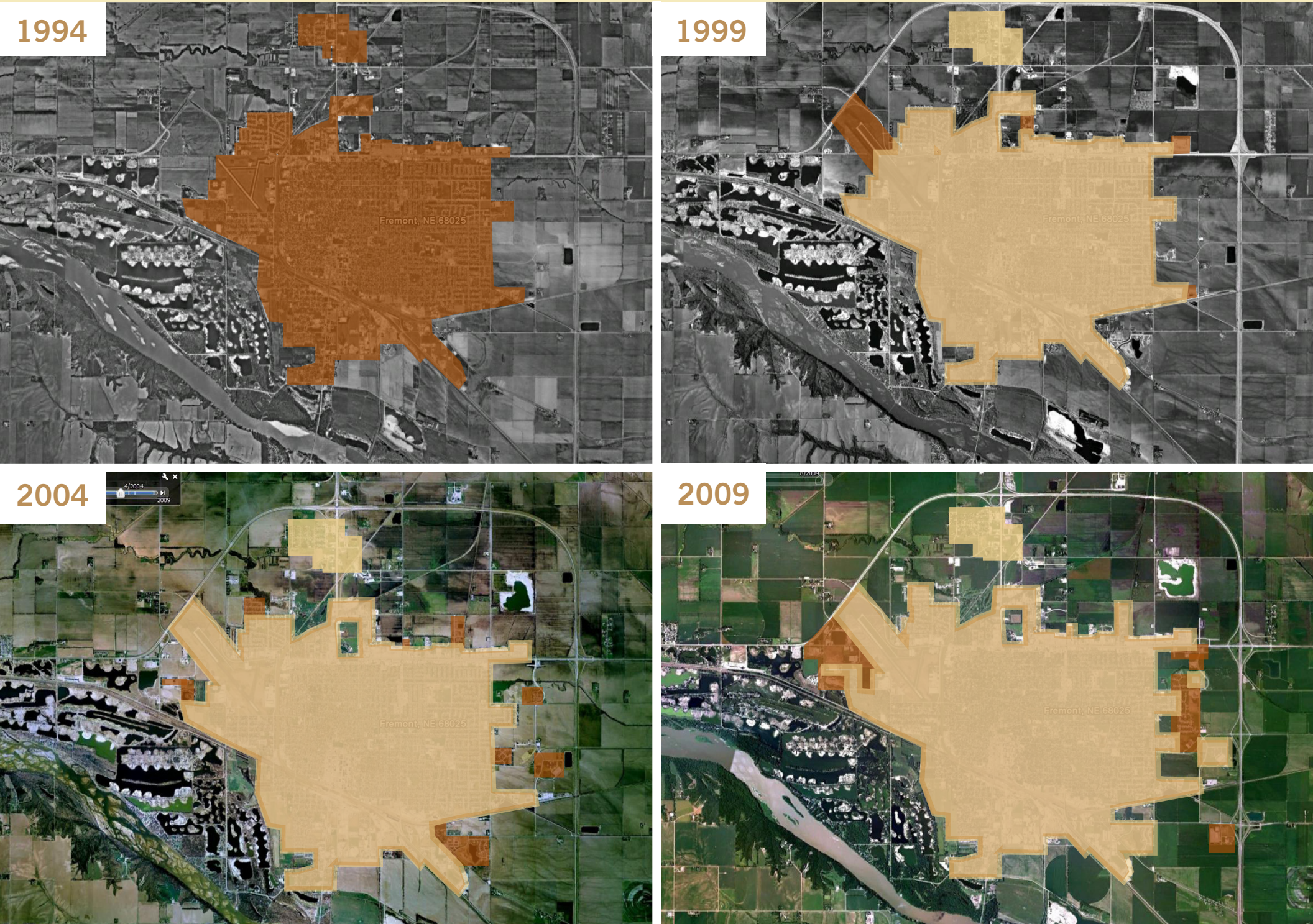
Currently, the community has 2,001 acres of residential land, approximately 491 acres of commercial land, and 545 acres of industrial land, as displayed in **Table 3.2, Land Utilization and Demand** (see Page 3.5).

The table identifies (1) needed acreage based on the 20-year population projections outlined in Chapter 1, plus a 30 percent increase to allow for market flexibility, and (2), acreages illustrated on *Map 2.1, Future Land Use Plan*, which reflects a greater land area to account for longer-term planning and infrastructure development.

Within the next 20 years, the community will need to increase developed land by approximately 1,232 acres. The City currently has 275 acres of vacant property

(Continued on Page 3.5)

Figure 3.1, Historical Growth Patterns



Shown to the right is the amount of land that will be needed to ensure a healthy land market in 2030 for the projected population identified in *Chapter 1, Plan Introduction*. The table assumes an average household size of 2.38 persons based on the U.S. Census. The "Future Demand" column represents a 30 percent land increase (over what is needed in the next 20 years) to allow for market flexibility.

Table 3.2, Land Utilization and Demand

	Existing Acres	Future Demand
Residential	2,001	2,626
Commercial	491	771
Industrial	545	872
Total	3,037	4,269

within the City limits, which could absorb a portion of the projected growth and reduce the impetus for annexation.

In order to promote a flexible market that is independent of specific land ownership, the Future Land Use Plan identifies land beyond the 2030 demand to include unincorporated enclaves in the system (e.g. vacant land near Day Acres subdivision); adjacent property near annexed right-of-way (e.g. immediately west of the U.S. 275 and 23rd Street intersection); and greenfield development contiguous to recently developed land. While these areas include more land than necessary for the 2030 population, they provide a planning framework for the short- and long-term community vision.

FUTURE DEVELOPMENT OPPORTUNITIES

One of the challenges in addressing these commercial, residential, and industrial demands is to supplement natural growth with the economic development function of the City, which supports and promotes a real estate market that will attract high-quality retailers, restaurants, and professional-level employment.[1] The City has a number of future development opportunities that are under discussion, as described below.

1 Details of this strategy are discussed in Chapter 5, Economic Development.

Mixed Use and Housing Developments

Fremont Commons is a proposed 127-acre mixed use development that, given the right market, may help address the community's growth needs, offering 250,000 square feet of retail and restaurant space, a 135-room hotel, 15,000 square feet of office space, 250 multi-family units, 119 lots for single-family homes, and 150 senior living units surrounding a 23.5 acre community park and a lake. The development is proposed at the southeast corner of the U.S. Highways 30-275 interchange as shown in **Figure 3.3, Fremont Commons Master Plan.** This project is in the early stages of marketing, recruitment, and planning.

Another project that has been proposed is Ritz Lake, a master planned community to the north of 23rd Street at the intersection of Luther Road and County Road T, as shown in **Figure 3.4, Ritz Lake Master Plan**. This suburban-style development, with large lots surrounding a body of water, would expand the northern boundary of the City and provide additional lakefront property similar to that surrounding the Fremont State Recreation Area.

Deer Pointe, a commercial and residential development located along Diers Parkway between 23rd and 16th Streets, has been one of the largest developments within Fremont during the last decade. The residential

Figure 3.3, Fremont Commons Master Plan

Figure 3.4, Ritz Lake Master Plan

section of the development contains 42 lots designed to accommodate high-end residential villas along 16th Street. Commercial development is focused along 23rd Street, and currently comprises of 13 platted lots that are considered to be "shovel-ready" with additional land in the central and eastern sections of the development available for either larger retail configurations or subdivided into smaller commercial lots.

Educational Institutions

Midland University (MU) and Metropolitan Community College (MCC) are sources of community growth, both from the perspective of attracting students to the area and retaining graduates with the allure of professional employment.

Both MU and MCC plan for expansion over the next 20 years. In the last four years, MCC has increased from 219 students (Fall 2006) to 414 students (Fall 2010). MU is currently at 900 to 950 students and plans to grow to 1,150 to 1,200 students. These enrollment increases directly benefit and diversify the community.

Another opportunity of long-term growth is to retain these college graduates. The City must position itself to offer high-paying, professional employment for graduates that want to reside in the area. This includes, in particular, young professionals that grew up in Fremont, left for college, and wish to return home. See *Chapter 6, Economic Development*, for additional details.

Downtown Renaissance

Now that commercial activity has shifted away from the City's historic center to 23rd Street, there is an increasing interest in revitalizing Downtown. The community desires to bring a new wave of commercial, cultural, and entertainment activity that will attract the interests of both younger and older demographics, complete with mixed-use buildings (commercial on the bottom floor and residential on the top floors), entertainment venues, and boutique retailers.

This infill of vacant and underutilized buildings offers an opportunity to attract new residents and businesses while enhancing the opportunities for existing ones. The advantage of infill over peripheral development is the central location and built-in infrastructure with fewer costs to the City or private investors.

Technology Companies

The City has actively recruited technology companies to the area with the intent of attracting a high-paying, skilled workforce. One of the impediments has been an inadequate fiber optic network, which limits the speed and capacity of data transfer. In April 2011, the City received a $982,892 Community Development Block Grant (CDBG) to fund an 80-acre technology park east of Yager Road and south of 32nd Street.[2] The Fremont Technology Park is a joint venture between the City of Fremont and the Greater Fremont Development Corporation. The park features 80 acres designed for technology based companies to utilize for their various needs. The park contains multiple fiber optic connections and generous electric power capabilities. The park will contain 10 sites of varying sizes in order to accommodate both large and small technology based businesses. Nebraska's low-energy costs make Fremont a viable competitor in attracting both regional and national interest.

INFILL DEVELOPMENT

One of the ways to address growth is to focus on developing vacant infill parcels or redeveloping underutilized properties or obsolete building sites. This may involve construction on individual lots or small undeveloped parcels in established neighborhoods and commercial districts. While new development has typically occurred at the City's outskirts on larger swaths of undeveloped land (e.g. north of 23rd Street), infill development occurs closer to the city center. These areas are less costly to serve and hence, more efficient as they are already serviced by roads, water and sewer lines, public safety, and existing parks and schools. Therefore, there is generally a much lower cost passed on to the community (refer to the subsection "Infrastructure Costs" on page 3.9).

The City currently has a number of vacant and underutilized lots that could be subject to infill development, as illustrated in **Figure 3.5, Potential Infill** (see the next page).

ANNEXATION

Annexation allows the community to extend its municipal services, voting privileges, and taxing authority to new territory. This is important to balance the benefits of the City's facilities and services, including its parks, library, and police and fire services, with the costs borne by those who enjoy them, whether they are inside or outside the City.

It is a regulated mechanism, used to promote orderly growth and urbanization by coordinating private land development with the provision of public infrastructure and services through phased expansion of the City limits. The authority to annex land is provided for by state law[3], which states:

"...the mayor and city council of a city of the first class may by ordinance at any time include within the corporate limits of such city any contiguous or adjacent lands, lots, tracts, streets, or highways as are urban or suburban in character and in such direction as may be deemed proper. Such grant of power shall not be construed as conferring power upon the mayor and city council to extend the limits of a city of the first class over any agricultural lands which are rural in character."

With guidance from the Nebraska Revised Statutes. the annexation process has been outlined at the end of this chapter in **Figure 3.6, Annexation Process**.

2 Fremont Tribune, April 5, 2011, Fremont wins grant for power park development

3 §16-117 of the **Nebraska Revised Statutes**

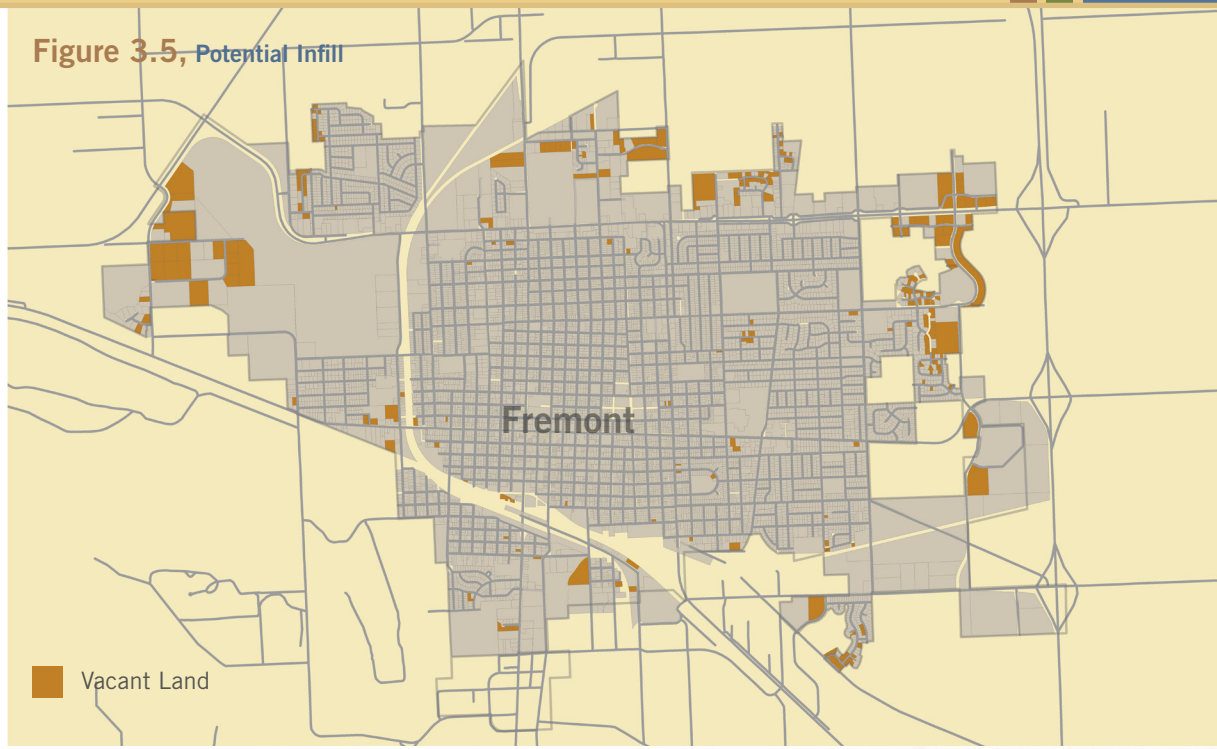
The priorities for accommodating new development are as follows:

- Promote reuse and/or redevelopment of obsolete, vacant buildings or underutilized properties to maximize the efficiencies of existing infrastructure and municipal services.
- Facilitate development on undeveloped tracts within the City limits in a manner that is cohesive and compatible with the character of adjacent development.
- Annex land that is immediately abutting the corporate limits and contiguous to existing infrastructure thereby allowing efficient and ready extension of streets, utilities, and police and fire protection services.
- Annex land that is presently removed from the corporate limits but for which there are strategic benefits for economic development purposes.

The policies of this plan are intended to direct development to areas that are either currently served or may be readily and efficiently provided with municipal facilities and services. This approach observes the objective of growing in a responsible and sustainable manner, with infrastructure provided economically and the surrounding agricultural lands protected from unwarranted or a premature conversion to developed land.

Reflected by **Map 3.1, Planned Annexations** is a plan depicting the preferred and secondary areas of future annexation and growth. These areas are intended to guide the timing and sequencing of future development. This may be accomplished by coordinating this plan with the annual deliberations of determining the projects to be included in the capital improvement program (CIP). In this way, the City is responsible for initiating and proactively planning and budgeting for its future growth rather than reacting to requests for annexation and development.

Figure 3.5, Potential Infill



Given the expected growth of approximately 3,397 persons by the Year 2030, the City will need to plan for approximately 1,232 acres of future development, as displayed in *Table 3.2, Land Utilization and Demand* (see page 3.5). This includes an increase of 130 percent to accommodate market flexibility and for long-range facility and service planning purposes. The areas not identified for annexation are those that, at this time, are expected to occur beyond the horizon of this plan and which warrant evaluation upon the five-year update of this plan. Given the uncertainties of development though, these areas may be subject to annexation and development in which case the following principles may be used to guide the decision:

- The decision to extend infrastructure and provide municipal services will include, among others, the location of the proposed development relative to existing development and the proximity to existing utilities and adequate road infrastructure.
- The existing infrastructure systems have adequate capacities to accept and sustain the demands of the proposed development without an inordinate requirement for capital investment on behalf of the City.
- The subject development will not disrupt an orderly and fiscally responsible progression of growth and development.

TWO-MILE PLANNING JURISDICTION

As a first class city (greater than 5,000 and not more than 100,000 inhabitants), Fremont has significant planning authority over a larger unincorporated planning area beyond its City limits. This area, known as the two-mile extraterritorial jurisdiction in

Consequences of Haphazard Development

Growth over the last 15 years reflects a gradual shift to less dense and contiguous patterns. If this trend continues, the City will be at risk of:

- Cumulative impacts on the natural environment due to stormwater runoff and non-point source pollution of the Platte River, Fremont State Recreation Area, and streams and watercourses.
- Overwhelmed and inefficient use of public infrastructure (*e.g.*, roads, water, and wastewater systems), resulting in fewer than the optimal number of connections to pay for it.
- A lack of coordinated planning between individual developments leading to, among other things, a discontinuous, disjointed, and congested street system and inability to plan for linear linkages and greenways.
- Disinvestment and vacancy in Downtown Fremont as new development is built around the periphery.

Nebraska is provided for by state law[4], which states:

"...any city of the first class may apply by ordinance any existing or future zoning regulations, property use regulations, building ordinances, electrical ordinances, plumbing ordinances, and ordinances authorized by section 16-240 to the unincorporated area two miles beyond and adjacent to its corporate boundaries with the same force and effect as if such outlying area were within the corporate limits of such city, except that no such ordinance shall be extended or applied so as to prohibit, prevent, or interfere with the conduct of existing farming, livestock operations, businesses, or industry."

In other words, the City has land use and building controls over property outside of the City limits. This protection helps to ensure the pattern, type, and character of development is compatible with development inside the City limits. As the City plans for expansion of the Fremont Municipal Airport, for instance, this authority to plan and regulate surrounding land is essential for future planning purposes. Specifically, the City can prevent development from obstructing or interfering with clearance zones necessary to expand the airport.

Growth Directives

The Steering Committee was asked to identify potential areas of redevelopment, future annexation and growth, and priority transportation projects. This future planning exercise provided necessary background information and guided development of the Future Land Use Plan and its policies, strategies, and recommendations.

The results of this exercise, coupled with the input of stakeholder interviews, are provided on **Map 3.2, Land Use Planning Framework.** Major themes included:

- Future residential and commercial development focused primarily to the north and east of the existing development;
- Expanding the City limits to encompass an area east of U.S. 275;
- Reinvestment and rehabilitation of Downtown and South Fremont;
- Streetscape and intersection improvements throughout the City, with emphasis along 23rd Street, as well as each of the major entrances to the City; and
- Protection of land surrounding the airport for future expansion.

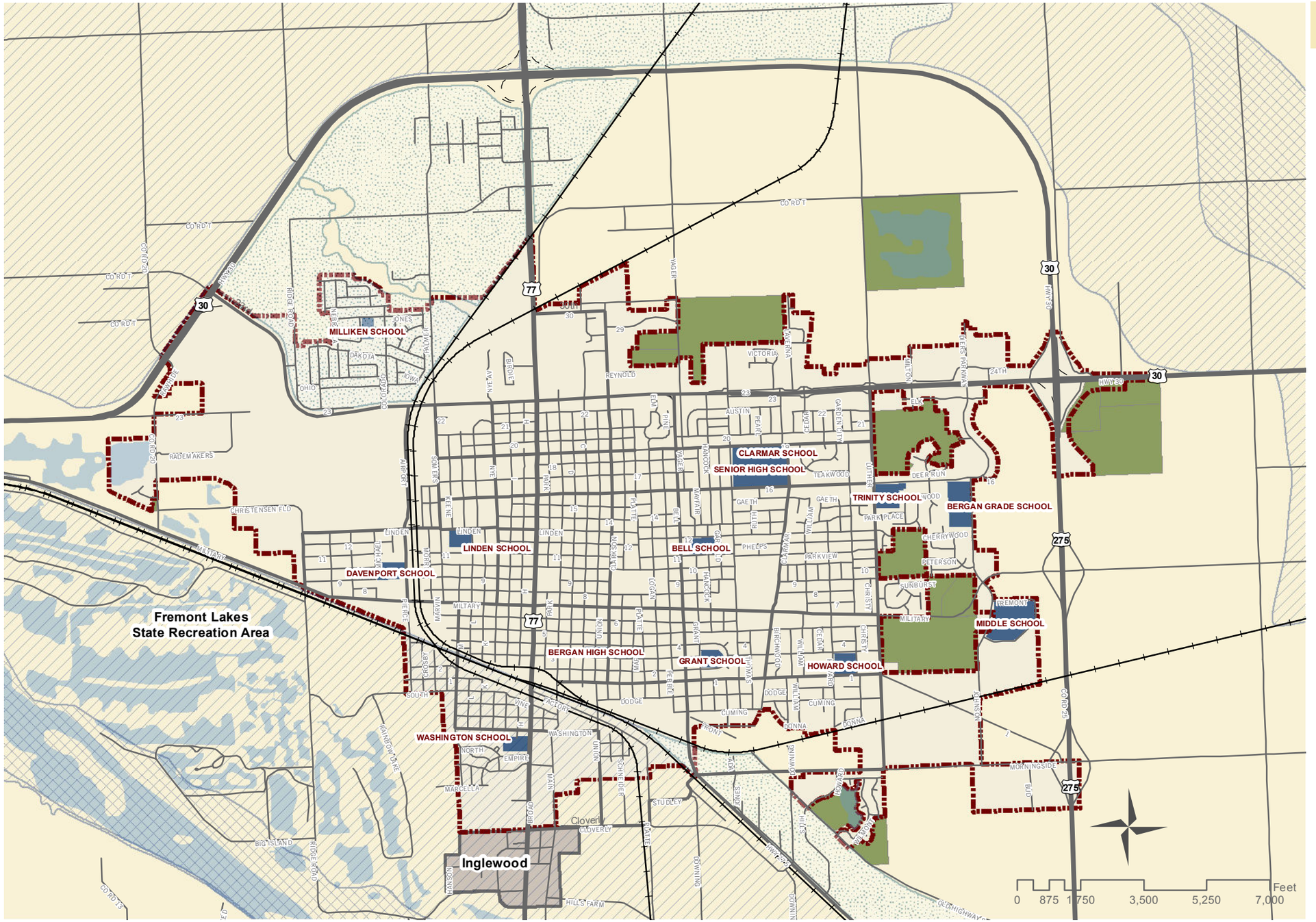
Managing Future Growth

Over its history, Fremont has been successful in effectively managing its growth by growing in a methodical and contiguous manner. With few exceptions, the main body of the City is compact, meaning that the provision and efficiency of services has been maximized. This plan seeks to continue a wise and sustainable pattern of development. To do so, the City must balance its economic development objectives with its ongoing commitment to fiscally responsible development.

Relative to Fremont and its development, a concern of peripheral development is its impacts on farmland and continuing agricultural operations. Fremont has historical and cultural ties to agriculture,which contributes to wildlife habitat, clean air and water, flood control, ground water recharge, and carbon sequestration.[5] As the City grows outward, the urban-rural interface becomes increasingly important. This is so as their competing objectives must be planned for and addressed. For instance., scattered development of "exurban," five-plus acre lots breaks up contiguous farms, disrupts operations, causes issues of use compatibility, and, over time, may change the rural character. Impacts on development may include noise, dust, and odor due to farm operations, particularly during planting, growing, and harvest seasons. Therefore, this plan promotes phased and orderly growth that is compatible with the surrounding agricultural land.

4 §16-901 of the Nebraska Revised Statutes

5 American Farmland Trust, "Fact Sheet: Why Save Farmland," January 2003.



Map Legend

- City Limits
- Inglewood
- Schools
- Railroad
- Lakes

Floodplain

- 100 -Year Floodway
- Zone AE
- Zone AO-2
- Planned Annexations

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

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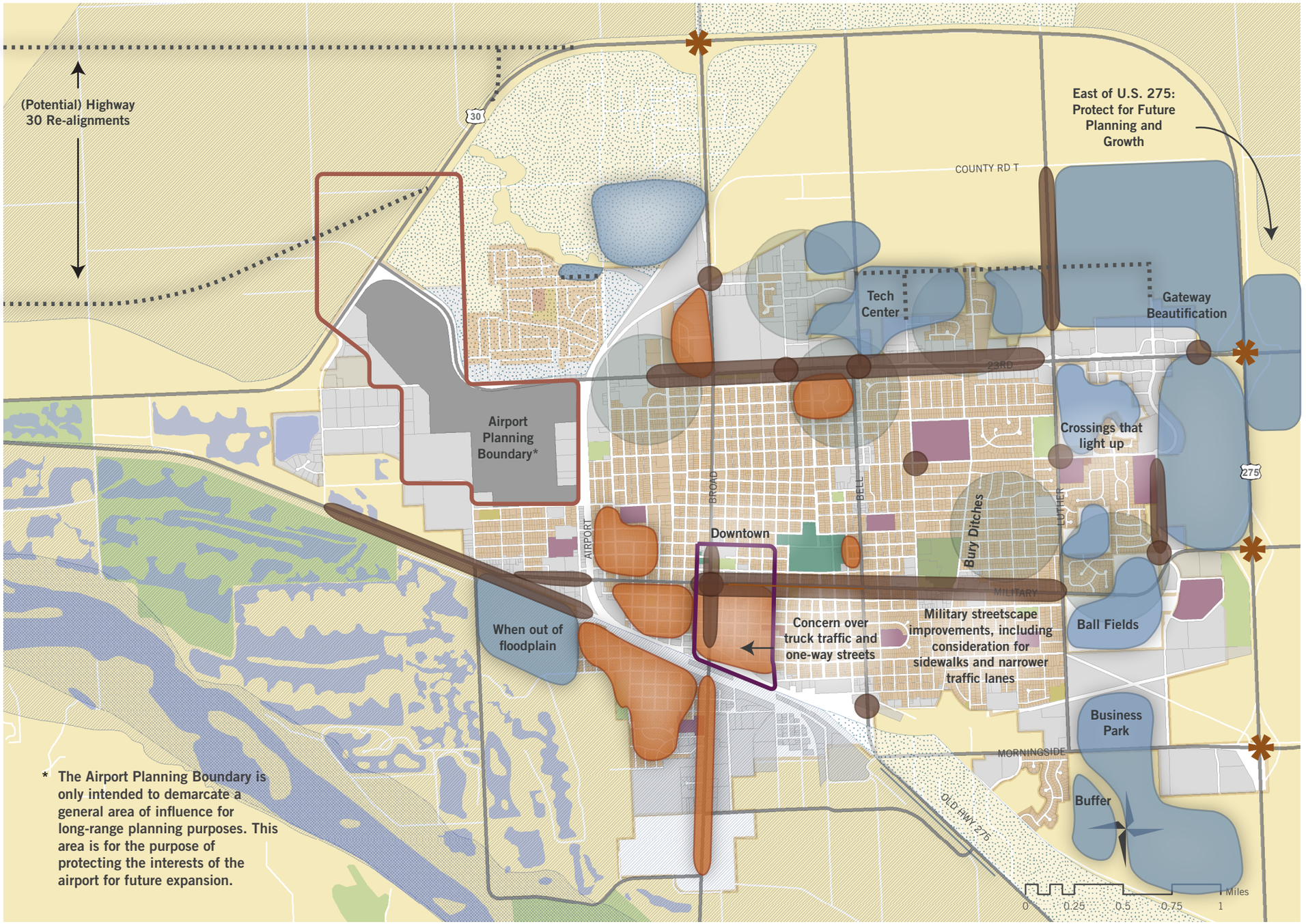

* The Airport Planning Boundary is only intended to demarcate a general area of influence for long-range planning purposes. This area is for the purpose of protecting the interests of the airport for future expansion.

Map Legend

- 100 -Year Floodway
- Zone AE
- Zone AO-2
- Lakes
- Airport
- Parks
- Schools
- Colleges
- YMCA
- City Limits
- Airport Planning Boundary*
- Downtown Boundary
- Road Re-alignment / Extensions
- Neighborhood Conservation
- Reinvestment, Rehabilitation, and Redevelopment Focus
- Potential Growth and Annexation Areas
- Park Needs
- Streetscape and Intersection Improvements
- Gateways

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

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According to one study, "a town of 50,000 developed at the minimum density of one home per 1.6 acres would need six fire stations for a capital cost of $9 million. Living in a town developed more compactly, that same population could be served by just three or four stations, for a capital cost of $6 million to 7.5 million."

Source: Environment Colorado Research and Policy Center, The Fiscal Cost of Sprawl, December 2003

INFRASTRUCTURE COSTS

New development is best accommodated and most economically served where transportation, utility, and other public services are already existing or readily available. Given their cost efficiency, development of areas already within or contiguous to the City boundary and closer to existing infrastructure and services are more suitable than outlying areas. Costs associated with the provision of both capital and social infrastructure are much higher than they are for a compact pattern of development. Research[6] has shown that compact (versus sporadic) developments result in:

- 25 percent lower road costs;
- 50 to 75 percent reduction in road length; and
- 20 to 40 percent lower costs of sewer and water hookups.

The cost of public service provision is also reduced by a compact development pattern. For fire and police services, outward development requires greater travel distance from police and fire stations to emergency sites. This increased distance results in greater response times, which, in turn, may compromise life and structure. Additionally, it influences the City's ISO rating that affects local insurance rates. The pattern and timing of development is important on many fronts.

Similar to the provision of public safety services, Fremont Public Schools benefits from well-managed growth due to their building and transportation costs. Given the location of school campuses, it is prudent to consider the directions of future growth to align with other major community and infrastructure investments.

Lastly, shown in **Map 3.3, Utility Service Areas**, is the areas where there are sufficient or planned capacities of municipal water distribution, stormwater management, and sewer collection and conveyance systems. Areas beyond those that are shaded warrant further study and proper planning and engineering before significant development occurs.

GROWTH MANAGEMENT APPROACHES

If growth is not carefully planned, the elements that first attracted new residents to the community (e.g., community livability, quality schools, economic diversity, etc.) are slowly eroded by poor quality development. The integrity of public fiscal resources may also be compromised because the new development is inefficient and does not contribute sufficient revenues to cover the costs of the services it demands. Growth management usually involves a combination of techniques to proactively direct the pattern of growth and the timing of infrastructure provision, leading to better long-term economic sustainability. It is a combination of regulatory, capital investment, and financing methods that influence growth and development patterns and protect the community's long-term interests.

This plan, and in particular, the Future Land Use Plan and policies and recommendations outlined in *Chapter 2, Land Use and Character*, serve as the policy guidance for controlling Fremont's expected future growth. They are designed to guide the pattern of land development and redevelopment, and establish the priority and timing of public improvements, including decisions relating to annexation, zoning, and expansion of public facilities and services. Both will help manage the type, pattern, and scale of future development by specifying the intended character of the future land use designations, which will also help plan for the requisite infrastructure investments. The Future Land Use Plan and policies also provide a basis for primary implementation tools - the zoning and subdivision regulations and the capital improvements program.

6 Environment Colorado Research and Policy Center, The Fiscal Cost of Sprawl, December 2003

Adequate Infrastructure Provision

Vision

The provision of infrastructure will be provided in an efficient and fiscally responsible manner, reflecting long-range and coordinated development policies and growth management directives.

Context

Within the Utilities and Public Works Departments, the City provides water, electric, natural gas, storm sewer, and sanitary sewer services. The City uses a combination of sales tax and utility revenues to pay for these services (and the infrastructure that supports them), both within existing neighborhoods and in newly developing parts of town. In the context of budgetary constraints, a challenge is to balance the replacement of older, deteriorated infrastructure with the expansion of the distribution system to serve new development.

Water

FACILITIES AND INFRASTRUCTURE

Located north of Morningside, the City has five million gallons of ground storage. The water system includes 13 total wells; five in-town and eight at the wellfield. The City owns a well field 2.4 miles southeast of town (375 to 420 acres), located along Hills Farm Road.

SERVICE AREA

The corporate limits of Fremont and the immediate periphery.

PLANNING AND DEVELOPMENT POLICY

The existing system is equipped to support projected growth over the next 20 years. Mains are readily available for extension within the City limits, and there is sufficient capacity to support extensions to the east and northeast of the current City limits.

SERVICE INDICATORS

The system serves approximately 10,500 customers (residential, commercial, and industrial), including 9,624 residential households. With a 4.8 million gallons per day (MGD) average daily use, the plant operates at 22 percent capacity on an average day.

Peak use ranges from 10 to 14 MGD during the summer months, with capacity up to 22 MGD. The water plant will reach 70 percent capacity with 13,500 customers (or approximately 12,300 residential customers or 29,274 persons) and 90 percent capacity with 17,300 customers (or approximately 15,800 residential customers or 37,604 persons). At 70 percent capacity cities typically start designing new facilities, and at 90 percent capacity the new plant should ready for use.

Originating from the High Plains Alluvial Aquifer, Fremont's water supply has been recognized as the "Best Tasting Water in Nebraska." The water quality and pressure is considered high, and the supply is plentiful.[7]

FUNDING

The water system is primarily funded by utility rates and supplemented by an infrastructure sales tax.

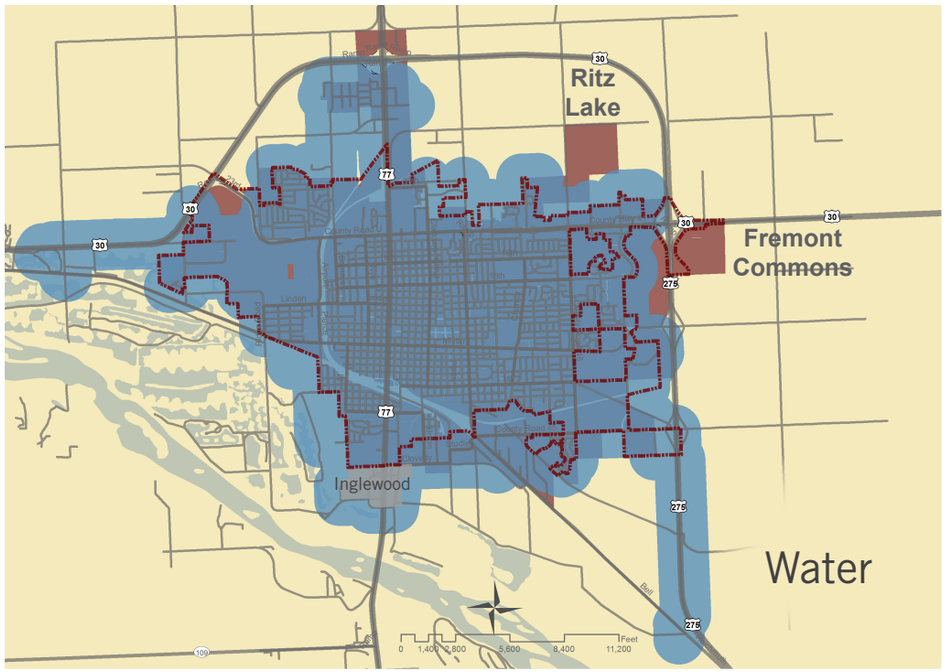
RECENT CHANGES

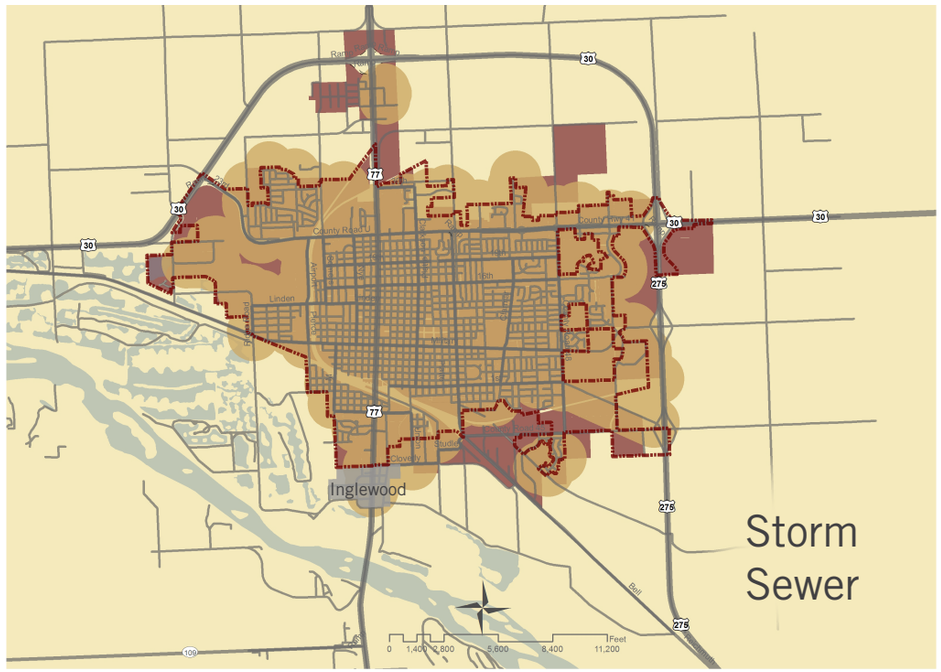
In 2008, the City extended a new transmission main from the wellfield. In 2004, 200 acres were purchased on a land contract to expand the wellfield.

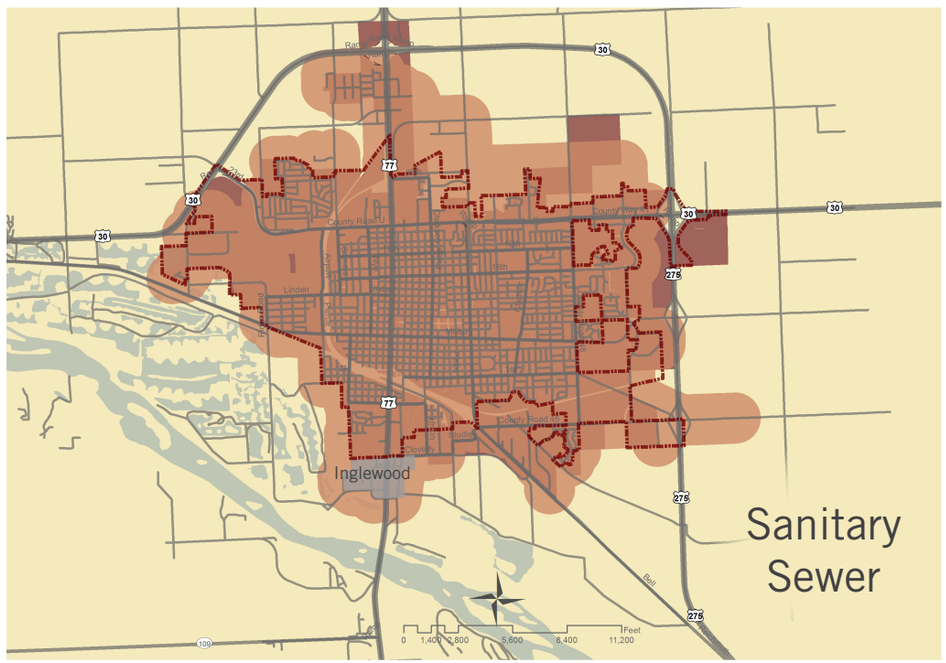
7 American Water Works Association

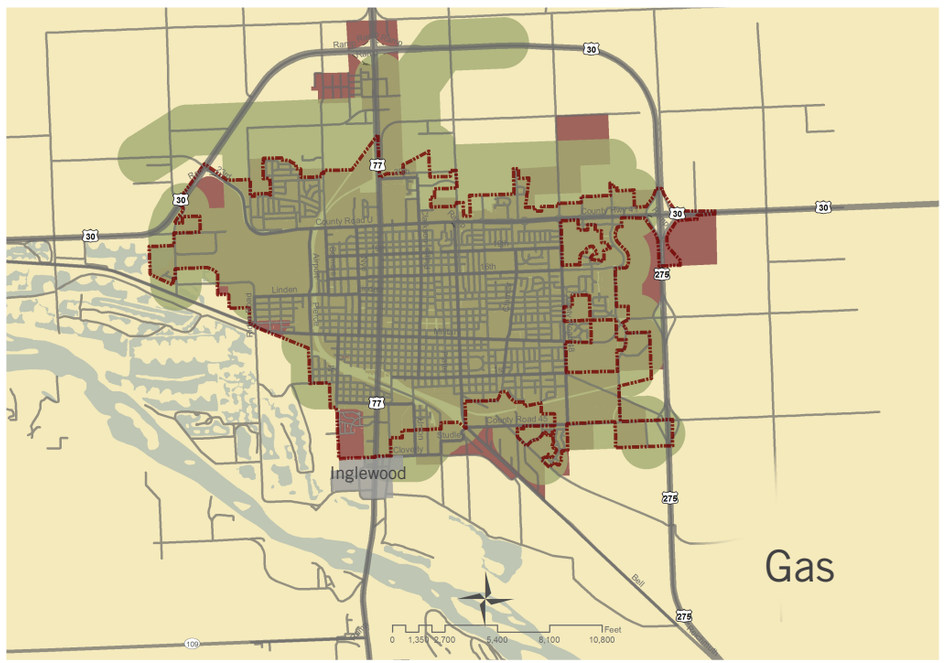
POLICIES

- As growth continues in and around Fremont, the City should continue to program and complete phased improvements to its water system. In adherence with the Future Land Use Plan, the long-term goal is to provide a system that is capable of serving the projected 2030 population of 29,794 persons based on current capacity. The City has sufficient water through the horizon of this plan.
- Provide for sustainable water supply that meets the long-term (50+ years) needs of the community.
- The water demands of new development should not compromise the service of adjacent, existing developments.
- The water service should provide sufficient volume and pressure for fire flows to support the Fremont Fire Department and maintain or improve its ISO rating.
- The City should continue to invest in a capital program to replace and rehabilitate older, deteriorating water lines.
- The City's Capital Improvement Program should be coordinated to implement the Future Land Use Plan and planned annexations.









Map Legend

- Existing or Proposed Development Areas
- Water Service Area
- Storm Sewer Service Area
- Sanitary Sewer Service Area
- Gas Service Area

The service areas reflect a quarter-mile buffer from existing utility lines.

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New water mains

RECOMMENDED ACTIONS

- Continue upgrading water mains in the older sections of town, which has been occurring at a rate of roughly three or four blocks each year.
- Identify underserved pockets within the existing system and prioritize their replacement or improvement.
- Consistent with utility plans, build a 1.5 million gallon reservoir in the vicinity of 23rd and Somers Street.
- Continue to invest in the water system to maintain good quality and adequate capacities and flows to maintain or improve the ISO rating.
- Periodically review the water rate structure and make changes, as warranted, to reward conservation measures.
- Institute a water conservation program to promote responsible use, improve efficiencies, and extend the useful life of the infrastructure.

Sanitary Sewer

FACILITIES

The wastewater treatment plant is located 1.5 miles east of U.S. 275 on Morningside Road. The plant currently has an excess capacity of 25 percent, but it warrants expansion to enlarge the pumps.

SERVICE AREA

The corporate limits of Fremont and the immediate periphery, including Valley and Arlington.

PLANNING AND DEVELOPMENT POLICY

The existing system is equipped to handle growth inside the U.S. 275 / U.S. 30 bypass. City expansion to the east of the bypass will require new construction of a North-South interceptor line, which is contingent on the timing and intensity of development.

SERVICE INDICATORS

Approximately 10,500 commercial, industrial, and residential customers.

FUNDING

Sewer rates supplemented by an infrastructure sales tax.

RECENT CHANGES

The City has been upgrading pipes for the last 40 years. Between 1996 and 2003, the City invested $21 million to upgrade the wastewater treatment plant.

STATUS AND NEEDS

- There are no plans for improvements at the treatment plant in the next five years, other than what may be needed for industrial expansion.
- A new soil filtration system is needed to eliminate odor to the northeast and east of town.
- Over the long term, the wastewater treatment plant will require enlarged pumps to expand capacity. Should development occur outside the U.S. 275 bypass, a North-South trunk line would be required. The cost and scale of this type of investment should be evaluated in context of the City's future growth policies and plan.

POLICIES

- Plan and provide for the orderly and efficient collection and treatment of wastewater services to the community, in adherence with the Future Land Use Plan.
- Repair and replacement should occur on an annual basis to mitigate large-scale or system-wide deterioration.
- The treatment of wastewater should not have adverse effects on the environment or living conditions of nearby residents.

Drainage channel along 5th Street

Detention at St. Patrick's School

RECOMMENDED ACTIONS

- Fund a soil infiltration program for the purpose of eliminating odor in the northeast and east parts of town.
- Continue the 40-year effort to repair and replace aging and deteriorated sewer lines to improve the flow efficiency, reduce inflow and infiltration into the collection and treatment systems, and help to mitigate ground water impacts.
- Plan for long-term plant expansion and pump upgrades required to serve a projected 2030 population of 29,794 persons.
- Continue to implement treatment plant upgrades necessary to meet discharge permit requirements.
- Conduct a fiscal impact analysis to weigh the costs and benefits of future line and plant extensions, particularly for the areas beyond the bypass.
- Closely monitor the septic systems in the State Lakes Recreation Area and study the alternatives and feasibility for providing municipal service.

Storm Drainage

FACILITIES AND INFRASTRUCTURE

Storm sewer pipes are sized for one half to one year events (in the older parts of town), with the newer areas being designed for a five-year storm (and have been since 1980s). The City owns two detention facilities located at the airport.

SERVICE AREA

The corporate limits of Fremont and the immediate periphery.

PLANNING AND DEVELOPMENT POLICY

New development is required to provide for on-site detention, which is determined on a case-by-case basis. Examples of recent detention basins include those at Wal-Mart and Menards on 23rd Street. The City does not currently have a plan for regional detention facilities.

FUNDING

Gas tax and street infrastructure sales tax.

RECENT CHANGES

No recent changes.

STATUS AND NEEDS

None identified.

POLICIES

- Drainage features should be designed to serve as multi-functional amenities, like Johnson Lake that filters and conveys storm water while benefitting the community as a recreational amenity.
- Construction and site design should be highly sensitive to site features, including hydrology, vegetation, soils, and vegetation.
- Site design and subdivision standards should result in stormwater flows that are equal or less than pre-development flows.
- Natural channels and overland flows should be used to the maximum extent versus concrete-lined channels or subsurface infrastructure systems.
- The City's site design standards should transition over time to include sustainable development practices such as rainwater catchment, rain gardens, green roofs, pervious pavement, bioswales, and forms of on-site retention. The cost savings of cluster site design standards, which incorporate these sustainable development practices, is displayed in **Table 3.3, Conventional vs. Cluster Development**.

RECOMMENDED ACTIONS

- Amend the zoning ordinance to require provision of open space for the purposes of establishing development character (refer to *Chapter 2, Land Use and Character*) and also for detaining/retaining and conveying stormwater.
- Consider enclosing the drainage ditches and using them as a recreational amenity, such as trail space, greenways, and landscaping.

- Continue the ongoing study (conducted by the Corp of Engineers funded by Lower Platte Natural Resource District, City of Fremont, Dodge County, and the City of Inglewood) for future levee improvements that would remove existing areas from the floodplain and open up vacant properties for development.
- Evaluate the requirements and standards for on-site detention including a minimum site threshold, exemptions for sustainable practices, and the placement, design, and function of basins and other improvements.
- Consider requirements for joint use of regional detention whereby there can be a cost-share arrangement and agreement among multiple properties and owners.
- Revise the standards and specifications for drainage features to correspond with the development character expressed by this plan. For instance, suburban development requires a high percentage of open space (either by way of larger lots or large common areas), which allows for on-site collection, infiltration, and positive surface (natural) drainage. This contrasts with a more densely developed and auto-urban character that essentially requires a more costly underground stormwater drainage system.
- Prepare a Comprehensive Stormwater Management Plan that addresses stormwater quality, conveyance capacity, and flood damage mitigation.
- Encourage vegetative buffers along stream corridors to increase filtration and water protection.

Table 3.3, Conventional vs. Cluster Development

Development Type	Conventional	Cluster
Lots	142	142
Lot Size	1/2 acre	1/4 acre
OSR	0%	50%
Runoff System	Curb/gutter	Street swales
Cost Per Lot	$ 17,325	$ 6,259
Street Cost	$ 2,008,200	$ 663,000
Detention Ponds	$ 48,000	$ 0
Stormwater Pipe	$ 352,000	$ 66,000
Berms	$ 0	$ 10,000
Swales	$ 0	$ 927,000
Other	$ 0	$ 43,005
Total	$ 2,460,200	$ 887,705

Source: U.S. Environmental Protection Agency

Conventional site design practices that utilize stormwater pipes and detention ponds cost nearly three times more than drainage practices that use berms, swales, and other natural features.[8]

8 U.S. Environmental Protection Agency

Natural Gas

FACILITIES AND INFRASTRUCTURE

The community is served by a peak shaving facility, two border stations, and distribution piping. Northern Natural Gas is the supplier.

SERVICE AREA

Fremont and the adjacent area, as well as the Villages of Inglewood and Cedar Bluffs.

PLANNING AND DEVELOPMENT POLICY

There is sufficient capacity (and good pressure) inside the bypass with some (limited) capacity outside it. New gas mains will need to be extended and required to service newly developing areas.

SERVICE INDICATORS

10,780 gas meters are currently in use.

Lon D. Wright Power Plant

FUNDING

The natural gas system is funded through utility rates.

POLICIES

The City is responsible for providing adequately-sized and well-maintained infrastructure to support gas supplied by Northern Natural Gas.

ACTIONS

No specific needs or actions have been identified. See General Policies on the following page.

Electric

(Note: See *Chapter 6, Energy,* for more details).

FACILITIES

Power plant #2 (Lon D. Wright Power Plant) is a coal-fired electric generating station located in the southeast quadrant of the City. This plant supplies all of Fremont's needs. Excess power is sold through a marketing agreement with the Omaha Public Power District (OPPD).

SERVICE AREA

The electric service area is 60 square miles including Fremont and the surrounding area.

PLANNING AND DEVELOPMENT POLICY

The current system can support future development up to half a mile east of the U.S. 275 / U.S. 30 bypass, which already covers projected growth areas identified in the 20-year Future Land Use Plan. Further development to the east would require City annexation and coordination with the Omaha Public Power District (OPPD) in order to extend the electric grid. The City is currently developing a power study to refine its planning and development policy.

SERVICE INDICATORS

14,210 electric meters are currently in use.

FUNDING

The electric system is funded by utility billing.

RECENT CHANGES

- Between 2000 and 2001, power plant #2 received control system upgrades. Currently, the plant is upgrading software in a three-year program.
- Approximately eight years ago, power plant #1 (located at 730 N. Park Street) was sold and remodeled into apartments by a private developer. Tax Increment Financing (TIF) money was used to help fund the project.

POLICIES

- Refer to a pending power study initiated by the City to evaluate future generation solutions.
- The City should evaluate the costs and benefits of undergrounding electric lines within the City limits and its planned future annexation areas.

RECOMMENDED ACTIONS

- Refer to the pending power study to evaluate future generation.
- Explore the interest, feasibility, and prioritization of replacing overhead utility lines with underground lines.

General

POLICIES

- The City will provide utility service in logical order and therefore, will not extend trunk facilities across significant expanses of vacant land. Exceptions will be made for industries that will make a significant contribution to the economic sustainability of the community.
- Improvements to the collection, distribution, treatment, and conveyance system will be commensurate with the demands of new development.
- Utilities will be developed while conserving natural resources, protecting natural features, and enhancing the character of the community and region.
- Growth should be directed to areas that can be most efficiently and economically served with public services and utilities while planning for future capacity needs.
- Municipal utilities are designed to provide utility services to properties located within the City limits, which helps promote contiguous growth patterns and an efficient use of infrastructure.

RECOMMENDED ACTIONS

- Where financially and physically feasible, primary improvements (water mains, trunk sewer lines) should be sized and constructed to meet the needs of 29,794 residents (2030 projected population) since, over the life of a project, this is more economical because periodic upgrades are eliminated.
- The cumulative impacts of new and expanded commercial and industrial sites developed in the coming years should be assessed periodically in relation to the water demands and wastewater flows to ensure the plans will remain on target in terms of needed system and facility improvements.
- Determine a service threshold at which demand exceeds the desired capacity of public facilities, whether it is water and wastewater systems, roadways, parks, or schools. Generally, the difference between the established threshold and the existing level of service is the amount available for development.
- Reserve the amount of capacity projected for a development during the time between approval of a project and its completion, which counts against the total capacity of public facilities in future applications for development. An expiration date for approved projects may be necessary so as not to unnecessarily burden or deny other projects.
- Incorporate into City standards and specifications means for addressing storm water quality, including a first preference for non-structural best management practices such as bio-retention, vegetated swales and buffer strips, constructed wetlands, and other environmentally sensitive design and construction practices.

Quality Public Service

Vision

The role of Fremont's police, fire, and emergency medical services is to protect life and property and create a safe environment to live, work, and play.

Context

The Fremont Police and Fire Departments are designed to protect the health, safety, and public welfare of the community. The effectiveness of each department is dependent on staffing of well-trained police officers, firefighters, and emergency medical personnel; equipment such as vehicles, apparatus, and firearms; training and continuing education; and adequate building facilities. The location of the fire station is critical to response time for emergency calls, which correlates to life safety and also impacts the City's insurance rating. The capacity of these essential functions is necessary to evaluate the impacts and needs warranted by community growth.

Fire Department

The Fremont Fire Department is the provider of fire, rescue, disaster, and emergency response services for the City and the immediate surrounding area. Outside of the City's service area is the Fremont Rural Volunteer Fire Department, which has a mutual aid agreement with the City.

STAFFING

The department employs 26 staff members with authorization for a total of 30 volunteers. One volunteer firefighter and two reserve firefighters supplement full-time staff.

SERVICE AREA

The response jurisdiction for the Fire Department is approximately nine square miles in the city and approximately 56 square miles for Emergency Medical Services (EMS) response as displayed in **Figure 3.7, Fire and EMS Service Area** (see next page). The boundaries roughly cover an area seven miles to the west, south to the Platte River, two miles to the north, and east to the Washington County line. The water supply in the community is excellent, allowing the City to have an Insurance Services Officer (ISO) rating of 4.

BUILDINGS

The fire station is located at 415 East 16th Street. Current accommodations include: administrative offices, four bays facing north and one bay facing south; four sleeping quarters; library; classroom/ training space, kitchen, and fitness room.

VEHICLES

Apparatus include three pumpers (two front line trucks and one reserve truck), one aerial (30 years old), one water rescue/command center unit, and three rescue squads.

EMERGENCY MEDICAL SERVICES (EMS)

In 1993, the Department was approved for Advanced Life Support (ALS) service. In 1995, it received its paramedic license. Today, there are 14 Emergency Medical Technicians (EMT).

SERVICE INDICATORS

The number of emergency responses in 2010 increased by approximately 5.5 percent over 2009. In 2010, the Department responded to 286 fire related calls and 1,986 emergency medical service calls. This increase in total responses is reflected in **Figure 3.8, Fremont Total Runs with Fire Run Breakdown** (see next page).

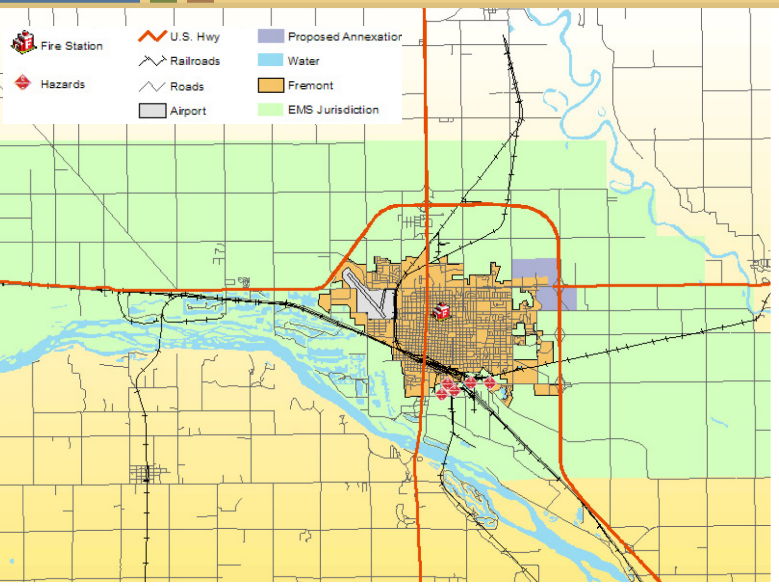
RESPONSE TIME

The Department has an ISO rating of 4, which may be down-graded upon the next review due to staffing shortages. Currently, units that deploy are capable of responding to 71.1 percent of all roads within Fremont in four minutes or less, and 100 percent of all roads located within Fremont in eight minutes or less, assuming the unit is available to respond immediately upon dispatch. The current response time does not meet national standards established by the National Fire Protection Association.[9]

POLICIES

- The Fremont Fire Department should pursue full staffing in accordance with standards of the National Fire Protection Association, as the budget allows.
- The recommendations derived from the "Geographic Information System Emergency Services Response Capabilities Analysis" study, which was conducted by the International Association of Fire Fighters (IAFF), should serve as a resource for the City and Fremont Fire

9 Geographic Information System Emergency Services Response Capabilities Analysis, September 2010, International Association of Fire Fighters (IAFF)



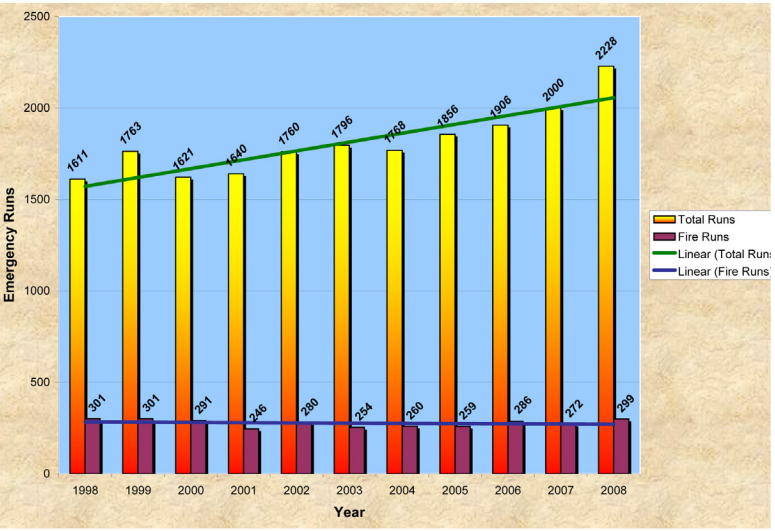


Figure 3.7, Fire and EMS Service Area *(Above)*
Figure 3.8, Total Runs with Fire Run Breakdown *(Below)*

Department regarding staffing, availability of apparatus, fire coverage and response, and station locations.

- The City will seek to maintain a level of service that is equal to or better than an ISO fire insurance rating of 4, as designated by the National Fire Protection Association. [10]

10 The Insurance Service Office (ISO) awards a rating of 1 to 10, with a rating of 1 considered the best.

RECOMMENDED ACTIONS

- Promote the reserve officer program to recruit up to 12 firefighters to supplement full-time staff. This reserve program provides much needed support to respond to calls, which would help maintain or improve the current ISO rating.
- Continue pursuing SAFER (Staffing for Adequate Fire and Emergency Response) grants-in-aid to fill the four vacant firefighters positions needed to meet IAFF recommendations. These grants are to be used for hiring firefighters and recruiting and retaining volunteer firefighters. The goal is for the department to maintain 24-hour staffing and to assure that it has adequate protection from fire and fire-related hazards.
- Identify funding and budgetary strategies for purchasing a new aerial unit, pumper, and reserve squad unit.
- Consider IAFF's recommendations to either build a new fire station to supplement the existing station, or build two new stations to replace the existing station.[11]

11 Geographic Information System Emergency Services Response Capabilities Analysis, September 2010, International Association of Fire Fighters (IAFF)

- Study options and potential sources of funding to add an additional engine company and ambulance unit staffed by full-time firefighters, in accordance with IAFF recommendations.
- Identify funding sources for a new roof, classrooms, computers, HVAC system, and indoor or covered storage for two trailers, a boat, and pickup.
- Consider long-term strategies for constructing an emergency services (fire, police, and EMS) training center and facility (emergency vehicle operations, burn tower, etc.).

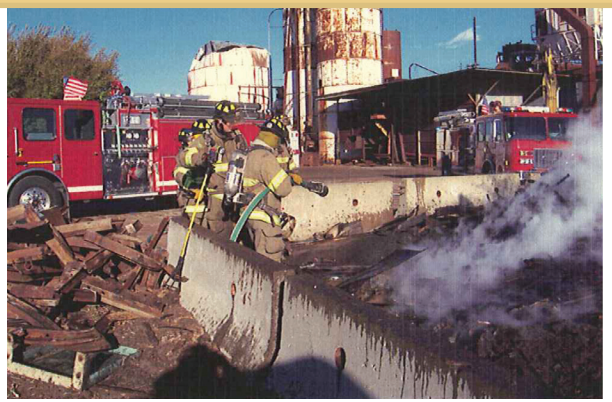
Police

STAFFING

The Department employs 39 sworn officer, which includes four lieutenants, six sergeants, four detectives, and 23 patrol officers, plus two officers laterally transferred into the drug task force. The Department jointly funds and provides a School Resource Officer (SRO) for Fremont Public Schools, which is on campus Monday through Friday. Security officers at Midland University and Metropolitan Community College coordinate with the Department.

Fire and Police Funding

Both Departments are funded through a combination of property taxes and a ½ cent sales tax. Of that ½ cent, 40% is allocated to the Police and Fire Departments, and the remaining 60% is used for infrastructure.



SERVICE AREA

The Police Department's jurisdiction is the City and its two-mile planning jurisdiction. The service area is divided into four districts. The Department is working on an interlocal agreement with Dodge County Sheriff's Department, which would allow Fremont officers to work with the Sheriff's office for calls of service and investigations in the County. The agreement has been passed by City Council but has yet to be approved by the County Board of Supervisors.

BUILDINGS

The Department is located in a two-story masonry and glass building that was constructed in 1967. The structure was originally built for the City's Utility Department, and it housed the City's administrative offices and various utility functions. In 1993, these functions moved to the newly acquired Municipal Building, and the Police Department moved from the old Post Office.

Accommodations within the building include a public waiting area, 911 communications center, administrative offices, training room, property/evidence room, armory, lockers, and an interview room. An attached 7,200 ft. garage contains heated, indoor storage for vehicles, equipment, and evidence.

There is no holding cell in Fremont meaning prisoners are transported to the Dodge County jail.

VEHICLES

The Police Department has five primary cruisers, three motorcycles, bicycles, and a K9 unit for drugs and tracking.

POLICIES

- The Department will continue its community policing program through regular district meetings and involvement with neighborhoods and schools.
- The City will continue to cooperate with the Dodge County Sheriff's office to gain approval, and to manage and oversee an interlocal agreement for police protection services in and around Fremont.
- The City will prepare and implement a cooperative training program for all sworn officers to ensure they maintain the skills and continuing education necessary to fulfill their mission.
- The Police Department will coordinate with other City departments to conduct a review of both public and private development plans to ensure crime prevention is adequately addressed.
- The Police Department should pursue full staffing in accordance with the Federal Bureau of Investigations, as the budget allows.

ACTIONS

- Pursue the CHRP (Cops Hiring Recovery Program) grant to hire additional officer(s). This program funds a position at 100 percent for three years with the Department committing to fund the position for a fourth year.
- Identify a source of annual funding to replace three cruisers and purchase a new emergency response unit and associated equipment (radios, guns, vests, etc.).
- Support additional emergency response unit (ERU) training.
- Plan and budget to renovate the police station with new roofing, windows, and doors. Also, identify space and a location for additional records storage.
- Study the feasibility and warrant for a City-County joint law enforcement center. Further, consider consolidating communications between the City and Dodge County.

Health and Education

Vision

Fremont is a multi-generational community that supports diverse educational opportunities and first-class medical services in order to improve residents' quality of life.

Context

The City relies on a combination of public, semi-public, and private community partners to support the education and health system, with leading roles from Keene Memorial Library, Fremont Public Schools, Archbishop Bergan Catholic School, Metropolitan Community College, Midland University, and Fremont Area Medical Center. These services contribute substantially to quality of life and aid in attracting new residents and businesses. This section does not conflict with ongoing plans and efforts conducted by these entities, but rather provides policies for enhanced interaction and support of their highly beneficial services for community residents.

Keene Memorial Library

EMPLOYMENT

The library employs 17 full- and part-time staff positions. Last year, the Director retired and the Acting Director has filled the Director's and Assistant Director's responsibilities.

BUILDING FACILITIES

The library is centrally located at 1030 N. Broad Street. It is housed in a 22,000 sq. ft. building, which includes a 75-person auditorium and children's play area. A smaller annex (a.k.a. East Building) is located across the parking lot, accommodating additional meeting space, books, sorting, and storage.

In 2010, the library was renovated to include a new HVAC system, boiler, electrical work, ceiling tiles, electrical grid, sprinkler system and fire alarm, new paint and carpet, and updated lighting fixtures.

EDUCATION AND PROGRAMMING

The library offers a number of classes and programs for children and adults. It is also host for over 400 meetings per year, ranging from support groups to social clubs.

Classes

Three- and six-week computer classes address beginning and intermediate level computing. While a few one-hour workshops have been offered on Overdrive (an online consortium), additional "lunch and learn" sessions are being developed to cover email, social networking, and other computer trends.

Children's Programs

Examples of library-offered programs include the summer reading program, children's story time, baby and toddler play, monthly craft session, and treasure hunt in the stacks, among others.

Adult Programs

The library offers book clubs, computer classes, quilting and knitting, and special exhibits and displays.

TECHNOLOGY AND TRENDS

In addition to books and periodicals, the library serves as a multimedia and technology center. The Acting Director has observed an increase in computer use, although print circulation remains greater than total computer usage. Technology applications range from free Wi-Fi use to downloading music onto portable devices. The library currently offers:

- 16 public computers with Microsoft Word programming; Internet, and email;
- Seven catalog computers;
- One genealogy computer;
- One microfilm machine;
- 3,600 movies on DVD;
- 4,200 CDs (books on CD and music CDs);
- Over 8,000 e-books through the net library;
- 400 audio and e-books through an online consortium (Overdrive); and
- Nearly 100 pre-loaded MP3 players.

STATUS AND NEEDS

A space study was conducted in 2004 (and updated in 2007) that indicated the library warranted an additional 10,000 sq. ft. for its current level of use. Of course, the library's utilization has continued to grow, meaning that the space needs are even larger now and will grow more with an additional 3,397 residents during the 20-year horizon on this plan. One consideration has been to expand the main building and/or the annex to provide more space. Another consideration is to acquire nearby property. At this point, the library does not want to add additional branches to its operation.

Table 3.4, Library Service Indicators

	Total Circulation	Adult Circulation	Children Circulation	Avg. Daily Circulation	Meetings	Computer Use
2007-2008	175,780	91,620	84,160	5,929	612	20,013
2008-2009	173,320	93,792	79,528	5,872	586	23,215
2009-2010*	151,282	82,479	68,803	5,157	384	15,734

* Closed for remodel & relocated to three separate temporary locations from April 16 - June 14.

Library Funding

The library is primarily funded by City property taxes. Supplemental funding includes state aid to libraries through the Nebraska Library Commission; Friends of the Library book sale proceeds (new books and DVDs); and Friends of the Trust, an endowment through the Fremont Area Community Foundation.

Additional needs include:

- Funding for the Assistant Director position;
- Increased parking;
- Separate computer area to hold classes;
- Technology upgrades for the auditorium;
- Walls or glass in the children's area to segregate this space; and
- Kitchen in the East Building.

POLICIES

- The library serves as a community gathering space and educational center for the community.

RECOMMENDED ACTIONS

- Evaluate opportunities to fund the Assistant Director position.
- Consider building shared-use public parking lots that could supplement overflow traffic from the library and Metropolitan Community College.
- Conduct further study to determine the feasibility of separate computer areas; technology upgrades for the auditorium; partitions in the children's area; and a kitchen in the East building.

Fremont Public Schools (FPS)

FPS has 11 schools, including one high school, one middle school, eight elementary schools, and one pre-school. In addition to these public schools, three private schools include Archbishop Fremont Bergan Catholic High School, Bergan Elementary, and Trinity Lutheran (Kindergarten through 6th Grade).

PUBLIC SCHOOL SITES AND ENROLLMENT[12]

- Fremont High School (1,330 students)
- Fremont Middle School (913 students)
- Bell Field Elementary School (356 students)
- Clarmar Elementary School (230 students)
- Grant Elementary School (212 year-around students)
- Howard Elementary School (281 students)
- Linden Elementary School (361 students)
- Milliken Park Elementary School (313 students)
- Platteville Elementary School (61 students)
- Washington Elementary School (276 year-around students)
- Davenport Pre-school program (131 students)

Total: 4,464 students

12 2011 Enrollment, Fremont Public Schools Interview, Tom Reeser

SERVICE AREA

FPS captures virtually all public students within the City limits and two-mile jurisdiction. Five other districts adjoin FPS, including North Bend Central, Logan View, Arlington, Douglas County West, and Cedar Bluffs.

RECOGNITION

Fremont Public Schools is the first school district in Nebraska to be awarded the North Central Accreditation Commission's District Accreditation Quality Achievement Award (2006) and to be nominated for renewal. To earn District Accreditation, schools must meet seven standards representing the association's highest and most rigorous requirements, be evaluated by a team of professionals from outside the school, implement a continuous school improvement plan focused on increasing student performance, and receive approval by the national organization.[13]

PARTNERSHIPS

Park and Recreation Facilities

Milliken Park Elementary School (City), 5th/6th grade building play space (City), and High School tennis courts (City and Midland University).

13 http://www.fpsweb.org/

Middle School

Table 3.5, Public School District Enrollment

	Fremont	Arlington	Cedar Bluffs	Douglas County West	Logan View	North Bend Central
Poverty	47.84%	14.55%	39.91%	36.69%	40.61%	33.47%
Graduation Rate	83.92%	98.21%	n/a	97.22%	94.74%	97.62%
Enrollment	4,569	591	222	676	515	480

Fremont Public Schools (FPS) are surrounded by five school districts with lower poverty rates, higher graduation rates, and significantly smaller enrollments. This reflects the more urbanized character of Fremont relative to the region.

After-School and Intercession Programs

After-school and intercession programming at Washington and Grant Elementary Schools (YMCA and Midland University).

Classroom Space

FPS shares classrooms at the High School and Middle School with Wayne State College and Doane College during the evenings and weekends.

Business Partnerships

Schools in the district have two to three business partners that provide a wide range of assistance (e.g. local banks, Fremont Area Medical Center, etc.).

EMPLOYMENT

- 343 teachers
- 600 total employees (including teachers)

DEVELOPMENT POLICY

Developer may set aside land but he/she is not required to do so.

RECENT CAPITAL IMPROVEMENTS

Construction of Middle School (2000) and construction of Bellfield Elementary School (2004).

STATUS AND NEEDS

Four projects are underway:

- **Clarmar Elementary Renovation ($1.5 million)**: 7,500 sq. ft. of classrooms, office space, general use areas, and computer lab additions (*near or at completion at time of final publication).
- **High School Renovation ($3.5 million):** 16,000 sq. ft of additional classroom and lab space, special education facilities, and a commons area.
- **Linden Elementary Renovation ($2.5 million):** 16,500 sq. ft. replacement of early 1930s two story building - will be razed and classrooms that were there will be in a new structure, 10 classrooms and office areas.
- **5th/6th Grade Building New Construction ($12.5 million):** 102,000 sq. ft. with 32 classrooms, office space, and related common areas.

Once the four projects are completed, FPS will be equipped to handle 5,400 students. Currently, the district enrollment is at 4,464 students, meaning the schools are at 83 percent capacity. Given an average 0.47 students per household and an additional 1,428 households by 2030, expansion will be necessary beyond the 20-year plan horizon.[14]

14 This is based on the assumption that the population will increase by 1,768 residents (631 households at 2.38 persons per household).

POLICIES

- Infill development is encouraged to ensure neighborhood elementary schools have an equitable distribution of students, thereby fostering stable enrollment and sustaining their vital role in neighborhood preservation and integrity.
- The City limits should fall within the Fremont Public Schools boundary (and vice versa) to ensure all public students attend the same district.
- Mixed-use and residential developers should be responsible for preserving land for future elementary school sites.
- Neighborhoods should be designed so that elementary schools are within walking or biking distance.
- Shared-use facilities are encouraged to maximize public resources.

RECOMMENDED ACTIONS

- Support FPS efforts to renovate and expand permanent buildings on site while respecting the character of surrounding neighborhoods.
- The location of future school sites should be coordinated with the Future Land Use Plan, Parks and Recreation Master Plan, and existing and future trails system.

Fremont Public Schools Funding

In 2009-2010, Fremont Public Schools general fund budget was $48.8 million with an average cost per pupil of $8,792.29. The budget is comprised of a local tax levy (46%), Dodge County (1%), State of Nebraska (40%), and the federal government (13%), which includes ARRA funding.[15]

15 Nebraska Department of Education

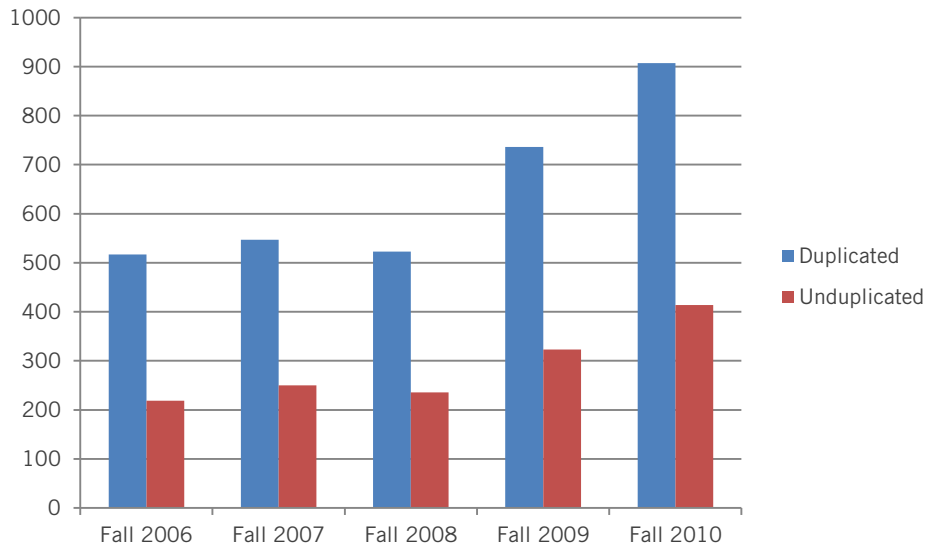


Figure 3.9, Metropolitan Community College Enrollment

Over the last two years, enrollment has increased at unprecedented rates. Duplicated enrollment represents the number of seats filled (i.e. one student may represent three seats), and unduplicated enrollment represents the total number of students attending MCC. Source: Phone Interview, MCC

- Consider a development policy that requires developers to set-aside land for elementary schools in coordination with Fremont Public Schools.
- Maintain the City/FPS relationship to continue sharing FPS and City facilities and services.
- Create written agreements for joint use with additional FPS playground and athletic facilities, particularly in the needs areas refer to *Map 4.2, System Plan*, in the City's Parks and Recreation Master Plan) for use as joint-use public parks.

Metropolitan Community College

The Fremont Center is a satellite campus of Metropolitan Community College (METRO), the largest community college and post secondary institution in Nebraska.

FACILITIES

The Fremont Center opened in 1986 in a strip mall on 23rd Street. The campus relocated in 2007 to its current location at the "Old Junior High Building," offering more building space and a bigger presence in the community (enrollment has increased by 75 percent). Since relocating, two renovations have cost the College approximately $3.5 million.

ENROLLMENT

The college has nearly doubled its student population (unduplicated students) over the last five years and plans to continue this trajectory. Identified in **Figure 3.9, Metropolitan Community College Enrollment** is the five-year trends.

EMPLOYMENT

The Fremont Center employs 13 full-time staff, plus 45 part-time faculty, and five part-time staff.

The majority of professors are full-time adjuncts, current and retired public school teachers, current and retired professors from Midland University, and professionals from the community.

STUDENT BODY

The average age of the student body is 27.6 years. There is a disproportionate number of females (64.7%) than males (45.3%), and 9.2 percent are classified as minority students.

EDUCATION

The Fremont Center provides access to over 100 degrees and certificate programs. The top five credit hour programs include health, math, English, information technology, and sociology. The Center has a number of specialty labs and programs that provide hands-on training, such as a certified nursing lab (CNA program), EMT paramedic lab, data center training lab, and a medical office simulation lab.

PARTNERSHIPS

- **Classroom Space**: Rents from Midland and FPS.
- **Office Space**: Rents office space to the Nebraska Department of Labor.
- **Housing**: In the past, full-time METRO students have had the option of living on-campus at Midland University.

Metropolitan Community College Funding

The Fremont Area Center of MCC is funded by the State of Nebraska, tuition, and property taxes.

- **Assisted Living Facilities**: Partnered with CareCorp to interview clients at assisted living facilities (English composition class).
- **Matriculation and Transfer Agreements**: Midland and METRO.
- **Workforce Training**: Local businesses and industry.
- **Dual Enrollment and College Credit**: FPS and Bergan offer credit for high school students.
- **Business Partner:** Fremont Learning Center.
- **Fremont Area Medical Center**: Student internships and employment.

STATUS AND CURRENT NEEDS

The biggest concern for MCC is parking. The College needs more parking to accommodate students and faculty. One consideration is shared-use parking agreements with the City and/or nearby businesses and institutions.

With a projected increase in student enrollment, more classroom space will be needed to supplement the existing building. The College can continue to partner with other entities (e.g. Midland University, Fremont Public Schools) to rent classroom space.

The College also needs more scholarships to retain existing students, attract new students, and continue providing opportunities for high school students.

POLICIES

- The City will continue to support the growth and expansion of Metropolitan Community College through government cooperation, mutual planning, and coordination of infrastructure and public facilities.
- Professional employment opportunities will be encouraged and developed to retain Metropolitan Community College (MCC) graduates from the Fremont Center, and to attract graduates from other MCC campuses.

RECOMMENDED ACTIONS

- Consider building shared-use public parking lots that could supplement overflow traffic from the library and Metropolitan Community College.

Midland University (MU)

Midland University is a four-year liberal arts school with a 128-year history in Fremont. Over the last 50 years, the institution has experienced significant name changes. In 1962, Midland merged with Luther Junior College to become Midland Lutheran College, and in 2010, Midland Lutheran College transitioned to Midland University.

FACILITIES

MU has 18 buildings on campus, including a student union, large and small athletic complexes, dining hall, library, and theater.

Seven buildings are dedicated to housing. Students are required to live on campus for the first two years (except students from Fremont). Most housing is traditional dorm style, but new apartment-style buildings were built five years ago. Given recent enrollment increases (particularly from the closing of Dana College), the dorms are currently at capacity.

ENROLLMENT

900 to 950 students.

EMPLOYMENT

180 total staff (including adjunct faculty).

STUDENT BODY

MU is a regional school that attracts most students from Nebraska. There are a number of students drawn from neighboring states such as Kansas, Colorado, and Minnesota.

Midland University Funding

MU is primarily funded through tuition (94%) and supplemented by endowments and donations (6%). Students receive an average of 50% scholarship discounts.

EDUCATION

Midland offers over 50 majors and pre-professional programs. There are two graduate programs that offer a Masters in Education and a Masters in Accounting.

RECENT CAPITAL IMPROVEMENTS

- **Event Center:** In 2005, the Event Center was constructed for athletics, conferences, and community events. This space serves as the basketball and volleyball arena.
- **Hopkins Arena Renovation:** The old gym was remodeling into multi-use space with indoor athletic facilities, a weight room, and athletic offices.
- **Football Complex Renovation:** This building was remodeled into offices, a weight room, and maintenance facilities.
- **Apartment-Style Dorms:** In 2005, new dorms were constructed that hold 200 students.

PARTNERSHIPS

- **Matriculation and Transfer Agreements**: Midland and METRO.
- **Athletic Facilities:** Tennis courts (FPS), stadium (FPS).
- **Housing and Classroom Space:** METRO students.
- **Gym Memberships:** All students and staff receive a membership to the Fremont Family YMCA.
- **Nursing Program:** Nursing students do on-site and clinical work at Immanuel Hospital in Omaha (currently exploring possible scholarship programs, merging nursing programs, etc.) and Fremont Area Medical Center.

STATUS AND NEEDS

- The University wants to enroll 1,150 to 1,200 students (currently at 900 to 950 students), including graduate programs.
- More housing options.
- Improved athletic facilities, specifically multi-use space (e.g. wrestling practice), indoor baseball practice fields, and Memorial Stadium track improvements.
- Possible street closure of N. Logan Street to improve student safety and to improve campus continuity.
- Additional land for campus expansion, particularly south to Military Avenue and east to N. Bell Street.

POLICIES

- The City will continue to support the growth and expansion of Midland University through government cooperation, mutual planning, and coordination of infrastructure and public facilities.
- Professional employment opportunities will be encouraged and developed to retain Midland University graduates in Fremont.

RECOMMENDED ACTIONS

- Coordinate Midland University efforts to renovate and expand buildings off-site while encouraging neighborhood compatibility and minimal traffic impacts.
- Coordinate transportation and public works improvements that could benefit Midland University as campus planners consider closing public streets and creating a campus gateway.
- Adopt ordinance provisions allowing accessory dwelling units in a specified area around the campus and subject to standards to preserve neighborhood integrity.

Fremont Area Medical Center (FAMC)

Fremont Area Medical Center (FAMC) has served Fremont and the surrounding region as an independent hospital and medical provider since 1940. With 850 employees, FAMC is the largest employer within the city limits and the only hospital in Dodge County. The Medical Center is part of a larger medical community, comprised of general and specialized practitioners, senior services, and other

Figure 3.10, Fremont Area Medical Center Service Indicators

Source: Fremont Area Medical Center

Emergency service visits
13,572

Surgery procedures
2,837

Births
452

Home care visits
3,343

Medical rehabilitation sessions
24,911

Radiation treatments
5,116

Laboratory tests
549,984

Imaging procedures
48,570

Meals served
326,57

healthcare providers that contribute to the quality of life, labor force, and economy in Fremont.

FACILITIES

The Medical Center is located at the intersection of 23rd and Clarkson Streets. The 426,000 sq. ft. main building offers hospital facilities, rehab services, cancer services, an educational center, and long-term care, including 90 acute-care beds, 112 long-term beds, and 12 rooms in the Emergency Department. Located across the street, the east campus includes a shared-use building with a physicians clinic. A wound center, cardiac diagnostic clinic, and private medical offices are located within blocks of the Medical Center. In addition to these facilities in Fremont, FAMC also offers family practice clinics in North Bend and Dodge.

Over the last 10 years, the hospital has invested in a wide range of facilities and technology, including:

- 21,000 sq. ft. radiology and imaging (2005, $12.7 million);
- 17,300 sq. ft. emergency department (2003, $4.7 million);
- 30,000 sq. ft. health park plaza (2003, $6.4 million), a three story multi-use facility that accommodates Cancer Services, the laboratory, and educational training facilities, programs, and events;
- Wound center (2010, $640,000);
- Part of a shared-use facility located across from the main campus, including private practices ($1.8 million, paid for by Health Care Professionals, a subsidiary of FAMC); and
- New utility plant (2003, $4.1 million).

STAFFING

The Medical Center employs an average of 850 part- and full-time staff, including 75 physicians on the active medical staff. A total of 260 volunteers supplement the workforce, assisting in a range of departments.

SERVICES

FAMC offers 26 medical specializations, with major service lines in obstetrics and gynecology, urology, imaging, cardiology, cancer, orthopedics, and senior services. Services also include home health care, hospice services, and a comprehensive rehabilitation program. The statistics in **Figure 3.10, Fremont Area Medical Center Service Indicators**, illustrate the range of uses.

As one of the first hospitals in Nebraska to perform robotic surgical procedures, patients have traveled from over 10 states and throughout the region to

Fremont Area Medical Center Funding

FAMC is funded by operations revenue; the Medical Center is not the recipient of local, county, or state taxes. However, as a county-owned, nonprofit healthcare facility, FAMC is governed by a Board of Trustees appointed by the Dodge County Board of Supervisors.

One of the most significant community benefits contributed by Fremont Area Medical Center is uncompensated healthcare services provided to the uninsured and underinsured. This includes $ 2,226,225 in traditional charity care, $ 7,366,64 in unpaid costs of public programs, and $ 998,062 in subsidized health services.

receive these innovative services by some of the area's most experienced surgeons. The Medical Center is currently undergoing a significant information technology (IT) transition, which will include greater access to Electronic Medical Records.

Quality patient care and performance have garnered state and national certifications and awards, including recognition from the Joint Commission, State of Nebraska Safety Council, Commission on Cancer of the American College of Surgeons, Centers for Medicare & Medicaid Services (CMS), Blue Cross and Blue Shield (BCBS) of Nebraska, Professional Research Consultants, Inc., and American Heart Association, among others.

LONG-TERM AND ELDERLY CARE

Since the 1960s, FAMC has offered long-term healthcare through A. J. Merrick Manor (AJMM), a 112-bed skilled care facility with private and semi-private rooms and 24-hour nursing care. The facility is located within and is designated as an "Eden Alternative," a quality-of-life certification that integrates plant and animal interaction with community life. Given Dodge County's high percentage of aging adults, these long-term accommodations allow residents to be cared for locally.

COMMUNITY PARTNERS

FAMC is an active community partner. Relationships have been established with:

- Creighton University School of Medicine and University of Nebraska Medical Center residency programs;
- Midland University nursing program;
- YMCA employee benefits;
- Sports medicine and athletic training coverage for Fremont High School, Bergan Catholic School; and 11 other schools in the area;
- Elementary school student mentoring.

Health education programs, preventative screenings, support groups, and community events are another significant component of FAMC's outreach. Examples include community health screenings; free sports injury clinic; free pre-sports physicals; free health screenings, some of which have included: prostate, carpal tunnel, vein, carotid artery, foot, etc.; heart health expo; womens' expo; donor/sponsorship for community programs and events, including but not limited to: Crisis Center, John C. Fremont Days, Charity Classic, Dodge County Fair, school proms, Big Brothers Big Sisters, American Cancer Society, etc.

CURRENT AND FUTURE NEEDS

A five-year strategic plan is currently being drafted. This study will evaluate building space, staffing, and medical specializations, among other considerations. It will also take into account a community assessment survey and physician satisfaction survey.

POLICIES

- The City recognizes the wide range of medical needs, as well as the healthcare services and financial resources necessary to support them.
- The medical community is an important social and economic benefit to the community that should be marketed and supported.

RECOMMENDED ACTIONS

- Continue to support and facilitate opportunities for coordination with health and educational partners within the community.
- Assist in promoting and marketing the Medical Center in an effort to attract more residents, medical professionals, and industries to the region.
- Continue to invest in quality of life amenities to make Fremont an attractive place to live and work for doctors and medical personnel.

Future Growth and Annexation

Vision

The City will grow in a compact and contiguous pattern so as to enable an efficient use of land and infrastructure and promote long-term fiscal sustainability.

Context

Fremont is projected to increase from a 2010 population of 26,397 persons to 29,794 persons by 2030, which equates to approximately 70 to 75 dwelling units annually. Care must be taken in the decisions as to the appropriate locations of this development to ensure an efficient and responsible manner of development.

POLICIES

To date, the City has managed its pattern of development and succeeded in achieving a compact and efficient urban form. Continuation of this pattern is advocated by this plan. Policies to help guide decisions in this manner are as follows:

- The efficiency of existing infrastructure will be maximized by directing development to occur within or adjacent to the City limits so as to avoid premature and costly extensions of facilities and services.
- Future growth will continue to occur in a compact development pattern where adequate infrastructure exists and where police and fire protection services may be readily served.
- Future growth will be closely coordinated with infrastructure investments, compatible with existing development, environmentally sensitive, and fiscally responsible.
- Development will be staged in a deliberate sequence so as to enable timely capital budgeting and provision of adequate public facilities and services.
- The outlying and peripheral areas will be preserved as prime agricultural lands, protected from the encroachment of premature development.
- Annexation will occur prior to or concurrent with development to enable the City to properly plan for and coordinate the extension of adequate public facilities and services.
- The character of infill development will be carefully designed to ensure its compatibility with the abutting and adjacent development.
- The rural character of the surrounding lands will continue to be preserved with agriculture as the primary use.
- Adequate facilities and services will be coordinated in a manner that leads to a fiscally responsible pattern of development.
- The City will continue to partner with the Fremont Rural Fire Department, Dodge County, Nebraska Department of Roads, and others to provide good planning and coordinate the provision of quality services and infrastructure.

ACTIONS

- Perform an analysis of capacity to determine the areas that are most and less feasible to readily and efficiently extend infrastructure, which may serve as a basis for the timing of annexation and capital improvements.
- Prepare a five-year annexation plan, which must include a capital plan for the extension of infrastructure and provision of municipal services.
- Prepare a capital improvement program and capital budget that coordinates the provision of infrastructure and services with the timing of the annexation plan.
- Develop a fiscal impact model that may be used to assess the costs of providing services and weighing them against the revenues of development associated with annexation. The fiscal impacts should be assessed on a multi-year time frame, recognizing that first-year costs may exceed revenues because of up-front service extension costs and capital expenditures, as well as the lag time before the initial collection of taxes and fees. The intangible benefits of annexation must also be evaluated.
- Consider a plan and budget to extend infrastructure or to participate in a public-private cost-share arrangement to facilitate economic development in desirable areas and for which there may be a net fiscal return on the investment.
- Conduct an impact study to evaluate the costs and benefits to both the City and landowners for annexing developed and developing areas outside the City limits. The study should evaluate

Day Acres has unincorporated gaps between each housing phase that are proposed for annexation.

Vacant land to the north of the hospital is proposed for Suburban Village development.

Land along Luther Road between the proposed Ritz Lake development and 23rd Street should be considered for annexation.

the options to ensure equity and fairness with considerations as to the appropriateness and feasibility of annexation, possible alternatives to annexation (e.g. delayed or non-annexation development agreements, varied rate structures, etc.), and a planned course of action (or no action).

- Regularly conduct rate studies to evaluate the changing costs of service provision and to make necessary and warranted adjustments to the rates and the rate structures.
- Identify the areas that are most conducive for infill development and pre-zone them to facilitate construction that is compatible with the scale and character of adjacent development. Further, establish "green-light" procedures to streamline approval of applications that comply with the City's established infill development standards.
- Consider structuring the City's economic incentives policies to promote infill development and redevelopment.
- Annually review the annexation plan and make amendments, as necessary, to ensure that the plan reflects recent activity and is consistent with the capital improvement program, future land use plan, and zoning.
- Annually budget for repair, rehabilitation, and/or replacement of aging infrastructure to maintain the viability of the well-established neighborhoods and older commercial districts and corridors.
- Review and amend the list of permitted and conditional uses within the Agricultural/Urban Reserve district (proposed new rural district) so as to meet the intent of the purpose statement to "preserve the agricultural and rural use of land."
- Amend the zoning ordinance to include compatibility provisions for the purpose of protecting existing operations and agricultural uses from encroaching development and, in turn, protecting development from common nuisances associated with agriculture, e.g. dust, odor, heavy equipment operation, etc.

Figure 3.6, Annexation Process

In order to annex new territory, the City must comply with state law. At the time of plan adoption, the Nebraska Revised Statutes provided guidance in developing these guidelines for annexing land:

Step 1: Petition to Annex Land

Nebraska Revised Statutes §16-117(7)

Any owner of property contiguous or adjacent to the City of Fremont may request that such property be included within the corporate limits of such city. The Mayor and City Council may include such property within the corporate limits of the city without complying with subsections §16-117(3-6).

Step 2: Development of an Annexation Plan

Nebraska Revised Statutes §16-117(4)

The petitioner must coordinate with City staff to develop an annexation plan that includes:

- Estimated cost impact of providing the services to such land
- Method by which the city plans to finance the extension of services to the land and how any services already provided to the land will be maintained
- Timetable for extending services to the land proposed for annexation
- Scaled map delineating:
  - » Land proposed for annexation
  - » Current boundaries of the city
  - » Proposed boundaries of the city after the annexation
  - » General land-use pattern in the land proposed for annexation.

Step 3: Notice of Planning Commission Meeting

Nebraska Revised Statutes §19-5001(2)

The Planning Commission is required to review the Annexation Plan. At least ten working days prior to the Planning Commission's public hearing, the City shall distribute:

- Certified letter to the clerk of any sanitary and improvement district if the annexation includes property located within the boundaries of such district.
- Letter to owners of property within the area proposed for annexation, including:
  - » Description of the area proposed for annexation
  - » Map showing the boundaries of the area proposed for annexation,
  - » Date, time, and location of the Planning Commission's hearing
  - » Contact information (telephone number and e-mail address) of pertinent City staff for additional information

Step 4: Planning Commission Review

Nebraska Revised Statutes §19-929 (1)

The Planning Commission shall review the Annexation Plan and provide a recommendation to City Council.

Step 5: Adoption of the Annexation Resolution and Introduction of the Annexation Ordinance (First Reading)

Nebraska Revised Statutes §16-117(3), §16-404 (2)

If the Annexation Plan is recommended by the Planning Commission:

- City Council shall adopt a resolution stating that the City is proposing the annexation of the land and a plan for extending city services to the land. This resolution must state:
  - » Time, date, and location of the public hearing
  - » Description of the boundaries of the land proposed for annexation
  - » Availability of the plan for city service extension of city services, which must be accessible in the office of the City Clerk.
- A member or members of City Council shall introduce an Annexation Ordinance to City Council. This functions as the first of three readings by title.

Step 6: Notice of the Resolution and Public Hearing to the Newspaper

Nebraska Revised Statutes §16-117(6)

A copy of the resolution shall be:

- Published in the local newspaper not less than ten days preceding the date of the public hearing. This announcement must include a scaled map delineating the land proposed for annexation.
- Distributed by first-class mail to the school board of any school district in the land proposed for annexation.

Step 7: Notice of Public Hearing

Nebraska Revised Statutes 19-5001 (3)

At least ten working days prior to the Planning Commission's public hearing, the City shall distribute:

- Letter to owners of property within the area proposed for annexation, including:
  - » Description of the area proposed for annexation
  - » Map showing the boundaries of the area proposed for annexation,
  - » Date, time, and location of the Planning Commission's hearing
  - » Contact information (telephone number and e-mail address) of pertinent City staff for additional information

Step 8: City Council Public Hearing (Second Reading)

Nebraska Revised Statutes §16-117(5)), §16-404 (2)

A public hearing on the proposed annexation shall be held within sixty days following the adoption of the resolution proposing to annex land. This allows for City Council to receive testimony from interested persons. The City Council may recess the hearing, for good cause, to a time and date specified at the hearing. This meeting functions as the second of three readings by title.

Step 9: Ordinance Ruling (Third Reading)

Nebraska Revised Statutes §16-117(1) (8), §16-404 (2)

City Council motions to adopt or deny the proposed Annexation Ordinance. This meeting functions as the third of three readings by title.

Step 10: Ordinance Publication

Nebraska Revised Statutes §16-405

If the Annexation Ordinance is adopted, a copy shall be published in the local newspaper or in pamphlet form within 15 days after approval.

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North Nye Avenue

Powerhouse Apartments

Chapter 4

Adopted 05.29.12

Housing and Neighborhoods

Introduction

As Fremont positions itself as an attractive, small town living alternative to Omaha's western suburbs, the quality, affordability, and selection of housing options will directly influence the City's ability to recruit and retain residents. The beautiful, historic homes along Nye Avenue uniquely contrast the industrial underpinnings of Power House Apartments, the City's former power plant. This diverse spectrum of housing helps to support a variety of age groups and incomes necessary to be a full-service community.

The purpose of this chapter is to address Fremont's existing and future housing needs and priorities in the context of its existing housing stock and projected population growth. From the onset of this planning process, housing and neighborhood conditions have been a high priority as residents discussed the need to attract more families to the area, and to address poor housing conditions and neighborhood integrity.

Any long-term strategy or solution will require partnerships and funding initiatives between homeowners, lenders, developers, the social service community, and the City.

Suburban Design - Day Acres

Conservation Design - Fremont Lakes

Original Town Design - Barnard Park

Quick Housing Facts[1]

- Since 2000, an estimated 826 housing units have been built and added to the Fremont housing stock, with a loss of 57 units due to fire and/or demolition. This equals a net addition of 769 housing units, which equates to approximately1,800 household members.[2]
- By 2016, 2,000+ families are projected to be "cost burdened" and/or have "housing conditions."[3]
- Over 600 affordable housing units exist in the community, consisting of both subsidized housing and Section 8 Vouchers.
- Local non-profit groups, such as Care Corps, Habitat for Humanity, Salvation Army, Rebuilding Together, Mosaic, and Fremont Area United Way, among other organizations, provide affordable housing options and home repair assistance.
- The cost of a typical "affordable" house to rent is at least $600 to $700 per month[1]. The additional costs of utilities, ranging from $100 to $200, quickly makes a rental house unaffordable to most low-income families not having rental assistance.

1 This section is derived from the findings of the Analysis of Impediments to Fair Housing Choice (2011)
2 Based on 2.36 persons per houshold. Source: 2005-2009 American Community Survey, US Census
3 See pg. 4.8 text and footnote for definitions.

A challenge of the community is that housing and neighborhood planning is not the responsibility of a single department. Neighborhood stability requires continuous monitoring by both residents and the City to ensure code compliance, nuisance abatement, and eventual removal of blighting influences that are beyond restoration. These duties fall under the City's Building Inspections and Permits Department, in coordination with the City Attorney and other City staff. The Public Works Department supervises planning and zoning, streets, utility infrastructure, and storm drainage. Police, fire and EMS services address public health and safety. Finally, the Parks and Recreation Department provides and maintains parks, recreational programs, and other community facilities that help to make neighborhoods complete. These activities, along with community initiatives like Keep Fremont Beautiful, are where private and non-profit partners can especially contribute to neighborhood quality, community image, and pride.

In addition to the protection and maintenance of existing neighborhoods is the planning and design of new neighborhoods. Newer subdivisions, like Day Acres and Brentwood Park, have departed from the established town settlement pattern, like Barnard Park, found near Downtown. Contemporary developments should reflect the demand for neighborhood-style designs that are integrated into the existing fabric of the community through street, sidewalk, and open space connectivity. As the City considers annexing land to the north and east of the bypass, new development should be planned and located within walking distance of schools and parks, and with efficient access to utilities and transportation routes.

Fremont's economic health and safety rely, in part, on the City's ability to preserve its well-established neighborhoods while planning for the development of new living environments that meet the physical, social, and economic needs of its residents. This can be accomplished by providing access to safe, quality, and affordable housing within livable, attractive neighborhood environments.

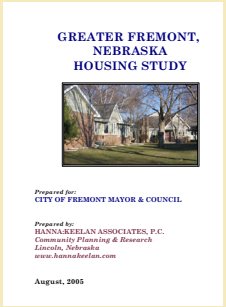
General Principles

The following principles are to be applied to the City's housing strategy:

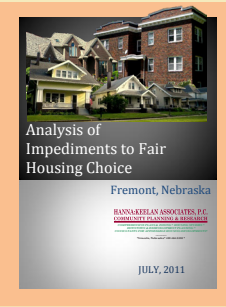
- Diverse housing types and price points to accommodate a broad demographic and socioeconomic composition;
- Preservation and prioritization of the existing neighborhoods and housing stock over greenfield development;

Recent Housing Studies

The City has been actively analyzing housing conditions, pursuing funding opportunities, and implementing housing programs. The two most recent studies offer public opinion, demographic and market analyses, neighborhood profiles, and recommendations for improving housing and neighborhoods in Fremont.



Greater Fremont, NE Housing Study (2005)



Analysis of Impediments to Fair Housing Choice (2011)

- Quality neighborhood design that emphasizes contiguity and system-wide connectivity, with special emphasis on transportation and utility linkages;
- Complementary land use patterns that promote a balanced mix of residential, civic, and commercial functions; and
- Design standards that meet the current and future needs of persons with a disability, in accordance with the Americans with Disabilities Act (ADA).

Precedent

Since the 1970s, the City has been actively engaged in fair housing choice and creation of affordable housing[4]. The background analysis and findings in this chapter are primarily derived from the Analysis of Impediments to Fair Housing Choice (AIFHC), a more detailed housing study initiated by the City in 2011. The purpose of the study is to "identify the impediments and barriers, if any, that the citizens of Fremont have in securing safe, decent, and affordable housing." In this chapter, the quantitative and qualitative findings of the housing study are framed in the broader contexts of land use, community character, growth capacity, and economic development.

The AIFCH was preceded by the 2005 Greater Fremont, Nebraska Housing Study, which provided statistical and narrative data for the greater Fremont area. This study was partly informed by a Community Attitude Survey conducted in 2004 by the Northeast Nebraska Economic Development District. Preceding these efforts was the 1999 Comprehensive Plan housing chapter and 1993 Community-Wide Housing Study for the Fremont Area. This history sets the stage for the City and its citizens to continue engaging in a comprehensive strategy of housing and neighborhood development.

Housing Context

COMMUNITY CONCERNS AND BARRIERS

The community's housing concerns have remained consistent over the last decade as various input sessions, stakeholder groups, and surveys have documented priority issues and attitudes. The latest evaluation is summarized on the following page in Table 4.1, Matrix of Impediments to Fair Housing Choice(next page), which separates issues according to the views of renters and owners.

A Community Attitude Survey was conducted by the Northeast Nebraska Economic Development District in 2004. Over 550 households, consisting of nearly 1,300 residents, were surveyed throughout this process and found:[5]

- Homeownership opportunities for low-to-medium-income families were identified as a medium to high priority by 70.1 percent of respondents.
- "Poor, dilapidated housing" was identified as being a problem by 62.8 percent of respondents.
- Repairs on homes were needed by 49.7 percent of homeowners.
- 39 percent of homeowners are not able to afford the repairs or get the needed financing to make the repairs.
- Subsidized rental housing for low-income elderly was identified as a medium-to-high priority by 63.4 percent of respondents.

The Community Symposium for this Comprehensive Plan Update echoed these findings, reinforcing the need for affordable housing at various income levels.

FUTURE HOUSING DEMAND

The population of Fremont and the surrounding unincorporated study area is anticipated to

4 Analysis of Impediments to Fair Housing Choice (2011)

5 Data used from the Greater Fremont, Nebraska Housing Study (2005), pg. 2.3

Table 4.1, Matrix of Impediments to Fair Housing Choice

Source: Analysis of Impediments to Fair Housing Choice (2011), Hanna:Keelan Associates (2011)

S = Significant
SWS = Somewhat Significant
NS = Not Significant

* Shaded areas are not appplicable to classification (renters/owners)

	Renter			Owner		
Types of Barriers	**S**	**SWS**	**NS**	**S**	**SWS**	**NS**
Lack of available decent rental units in affordable price ranges.	●					
Cost of utilities.	●				●	
Excessive application fees and/or rental deposits.		●				
Attitudes of landlords.		●				
Job status.			●	●		
Lack of knowledge of fair housing rights.		●				●
Use of background checks.			●			
Lack of knowledge of how to file a fair housing complaint.		●			●	
Lack of adequate public transportation.	●					●
Lack of educational resources about tenant responsibilities.			●			
Lack of handicap accessible units.		●			●	
Restrictive zoning/building codes.			●			●
Excessive down payment/closing costs.		●		●		
Cost of housing.				●		
Mortgage lending application requirements.					●	
Costs of homeowners insurance.					●	
Lack of educational resources about homeowner responsibilities.						●
Attitudes of immediate neighbors.					●	

A Nation of Renters

Renting is on the rise across the country as families struggle to afford homes. The percentage of households on housing lease has increased from 31.6 to 33.6 percent across the country since 1998, and this number is predicted to continue increasing until 2015.

Source: Houston Chronicle, May 25, 2011

grow from 26,397 residents in 2010 to a projected population of 29,794 residents by the Year 2030. This growth of 3,397 people represents approximately 1,446 households based on an average household size of 2.35[6]. Assuming this number remains steady, Fremont and the planning area will add between 70 and 75 households each year through the Year 2030 in order to reach a population of 29,794 persons.

This pace of projected housing construction is more robust than the last five years but is less than the previous 10 years, as illustrated in **Figure 4.1, Building Permits by Type, 1980-2009**. The 2011 housing study broke down the need by ownership, housing type, age group, and land requirements over the next five years, as displayed in **Figure 4.2, Housing Land Use Projections by Housing Type and Age Sector, 2016.** Within this time frame, the total acres of land needed for 55-year old and older adults is expected to represent approximately 40 percent of future land development.

Influencing this equation is the current vacancy rates, which are displayed in **Table 4.2, Housing Occupancy / Vacancy Status, 2011**. A vacancy rate of 5 to 6 percent is the minimum rate recommended to have sufficient housing available for both new and existing residents.[7] The Adjusted Housing Vacancy Rate considers only

6 2016 Estimate of persons per household, Source: Analysis of Impediments to Fair Housing Choice, 2011

7 Analysis of Impediments to Fair Housing Choice (2011)

Figure 4.1, Building Permits by Type, 1980 - 2009

Source: Analysis of Impediments to Fair Housing Choice (2011), Nebraska Investment Finance Authority (2011), City of Fremont (2011), Hanna:Keelan Associates (2011)

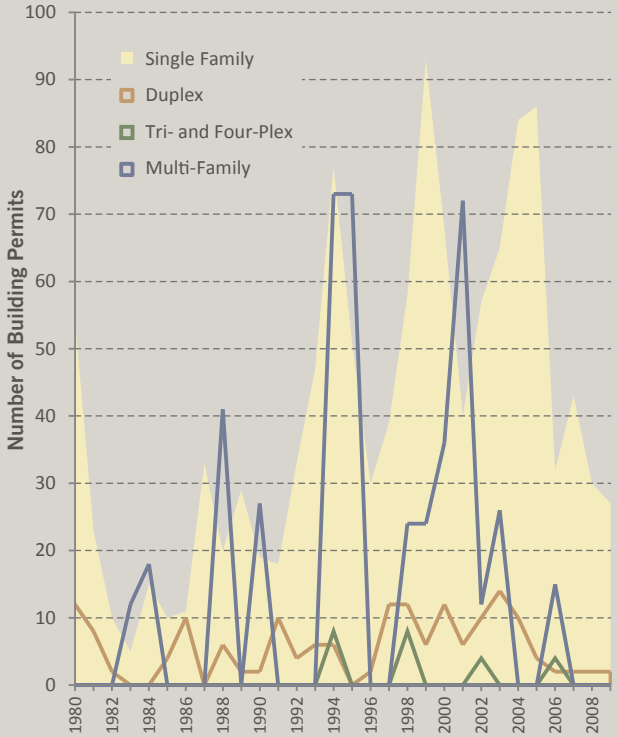


Figure 4.2, Housing Land Use Projections by Housing Type and Age Sector, 2016

Source: Analysis of Impediments to Fair Housing Choice (2011), Hanna:Keelan Associates (2011), *Includes Credit- or Lease-to-Own Units

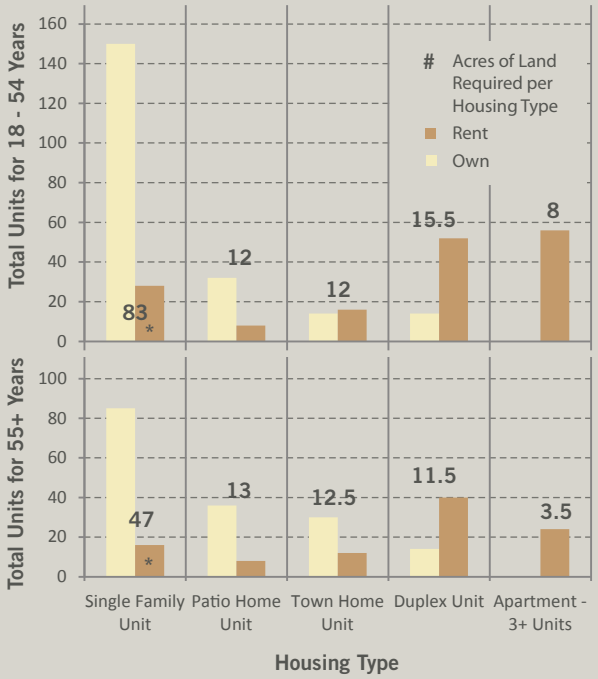


Table 4.2, Housing Occupancy / Vacancy Status, 2011

Source: Analysis of Impediments to Fair Housing Choice (2011), Hanna:Keelan Associates (2011), * Includes only year-round units available for rent or purchase, meeting current housing code and modern amenities. Does not include units either not for sale or rent, seasonal units, or units not meeting current housing code.

Housing Stock	11,461
Vacant Housing Stock	**716**
Occupied Housing Stock	**10,745**
Owner Occupied	6,833
Renter Occupied	3,912
Housing Vacancy Rate	**6.2% (716)**
Owner Vacancy	6.8% (498)
Renter Vacancy	5.3% (218)
Adjusted Vacancy Rate*	**3.3% (379)**
Owner Adjusted Vacancy*	3.5% (259)
Renter Adjusted Vacancy*	2.1% (120)

available vacant units that meet housing codes. Currently, the City has a vacancy rate of 6.2 percent and an adjusted vacancy rate of 3.3 percent, meaning that 2.9 percent do not meet housing codes. As such, Fremont would benefit from more housing and rental units to offer prospective homeowners and renters sufficient options. Additionally, focus must be given to bringing vacant units to code, or razing and replacing them with new infill housing units.

The future population and number of new dwelling units will fluctuate depending on a number of variables, including local employment and unemployment; the national economy; retention and recruitment of retirees; and Midland University and Metropolitan Community College growth; among many other factors. Looking at the bigger picture over the next two decades allows for a more balanced view as to what type of growth is possible.

MIXTURE OF HOUSING TYPES

Fremont's composition of housing accommodates the spectrum of life cycle stages: college students, young professionals, families, empty nesters, and seniors. While single-family, detached homes are the predominant housing type, the community offers a number of alternatives ranging from the duplexes of Oakwood to the townhouse apartments of Conestoga Crossing. These and other housing options must meet the needs of different ages, incomes, and lifestyles, which help to ensure residents can mature and retire in Fremont.

The current zoning ordinance allows for a wide range of housing types in each zoning district. Duplexes and townhomes are permitted by right in most residential

Conestoga Crossing - Townhome Apartments

Oakwood Subdivision - Duplexes

Powerhouse Apartments - Urban Lofts

Table 4.3, Estimated Year Structure Built, 2011

Source: Analysis of Impediments to Fair Housing Choice (2011), City of Fremont (2011), 2000 Census, Hanna:Keelan Associates (2011),
* Specified **Shading indicates different time periods

Year	Housing Units
April, 2000 to 2011**	826
1999 to March, 2000**	116
1995 to 1998**	468
1990 to 1994**	321
1980 to 1989	648
1970 to 1979	1,890
1960 to 1969	1,719
1950 to 1959	2,085
1940 to 1949	1,047
1939 or Before	2,286
Subtotal	11,406*
Units Lost (2000 to 2011)	(57)
Total Est. Units - 2011	11,349*
% 1939 or Before	19.6%
% 1959 or Before	47.2%

districts (R-2, R-3, R-4). While these use allowances affect neighborhood character, as well as the addition of attached and multifamily units, transitions and buffering must help to ensure compatibility with adjacent single-family homes. From a housing perspective, duplexes and townhomes may offer affordable alternatives. Townhome developments involve the use of a site for three or more attached dwelling units, each occupied by one family and separated by vertical sidewalls. Unlike apartments, townhomes typically offer front and back yards and personal parking space. However, these amenities are much smaller in scale than those for single-family homes, requiring less maintenance and less up-front cost for the lot. Common open space, connections to trails and public parks, and proximity to neighborhood commercial centers help to mitigate any sense of yard deficiency while creating a greater sense of community among homes.

Of note, many residents expressed interest in Downtown housing that offers a pedestrian-friendly, mixed-use environment for which residents can live, work, and play. Typical of this arrangement, the upper levels of buildings are reserved for residential units while the street level is occupied by businesses. This type of live-work use is defined in the zoning ordinance under Downtown Residential uses, which is permitted in the Downtown Commercial, General Commercial, and Light Industrial zoning districts. Many communities have benefited from the presence of Downtown housing, which helps generate more pedestrian traffic to local businesses and increases 24-hour safety.

Due to the community's large proportion of residents 60 years and older (see page 1.10), Fremont's existing housing stock already addresses different levels of senior care, ranging from retirement communities to skilled nursing facilities. Looking ahead, the number of older residents is expected to increase, requiring more affordable housing options that are connected to sidewalk and trail networks, offer alternative transportation options, and require minimal to no maintenance. This increase over the next five years is displayed in *Figure 4.2, Housing Land Use Projections by Housing Type and Age Sector, 2016*. Units marketable to households that are "downsizing" from single-family homes should be permitted and encouraged in appropriate locations. Likely options include appropriately-scaled duplexes, townhomes, and multiple-family structures. Additionally, the demand for suburban-style living in ADA-accessible, single-family homes is likely to continue. The more options the community offers, the more market segments the community will be able to attract.

Consensus Statement

The rehabilitation of the existing housing stock in Fremont should be a top priority housing activity. This, in itself, is an economic development activity, which will stabilize the population, improve the quality of life for many families and enhance the attractiveness of each area in the community. A program designed to purchase, rehabilitate, and [resell] existing housing would greatly enhance home ownership.

Source: Greater Fremont, Nebraska Housing Study (2005)

Housing options are also part of the economic development equation. As the community markets its business parks and industrial sites, prospective employers will zero in on the quality of life of its employees. Where do the single professionals live and play? Can a young family afford a home? How is the school system? Attracting (and retaining) businesses is directly tied to the supply and price ranges of housing. Maintaining this balance between jobs and housing is important so residents can live and work in their community. With the close proximity of West Omaha, Fremont will directly compete with the residential and retail options only 30 minutes away.

HOUSING CONDITIONS AND AGE

Fremont's diverse blend of historic and new homes is a product of the community's history, geography, and economy. This mixture gives the community a rich, aesthetic character while offering homebuyers a selection of home styles and price points. However, one of the challenges is maintaining older homes when housing typically warrants significant repairs in as little as 20 years. Presently, more than 85 percent of the City's housing stock is more than 20 years old, according to **Table 4.3, Estimated Year Structure Built, 2011** (previous page). This trend is the result of a construction slowdown over the last three decades compared to the previous three decades.

While the age of the housing stock is not outside of normal limits, the percentage of local homes (60.8%) built before 1970 is noticeably higher than the state of Nebraska's percentage of homes (52.8%), according to the 2005-2009 American Community Survey. Fremont's percentage also remains on the higher end when compared to similar-sized communities in Nebraska and Iowa, as illustrated in *Figure 1.13, Housing Constructed before 1970*, as Columbus (53.4%), Kearney (38.9%), and Norfolk (48.9%) have a much newer housing stock. This positioning is symptomatic of the need for concentrated programs that address housing rehabilitation and hence, neighborhood conservation.

According to survey participants and feedback from the Community Symposium during this process, the condition of some of these older neighborhoods is a key concern in some areas of the community – particularly in the southwest neighborhoods. Poor housing conditions are often a result of a combination of complex factors including lower incomes, inadequate infrastructure, and low-quality construction materials. As the community's housing stock ages, the visible signs of structural neglect, resulting in neighborhood deterioration, will continue to worsen unless addressed in a

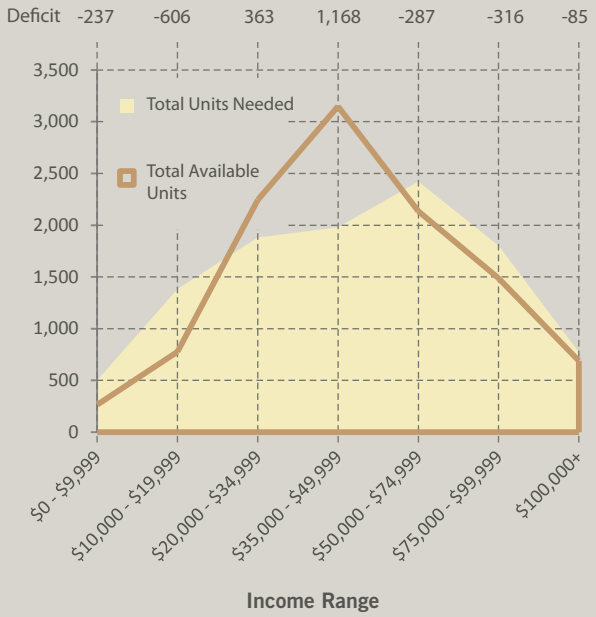
Fremont Area Habitat for Humanity

The Fremont Area Habitat for Humanity has helped to provide homes for more than 300 residents since 1994. The homeowners pay below-market prices, typically covering lot and construction costs plus sweat equity. See **Map 4.2, Neighborhood Boundaries and Rehabilitation**, for the citywide distribution of more than 50 Habitat homes.

According to local contractors, it is difficult to build low-priced homes that are in high demand due to construction/land costs. Lot prices generally range from $20,000 to $40,000 with some lots selling for $50,000+. There has been a growing need for starter homes, in Fremont, especially those homes in the $80,000 to $100,000 price range. Unfortunately, those homes cannot be built because of the high cost of land and construction. This type of housing is not feasible to be built on the types of lots currently available.

Source: 2005 Greater Fremont, Nebraska Housing Study

Figure 4.3, Housing Need and Affordability Analysis, 2011
Source: Analysis of Impediments to Fair Housing Choice (2011), Hanna:Keelan Associates (2011)



Somers Point is a low-income, housing tax credit complex that is managed by the Fremont Housing Agency. It is comprised of 64 two-bedroom townhomes reserved for individuals 62 and over.

proactive manner. Protecting neighborhood integrity is a key issue in this plan.

HOUSING AFFORDABILITY

The cost of housing and availability of affordable housing has been documented as a top community concern. In the last six years, the City has conducted two housing studies that address this issue, including the most recent Analysis of Impediments to Fair Housing Choice (AIFHC). Housing affordability is generally defined by the standards of the Department of Housing and Urban Development (HUD), which states that a family or household can afford to spend 30 percent of its income on housing. This percentage leaves a sufficient amount of income for other essential household needs. Households that pay more than 30 percent of their income for housing are described as "cost burdened."

Currently, 21.4 percent of households are classified as cost burdened or have housing problems, according to the AIFHC study.[8] This percentage is projected to decline in the next five years to 18.6 percent, but it doesn't change the fact that a significant proportion of households are either forced to pay more than they can afford, or live in substandard conditions. Of these percentages, 502 households exist in Fremont with annual incomes below $10,000, while only 265 homes and rental units are offered at this price point, as seen in **Figure 4.3, Housing Need and Affordability Analysis, 2011**. A deficit of affordable homes can also be found for income ranges between $10,000 to $19,999, $50,000 to $74,999, and $75,000+. Anecdotally, the deficit includes three-bedroom starter homes priced between $140,000 and $150,000. This lack of options forces families to either live in overcrowded quarters, endure deteriorating building and site conditions, or live in areas outside of Fremont.

One of the primary causes of cost burdened families is the rising gap between income and home value, which is illustrated in *Figure 1.14, Income and Home Value*. With higher prices and a proportionately lower take-home pay, the price barrier creates difficulties for most households to consider purchasing a new home.

Furthermore, Fremont is only second to Kearney in the highest median home values relative to eight comparably sized communities in the region, as

8 Housing problems may include a lack of plumbing facilities or overcrowded housing conditions, which are defined as more than 1.01 person per room in a housing unit. Data is derived from Table 4 and Table 8 of the Analysis of Impediments to Fair Housing Choice (AIFHC) study.

illustrated in *Figure 1.12, Median Value of Owner-Occupied Homes*. Some residents may opt to live in more affordable, neighboring communities and commute in, but the added transportation costs and sense of disenfranchisement comes with a significant toll to the residents and the community.

The community has a number of affordable housing programs in place that provide infrastructure, repairs, and new construction for residents. This assistance typically falls under authority of the City (see **Table 4.4, City Housing Grants, 1998-2010**), Fremont Housing Agency, Northeast Nebraska Economic Development District (NENEDD), and other entities within the social service community.

Table 4.4, City Housing Grants, 1998 - 2010

Community Development Block Grant (CDBG) Funding

Source: City of Fremont

The City has received significant housing assistance for Comprehensive Revitalization projects through Community Development Block Grant (CDBG) funding. These projects target neighborhoods that benefit low- and middle-income residents. The Nebraska Department of Economic Development administers these grants from money allocated by the U.S. Department of Housing and Urban Development. Projects have included: land acquisition, clearance and demolition, housing rehabilitation, street and sidewalk improvements, and utility repairs.

Source	Year	Source	Amount
Housing Rehabilitation - City of Fremont	2001-2002	CDBG	$400,000
Comprehensive Revitalization Planning - City of Fremont	2004-2005	CDBG	$8,000
Housing Study - City of Fremont	2004-2005	CDBG	$15,000
Housing Rehabilitation - City of Fremont	2005-2006	CDBG	$123,300
Comprehensive Revitalization, Phase I - City of Fremont	2005-2006	CDBG	$160,500
Comprehensive Revitalization, Phase 2 - City of Fremont	2007-2008	CDBG	$160,500
Comprehensive Revitalization, Phase 3 - City of Fremont	2008-2009	CDBG	$139,241
Comprehensive Revitalization, Study - City of Fremont	2009	CDBG	$5,000
Comprehensive Revitalization, Phase I - City of Fremont	2009-2010	CDBG	$171,400
Comprehensive Revitalization, Supplemental Fund - City of Fremont	2009-2010	CDBG	$132,500.00

Fremont Housing Agency

Fremont Housing Agency (FHA) owns and operates 313 units of public housing within Dodge County, including Gifford and Stanton Towers and Somers Point Apartments. In addition, FHA oversees 157 Section 8 Housing Choice Vouchers. This program, which serves 151 families, enables low-income participants to rent from a private landlord with financial assistance.

Source: Fremont Housing Agency

Diverse and Affordable Options

Vision

The City's use of incentives, funding, and regulatory mechanisms will promote a wide selection of housing options that accommodate diverse lifestyles and income ranges.

Context

A greater selection of dwelling units will increase the workforce potential and help retain retirees. A significant portion of Fremont's population faces housing affordability issues since 14.7 percent of owners and 29 percent of renters are either cost burdened or live with major housing problems*. This is becoming an increasing issue as land and material costs outpace personal incomes. Providing housing options with various price points near employment centers will have a positive effect on the economic well-being of individual residents, families, and the entire community. *Source: Analysis of Impediments to Fair Housing Choice (2011)

Diverse Housing Types

POLICIES

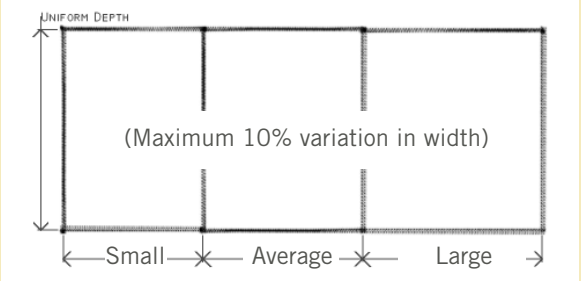
- The City aspires to be a full-service community that meets the financial and accessibility demands of students, young professionals, families, empty nesters, and retirees.
- Housing is a marketing and economic development tool of the City that should be used to attract the interest of prospective employers and residents.
- The City's zoning ordinance will be used to guide the types, patterns, and designs of housing developments that complement market demand while preserving and enhancing community and neighborhood character.
- Downtown Fremont should increase its residential housing by incentivizing more attached single-family housing (e.g., townhomes, row houses, condominiums, lofts), as well as multi-family, residential-over-retail, and live/work projects.
- Downtown housing should complement the commercial, entertainment, and open space amenities that are identified in "Downtown Renaissance" of *Chapter 2, Land Use and Character.*
- Multi-family housing should be developed in accordance with "visitability" standards, which specify that new construction meets the current or future needs of persons with disabilities or may be easily modified to meet such provisions.

RECOMMENDED ACTIONS

- The recommended new zoning districts correspond to the land use districts reflected on the Future Land Use Plan (see *Map 2.1, Future Land Use*). A housing palette is associated with each residential district (e.g. suburban, auto-urban, and urban residential), meaning that more than one housing type may be permitted by-right, subject to limitations of density and standards to ensure the preservation of the intended character (e.g. bufferyards, open space, etc.). These districts enable the City to better meet its housing demands and needs while assuring certain character outcomes.
- In accordance with the Future Land Use Plan, prezone areas to the north and to the east (U.S. 30 bypass plus the U.S. 30 and 23rd Street interchange) to encourage multiple housing types offering higher-density housing options, more efficient land use, and preservation of open space.
- Amend the zoning regulations to replace the Downtown Commercial district with a downtown or urban residential district to encourage more alternative housing styles (Downtown residential, townhouses, and multi-family units less than 12 units per development), and to restrict auto-oriented uses.
- Continue to incorporate and appropriately zone adequate land at the City's fringe to accommodate low-density residential development that will maintain a suburban character over time. Otherwise, those seeking larger-lot living arrangements with a more open feel will look to property and developments in unincorporated areas, which can contribute to a spread-out development pattern and reduce the City's long-term tax base potential.
- In concert with cluster and conservation development approaches, consider requiring inclusion of multiple housing types in developments that exceed a certain density threshold. By incorporating such provisions into the City's development regulations, this mixed-housing outcome can be achieved directly without needing a Planned Development (PD) application and process—or by carving up a single project site into multiple zoning districts

Average Lot Size

Requiring a mix of lot sizes within a residential development will result in more creative subdivision layouts that allow a greater range in housing products and price points. In this figure, there are three lot sizes listed for the lot area group or housing type. They are listed in order: small (25 percent of lots), average (50 percent of lots), and large lot area (25 percent of lots).



to accommodate different housing types and densities.

- Amend the zoning ordinance to include lot averaging, which enables a broader variety of floor plans and sizes at different price points. These regulations establish an average, rather than a minimum, lot size whereby lot sizes are required to vary in width (maximum 10 percent variation), with a certain percentage being narrower and the remaining being wider than the average.
- Consider financial, regulatory, and other types of incentives (e.g. expedited review, floor area or density bonuses) to encourage Downtown housing.
- Provide a density bonus for projects that include more than one housing type from a "housing palette" to be added to the City's zoning regulations. Standards would be developed to ensure compatibility (e.g. open space requirements, bufferyards).
- Incorporate density bonuses for development and redevelopment projects that include an increased percentage of three- and four-bedroom units to encourage larger quarters for families with children.
- Reduce the parking requirements for efficiencies and one bedroom apartments (from 1.5 to 1 parking space per unit) and increase the ratio for three- and four-bedroom units.
- Consider provisions requiring either a minimum percentage or that all ground-floor multifamily units must be ADA accessible, or have ADA compliant units.[9] Specific standards must include:
  - » At least one zero-step entrance on an accessible route leading from a driveway or public sidewalk;
  - » All interior doors providing at least 31 ¾ inches of unobstructed passage space;
  - » At least a half bath on the main floor; and
  - » Future building codes in the City should potentially require "visitability" compliance for all housing construction.
- Coordinate with the Fremont Area Chamber of Commerce and the Northeast Nebraska Economic Development District to investigate and monitor housing-related inquiries and concerns of major employers, small businesses, and economic development prospects exploring opportunities in the Fremont Area and Eastern Nebraska. Of particular interest is the socioeconomic profile and potential home purchasing power (or rental needs) of workers in the area's identified target industries.
- Identify and recruit development companies with a track record of building quality housing in small-lot, attached, and higher-density forms, as well as in mixed-use and Downtown settings.

9 Analysis of Impediments to Fair Housing Choice (2011)

Affordable Housing

POLICIES

- Affordable housing developments should be located near areas with the highest level of public and private sector services (e.g. schools, parks, transit routes, and social and medical services). This includes Downtown and the nearby neighborhoods, and the area around the Medical Center.
- The City will partner with major employers to ensure existing and prospective employees have information about and access to affordable housing options.
- Regulatory and procedural impediments to affordable housing development should be evaluated and mitigated, when appropriate, to encourage developments of this nature.
- New multi-family housing developments should integrate affordable housing units so that their design complements the surrounding context.

Habitat for Humanity Home Building

Somer's Point

Gifford Tower - Fremont Housing Agency

- Financial education classes will assist renters and (potential) homeowners of ways to finance and save for housing.
- The City and social service community should continue pursuing funding opportunities for first-time homebuyers, low-income families, and persons with disabilities. Such programs are currently overseen by the City, Northeast Nebraska Economic Development District (NENEDD), Fremont Housing Agency, Habitat for Humanity, Rebuilding Together, Care Corps, Salvation Army, and Mosaic, among others.

RECOMMENDED ACTIONS

- Of the 645 needed housing units projected by 2016, up to 135 rental units and 40 owner units should be subsidized and designed for households of very-low- to moderate-income.[10]
- Establish and educate the community on First-Time Homebuyer (down payment assistance) and CROWN (Credit-To- Own) Programs to support the residents of Fremont.[10]
  - » The CROWN lease-to-own program is designed to bring home ownership within reach of very low-income households while assisting local governments in revitalizing their neighborhoods.[11] Valley currently has a program in place. The objectives of the program are to:
    - Construct housing that is decent, safe, and permanently affordable for low-income residents;
    - Develop strong public/private partnerships to solve housing problems;
    - Offer renters a real plan to own a home; and
    - Restore unused, vacant, in-fill lots to become a neighborhood asset.
  - » The First Home Plus mortgage program eliminates some of the costs and fees otherwise paid in connection with obtaining a mortgage.[2] Qualified applicants must be a first-time homebuyer, meet the income and purchase price limits, and satisfy other program regulations and requirements. A First Home Plus mortgage may be an option if the applicant can afford a slightly higher monthly mortgage payment but does not have sufficient cash required for closing.
- Work with existing and prospective employers to establish programs to decrease down payments and closing costs by providing forgivable grants and/or low interest loan programs that employees can access.[1] (AIFCH and 2005). This might include[12]:
  - » Direct grants;
  - » Low interest loans:;
  - » Letter of credit, for all or a percentage of loans;
  - » Gap financing, which would cover the unfunded portion of development costs, as a deferred or less than market rate loan to the development; and
  - » Mortgage interest rate subsidy - provides buy down of a conventional loan.
- Purchase bonds/tax credits - make a commitment to purchase either/both taxable/tax exempt bonds and/or low-income tax credits utilized to finance housing development.
- Streamline the development review process to avoid undue impediments to affordable housing projects. This might include a rapid review committee consisting of relevant local staff which can provide an expedited review for these, as well as critical economic development projects, when time/costs are crucial to the project.
- Review ordinances to remove unnecessary constraints and barriers to affordable housing. Examples of barriers include: street standards that

10 Analysis of Impediments to Fair Housing Choice (2011)
11 Nebraska Investment Finance Authority
12 Further information can be found on the Nebraska Investment Finance Authority's website for details on how to set up a program.

over-design street widths in low-density residential areas, complexity and length of time to gain approval of projects, and allowing accessory dwelling units as an administratively approved use subject to ordinance standards. Incentives may include shared parking for residential units and on-site commercial uses, exemption of floor area devoted to affordable housing from the maximum floor area limitations, and reduced, waived, or deferred fees.

- Consider amending the zoning ordinance as follows:
  - » Incorporate an inclusionary housing provision, with density bonuses where the housing is subsidized by a state or federal, affordable or low- and moderate-income housing program. Establish proportional limitations based upon the total number of units in the development, e.g. no more than 15 percent for a development of 50 to 199 units. Such program warrants standards for building design and quality materials.
  - » Add as a development option within the residential zoning district(s) an increased density incentive for transition areas adjacent to arterial streets, thereby allowing smaller lots and/or attached housing.
  - » Include a provision for market housing whereby a percentage of the units are reduced in price to make them more affordable than the average units. Require demonstration that the bonus density is used to lower the costs of land and infrastructure. Establish criteria regarding similar design and finishes of market rate units.
- Continue to apply for and receive state and federal grants, such as the Community Development Block Grant funding (via Comprehensive Revitalization Program), that provide assistance to low-income residents. These funds are critical in the support for many of the housing programs that exist in the City. See *Table 4.4, City Housing Grants, 1998-2010*.
- Create an Individual Development Accounts (IDA) Program[13] with area lenders and financial institutions to educate citizens about the importance of establishing savings accounts and saving patterns to help address and create financial stability.
- Seek to supplement grant funding for low-income housing programs through additional charitable contributions and philanthropic donations. Additional revenue will assist to balance irregularities in grant funding, but more importantly, will allow the City to address more of the housing issues in the low-income target areas. Most funding is state-supplied. The City's financial involvement in housing rehabilitation should continue to be strengthened so that more success can be had in addressing the backlog of housing and neighborhood improvements.
- Develop an inventory of undeveloped and underdeveloped sites that provide desirable housing locations with practical levels of residential density.
  - » Identify sites that are most suitable for special needs housing due to their proximity to services typically needed by the elderly, disabled, and other citizens of special needs. These sites may include those near Downtown, and particularly near the Medical Center.
  - » Target small homes within the community (i.e., units of less than 1,200 square feet), and clusters of such dwellings, for preservation and rehabilitation, as needed, to maintain the affordable component of the local housing stock.
- Expand renter and homeowner education classes to be required components of local high schools, college, and continuing education classes. This will expand an individual's or family's budgeting skills and, eventually, financial knowledge of being either a homeowner or renter.[13]
- Promote public awareness programs that inform homeowners and renters of ways to reduce utility costs with more effective alternative energy and conservation practices.[13]

13 Analysis of Impediments to Fair Housing Choice (2011)

Neighborhood Protection

Vision

The City will support the rehabilitation, preservation, and infill and redevelopment of neighborhoods to improve housing conditions across the community.

Context

In Fremont, many older neighborhoods have been well maintained, while others require infill development, infrastructure improvements (streets, sidewalks, street lights, drainage), and revitalization efforts. The quality and maintenance of these older homes, along with property upkeep, impacts neighborhood appearance and creates an impression of the City. Since more than 60 percent of homes are more than 40 years old, and more than 85 percent of homes are more than 20 years old, they are beginning to show signs of needed maintenance (see **Figure 4.4, Estimated Year Structure Built, 2011**). While the impacts of history, poverty, and inappropriate surrounding land uses may make recovery difficult for some neighborhoods, most offer an opportunity for renewal and long-term viability.

Rehabilitation

POLICIES

- The City will continue to reinvest and revitalize public infrastructure, which lays the foundation for well-maintained and cohesive neighborhoods.
- The City strives to eliminate neighborhood blight and unsightly conditions through proactive programming and public assistance in order to improve the quality of life of owners and neighbors.
- Code enforcement is an effective tool for maintaining the health, safety, and appearance of neighborhoods.
- Partnerships with and among local organizations and government entities are crucial for solving housing problems that incur a financial burden.

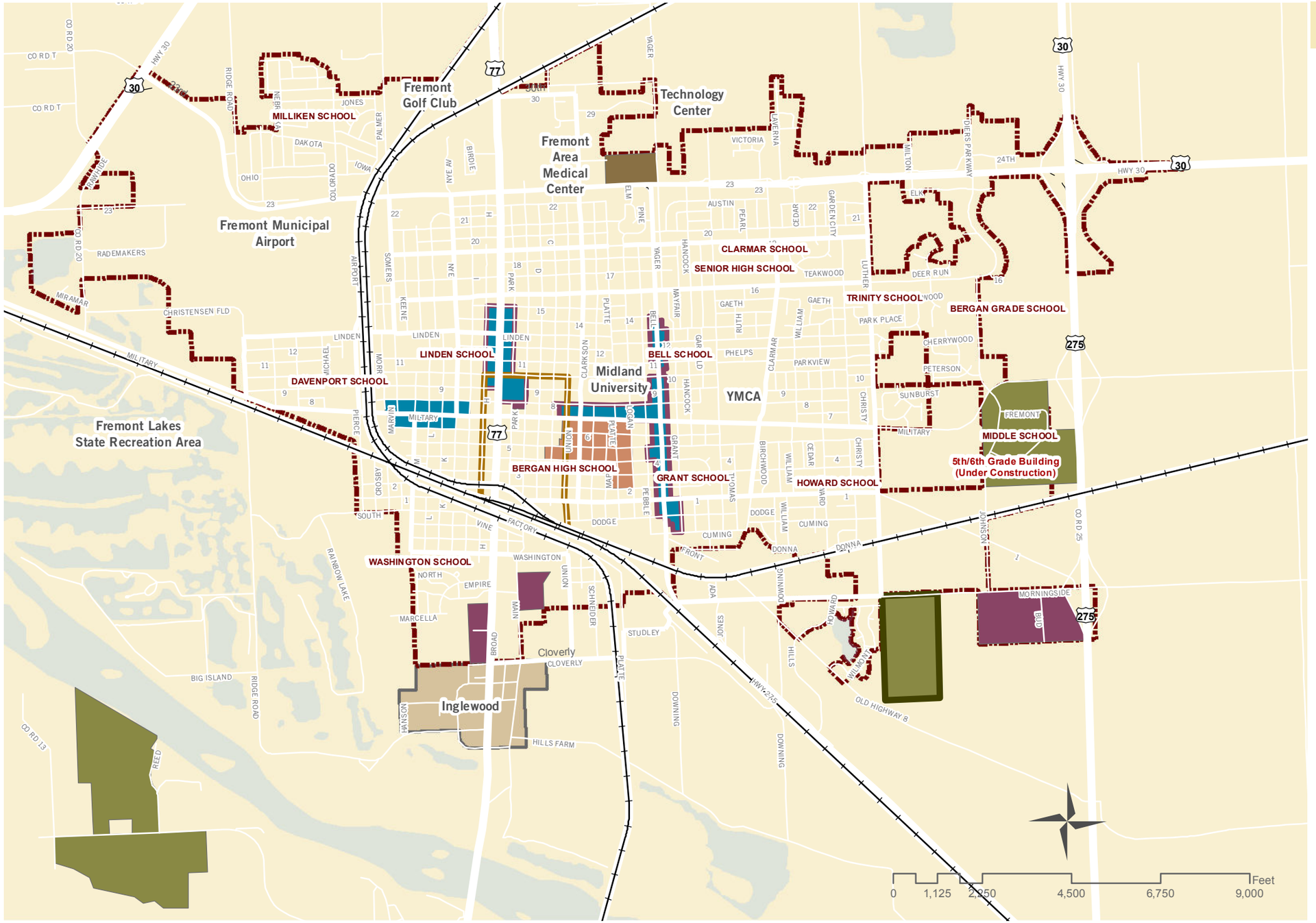
RECOMMENDED ACTIONS

- Consider forming a Fremont Area / Dodge County Community Housing Development Organization (CHDO), a private nonprofit housing development corporation designation through the U.S. Department of Housing and Urban Development (HUD).[14] This formation would give Fremont access to special project funds, operating funds, and technical assistance support associated with the HOME Investment Partnership Program (HOME) through the Nebraska Department of Economic Development (DED). These funds can be used toward affordable housing repair and/or new construction. A CHDO must be community-based and have significant representation of low-income community residents on the CHDO's board.
- Maintain a local Weatherization Program to assist low- to moderate income persons/families with the cost of making their housing units more energy efficient.[15] This program is locally run through the Goldenrod Hills Community Action Partnership by way of the Nebraska Energy Office. In order to qualify, income must fall below 200 percent of the federal poverty level.[16] In 2010, 214 homes were weatherized in the Goldenrod Hills jurisdiction, which covers a 14-county area of Northeast Nebraska, including the counties of Antelope, Burt, Cedar, Cuming, Dakota, Dixon, Dodge, Knox, Madison, Pierce, Stanton, Thurston, Washington, and Wayne.
- Continue working with the Fremont Housing Agency and other local and regional housing partners to maximize efforts to secure all types of State and Federal funding sources for affordable housing improvements and developments in Fremont.
- Create an initiative to utilize tax increment financing as local funding for community and economic development/redevelopment activities in established neighborhoods and especially Downtown.[15] This tool is currently used in a limited capacity, as seen on **Map 4.1, Special Districts**.
- Consider a biennial Mandatory Rental Inspection Program, which enforces property maintenance standards. Code enforcement was recognized as an important issue during community input sessions and surveys. This type of program is important not only for the safety of occupants, but it also serves to maintain property values and helps to stabilize older neighborhoods. As such, the Building Inspection and Permits Department would schedule required inspections and follow-ups to ensure that all noted code violations and deficiencies found are properly corrected in a timely manner. A registration fee for each rental dwelling unit would assist with the implementation of this program. The regulations would also provide for fees to be assessed by the City for repeat inspections of properties that fail

14 2005 Greater Fremont, Nebraska Housing Study.

15 Analysis of Impediments to Fair Housing Choice (2011)

16 http://www.neo.ne.gov/wx/incomelimits.htm



Map Legend

- City Limits
- Inglewood
- Railroad
- Downtown Boundary
- Historic Overlay District*
- Special Corridor Overlay District
- Mixed Use Urban Corridor District
- TND District**
- Mixed Use District
- Planned Development District
- Tax Increment Financing District

* Historic Neighborhood Conservation Overlay District
** Traditional Neighborhood Development District

This map is based on data provided by the City of Fremont.

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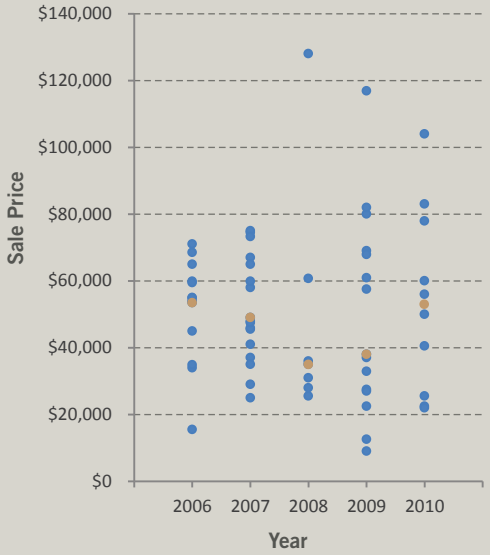
The West / Northwest Neighborhood was identified as having the most condemnations over the last two years. It is comprised of eight subdivisions that have experienced a wide distribution of sale prices. Neighborhood rehabilitation will help to narrow the margin by addressing nonconformities, renovating deteriorating homes, and redeveloping the irreparable ones.

to correct noted deficiencies within the prescribed time frame.

- Create a pro-active "Purchase, Rehab, Resell" program for handling the condemnation, demolition, and rehabilitation of substandard structures and underdeveloped property. This may involve funding for minor or major repairs and financial assistance to income-eligible buyers for help with down payment and closing costs.
- Revise local health, building, and development codes to streamline the process for addressing unsafe or dilapidated structures and other health and safety risks such as inoperable vehicles, weeds and heavy trash, overgrown sites, and run-down structures used for criminal activity. (Refer to **Map 4.2, Neighborhood Boundaries and Rehabilitation** for 2009-2010 condemnation activity.)
- Form a target-area capital investment program focused on infrastructure improvements within defined at-risk neighborhoods. The purpose of this program is to provide a dedicated source of annual funding for use in making infrastructure improvements and leveraging private reinvestment through rehabilitation, redevelopment, building additions, and/or infill development.
- Work with local lenders to form low interest loan pools to be used for housing rehabilitation. If local lenders keep these loans in their portfolio instead of selling them to secondary markets, they may be able to "stretch" some of the lending requirements such as loan-to-value ratios and closing costs.
- Adopt and enforce provisions that reduce blighting influences on neighborhoods, including:
  - » On-street storage of commercial vehicles, recreational vehicles, utility trailers, and other vehicles.
  - » Removal of junk, abandoned vehicles, and other derelict items from yards.
  - » Accessory building sizes and setbacks.
- Promote neighborhood pride and stimulate resident involvement in improvement activities, including:
  - » Seasonal "clean up, fix up" events.
  - » "Neighborhood Pride" days focusing on beautification.
  - » Annual "amnesty pickup" of large refuse items with the assistance of City crews and volunteers.
- Continue pursuing Community Development Block Grant (CDBG) funds to leverage the amount of reinvestment and to implement projects and programs (such as infrastructure repair, park development or improvement, or removal of unsafe structures), aiming to eliminate blight and improve neighborhood conditions in areas of low to moderate income. See *Figure 4.4, City Housing Grants, 1998-2010*, for recent grant history.
- Seek the participation of churches, civic organizations, schools, and businesses in neighborhood improvement and revitalization efforts.

Figure 4.4, Housing Sales from 2006-2010 for Homes in the West / Northwest Neighborhood
Source: Multiple Listing Service, *Orange Dot = Median



	# Sales	Median	Mean	Low	High
2010	10	$53,000	$63,000	$22,000	$104,000
2009	15	$38,000	$62,935	$9,000	$116,870
2008	7	$35,000	$76,750	$25,500	$128,000
2007	17	$47,900	$50,000	$25,000	$75,000
2006	13	$54,900	$43,250	$15,500	$71,000

Neighborhood Planning and Preservation

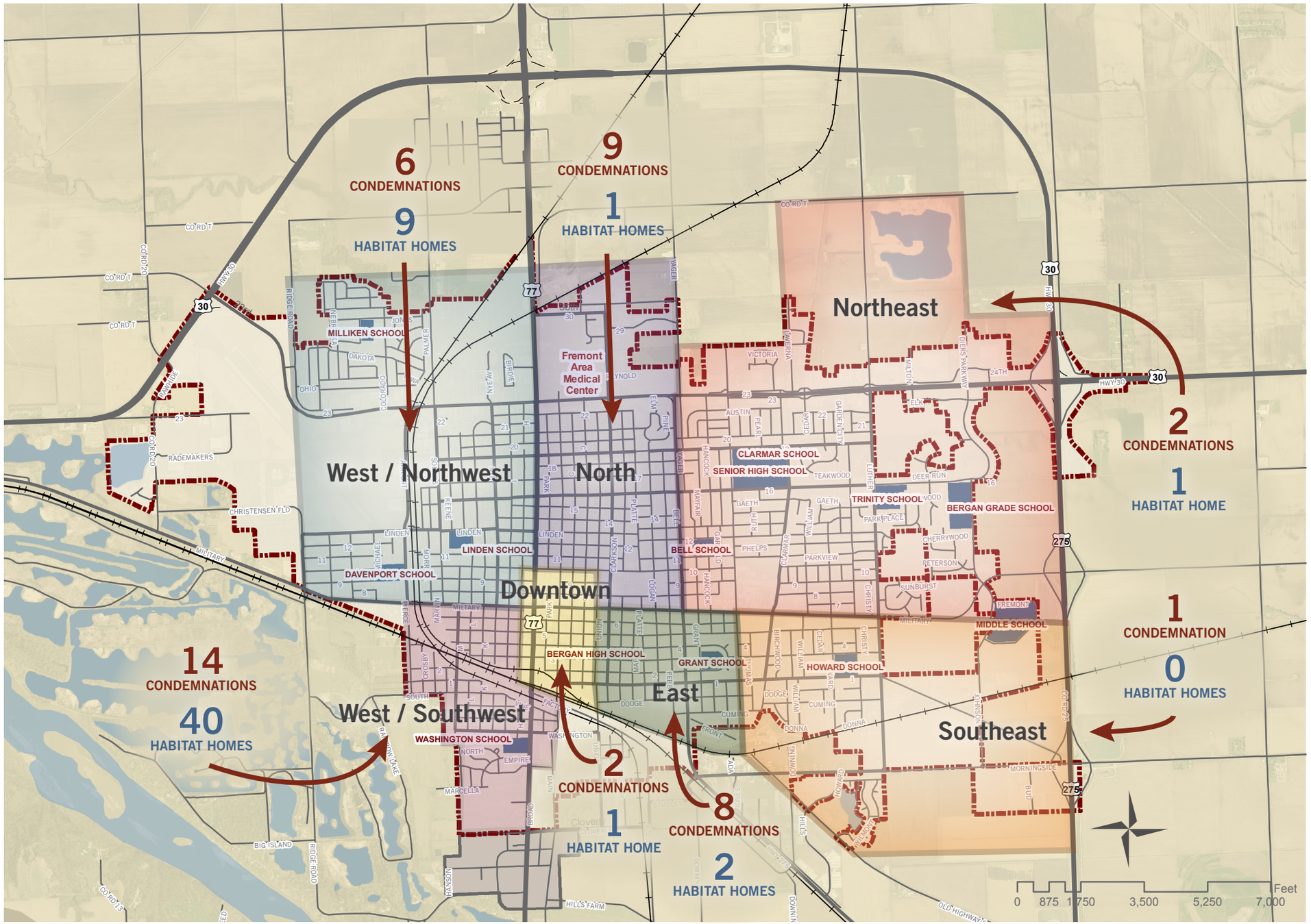
POLICIES

- The City aims to stabilize and improve housing and property conditions in order to improve resident livability, foster an improved sense of community, maintain property values, and boost the City's image and marketability.
- Neighborhood planning will be used as a vehicle to voice individual housing concerns, identify capital improvements, and prioritize project funding.
- The City's residential policy should complement its land use policy in preserving historic commercial and residential buildings, as stated in the Future Land Use section of *Chapter 2, Land Use and Character*.
- Owner occupation of dwelling units is preferred over that of renter occupation.

RECOMMENDED ACTIONS

- Formalize the neighborhood boundaries identified in *Map 4.2, Neighborhood Boundaries and Rehabilitation,* which is based on the boundaries of the Analysis of Impediments to Fair Housing Choice, in order to create neighborhood groups or councils.
  - » Create a neighborhood-oriented planning program to help the community form neighborhood associations and develop neighborhood action plans. A neighborhood plan may include elements that would normally be required for a housing grant submittal and could, thus, be very effective as a grant administration tool. Such a plan would highlight potential development/redevelopment sites, infrastructure improvements, and link current issues to solutions. Such a neighborhood planning process would be beneficial for those neighborhoods needing the greatest amount of attention.
  - » Establish a community-wide association or network of neighborhood councils to facilitate annual gatherings and/or other periodic meetings and seminars on issues of interest to all neighborhoods. Such forums can prove valuable for inviting "grass roots" input into (and notice of) capital improvement priorities, park and public facility upgrades, street and infrastructure projects, pending zoning cases, crime prevention activities, code compliance initiatives, etc.
  - » Within each neighborhood, identify and prioritize infrastructure improvement candidates for capital projects. Such improvements may include street repairs, tree trimming, parking restrictions, shielded street lighting, improved pedestrian lighting, added green space, improved public streetscape/landscape, and new signage. This improvement list will also be a source of site specific information (improvements, history, etc.) for any future grant application that involves that area.
  - » Promote neighborhood identity through special street signage and/or potential installation of small monument signs and landscaping at entries to older neighborhoods that never had these identity features.
- Encourage broader application of the Historic Neighborhood Conservation Overlay District, which enables the adoption of specific performance and development standards in combination with site development regulations of a base district for areas of special historical and architectural significance within the City. See *Map 4.1, Special Districts*, to identify the location of the only Historic Neighborhood Conservation Overlay District.
- Support the "Rent-Wise" program[17], which provides classes to teach renters how to be good tenants. The once-a-week class lasts for eight

17 Coordinated by social service providers such as the Salvation Army and Care Corps.



Map Legend

- City Limits
- Inglewood
- Schools
- Railroad
- Lakes

CONDEMNATIONS 2009-2010

Source: City of Fremont

HABITAT HOMES 1994 - 2010

Source: Fremont Area Habitat for Humanity

The neighborhood boundaries are derived from the Analysis of Impediments to Fair Housing Choice (2011) study. Adjustments have been made to include Downtown, reconcile overlapping boundaries between the East and Southeast neighborhoods, and expand the West / Southwest neighborhood to include the homes south of Downtown.

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Infill homes near the intersection of 8th and C Streets complement the existing pattern of development.

weeks and is being expanded to two separate classes per week, due to increased need and popularity.[18]

- Consider the adoption of a rental housing conversion program where the City would provide $5,000 to $10,000 grants to the purchasers of existing rental units to be used as their own place of residence. Such a program would incentivize the conversion of single-family rental units to owner-occupied units. A program like this would gradually increase the level of home ownership and revitalize established neighborhoods.
- Where appropriate, link homeowners with historic preservation funds so that homeowners can update their homes in a context-sensitive manner. Consider the use of "historic tax credits" as financial incentives, which could be facilitated by a local nonprofit organization dedicated to housing redevelopment.

Infill and Redevelopment

POLICIES

- Developing or redeveloping on infill properties within established neighborhoods utilizes the City's existing infrastructure and strengthens the surrounding neighborhood.
- Design guidelines help to ensure compatibility between new and existing housing developments within close proximity.
- The City should promote infill development through incentives and funding mechanisms.

RECOMMENDED ACTIONS

- Inventory vacant lots and work with the property owner to make timely improvement. This may include assistance in constructing an infill housing unit, regular mowing, and/or use as a playlot or neighborhood garden.
- Provide a local program of acquiring dilapidated houses for demolition and reuse of the lot(s). Continue coordination with Habitat for Humanity for these efforts. Emphasis should be placed on acquiring properties in established neighborhoods, where streets and infrastructure already exist.[18]
- Create infill incentives and funding opportunities, including:
  - » Permit streamlining, fee waivers, tax deferral, and infrastructure cost-sharing for builders and organizations that provide infill construction on vacant lots in a manner that complements the surrounding neighborhood.
  - » Financial assistance programs, such as low-interest loans or outright property grants, that promote infill redevelopment in Fremont neighborhoods. Such a program could target lots that have recently demolished structures so that those lots are put back onto the market and tax rolls. One aggressive approach is to incentivize home building on empty lots as infill development with a one-time grant of $3,000 to $5,000.
  - » Match potential homebuilders with newly cleared lots.
- To ensure the compatibility of infill units, establish design guidelines in neighborhood conservation areas that address building materials, roof pitch, façade treatment, porches, proportional dimensions, and other elements to ensure that new development and rehabilitation maintains or enhances neighborhood character.
- Review the feasibility of private-sector investment in infill development and redevelopment based on the costs of land and development. Infill development can help meet the need for additional housing units in the community. While the current zoning ordinance may not be raising unnecessary obstacles to housing infill, there may be opportunities to make it easier for creating additional housing types surrounding Downtown.

18 Analysis of Impediments to Fair Housing Choice (2011)

Quality Neighborhood Design

Vision

The City will partner with the development community to create high-quality neighborhoods that complement adjoining land uses and seamlessly link to existing neighborhoods and infrastructure.

Context

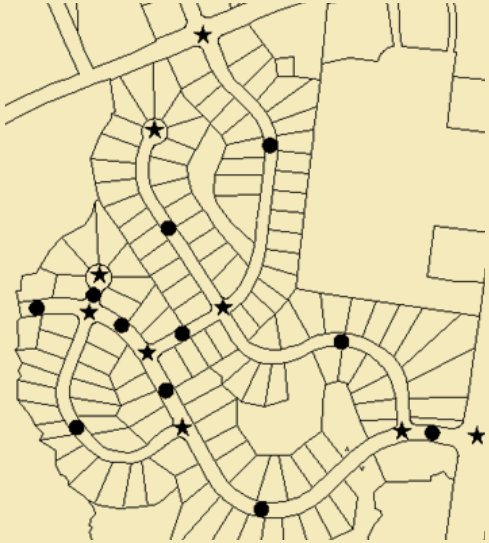
As new developments occur, the City is presented with opportunities to guide neighborhood design. As much as these residential and mixed-use projects are a product of market demand, they are also influenced by the City's regulatory oversight. Many new residential areas are developed as independent subdivisions rather than as dynamic neighborhoods that are connected to other uses and destinations. Based on citizen concerns and comments about existing development, it is important to regulate future housing and site design. Such efforts, partnered with investments in infrastructure, parks, and public education, will make the City more attractive for the next wave of residential development.

POLICIES

- Zoning regulations and design guidelines are designed to protect the integrity of neighborhoods from incompatible architecture, building quality, landscaping, and uses.
- The design of neighborhoods should be site specific and accommodating to each housing type - while concurrently maintaining visual and functional standards that complement surrounding land uses.
- Street, sidewalk, and trail networks should maximize connection points to the existing street pattern and the emerging trail system.
- Tree preservation and open space enhance neighborhood character and warrant protection in the design of subdivisions.

RECOMMENDED ACTIONS

- Consider requiring street trees in all new residential developments, which must be coordinated with utility placement. These trees would be in addition to those within the "required landscape area." This section would amend Article 8, Section 107 of the zoning ordinance.
- Where applicable, require tree preservation for new residential development. The use of open space ratios and density transfers allows sufficient flexibility in the design of subdivisions to accommodate preservation without losing development yield.
- At the time of platting, require public access easements that provide direct linkages between developments and to trails, parks, schools, and neighborhoods serving uses.
- Provide regular maintenance of pedestrian amenities including crosswalks and signals, replacing obsolete traffic signs, and synchronizing traffic signals.
- Convert the Limited Commercial / Office District (LC) into a Suburban Village District that may be permitted within or abutting suburban and auto-urban neighborhoods. Incorporate suburban design standards to ensure improved compatibility, such as:
  - » Comparable building heights or, alternatively, performance standards allowing increased height with increased separation and open space requirements;
  - » Building design standards relating to roof pitch, type, and material; wall materials and colors; and architecture that is residential in appearance;
  - » Floor area ratios to control building bulk and scale (maximum 10,000 SF);
  - » Site design standards relating to the placement of parking and service uses; and
  - » Environmental standards for noise, lighting, debris, etc.
- Incorporate street layout and design standards into the subdivision regulations to accomplish traffic calming objectives without creating discontinuous streets. Standards may include collector street offsets or jogs, horizontal curves, and narrowed street sections. On-street parking also serves to slow traffic.
- Adopt a street connectivity index that would increase the number of street connections in neighborhoods and improve directness of routes (see the inset on the next page). Features of the ordinances should include:
  - » An appropriate connectivity index (street links divided by street nodes).
  - » Requirements connecting local and collector streets to adjacent developments to ensure a minimum level of external connectivity; and
  - » Requirements to establish pedestrian routes between land uses. In Fremont, the exposed drainage ditches are a constraint for sidewalks



The measure of connectivity is the number of street links divided by the number of nodes. Nodes exist at street intersections as well as cul-de-sac heads. Links are the stretches of road that connect nodes. Links should also be placed on roads connecting existing subdivisions, and on stubouts. In this example, there are 11 links (circles) and 9 nodes (stars); therefore, the connectivity index is 1.22.

and some street connections; however, requiring trail access will ensure greater connectivity.

- Use zoning to encourage higher-density housing near major roadways, and as a buffer to single-family detached housing areas, while not adding to zoning complexity. This can be done by providing an incentive for increased housing density in transition areas near arterial streets.

Street Connectivity

A connectivity index promotes a continuous and well-connected street system. The purpose of connectivity requirements is to create multiple, alternate routes for automobiles and to create more route options for pedestrians and bicyclists.

Quality Neighborhood Design

Contemporary subdivision design too often overlooks the time-honored elements of what makes a neighborhood appealing and sustainable for the long term. Typical features of a quality neighborhood design include:

- Some focal point, whether a park or central green, school, community center, place of worship, or small-scale commercial activity, that enlivens the neighborhood and provides a gathering place (e.g. Barnard Park).
- Equal importance of pedestrian and vehicular circulation. Street design accommodates, but also calms, necessary automobile traffic. Sidewalks along or away from streets, and/or a network of off-street trails, provide for pedestrian and bicycle circulation (especially for school children) and promote interconnectivity of adjacent neighborhoods.
- A variety of dwelling types to address a range of needs among potential residents (based on age, income level, household size, etc.).
- Access to schools, recreation, and daily conveniences within close proximity to the neighborhood, if not within or at its edges (such as along bordering major streets).
- An effective, well connected street layout that provides multiple paths to external destinations (and critical access for emergency vehicles) while also discouraging non-local or cut-through traffic.
- Appealing streetscapes, whether achieved through street trees or other design elements, which “soften” an otherwise intensive atmosphere and draw residents to enjoy common areas of their neighborhood. This should include landscape designs consistent with local climate and vegetation.
- Compatibility of fringe or adjacent uses, or measures to buffer the neighborhood from incompatible development.
- Evident definition of the neighborhood “unit” through recognizable identity and edges, without going so far (through walls and other physical barriers) as to establish “fortress” neighborhoods.
- Set-aside of conservation areas, greenbelts, or other open space as an amenity, to encourage leisure and healthful living, and to contribute to neighborhood buffering and definition.
- Use of local streets for parking to reduce the lot area that must be devoted to driveways and garages, and for the traffic calming benefits of on-street parking.
- Respect for historic sites and structures, and incorporation of such assets into neighborhood design.

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Downtown Gateway

Main Street

Chapter 5
Adopted 05.29.12

Economic Development

Introduction

Economic sustainability is essential to Fremont's future. Simply, it will determine whether and how the City grows in the coming years. The City's economic strength will set the tone and pace for new development and impact its ability to maintain quality public facilities and services.

Economic development however, usually doesn't happen on its own, particularly in rural, outlying areas like Fremont. It requires a deliberate, proactive strategy, as well as up-front public investments in new infrastructure and program development. Once begun though, it can start a virtuous cycle: It helps hold the line on taxes through tax base growth thus, creating an even more attractive place for businesses, as well as households. It brings new income into the community helping to spawn local spending and wealth creation. And most importantly, it impacts the City's ability to retain and return its best and brightest by expanding local employment and creating opportunities for new businesses.

Economic development is as much about quality as it is quantity. It needs to be measured not just by gross tax revenues and job growth, but also by job quality and security; the impact on local wages, public services, and the environment; and the

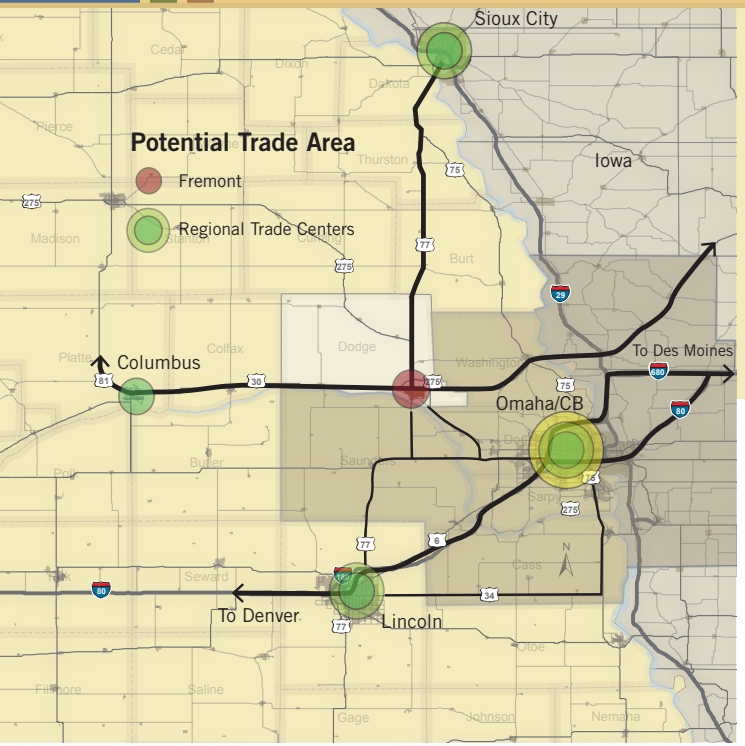


Figure 5.1, Regional Location Map

proportion of locally-owned to absentee-controlled businesses; among other factors.

Purpose of this Chapter

This chapter of the Comprehensive Plan discusses general policies and programs to grow and diversify the City's economy. It includes specific recommendations intended to advance the following goals:

1. Expand the tax base;
2. Promote new capital investment;
3. Grow new, good jobs;
4. Increase household wealth; and
5. Support the formation of new businesses.

The recommendations are made with the understanding that Fremont's economy is part of a much larger regional economic system whose overall performance will directly affect the City's own economy, as illustrated in **Figure 5.1, Regional Location Map.**

Economic development is a unique municipal function in that it involves the alignment and leveraging of the combined resources of multiple organizations, institutions, businesses, and education and philanthropic leaders toward a common set of goals. It requires a level of protracted engagement and strategy discussion among key role players that goes well beyond the scope of this comprehensive plan. This comprehensive plan should, therefore, be seen as a preliminary set of ideas and policies to help frame further dialogue on economic planning, but not as "the plan" itself. Instead, an economic strategy plan is warranted and needed to spell out the specifics of the City's approach to its economic development.

GOALS

1. Increase the City's overall economic development capacity.
2. Form a quasi-public redevelopment agency to take charge of redevelopment efforts, including future business park development and the revitalization of Downtown.
3. Engage in focused, proactive business development activities that play to the City's main competitive advantages, such as secure energy, health care, primary and secondary education, food production, regional/national access (production and logistics), and quality of life (abundant indoor and outdoor recreation, livable neighborhoods, etc.).
4. Energize local entrepreneurship.
5. Engage and leverage the Greater Metropolitan Omaha Region.
6. Develop a process for continuous economic strategic planning and decision-making.
7. Continuously work to improve the City's overall business climate and place-quality.

Regional Economy

Like any fluid system, Fremont's economy doesn't exist in a vacuum. It doesn't adhere to municipal boundaries and is driven by internal as well as external forces. That is, it is affected as much by conditions at the global and national levels as it is by regional or local conditions.

For most cities, however, the region is the geographic unit that has the greatest impact on local prosperity. Regions represent larger markets and collections of resources (and have a drawing power) that most cities,

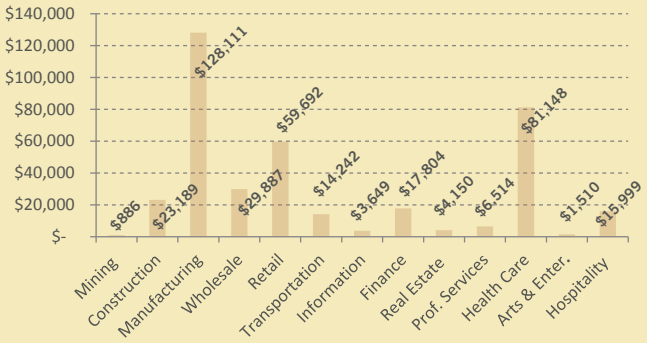


Figure 5.2, Dodge County Payrolls, 2008 (per $1,000)
Source: County Business Patterns 2008. U.S. Census Bureau

by themselves, cannot command. For this reason, Fremont's economic development programs should be conceived in a regional context, while also being responsive to local circumstances and opportunities. The best economic development programs are those that will allow the City to gain stature within the region by leveraging, and contributing to, the combined resources of both the City and region.

CURRENT CONTEXT

Fremont's economy, and that of the region, is best understood in relation to the Omaha metropolitan area. The regional economy has historically been dominated by agriculture, food processing, manufacturing, wholesaling, and trans-shipment. The past several decades, however, have seen a great deal of economic diversification into such sectors as financial services, information technology, telecommunications, construction, and defense. Agribusiness, manufacturing, and logistics meanwhile, remain among the region's core specialties.

The region is home to five Fortune 500 and four Fortune 1,000 firms. The former include Con Agra Foods, Union Pacific, Kiewit Corporation, Mutual of Omaha, and Berkshire Hathaway. Six national fiber-optic networks also converge in the region making it an important and viable telecommunications hub. Illustrated in Figure 5.2, Dodge County Payrolls, 2008 is the pay distribution across industries in Dodge County.

EXISTING ORGANIZATIONS

The Greater Omaha Economic Development Partnership – a regional economic development group consisting of government, industry, and non-profit members – has identified financial services, defense, transportation, manufacturing, and information technology as the region's most promising growth targets. The partnership consists of the Greater Omaha Chamber of Commerce, along with the Sarpy County Economic Development Corporation, Gateway Development Corporation, and Cass County Economic Development Council.

The Partnership conducts a variety of marketing and business outreach activities including an active business retention program. It also manages a database of available properties. In addition to its own programs, it employs a group of case managers to help clients access programs at the Federal, State, and local levels including tax abatements, tax credits, and employee training programs.

In Fremont, most economic development activities are carried out by the Fremont Area Chamber of

Greater Omaha Economic Development Partnership

Mission

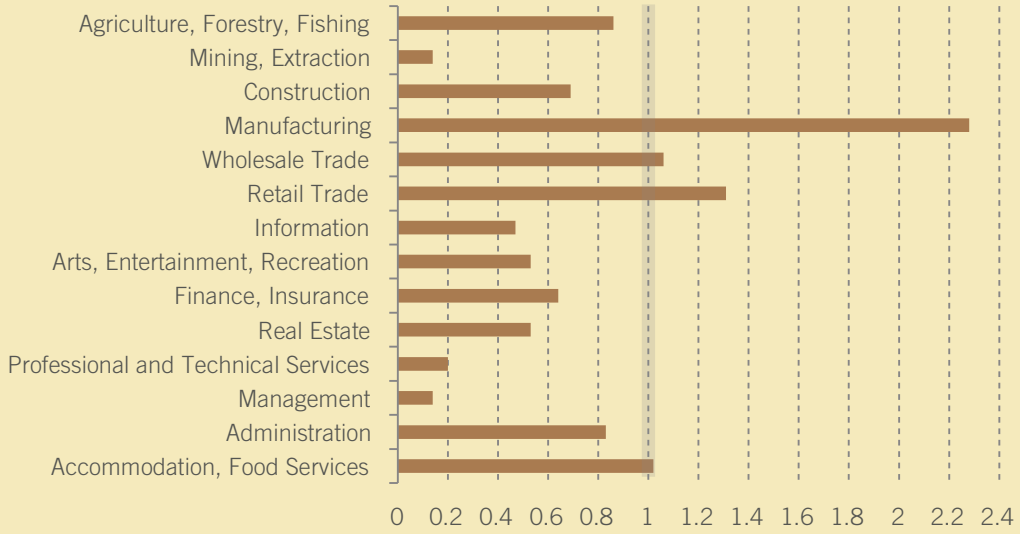
Continued progress in economic development by following a well-thought-out plan with a strategic focus to ensure success. In addition to new business attraction, targeted areas include: existing Greater Omaha businesses, headquarters companies (including Fortune 500), financial services, manufacturing, entrepreneurship, defense, transportation/ distribution, and information technology.

Success Factors

- A solid, hard-working, and educated workforce;
- Available Omaha commercial real estate in a variety of specifications and locations;
- Lower costs and available incentives for business; and
- A decidedly pro-business environment.

Source: http://www.selectgreateromaha.com/

GREATER OMAHA ECONOMIC DEVELOPMENT PARTNERSHIP



	% of Employment			Location Quotient	
	U.S.	Nebraska	Dodge County	Nebraska	Dodge County
Agriculture, Forestry, Fishing	1.07%	1.55%	0.92%	1.45	0.86
Mining, Extraction	0.60%	0.12%	0.08%	0.20	0.14
Utilities	0.52%	0.26%	NA	0.49	NA
Construction	5.56%	6.23%	3.84%	1.12	0.69
Manufacturing	11.04%	12.56%	25.16%	1.14	2.28
Wholesale Trade	5.20%	5.55%	5.52%	1.07	1.06
Retail Trade	13.60%	14.06%	17.84%	1.03	1.31
Transportation, Warehousing	3.73%	5.17%	NA	1.39	NA
Information	2.63%	2.35%	1.22%	0.90	0.47
Education Services	2.26%	1.33%	NA	0.59	NA
Health Care	14.87%	14.55%	NA	0.98	NA
Arts, Entertainment, Rec.	1.80%	1.71%	0.95%	0.95	0.53
Finance, Insurance	5.25%	7.25%	3.35%	1.38	0.64
Real Estate	1.84%	1.22%	0.98%	0.66	0.53
Professional/Technical Services	6.99%	5.69%	1.43%	0.81	0.20
Management	1.73%	2.31%	0.24%	1.33	0.14
Administration	6.69%	5.56%	5.55%	0.83	0.83
Accommodation, food services	10.36%	9.27%	10.57%	0.90	1.02

Figure 5.3, Dodge County Industry Concentrations

Location quotients (LQs) measure the relative concentration of industries in a given jurisdiction relative to comparison areas, such as other counties, regions, states, the nation, etc. LQs above 1.0 indicate a concentration of that industry in the host jurisdiction. These industries are considered export or "driver" industries that bring new income into the region and have a strong multiplier affect on local employment and wealth creation. As illustrated in the graphic to the left, manufacturing, retail trade, education, and accommodations are the primary industries for Dodge County.

Source: County Business Patterns 2009. U.S. Census Bureau

Commerce and the Greater Fremont Development Council (GFDC). The Council largely serves as a broker/facilitator for various state tax incentives oriented to "primary" industries, defined generally as those selling a significant amount of their goods or services to customers outside of the County. These are typically manufacturing-based companies. Much of the Council's work is directed at helping facilitate business expansions and relocations by tapping into State and regional resources, including LB-840 funds available through the Northeast Nebraska Development District. The GFDC currently offers few incentives or programs that are not offered by other cities in Nebraska. In this way, it is difficult to set Fremont apart or to compete for many of the same employers being courted by other development councils.

The Fremont Area Chamber of Commerce is involved mainly in business advocacy and networking activities, and hosts numerous community events throughout the year. It also houses a virtual incubator to link new business with technical and educational services available through its member network. The program is not currently linked to any seed/venture capital sources, which is a common ingredient for success of similar organizations.

LB 840 Funds

The Local Option Municipal Economic Development Act, known as LB 840, authorizes local businesses to allocate sales tax and property tax revenues for economic and community development. The act is based on the premise that voters of a municipality should have the right to spend their own tax dollars in the manner they find best suited to meet their own local needs.

Source: Nebraska Statutes Revised 11.2009.

Big Idea: The Fremont Power-Ring

Fremont's Lon D. Wright Power Plant is a vital piece of the City's economic infrastructure. It has the potential to attract energy-sensitive companies seeking reasonably priced, highly secure energy supplies. These include among others: data centers, call centers, bio-chemical, and agricultural processing companies, and various advanced manufacturing operations including many in the burgeoning clean-tech sector.

Reliable, redundant, and reasonably priced energy is emerging as a top site-selection criteria for companies in these and other industries. Offering them discounted utility rates in a highly energy-secure environment can be a significant "difference-maker" in putting Fremont near the front of the pack in the intense competition for these companies. Building last-mile broadband service, however, (which the City currently lacks), will be absolutely necessary in maximizing this opportunity.

Getting the City firmly on the radar of energy-seeking companies may also ultimately, require expansions of the plant's existing capacity, and diversification of the City's energy portfolio. The City's agricultural processing infrastructure and proximity to major agricultural waste feedstocks, for instance, could make it a prime location for a new bio-waste fired power plant. This could possibly be done in concert with a major new energy user as part of a co-generation (combined heat and power) application, or as a state pilot/demonstration project.

The state of Nebraska has demonstrated its ongoing commitment to domestically produced renewable energy through programs available through the Nebraska Energy Office and the University of Nebraska extension.

Downtown Fremont is host to a local Main Street organization, as well as a Special Improvement District. The former provides technical and promotional assistance to Downtown business and property owners, and the latter provides a financing structure to fund special aesthetic and other improvements.

FREMONT'S ASSET BASE

The most effective economic development efforts are designed to maximize opportunities stemming from a place's existing asset-base. The City's most advantageous asset is that it is within 20 miles of what is currently one of healthiest metropolitan areas in the U.S., and directly in its growth-path as displayed by *Figure 1.5, Projected Change in Population by County, 2000 to 2030,* in *Chapter 1, Plan Introduction*.

The entire mid-section of the country stretching from the Dakotas to Oklahoma and Texas has weathered the Great Recession of 2008 far better than other regions due to a host of factors including:

- the absence of a major housing bubble and related over-growth of the local construction industry;
- rising agricultural prices related to the world's growing demand for U.S. agricultural exports; and
- the rapid growth of the region's burgeoning energy sector including oil shale, bio-fuels, and wind power.

Omaha itself, with its major legacy companies (including Mutual of Omaha and Berkshire-Hathaway) and safe, energy secure, and affordable middle-of-the-county location, has evolved into an important financial center for both front and back-office operations. Fremont, being squarely within the growth-path of Omaha, is in a very good position to take advantage of the region's competitive advantages in these sectors as illustrated in **Figure 5.3, Dodge County Industry Concentrations** (previous page).

At the local level, the City's greatest assets include its industrial-strength infrastructure including roads (particularly U.S. 275 and U.S. 30), rail, Fremont Municipal Airport, and perhaps most importantly, its publicly-owned electric utility. This infrastructure is designed with sufficient capacity to support major food processing, manufacturing, and distribution. The predicted sharp rise of the country's domestic energy and agricultural sectors puts the City in an excellent position to expand its role as a significant value-adding processing center for the region's agricultural exports; particularly food and bio-energy.

Other significant and important City assets include:

- Midland University and Metropolitan Community College;

Fremont's assets include the Fremont Medical Center, existing rail infrastructure, and historic neighborhoods.

- Fremont Medical Center;
- Highly fertile and abundant and productive soils for agriculture;
- Developable land;
- Historic neighborhoods, Main Street, downtown, and the fabled Lincoln Highway;
- Good local and state recreation resources attracting significant tourist traffic;
- Road, rail, and airport infrastructure;
- Hidden, untapped wealth including a civic-minded philanthropic community;
- Reliable, low-cost energy (duel fed);
- Quality, affordable housing; and
- Forward-thinking leadership.

Weaknesses

- Soft entrepreneurial culture;
- Economic development program gaps;
- Need for additional economic development capacity – staffing, funding, organizational structures;
- Loss of young talent and families to urban employment and living centers;
- Available jobs/skills mismatch; and
- Reputation or perception as being anti-business and anti-newcomer.

Economic Development Capacity

POLICIES

- Increase the City's overall economic development capacity and competitiveness. Globalization, the rise of the service-based economy, and newer flexible modes of production have led to increasingly footloose industries throughout the world. Cities increasingly need to compete to keep even their existing companies. Fremont currently offers only a relative few programs in coordination with the County and State. Presently, it doesn't offer any programs that set it apart from other competing cities in the county, region, or state. For Fremont to compete in an increasingly unstable, fast-moving national economy, it will need to offer a full set of economic programs and incentives that will allow it to successfully vie for new companies and to retain and grow its current ones.
- Significantly expand GFDC's role and its programs to include retail recruitment, potential land development, and other general brokering and clearinghouse services. Alternatively, establish a separate City-staffed public-private agency to lead economic development efforts city-wide. This could be organized as a quasi-private, non-profit corporation or as a purely public agency depending on budget and staffing issues, and the level and quality of volunteer support (financial and otherwise).
- Expand the use of standard economic development tools and incentives such as Tax Increment Financing (TIF), as discussed in the inset on the next page.
- Develop dedicated City-level programs that complement and/or help fill gaps among county, regional, and state programs.
- Create and fund a City-led and staffed Downtown Redevelopment Corporation to spearhead Downtown regeneration.
- Expand and leverage the City's basic economic infrastructure: schools, broadband, technology park, energy, and airport.

RECOMMENDED ACTIONS

- Empanel an ad hoc exploratory committee composed of business, education, and elected officials to determine the most appropriate agency option/model for Fremont, and promptly begin work on an economic strategic plan.

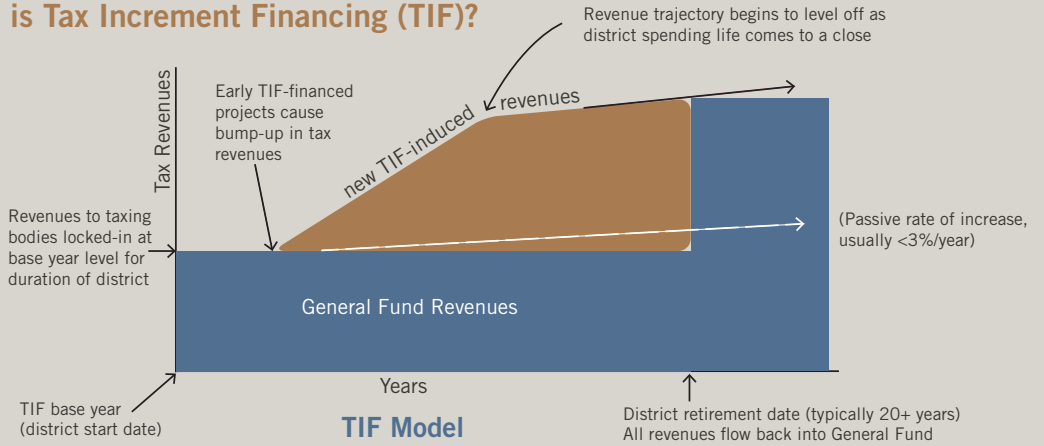
"The commission recommended approval of a resolution declaring the downtown area blighted and substandard.

'This is one of the first steps we need for tax increment financing," Vice Chairman Brad Fooken said. "The city is in the process of trying to get a grant. One of the requirements to get the grant is to be declared blighted.'"

- Fremont Tribune, August 16, 2011

- Conduct workshops to educate the community on the use of TIFs and the role of public/ private development corporations in advancing redevelopment.
- Survey local businesses to determine which types of programs would provide the biggest benefits to them: i.e. technical training, workforce development, tax credits, expansion financing, public safety, land acquisition, insurance pools, etc.
- Inventory relevant programs at the County, State, and Federal levels and educate and position City staff as a local "broker."
- Work with State and Federal officials to extend broadband service throughout the City, including wireless clouds downtown, around Midland University and Metropolitan Community College, and at the City's proposed technology park.
- Work with State and Federal Department of Energy officials, and the University of Nebraska, to identify: pilot project opportunities and renewable energy applications and funding sources that can further expand the capacity and sustainability of the City-owned electric utility.
- Begin to develop a full menu of economic development incentives (and eligibility

What is Tax Increment Financing (TIF)?



TIF Model

TIF is a way to encourage reinvestment in blighted or underutilized areas that probably won't redevelop on their own. Put simply, it is a way to self-finance new development projects by capturing their back-end tax proceeds to amortize front-end project costs. This happens by withholding new tax revenues generated within the district from the general fund for a specified period of time, usually 15+ years. The withheld amount (the "increment") is used to pay off the district's debts, which are typically public bonds. TIF does not mean an increase in property tax rates within the district. Instead, TIF helps expand the district's overall tax base by stimulating private development with new TIF-financed infrastructure or developer incentives. Most private development wouldn't otherwise happen in TIF-designated areas because of blight or other impeding conditions.

Since TIF-funded projects create their own debt-payment streams (from the additional tax revenue that they themselves generate), they are a type of self-financing mechanism. Also, because the increment is unlikely to accrue at the same level without the TIF (again, TIF-funded investments are needed to induce the revenue-generating investment) it doesn't equate to a dollar-for-dollar reduction to the general fund absent the TIF. In other words, most of the increment wouldn't otherwise exist were it not for the public debt needed to create it.

TIFs, however, can cause harmful fiscal impacts if used to finance development projects with high public service burdens, such as single-family housing. This is because district tax revenues flowing into the general fund are frozen at their current levels resulting in the need to spread new service costs system-wide with no commensurate increase in general revenues emanating from the district. Therefore, TIFs are typically used to help finance mostly commercial and industrial development.

Many cities establish eligibility criteria for the use of TIF. Common requirements usually include many of the following:

- Job creation;
- Blight elimination;
- Project scale (usually defined by minimum capital investment);
- Public benefits and amenities;
- Catalytic affect (i.e. ability to spawn follow-on/ spillover investment);
- Proposed amount and timing of public return on investment (i.e. how soon will the project pay for itself and what is the long-term contribution to the public purse);
- Amount of private investment leveraged; and
- Clear community need.

Federal Empowerment Zones and Renewal Communities

The U.S. Department of Housing and Urban Development Empowerment Zones and Renewal Community (EZRC) program provides incentives to encourage businesses to open, expand, and to hire local residents. The incentives include employment credits, a 0% tax on capital gains, increased tax deductions on equipment, accelerated real property depreciation, and other incentives.

Source: U.S. Department of Housing and Urban Development.

criteria) oriented to the City's main economic development priorities. Basic programs include tax abatements, tax credits, revolving loan funds, industrial development bonds, discounted utility rates, and various technical assistance programs available through partnering agencies.

Redevelopment Authority

POLICIES

- Form a quasi-public redevelopment corporation to take charge of City redevelopment efforts including future business park development and the revitalization of Downtown. Channeling new investment into communities like Fremont is difficult to achieve without both incentives and readily available land to entice developers. Incentives are usually needed to offset the higher costs of redevelopment and to improve economic feasibility. Redevelopment sites also need to be packaged into development-ready opportunities. This requires an entity working on the City's behalf to acquire and assemble land, improve sites with infrastructure, recruit developers, expedite the development process, and help structure public-private development deals.
- Pass a municipal ordinance establishing a downtown redevelopment district and authority.
- Establish a downtown TIF district.
- Establish eligibility criteria and a prioritized project plan for the use of TIF funds.
- Create a special downtown revolving loan fund and a façade improvements grant program.

RECOMMENDED ACTIONS

- Educate elected officials and property owners on the use of organization, management, and benefits of TIF and the need for a redevelopment authority.
- Prepare a detailed inventory of sites and building conditions and package this information for web development.
- Adopt a statutory redevelopment plan for downtown.
- Recruit a redevelopment authority board with particular expertise in the areas of: real estate development, construction management, business planning, and commercial lending.
- Attempt Federal Empowerment Zone/Renewal Community designation.

Business Development

POLICIES

- Engage in focused, proactive business development and recruitment playing to the City's main competitive advantages: i.e. secure energy, education, food production, and regional/national access (production and logistics).
- Develop a targeted, information-rich marketing strategy that relates to the City's distinguishing assets and target industries.
- Align, expand, and target existing programs around specific opportunities; especially in the key advantage areas of: advanced manufacturing, distribution, bio/ag-related (value-added) production, data management, and entrepreneurship.
- Implement an aggressive business outreach and expansion program, and look for opportunities to recruit local industries' major suppliers and support service companies.

RECOMMENDED ACTIONS

- Develop a strong economic development web presence touting the City's advantages and resources and making information on sites, buildings, programs, and incentives readily accessible.
- Market the City via the Greater Omaha Economic Development Partnership and through industry-specific trade organizations

(Continued on Page 5.10)

Public-Private Development Agency Models

Community Redevelopment Authority

Unlike most Main Street or Business Improvement District boards, which are mainly involved in providing technical assistance or managing promotional efforts, Fremont's Community Redevelopment Authority (CRA) is charged with leading the implementation of a downtown master plan. Working as an arm of city government, and with the assistance and leadership of city staff, the CRA can be actively involved in: land development strategy, property acquisitions, deal structuring, loan underwriting, developer recruitment, and the negotiation of developer agreements. CRAs do not function as building developers or property managers in the typical sense, but instead work on the land assembly and financing side of development. However, in cases where public buildings are planned, they may act as the actual project developer.

Most redevelopment authorities operate as an agent of the city and serve at the pleasure of the mayor and council. In some cases, they have bonding and condemnation authority. In many instances, they serve as umbrella organizations for downtown development helping to coordinate and assist the efforts of BID districts, merchant's associations, and special taxing districts.

Board members consist of council members and other advocates for Downtown who can contribute valuable knowledge in areas such as business planning and development, financial management, real estate development, construction management, legal, marketing, and promotions. Redevelopment authority boards generally serve under the aegis of the City Council and are supported by dedicated community development staff. Their funding typically comes from TIF revenues, block grants, and development fees.

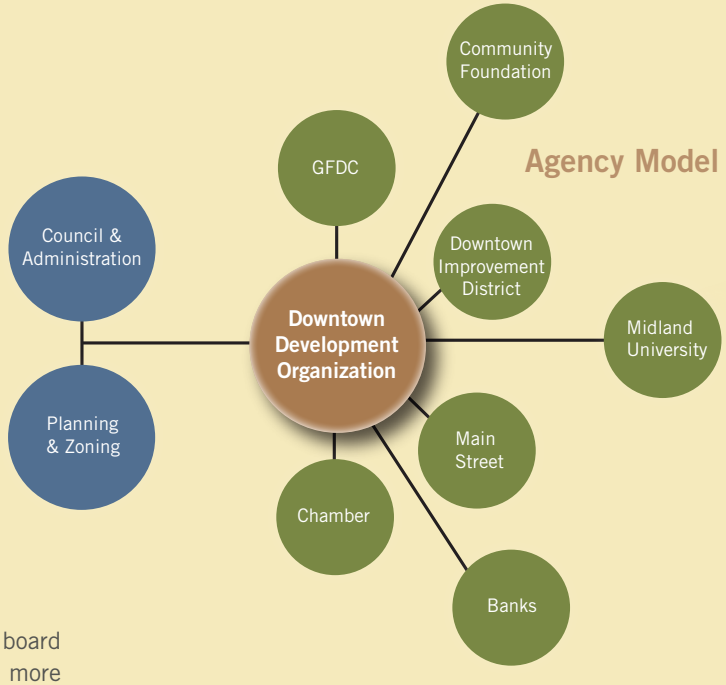
Advantages of redevelopment authorities is their power to act on behalf of (and sometimes with the full faith and credit of) the city and their dedicated funding streams. Disadvantages include their beholdeness to public process which can prevent them from acting quickly or with confidentiality as opportunities arise, and can expose their dealings to city "politics".

Downtown Development Corporation

Development Corporations are sometimes structured the same way as redevelopment authorities and can be involved in the same types of activities. The term "development corporation" however, usually infers a higher degree of autonomy from city government and are often structured as private or public-private non-profit organizations. They sometimes operate with a board that is independent of city government and rely more heavily on creating and managing their own sources of operating capital. It is also somewhat more common for corporations to be involved in activities other than just real estate development to include the administration of low interest loans pools that support business and economic development.

Operating capital often derives from the ownership and management of real estate assets, private donations, development and financing fees, fees from tax exempt bonds, special taxes, and/or annual stipends from the City.

Advantages of development corporations generally include their ability to act with greater confidentiality and speed; especially when it comes to real estate deals where agility and privacy can be very important. When they are structured autonomously from city government, development corporations can also help take some of the politics out of public-private joint ventures and can operate more effectively in the tax credits markets where they can act as syndicators.



They can also solicit tax deductible donations from foundations and other philanthropic entities whereas most purely public entities are prohibited from doing so. They are also frequently used as pass-through vehicles for tax-exempt government bonds.

Disadvantages of the typical development corporation structure include their self-supporting nature and frequent lack of dedicated public financing. This often means a precarious financial existence and sometimes a greater amount of time and energy spent raising money and managing overhead than actually doing deals. Finding solid leadership can also be a problem especially in communities with a weak culture of community involvement and leadership outside of regular government channels. Some development corporations are off-shoots of existing organizations, such as special councils and chambers of commerce.

Local entrepreneurship can be energized by developing joint curriculum in entrepreneurship and small business management and at Midland University and Metropolitan Community College, along with entrepreneur support programs and services geared towards local, specialized industries.

Big Idea: School-City

Quality public education is the most important factor in attracting middle-class families, and access to good workers is the most important factor in attracting good companies. Simply put, good schools attract good workers who attract good jobs.

Fremont should think boldly about how it can leverage education-based assets and opportunities to create a place of "total learning" and educational excellence. A place where businesses as well as schools are actively engaged in molding learning opportunities in the most tactile, hands-on, and meaningful manner possible. This includes passive learning opportunities relating to local industry, non-traditional apprenticeship and internship opportunities, school-to-work programs, field assignments in the service of local businesses, and various service-learning opportunities with a social bent. Businesses and institutions should be encouraged to enlist area schools to solve real-world problems requiring unconventional solutions. Companies should be asked to sponsor scholarships for deserving students, and Midland University should be encouraged to focus on more local student recruitment.

The goal is to brand the entire city as a learning-lab in order to attract major grants and education-based pilot projects. All of this would be intended to drastically raise the City's regional and national profile.

and specialized site selectors (avoid generic "quality of life" flavored marketing messages and materials as these are the all-too-common messages of most communities).

- Work with Metropolitan Community College and local industry to develop customized workforce training programs tailored to local industry needs through the one-stop center.
- Work with Metropolitan Community College and Midland University to develop specialized curricula in data facility operations and management and entrepreneurship.

Entrepreneurship

POLICIES

- Energize local entrepreneurship. Business recruitment is a very expensive and chancy game. Very few cities are successful at landing big companies from outside their immediate region even though they often spend the bulk of their economic development budgets trying to recruit outside companies. Most job growth actually occurs through the expansion of existing businesses and through new start-ups. Fremont has a growing cadre of young entrepreneurs and 30-something returnees eager to carve out a living in the City in spite of a limited job market. Many of these individuals may be inclined to start-up a new business, but lack the necessary capital and technical expertise.
- Work with Metropolitan Community College and the Chamber of Commerce to develop a full complement of entrepreneur support programs and services geared toward local, specialized industries. Programs should include both financial and technical assistance.
- Ramp up the Chamber's virtual incubator to include additional technical training and networking opportunities, as well as angel/venture funding capital sources.
- Work with Midland University and Metropolitan Community College to develop joint curriculum in entrepreneurship and small business management, including basic business courses in accounting, marketing/merchandising, and business planning.
- Explore possibilities of hosting an SBA-certified Small Business Development Center at the Fremont Chamber or Midland University.
- Develop a recycling loan fund or micro-enterprise fund for Downtown businesses funded through a combination of local angel

USDA Intermediary Relending Program (IRP)

The purpose of the IRP program is to alleviate poverty and increase economic activity and employment in rural communities. Under the IRP program, loans are provided to local organizations (intermediaries) for the establishment of revolving loan funds. These revolving loan funds are used to assist with financing business and economic development activity to create or retain jobs in disadvantaged and remote communities. Intermediaries are encouraged to work in concert with State and regional strategies, and in partnership with other public and private organizations that can provide complimentary resources.An intermediary may borrow up to $2 million under its first financing and up to $1 million at a time thereafter. In recent years, loans to intermediaries have been capped at $750,000. Direct Source: USDA Rural Development, Business and Cooperative Programs

investors, TIF, CDBG, pooled bank funds, and the USDA Intermediary Relenting Program.

- Work with the local foundations and philanthropists to create a angel fund for local businesses.
- Work with Fremont Main Street and the Chamber to launch a "buy local" campaign. Expand joint advertising and the Downtown events calendar.

RECOMMENDED ACTIONS

- Convene the Chamber of Commerce, Metropolitan Community College, and Midland University to assume leadership on entrepreneurship. Encourage them to inventory and assess the local entrepreneur service support network, and develop recommendations on how it can be better synchronized and expanded.
- Encourage the Chamber of Commerce to start an entrepreneur's club and young professionals networks.
- Work with the Chamber and local property owners/developers/brokers to identify potential multi-tenant business accelerator and flex-space buildings.
- Convene local banks and foundations to help capitalize and manage a cooperative low interest loan pool (citywide or specifically for downtown businesses).

Regional Leverage

POLICIES

- Leverage and engage with the Greater Metro Omaha Region. As stated earlier, metropolitan regions are the hubs of the 21st Century global economy. It is only at a regional scale that cities like Fremont can claim access to the broadest array of resources (labor, education, markets etc.) that will allow it to compete on a national level. Also, in terms of promotional and networking resources, organizations such as the Greater Omaha Economic Development Partnership can 'broadcast' to a much wider audience and referral network than a Fremont-centric campaign can achieve by itself.
- Seek entry in the Greater Omaha Economic Development Partnership (GOEDP) as an affiliate-member.
- Work to network local companies into regional trade groups.
- Participate in regional conferences, trade shows, and trade delegations.

RECOMMENDED ACTIONS

- Piggy-back City marketing efforts on regional efforts through web-links, trade shows, and available properties databases.
- Leverage membership in the GOEDP to gather state support for extensions of broadband service and utility upgrades.
- Make sure that City programs and incentives are comparable to -and preferably better than- other communities in the Greater Omaha area.

Strategic Planning

POLICIES

- Develop a process for continuous economic strategic planning and decision-making. Economic development requires the coordination of multiple individuals and organizations working as part of a single network. It demands constant communication and cooperation among participating organizations to make sure that everyone is "with the program" and that resources are being adequately leveraged. Leaders from business, education, foundations, and financial institutions must be included to garner enough political and financial support to achieve meaningful results.

- Establish an economic development leadership council consisting of GFDC, the Chamber of Commerce, Metropolitan Community College, Midland University, foundations, and the members of the City's executive leadership (Mayor, Economic/Community Development Director).
- Begin work on a formal economic development strategic plan that includes a survey of local businesses, project priorities and timelines, agency responsibilities, and detailed funding and management strategies.

RECOMMENDED ACTIONS

- Convene area business and institutional leaders to help mobilize financial and technical support for the GFDC.
- Seek grants from the state, the Economic Development Administration (EDA), and area foundations to fund the creation of the strategic plan and its initial implementation.
- Begin the strategic planning process.

Business Climate

POLICIES

- Continuously work to improve the City's overall business climate and place-quality. Economic development isn't just about offering a low-cost of doing business. It's also about making sure that the City is the type of place that attracts people as well as companies (especially since having access to a quality workforce remains a top corporate location criteria). It means offering good education opportunities; quality, affordable neighborhoods; good public amenities; and an openness to new people and new ideas. It also means going the extra lengths for new or expanding companies to ease the permitting process and to connect them with resources that will help boost their chances for success.
- Instill an attitude of "total client management" among the City's economic development personnel. Services should be oriented to minimizing "hoops" and proactively shepherding clients through the process.
- Work to improve local education and to make it more directly applicable to the needs of local business (school-to-work, apprenticeship, and college credit programs).
- Follow through with other recommendations of this Comprehensive Plan to assure quality public amenities and services, healthy neighborhoods, and an attractive community character.

RECOMMENDED ACTIONS

- Develop a central business resource center and a "single point of contact" protocol for handling inquiries from new or expanding businesses.
- Create a Mayor's "business of the year" award and business appreciation week.
- Develop a regular business outreach program to help prevent or troubleshoot problems.
- Create a full range of incentives to assist eligible businesses to relocate or expand in Fremont (eligibility standards should be based on number and quality of jobs, capital investment, industry sector targets and companies that are not in direct competition with existing companies).

Department of Utilities

Chapter 6

Adopted 05.29.12

Energy

Introduction

The quest for new forms of clean, renewable, reliable, and domestically-produced energy is a defining issue of our time. The shift toward a new energy paradigm has economic, environmental, and national security implications, and has the potential to reposition entire regions around new job creating opportunities. Cities, through their powers to prescribe local policies may initiate community-wide programs, make significant infrastructure investments, manage large facilities (including municipally owned utilities), and through their procurement practices, are in an ideal position to help advance new energy solutions that can be scaled to a national level.

Recognizing the powerful role that local communities can play in helping move the state and nation toward a more sustainable, energy efficient and energy-secure future, the State of Nebraska, through its passage of Section 19-903 of the Nebraska Revised Statutes, has declared that the subject of "Energy" is integral to a community's comprehensive plan. In so doing, the state recognizes the important role that it can play, as the heart of the nation's biomass region and "wind belt", in promoting sustainable lifestyles and in developing whole new domestic energy industry sectors that have the potential to be hosted in Nebraska. These include everything from wind and solar energy, to lithium-ion battery technology, to bio-fuels and bio-gas.

Section 19-903 of the Nebraska Revised Statutes

"[W]hen a new comprehensive plan or a full update to an existing comprehensive plan is developed on or after July 15, 2010, but not later than January 1, 2015, an energy element which: assesses energy infrastructure and energy use by sector, including residential, commercial, and industrial sectors; evaluates utilization of renewable energy sources; and promotes energy conservation measures that benefit the community. This subdivision shall not apply to villages."

Moving the Needle

The State of Nebraska plays a pivotal role in moving the country to a new energy future. It, of course, has historically played a major role in domestic energy production through its role in corn-based ethanol production. With the scheduled elimination of Federal subsidies for corn ethanol looming, the state promises to play a central role in cellulosic ethanol and newer generation biofuels that can be sustainably produced and that don't compete with the nation's food supply.

The State is also near the center of the nation's wind belt and has the opportunity to drastically expand its wind power capacity. Opportunities exist to export the end product (i.e. power), as well as equipment, components, and expertise arising from more expanded use of these energy sources nationwide. Despite its many resources however, the State currently ranks 37th in the nation in total energy production, and 38th in total carbon output per capita. It is also one of only a handful of states that has no renewable portfolio standards or goals according to the U.S. Energy Information Administration.

Pending the development of more economically feasible processes to produce a new generation of bio-fuels, the nation will remain heavily reliant on traditional fossil fuels. The transition will be eased by tapping into new North American reserves of oil and natural gas that will help make the country more energy self-sufficient. The proposed Keystone Pipeline, designed to transport shale oil from Alberta Canada to U.S. refineries, traverses the state. Although shale oil isn't generally considered a new, clean form of energy (and also uses much energy in the extraction process), it has the potential to further lessen the nation's dependence on Middle East oil and the national security concerns that come with such dependence.

The state also recognizes that supplies of reliable, low cost energy along with good infrastructure and a well-trained workforce, is a growing factor in the industry location selection process. Energy intensive industries including everything from traditional manufacturing to data management are increasingly attracted to locations that can offer secure, uninterrupted supplies of low cost energy; preferably from redundant, "duel-fed" and captive local energy sources.

Fremont is one of a dwindling number of cities nationwide that still has its own municipally-owned electric utility. This factor combined with its superior transportation links, proximity to abundant bio-mass resources, and middle-of-the–country location, makes it a community that is better positioned than most to become not only energy self-sufficient, but potentially, a net exporter of renewable energy. Achieving this could give a powerful competitive advantage for attracting new companies, as well as giving Fremont the stature of being in the vanguard of communities helping to move the nation toward a safer, cleaner, and more energy efficient future.

ENERGY EFFICIENCY

In addition to looking at energy as an "export" industry that the City can position itself for, there are things that the City can do to reduce its consumption of energy and thereby its carbon footprint (not to mention its collective "energy bill"). Whereas the former is purely an economic development play, the latter brings positive environmental and fiscal impacts and would help the City achieve "triple bottom line" sustainability objectives. Reduced energy consumption would help reduce the City's contribution to greenhouse gas emissions and position it and its residents for major cost savings down the road.

This chapter focuses mainly on efficiency goals since they are wholly within the control of the City and can be implemented in a relatively short time frame. The various applications range from low cost

(Continued on Page 6.4)

Emerging Energy Technologies

With the explosion of technology and the rise of micro-electronic devices powering everything from telephones to toothbrushes, American households are consuming more and more electricity every year; this in spite of a growing public awareness of the environmental impacts of our everyday consumer behavior. Much of the nation's electrical grid is currently powered by coal – a non-renewable resource whose continued use has adverse environmental impacts in spite of recent strides in so-called "clean coal" technology. The balance of the U.S. energy supply comes mostly from hydropower, natural gas, and nuclear power depending on the region where the resources are abundant.

The Federal government, and many state governments, through a combination of tax credits and direct investment are investing more and more in clean renewable sources such as wind, solar, and geothermal, which is incrementally helping to further diversify the nation's energy portfolio, but still only accounts for a small percentage of overall supply. The main problem with many renewable sources is that they are intermittent and therefore, cannot be relied on to produce energy 24/7. Also, the infrastructure to move renewables from the point of production into established distribution channels is absent in many cases. Technological advances in the extraction of natural gas preserves in the U.S. (known as hydro-fracking) is dramatically driving down the cost of this resource in the U.S., and may inhibit growth of the renewables market.

This investment in new infrastructure is perhaps the biggest challenge facing the clean energy industry. The needed infrastructure includes not only the equipment to produce the energy, but also to condition, transmit, and distribute it over many miles. Because of the high up-front costs to build major new facilities, and the fact that it is far more efficiency to use energy at the source of production, there is a growing push to develop a "smart grid" of thousands of micro producers who can upload and sell surplus power to the national grid. The development of expansive "distributed energy" and smart grid applications will likely take decades to develop.

Natural Gas and "Fracking"

Recent years have seen steady growth in the development of domestic natural gas market due to advances in drilling technology that have opened up previously unavailable reserves. Hydraulic Fracturing or "fracking" and horizontal drilling have led to major extraction operations in the eastern and southwestern parts of the US and in Canada. The flood of natural gas production has driven down it costs dramatically and have led to new calls to adapt the fuel to a myriad of uses including as a substitute for coal and, through value-adding techniques that compress or liquefy the gas (CNG/LNG), and as a gasoline substitute. Barring the discovery of any adverse environmental and geological impacts associated with the fracking process (several are alleged), the apparent abundance of this resource and its low cost, as stated earlier, may further delay the further development of the renewables market.

Waste-to-Energy

Many large waste-producing municipalities, utilities, and management districts who operate landfills are increasingly experimenting with a host of new waste-to-energy applications that are increasingly proving to be both technically feasible and environmentally benign. These include new age incineration facilities, as well as extracting methane gas from municipal waste landfills. Rural communities are increasingly employing bio-digesters at a "town scale" to convert bio-waste into methane power. These systems also have the salutary effect of removing harmful Co2 gases from the atmosphere – a reported major contributor to global warming. Even cities that operate conventional coal or gas fired plants are increasingly looking to capture so-called "waste heat" and returning it to the plant floor in the form of heated or chilled air or water or as boosted power. Co-generation (or "co-gen") is also increasingly being used by traditional manufactures to offset their power costs.

On the alternative fuels front, the future for corn-based ethanol remains uncertain due to pressures on commodity prices and the possible phase out of subsidies. Scientists, in the meantime, are currently trying to advance new bio-diesel fuels and a new generation of cellulosic ethanol that can be made from waste bio-mass, such as wood, cornstalks, switch grass, and even algae. To date however, an economical method to produce these fuels has not yet been developed.

Somewhat closer to market, is the new generation of hybrid and electric vehicles which have taken great strides in recent years through advances in lithium-ion battery technology. Farther out on the horizon, scientists are busy developing hydrogen fuel cell technology that its proponents say will be a complete game-changer in terms of moving the country to full energy independence. Like the other technologies mentioned, economical production methodologies need to be coupled with the build-out of new national distribution infrastructures before widespread use can be achieved.

Low Cost Investments (household ratepayers)

- Conservation education, tip sheets
- Use of compact fluorescent light bulbs
- Insulation and weatherproofing
- Digital/programmable thermostats
- More efficient furnaces, water heaters, air conditioners, and Energy Star appliances

Higher Cost Investments (household ratepayers)

- Thermal pane windows
- Solar water heaters
- Geothermal heating/cooling systems
- Photovoltaic (solar) heating and electric systems
- Micro-turbines (wind)
- Co-generation (CHP) units (heat producing industrial uses)
- Electric vehicles

techniques that will have a more or less immediate return on investment, to those of higher costs where the "break even" may be farther out, but where the returns, once reached, are potentially much greater.

Fremont's Energy Profile: Department of Utilities[1]

The Lon D. Wright Power Plant is operated by the Fremont Department of Utilities (FDU). The 130-megawatt, three-unit coal-fired facility was originally built in 1958. The plant's three units generate a total 16.5, 22, and 91.5 megawatts of electricity, respectively. Each year, the plant uses approximately 370,000 ton of coal to produce about 620,128 megawatt hours of electricity. The plant's capacity is displayed in Table 6.1, Fremont Department of Utilities Existing Plant.

A gas peaking turbine generator was completed with commercial operation starting in the fall of 2003. The facility is predicted to serve Fremont's peak energy need through the Year 2021.

Units 6 and 7 of the plant are completely "flex fuel" in that they can burn either coal or natural gas. The units, however, were originally designed with natural gas as the primary fuel and coal as a backup fuel. With the gas shortage occurring in mid-1970, the operation has been using coal as the primary fuel, with natural gas and propane used only for startup and flame stabilization. If, however, natural gas prices continue to fall due to rapid extraction of domestic reserves, gas may once again, become the primary fuel (note: new emission rules on coal-fired plants may also change this calculus.). The City's largest unit is designed to burn up to a 50/50 percent mixture of coal and natural gas.

When Unit 6 and 7 boilers operate at full capacity, they can convert 50,000 gallons of water per hour into steam at a pressure of 900 pounds per square inch and at a temperature of 910 degrees. At full load capacity, the No. 8 boiler can convert 81,000 gallons of water per hour into steam at a pressure of 1,800 pounds per square inch and at a temperature of 1,005 degrees.

The City maintains seven substations and approximately 394 miles of cabling (261.69 miles of overhead and 132.06 miles of underground cabling). As of this writing, only the Fremont Area Medical Center is served with redundant (dual fed) energy backup systems. (A third layer of energy backup service at the hospital is provided by an on-site standby generator.) The City's technology park is also being planned to have redundant feeds, which will help ensure uninterrupted service – an increasingly critical factor in today's automated and information-driven economy.

The Fremont Department of Utilities (FDU) serves 14,800 electrical customers with revenues of $29.5 million annually. The distribution of customers is illustrated in Table 6.2, Fremont Department of Utilities User Distribution. FDU currently has purchase and sales agreements with Western Area Power Administration (WAPA) and the Omaha Public Power District (OPPD). FDU also has an informal interconnection agreement with the Nebraska Public Power District. The utility is expected to experience an average increase in energy demand of under two percent annually (Lutz, Daily & Brain 2012).

FREMONT POWER SUPPLY STUDY (2012)

Conducted independently from this Comprehensive Plan, the FDU has commissioned a study to assess future power demand and needed capital improvements in the physical plant beyond the Year 2020. The study's main objective is to assess the utility's future capacity needs in the context of increasingly stringent environmental compliance

1 This section is primarily derived from the Fremont Power Supply Study by Lutz, Daily & Brain LLC, 2012, and from the City of Fremont Department of Utilities website.

Table 6.1, Fremont Department of Utilities Existing Plant

Unit No.	Output (MW)	Type	Primary Fuel	Cooling source	Voltage	Year installed
6	15.6	Steam turbine	Coal & Nat'l Gas	Well water	13,800	1958
7	20.5	Steam turbine	Coal & Nat'l Gas	Well water	13,800	1963
8	85.0	Steam turbine	Coal & Nat'l Gas	Cooling tower	13,800	1976
Peaking unit	32.0	Combustion turbine	Natural Gas	N/A	13,800	2003

Source: FDU Power Supply Study 2012, Lutz Daily & Brain

Table 6.2, Fremont Department of Utilities User Distribution

Customers	Residential	Commercial & Industrial	Large Industrial	City and Utility	% Residential Outside of City
Electric customers	81.4%	13.6%	0.2%	1.7%	9.8%
Gas customers	88.3%	11.1%	0.24%	0.28%	9.0%

Source: Fremont Department of Utilities 2012

regulations, newly emerging energy technologies and resources, and the eventual need to replace or upgrade the older generating units, which are now approaching 60 years of age.

Phase 1 of the study is nearing completion as of this writing. The work focused on narrowing the list of alternative replacement options for the oldest of FDU's operating units. The alternatives will be evaluated in greater detail in study phase 2, which is expected to be completed in the latter part of 2012.

The Phase 1 alternatives include replacing unit 6 with a 90-megawatt, multi-fired steam unit fueled primarily by coal supplemented by bio-mass and natural gas, at a cost of approximately $250 million. This option would require joint venture participation with other utilities because of the high cost. Option 2 involves converting FDU's off-site peaking plant to a 26 megawatt natural gas and oil-fired unit at a cost of $27 to $31 million. Option 3 involves the purchase of 25-35 megawatts of capacity from an outside source at a negotiated price.

In addition to the need to replace/augment existing capacity, FDU will eventually need to install a higher capacity transmission line to OPPD in order to continue to export and import power to/from that utility in the future.

The study warns of the potential costs facing Fremont if changing environmental rules force a shutdown of its older operating units (which may be cost prohibitive to retrofit). The study also cautions against of the continued use of well water to cool the plants because of gradual depletion of the regional groundwater aquifer.

ANNUAL NET METERING REPORT

In accordance with Section 5 of Legislative Bill 436 approved on May 13, 2009, FDU is required to produce and publish a "Net Metering Report" on its Website by March 1 of each year. The report measures the generating capacities of so-called "micro-generators", including private property owners with wind turbines and/or solar electric units. As of December of 2011, no such off-site generators were listed.

CITY CONSERVATION PROGRAMS

Beginning in December 2011, FDU launched WattzOn – a free online energy assessment and planning tool that allows customers to examine their energy consumption patterns and create their own personal energy savings plan. As of this writing, six ratepayers have signed up for the program. This program supplements the occasional newsletters published by the utility that include household energy conservation tips, as well as Fremont Public Schools' participation in the State's "Energy Detective" program designed to engage schoolchildren in promoting energy conservation.

Checklist of Energy and Sustainability Measures

These energy and sustainability measures are on the verge of becoming mainstream - even in mid-sized cities.

- Preferential parking set-asides for hybrid and electric vehicle (EV) drivers;
- Mandatory or voluntary renewable purchase quotas by electric utilities;
- Leadership in Energy and Environmental Design (LEED) certified public buildings ;
- Promotion of compact, walkable, and mixed-use neighborhoods;
- Company and/or city financial incentives for carpooling, biking, walking, and transit use (as applicable);
- Hybrid or natural gas-fueled fleet vehicles;
- Energy awareness programs led by local utilities and schools;
- Sodium or solar powered street signals and street lights;
- Utility rebate programs for Energy Star appliances;
- Utility rebate programs for high efficiency water heaters, air conditioners, and furnaces;
- Compact fluorescent light bulb coupon/ giveaway programs;
- Revised building codes to include higher standards for insulation, ventilation, windows, doors, lighting and roofs; and
- Free energy audit programs sponsored by local municipalities and utilities.

Municipal Green Building (LEED) Policy

Many companies and municipalities are committing to building green facilities as a matter of policy. Although the definition of a green building can vary, the most widely accepted benchmarks are established by the US Green Building Council (www.usgbc.org). These green design standards are collectively known as the Leadership in Energy and Environmental Design (LEED) system, which evaluates green buildings according to specific criteria.

There are five general areas:

1. Sustainable site planning
2. Safeguarding water and water efficiency
3. Energy efficiency and renewable energy
4. Conservation of materials and resources
5. Indoor environmental quality

Best Practices from Nebraska and Beyond

The degree of municipal engagement in advancing energy efficiency/ renewable energy goals varies by region, community size, and overall environmental "ethos". Programs are generally grouped into three different categories: (1) those that reduce energy demand; (2) those that increase energy efficiency; and (3) those that transition consumption toward renewables.

At a minimum, communities can exempt or streamline their zoning restrictions on "appurtenances" and on-site generation that, if not well structured, can potentially interfere with individual installations of solar arrays, geothermal systems, and wind turbines. At a more advanced level, some communities are making major investments in converting or developing municipally-owned utilities powered by renewables. In between these extremes is a range of policy-level interventions, incentives, and investments intended to help advance carbon emission goals, and/ or position communities to be players in the clean energy economy.

At a more advanced level, some communities are implementing commercial Property Assessment Clean Energy (PACE) programs, which work as a form of tax-lien secured financing. Under PACE programs, communities issue bonds to create a pool of low interest financing that property-owners can draw upon for energy retrofits. The bonds are backed by liens on the property and are retired through incremental tax assessments and/or pledges of energy cost savings. This model works similar to a special assessment district except that all participation is voluntary.

Some communities have also begun to aggressively partner with large energy/facilities management companies, such as Siemens and Johnson Controls Inc., to help finance major energy upgrades to public facilities. The costs of these projects are amortized by the energy cost savings resulting from the upgrades. This is basically a pay for performance model whereby repayment is made to the extent that energy cost savings are realized.

STATE AND FEDERAL RESOURCES

The State of Nebraska, through the Nebraska Energy Office, offers various incentive and education programs to help guide municipalities, utilities, and consumers toward more sustainable energy use. Information on these programs, which range from low interest home weatherization loans to tax credits and rebates for alternative energy systems installation,

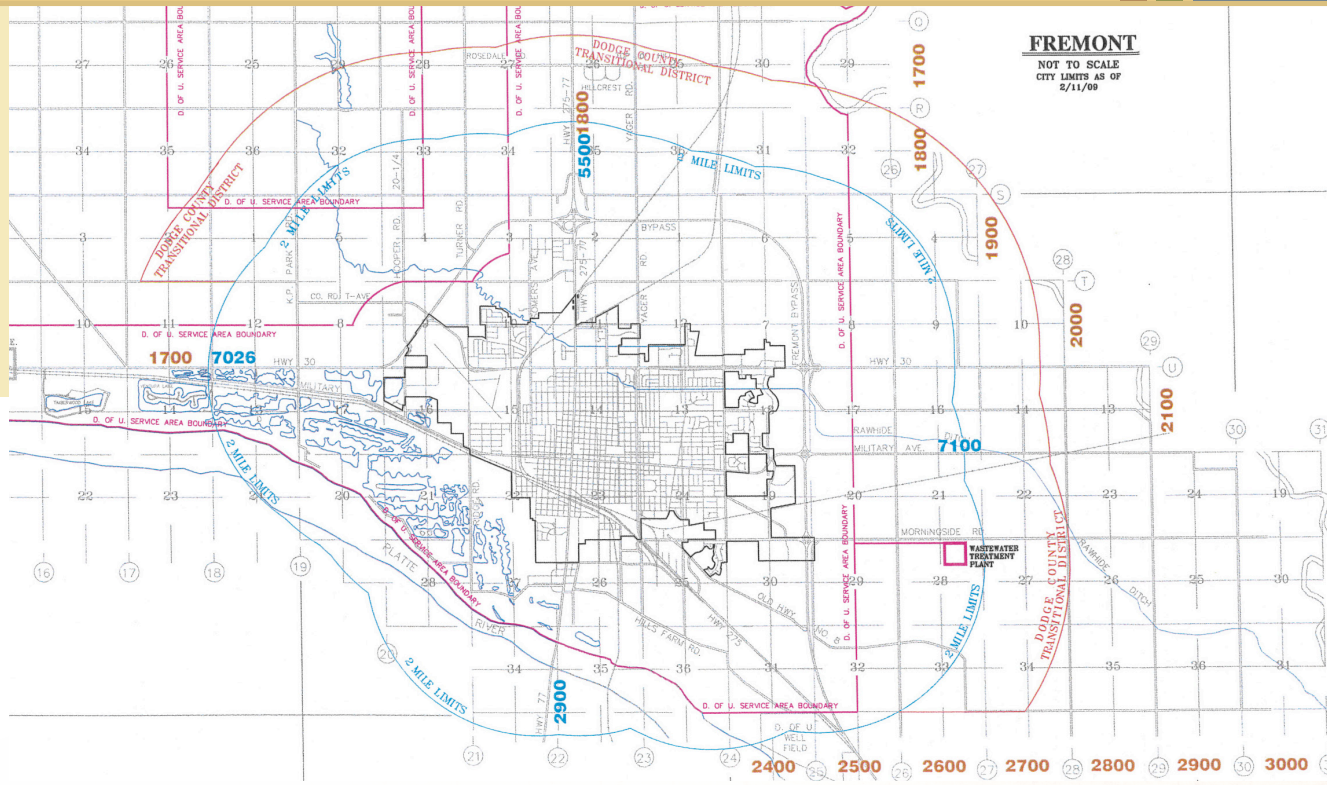


Figure 6.1, Fremont's Existing Power Ring

Service Area Boundary

Dodge County Transitional District

2-Mile Limits

See Power Supply Study Phase I Report (January 17, 2011) for a larger illustration. Source: City of Fremont, Lutz, Daily, and Brain

can be accessed at: www.neo.ne.gov . The site also has links to Federal programs and lists of qualified contractors. Specific energy efficiency programs and incentives offered by the U.S. Department of Energy can be accessed directly at: www.eere.energy.gov.

The State of Nebraska, through its Community-Based Energy Development (C-BED) program, offers sales and personal property tax exemptions for the purchase or lease of wind power systems owned by qualified investors.

Local Production and Renewable Resources

POLICIES

The City will begin to take incremental steps toward supporting greater local production and use of renewable energy through its regulations and direct capital investments.

RECOMMENDED ACTIONS

- Incorporate solar orientation and solar exposure as design criteria in the City's development review process.
- Install vehicle charging stations and reserve special parking stalls for electric and hybrid vehicles at major public facilities: City Hall, schools, library, post office, etc.
- Integrate hybrid, plug-in hybrid, electric, and/or liquefied natural gas (LNG) fueled vehicles into City fleets with a goal of a complete transition by the Year 2025.
- Simplify and streamline the zoning restrictions that may impede the use of residential wind turbines, geothermal systems, or photovoltaic (solar) systems.
- Consider adding solar and wind easement provisions to the zoning ordinance.
- Work with county and state agencies to conduct a regional bio-mass/waste stream analysis to determine the feasibility of developing a bio-mass "reactor" in Fremont.
- Engage the University of Nebraska, Nebraska Energy Office, U.S. Department of Energy, and the U.S. Department of Agriculture, to conduct a feasibility analysis and funding strategy for a bio-mass-fired unit at the City power plant.
- Create zoning provisions and performance measures, and identify appropriate industrial sites for a clean waste-to-energy plant.
- Explore opportunities for combined heat and power (CHP), "co-generation" applications near the power plant. Encourage further industrial development next to the plant that can tap into the plant's waste heat. Brand the area as the "Fremont Power Ring" (see Chapter 5, Economic Development), as illustrated in Figure 6.1, Fremont's Existing Power Ring.

Less Energy Consumption

POLICIES

The City, through its facilities management practices, its promotion of compact, mixed-use development,

and public education, will strive to consume less energy on a per capita basis than 75 percent of Nebraska cities.

RECOMMENDED ACTIONS

- Install motion-sensing light switches in all public facilities.
- Update the City website to prominently include energy savings tips and energy efficiency goals. Include energy-savings tip sheets in monthly billing statements.
- Provide on-line utility payment capability from the City website.
- Implement a more aggressive public energy awareness campaign through workshops, demonstration projects, mailers, and online resources.
- Conduct energy audits of all publicly owned buildings and incorporate efficiency goals into capital improvements planning.
- Consider the integration of LEED development standards in the construction of all new municipal buildings.
- Consider requiring any future TIF-assisted projects to meet basic "green" standards.
- Favor local sourcing of City purchases whenever possible. Strive to make all purchases of goods from producers who are located in Nebraska and within a 150-mile radius of the City.
- Encourage the development of regional park-and-ride facilities and commuter bus service to/from Omaha.
- Encourage employers to implement walk/bike-to-work programs
- Help promote the eRideShare.com site to assist local residents with their commutes to Omaha and elsewhere.
- Continue to encourage energy awareness programs in area schools.
- Encourage development clustering and mixed use Traditional Neighborhood Design (TND) to promote community character and to reduce auto use.
- Continue to develop the City's trails, bikeways, and sidewalks as means for encouraging an increased propensity of walking and bicycling.
- Seek grants to help pay for homeowner energy audits and installations of energy-saving technologies in public buildings.
- Consider organizing bulk-buying (subscription) programs for things like home insulation products, compact fluorescent light bulbs, and energy star appliances.
- Create a revolving loan fund for energy efficiency/alternative energy improvements such as green roofs (insulation), white roofs (heat reflection), and clean energy applications (geo-thermal, solar etc.).

Energy Infrastructure

POLICIES

Build robust energy-infrastructure for use as an economic advantage

RECOMMENDED ACTIONS

- Extend redundant power feeds throughout the City's technology park. Rebrand the park as a "power park" to draw contrast from standard technology parks in other communities. Use tax increment financing (TIF), power buy-backs, and other incentives to encourage private development of alternative, private energy, and co-generation systems into new construction.
- Target high energy users, and companies that require a high degree of energy security, in future business recruitment efforts. Such industries include data management, advanced manufacturing, security and defense, and food processing, among others.
- Highlight the City's energy-assets as part of City messaging and "branding".

- Begin discussions with OPPD, WAPA, and the Nebraska Public Power District, Nebraska Energy Office, U.S. Department of Energy, and Nebraska Department of Commerce toward a joint venture to establish the 90 megawatt multi-fired plant option in Fremont (Alternative 1 in the ongoing power supply study). Position the project as a large-scale bio-mass and co-generation pilot project for all of Nebraska.

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Downtown Improvements

Chapter 7

Adopted 05.29.12

Implementation Strategy and Plan

Introduction

The year-long process of developing this plan culminates in the identification and prioritization of next steps – how do we turn this 20-year blueprint into a reality? This chapter evaluates the "who," "what," "when," and "how" into near-, mid-, and long-term action agendas.

Implementation is a team effort, requiring the commitment and leadership of elected and appointed officials, staff, residents, business and land owners, and other individual and collective influences that will serve as champions of this plan. This includes close coordination and joint commitment from local, regional, and state partners that significantly impact the future and growth of Fremont, including:

- State of Nebraska;
- Northeast Nebraska Economic Development District;
- Dodge County;
- Greater Fremont Development Council (GFDC);

Plan Influence

The policies and action priorities documented throughout this plan should serve as the foundation for decision-making and judgment regarding:

- The timing and availability of infrastructure improvements to serve new development.
- The appropriateness of proposed development and redevelopment applications.
- The warrant for and timing of City-initiated and landowner-requested annexations.
- The consistency of zone change requests and other zoning-related actions with the principles and policies of this plan.
- Expansion of public facilities, services, and programs to meet current needs and future demands.
- Priorities for annual capital budgeting.
- Potential re-writes and amendments to the City's zoning and land development ordinances and related code elements.
- Intergovernmental (including inter-City and City/County) coordination and agreements.
- Operations, capital improvements, and programming related to individual City departments.

- Fremont and Dodge County Convention and Visitors Bureau;
- Fremont Area Chamber of Commerce;
- Main Street Fremont;
- Downtown Improvement District;
- Fremont Public Schools;
- Midland University;
- Metropolitan Community College;
- Fremont Area Medical Center;
- Fremont Family YMCA; and
- Other organizations, agencies, and groups.

In order to maintain long-term relevance, the Comprehensive Plan is designed as a living document – adaptable to political, social, and economic trends that may alter the priorities and fiscal outlook of the community. This chapter identifies incremental procedures for monitoring and reporting successes achieved, difficulties encountered, new opportunities and challenges that emerge, and any other circumstances that may require an amendment to plan priorities. In taking these steps, the City will continue to offer guidance and direction for the ongoing development, redevelopment, and enhancement of the community over the next 20 years and beyond.

Action Agenda

Fremont's community vision, as expressed through this Comprehensive Plan, can be subdivided into a series of action initiatives. Each item encapsulates a number of subtasks, which are to be further defined by the Implementation Task Force referenced on Page 7.4.

At the conclusion of the plan development process, members of the City Council were asked to identify and rank action initiatives that originated from various sections of the plan: Land Use and Character; Growth Capacity, Infrastructure, and Utilities; Housing and Neighborhoods; Economic Development; and Energy. The result of this prioritization exercise is documented in Table 7.1, Action Agenda (at the end of this chapter). Important elements of this table include:

- **Prioritization.** Each initiative is listed in order of importance.
- **Action Type.** For the purposes of this plan, there are five general types of plan implementation methods: development regulations and standards; capital improvement programming; special projects, programs, and initiatives; coordination and partnerships; and specific plans and studies (see the inset on the following page for details).
- **Funding Sources.** This final column is reserved for use by City management and department heads to identify potential funding options. An obvious source is through the City's own annual operating budget, as well as multi-year capital budgeting, which is not only for physical construction projects, but also for funding significant studies and plans that are intended to lay the groundwork for phased capital investments and construction over a period of years. An "Other Governments" column is included along with a "Grants" column because grants are often applied for and awarded through a competitive process, but Dodge County or another government agency might choose to commit funds directly to an initiative along with the City. On the other hand, "Grants" can also come from foundations and other non-government sources. Finally, the "Private/Other" column is meant to underscore the potential for public/private initiatives, as well as corporate outreach and volunteerism, faith-based efforts, and other community and volunteer contributions (e.g., churches, civic and service groups, etc.).

- **Lead Agency.** This section identifies which City department(s) or function(s) is to lead a task. A variety of local and regional partners will support this effort, with the potential for cost-sharing, technical assistance, direct cooperation (potentially through interlocal agreements), or simply providing input and feedback on a matter in which they have some mutual interest. In particular, whenever potential regulatory actions or new or revised development standards are to be considered, participation of the development community is essential to promote consensus and gain acceptance.

This table should be consulted in conjunction with the City's annual budget process, during CIP preparation, and in support of departmental work planning. Progress on the near-term items, in particular, should be the focus of the first annual progress report one year after Comprehensive Plan adoption, as described on Page 7.6 of this chapter. Then, similar to multi-year capital improvements programming, the entire Action Agenda in *Table 7.1*—and all other action items dispersed throughout the plan chapters—should be revisited annually to decide if any additional items are ready to move into the near-term action timeframe.

Five Action Types

Development Regulations and Standards

Given that private investment decisions account for a vast majority of the City's physical form, land development regulations and engineering standards are fundamental for plan implementation. Consequently, zoning and subdivision regulations and associated development criteria and technical engineering standards are the basic keys to ensuring that the form, character, and quality of development reflect the City's planning objectives. These ordinances should reflect the community's desire for quality development outcomes while recognizing economic factors. They should not delay or interfere unnecessarily with appropriate new development or redevelopment that is consistent with plan principles and policies.

Capital Improvements Programming

The capital improvements program, or "CIP," is a multi-year plan (typically five years) that identifies budgeted capital projects, including street infrastructure; water, wastewater and drainage facilities; parks, trails and recreation facility construction and upgrades; construction of public buildings; and purchase of major equipment. Identifying and budgeting for major capital improvements will be essential to implementing this plan. Decisions regarding the prioritization of proposed capital improvements should consult the policy and management directives of this plan.

Special Projects, Programs, and Initiatives

Special projects and initiatives is another broad category of implementation measures. These may include initiating or adjusting City programs; expanding citizen participation programs; providing training; and other types of special projects.

Coordination and Partnerships

Some community initiatives identified in this plan cannot be accomplished by City government on its own. They may require direct coordination, intergovernmental agreements, or funding support from other public entities or levels of government. Additionally, the unique role of potential private and non-profit partners to advance the community's action agenda should not be underestimated. This may occur through cooperative efforts, volunteer activities and in-kind services (which can count toward the local match requirements for various grant opportunities), and public/private financing of community improvements.

Specific Plans and Studies

There are a number of areas where additional planning work is recommended, at a "finer grain" level of detail than is appropriate in a comprehensive plan. As such, some parts of this plan will be implemented only after some additional planning or special study.

Definition of Roles

As the community's elected officials, the Mayor and City Council should assume the lead role in the implementation of this plan. In conjunction with the City Administrator, its members should also ensure effective coordination among the various groups that are responsible for carrying out the plan's recommendations.

Plan Administration

During the development of the plan, representatives of government, business, neighborhoods, civic groups, and others came together to inform the planning process. These community leaders, and new ones to emerge over the horizon of this plan, must maintain their commitment to the ongoing implementation of the plan's policies—and to the periodic updating of the plan to adapt to changing conditions or unforeseen events. (See the inset, **Definition of Roles**, on the following page).

IMPLEMENTATION TASK FORCE

Within a month of plan adoption, the City Council should appoint a six- to eight-member Implementation Task Force with the express purpose of initiating and coordinating plan implementation. Members should be represented by the City Council, Planning Commission, Comprehensive Plan Steering Committee, and the business community. A member of City staff will function as the plan administrator, facilitating access to department directors, financial data, and other technical input and guidance.

EDUCATION AND TRAINING

Due to the broad scope of this plan, an education initiative should be undertaken in conjunction with the findings of the Implementation Task Force to ensure that the decision-makers and implementers have a consistent vision with regard to priorities, responsibilities, and interpretations of the plan. This will include:

- A thorough overview of the entire Comprehensive Plan, with emphasis on the parts of the plan that relate to each individual group.
- A discussion of the individual roles and responsibilities within and outside of City government;
- An in-depth question-and-answer session, with support from planning personnel or the planning consultant, City Administrator, City Attorney, Public Works Director, and other key staff.
- Facilitation of a mock meeting in which the use of the plan and its policies and recommendations is illustrated.

Plan Amendment Process

As the community evolves, new issues will emerge while others will no longer be as relevant. The plan must be regularly revisited to confirm that

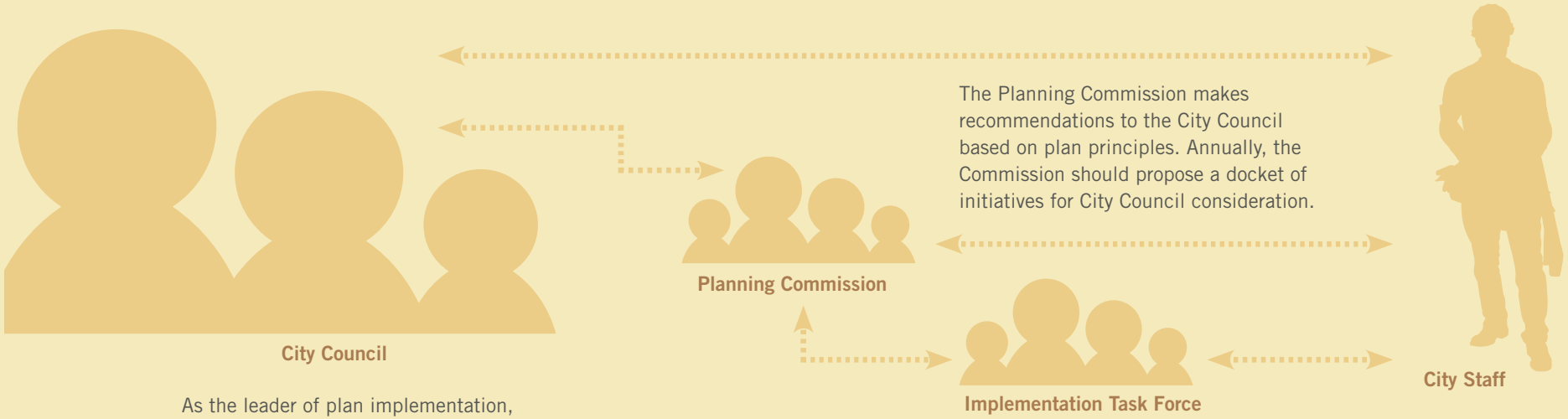
(Continued on Page 7.6)

City Council

- Acting as the executor of the plan.
- Adopting and amending the plan, after recommendation by the Planning Commission.
- Adopting new or amended zoning and land development regulations to implement the plan, after recommendation by the Implementation Task Force and the Planning Commission.
- Approving interlocal agreements to carry out the plan.
- Establishing the overall action priorities and timeframes by which each action of the plan will be initiated and completed.
- Considering and approving the funding commitments that will be required.
- Offering final approval of projects and activities and the associated costs during the budget process, keeping in mind the need for consistency with the plan and its policies.
- Providing policy direction to the Planning Commission, specific direction to the Implementation Task Force and leading other City boards and commissions, and City staff.

Planning Commission

- Hosting the education initiative (see Page 7.4).
- Periodically obtaining public input to keep the plan up-to-date, using a variety of community outreach and citizen and stakeholder involvement methods.
- Ensuring that recommendations generated by the implementation task force and forwarded to the City Council are reflective of the plan principles, policies, and action recommendations. This relates particularly to decisions involving development review and approval, zone change requests, and ordinance amendments.
- After holding one or more public hearings annually to discuss new or evolving community issues and needs, coordinating with the Implementation Task



The Planning Commission makes recommendations to the City Council based on plan principles. Annually, the Commission should propose a docket of initiatives for City Council consideration.

As the leader of plan implementation, the key responsibilities of the City Council are to decide and establish priorities, set timeframes by which each action will be initiated and completed, and determine the budget to be made available for implementation efforts.

The Implementation Task Force is responsible for coordinating with City Staff to prepare two-year and five-year action agendas and gaining a recommendation from the Planning Commission to the City Council. Effectively, the Task Force is the appointed "champion" responsible for shepherding projects and initiatives to implementation.

City staff manages the day-to-day implementation of the plan. In particular, the Planning and Zoning Department is responsible for supporting the Planning Commission, City Council, and Implementation Task Force.

Force to make recommendations to the City Council regarding priority initiatives, as well as plan updates and amendments.

Implementation Task Force

- Specifying sub-tasks for each initiative of the Action Agenda, resulting in a two-year (near-term) and five-year (mid-term) priority and implementation agenda;
- Identifying roles and responsibilities of the City Council, Planning Commission, other advisory bodies, and City staff members, including potential community partners; and
- Coordinating the preparation of estimated costs and potential funding sources associated with each action initiative.
- Presenting findings to City Council within three months of plan adoption, which will help to maintain the momentum of plan development.

City Council and other governing bodies can use the Implementation Task Force's report for overall budget and resource decisions, as well as to establish benchmarks for departmental performance.

City Staff

- Managing day-to-day implementation of the plan, including coordination with the Implementation Task Force and through interdepartmental planning.
- Supporting and carrying out capital improvements planning efforts.
- Overseeing the drafting of new or amended zoning and land development regulations, working with the appropriate Boards and Commissions.
- Conducting studies and developing additional plans (including management of consultant efforts, as necessary).
- Reviewing applications for consistency with the Comprehensive Plan, as required by the City's zoning and land development regulations.
- In coordination with the City Council and City management, negotiating the specifics of interlocal agreements.
- Administering collaborative programs and ensuring open channels of communication with various private, public, and non-profit implementation partners.
- In support of the Implementation Task Force, providing annual or quarterly briefings on plan implementation progress and activities to the Planning Commission and City Council.
- Maintaining an inventory of potential plan amendments, as suggested by the Implementation Task Force and Planning Commission, for consideration during annual and periodic plan review and update processes.

Types of Amendments

Two types of revisions to the Comprehensive Plan may occur: (1) minor amendments and (2) major updates.

Minor Amendments

This type of amendment may be proposed at any time, such as specific adjustments to the Future Land Use Plan related to particular land development applications or public improvement projects. Minor amendments can be addressed by the City in short order or, if not pressing, may be documented and compiled for a more holistic evaluation through an annual plan review process. For example, this is how and when the results of another specialized plan or study may be incorporated into relevant sections of the plan.

Major Updates

More significant plan modifications and updates should occur no more than every five years. Major updates involve reviewing the base conditions and anticipated growth trends; re-evaluating the guiding principles and recommendations of the plan—and formulating new ones as necessary; and adding, revising, or removing action statements in the plan based on implementation progress.

the policies are still applicable, and the associated planning themes and action statements are still appropriate. On an annual basis, it is essential that implementation priorities are evaluated to recognize accomplishments; highlight areas where further attention and effort is needed; and determine whether some items have moved up or down on the priority list given changing circumstances and emerging needs.

It should be kept in mind that early implementation of certain items, while perhaps not the uppermost priorities, may be expedited by the availability of related grant opportunities, by a state or federal mandate, or by the eagerness of one or more partners to pursue an initiative with the City. On the other hand, some high-priority items may prove difficult to tackle in the near term due to budget constraints, the lack of an obvious lead entity or individual to carry the initiative forward, or by the community's readiness to take on a potentially difficult new program.

ANNUAL PROGRESS REPORT

The Planning Commission, with the input of the Implementation Task Force and the assistance of staff, should prepare an annual progress report or "report card" for presentation to the Mayor and City Council. This document is to ensure the plan is consistently reviewed and that any modifications or clarifications are identified for the minor plan amendment process. Ongoing monitoring of consistency between the plan and the City's implementing ordinances and regulations should be an essential part of this effort.

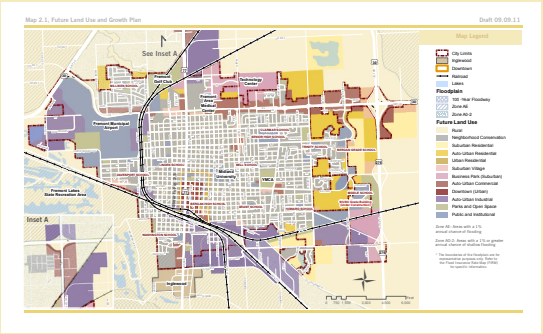
The Annual Progress Report should highlight the following items:

- Significant actions and accomplishments during the past year, including the status of implementation for each near-term programmed task in the two-year Action Agenda.
- Obstacles or problems in the implementation of the plan, including those encountered in administering the future land use and annexation plans, as well as any other elements of the plan.
- Proposed amendments that have come forward during the course of the year, which may include revisions to the individual plan maps or other recommendations or text changes.
- Recommendations for needed actions, programs, and procedures to be developed and implemented in the coming year, including those of projects to be included in the City's CIP, other programs/projects to be funded, and priority coordination needs with public and private implementation partners.

City staff should supplement this report with specific performance measures and quantitative indicators that reflect annual progress and change over the last year. Examples might include:

- Acres of new development (plus number of residential units and square footage of commercial and other non-residential space) approved and constructed in conformance with this plan and related City codes.
- Various measures of service capacity (gallons, acre-feet, etc.) added to the City's major utility systems as indicated in this plan and associated utility master plans—and the millions of dollars allocated to fund the necessary capital projects.
- The estimated dollar value of operating cost savings from reduced energy and water use, heating/cooling, etc., from green building practices and related conservation efforts in new and existing City facilities.
- Acres of parkland and miles of trail developed or improved in accordance with this plan and the Parks and Recreation Master Plan (2012).

Future Land Use and Character Plan
This map, which is found on page 2.25, functions as an important planning tool that should be updated to reflect new development approvals. Care must be taken, however, to protect the policy directions and integrity of this plan so as not to compromise the community's vision or overall development objectives.



- Indicators of City efforts to ensure neighborhood integrity as emphasized in this plan (e.g., code enforcement activity, results of neighborhood-focused policing, number of zone change and/or variance requests denied that were found to be contrary to neighborhood interests, etc.).
- New and expanded businesses and associated tax revenue gains through the economic development initiatives and priorities cited in this plan.
- Indicators of the benefits of redeveloped sites and structures (appraised value, increased property and/or sales tax revenue, new residential units and retail and office spaces in urban mixed-use settings, etc.) as envisioned through this plan.

ANNUAL AMENDMENT PROCESS

Most substantive amendments to the Comprehensive Plan should be considered and acted on annually, allowing for proposed changes to be considered concurrently so that the cumulative effect may be understood (although some interim amendments during the year may be straightforward as the City's Future Land Use Plan is refined in conjunction with specific land development approvals). When considering a plan amendment, the City should ensure the proposed amendment is consistent with the principles and policies set forth in the plan regarding character protection, development compatibility, infrastructure availability, conservation of environmentally sensitive areas, and other community priorities. Careful consideration should also be given to guard against site-specific plan changes that could negatively impact adjacent areas and uses or detract from the overall character of the area. Factors that should be considered in deciding on a proposed plan amendment include:

- Consistency with the principles and policies set forth in this plan.
- Adherence with the Future Land Use Plan, as illustrated in *Map 2.1, Future Land Use Plan* following Page 2.14.
- Compatibility with the surrounding area, including Inglewood and the unincorporated parts of Dodge County.
- Impacts on infrastructure provision including water, wastewater, drainage, electrical service, and the transportation network.
- Impact on the City's ability to provide, fund, and maintain services.
- Impact on environmentally sensitive and natural areas.
- Whether the proposed amendment contributes to the overall direction and character of the community as captured in the plan (plus ongoing public input).

FIVE-YEAR UPDATE – EVALUATION AND APPRAISAL REPORT

Every fifth year, the plan and subsequent amendments warrant a more thorough evaluation and appraisal. The purpose of the Five-Year Update is to identify the successes and shortcomings of the plan, look at what has changed over the last five years, and make recommendations on how the plan should be modified in light of those changes. Unlike the Annual Progress Report, City Staff should take the lead in preparing this more comprehensive review, gathering input from annual progress reports, various City departments, the Implementation Task Force, the Planning Commission, and other boards and commissions. A public review and comment period should be arranged to ensure community participation and input.

This report should review baseline conditions and assumptions about trends and growth indicators evaluated at plan adoption. It should also evaluate implementation potential and/or obstacles related to any unfulfilled action recommendations. The

Decision-Making Policies

Project Prioritization. The Comprehensive Plan shall guide the prioritization and funding of projects within the City's Capital Improvement Program (CIP).

Consistency and Collaboration. Once a year, all City departments shall submit a list of plans and studies to be accomplished in the upcoming year to the City Administrator and Planning Director. This practice will help to: ensure consistency with the Comprehensive Plan, prioritize funding initiatives, and identify opportunities for interdepartmental collaboration.

Return on Investment. Major capital projects not tied to the immediate life, safety, or essential functions of the community shall use the following criteria to assess project prioritization: ability to catalyze private investment, use of existing infrastructure, and potential for new net revenues.

evaluation report and process should result in an amended Comprehensive Plan, including identification of new or revised information that may lead to updated planning themes and/or action recommendations.

More specifically, the report should identify and evaluate the following:

- Summary of major actions and interim plan amendments undertaken over the last five years.
- Major issues in the community and how these issues have changed over time.
- Changes in the assumptions, trends, and base studies data, including:
  - » The rate at which growth and development is occurring relative to the projections put forward in the plan.
  - » Shifts in demographics and other growth trends.
  - » City-wide attitudes and whether apparent shifts, if significant, necessitate amendments to the stated priorities or strategies of the plan.
  - » Other changes in political, social, economic, technological, or environmental conditions that indicate a need for plan amendments.
- Ability of the plan to continue to support progress toward achieving the community's goals. The following should be evaluated and revised as needed:
  - » Individual statements or sections of the plan must be reviewed and rewritten, as necessary, to ensure that the plan provides sufficient information and direction to achieve the intended outcomes.
  - » Conflicts between policies and recommendations that have been discovered in the implementation and administration of the plan must be addressed and resolved.
  - » The two- and five-year action agendas must be reviewed and major accomplishments highlighted. Those not completed by the specified timeframe should be re-evaluated to ensure their continued relevance and/or to revise them appropriately.
  - » As conditions change, the timeframes for implementing the individual actions of the plan should be re-evaluated where necessary. Some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community.
  - » Based upon organizational, programmatic, and procedural factors, as well as the status of previously assigned tasks, the implementation task assignments must be reviewed and altered, as needed, to ensure timely accomplishment of the plan's recommended actions.
  - » Changes in laws, procedures, and missions may impact the ability of the community to achieve its goals. The plan review must assess these changes and their impacts on the success of implementation, leading to any suggested revisions in strategies or priorities.

Table 7.1, Action Agenda

At the conclusion of the plan development process, members of the City Council were asked to identify and rank action initiatives. The highest priorities are listed first.

Ranking	Action Initiative	Community Character	Growth and Infrastructure	Housing	Economic Development	Energy	Regulations	Projects/Programs	Plans/Studies	CIP	Partnerships and Entities	City Budget	CIP Budget	Other Governments	Grants	Private/Owner	Lead Agency(s)
		Plan Chapter					Action Type					Funding Source					
1	**Economic Development Leadership.** In conjunction with the Downtown Revitalization Planning and Implementation Study, establish an Economic Development Leadership Council to spearhead economic development strategies that identify agency responsibilities, detailed funding options, and management structure. This could result in a City-staffed Downtown Redevelopment Corporation or the expansion of GFDC's responsibilities to include retail recruitment, potential land development, and other general brokering and clearinghouse services.	•			•	•					•			•		•	ED Leadership Council*
2	**Unified Development Ordinance.** Update the Zoning Ordinance and Land Development Regulations in a Unified Development Ordinance, to include: • **Character Districts.** Convert the zoning districts to character-based zoning and development standards with suburban, auto-urban, and urban designations that correspond to Map 2.1, Future Land Use and Growth Plan. This system addresses building and site design standards, including building form, scale and orientation; screening and buffering; and open space and drainage, among other characteristics. • **Density Bonuses.** Review the potential application of density bonuses in the Zoning Ordinance to promote low- and moderate-income housing, special needs accommodations, a more diverse housing palette, three- and four-bedroom housing units, Downtown redevelopment, and the preservation of environmental resources. • **On-Site Drainage.** Revise the standards and specifications for drainage features to correspond with the development character expressed by this plan. For instance, suburban development requires a high percentage of open space (either by way of larger lots or larger common areas), which allows for on-site collection, infiltration, and positive surface (natural) drainage. This contrasts with a more densely developed and urban character that essentially requires a more costly underground stormwater drainage system.	•	•	•	•	•	•					•	•				Planning and Zoning Department
3	**Annexation Fiscal Impact Model.** In coordination with the annexation plan proposed in this plan, develop a fiscal impact model that may be used to assess the costs of providing services and weighing them against the revenues of development associated with annexation. The fiscal impacts should be assessed on a multi-year time frame, recognizing that first-year costs may exceed revenues because of up-front service extension costs and capital expenditures, as well as the lag time before initial collection of taxes and fees. The intangible benefits of annexation must also be evaluated.		•			•			•			•	•				Planning and Zoning Department, Public Works, City Administrator's Office

*The formation of an Economic Development Leadership Council is a recommendation in the plan. This role can be fulfilled by a number of entities including the Greater Fremont Development Council or a City-staffed Downtown Redevelopment Corporation, among others.

Table 7.1, Action Agenda (continued)

Ranking	Action Initiative	Community Character	Growth and Infrastructure	Housing	Economic Development	Energy	Regulations	Projects/Programs	Plans/Studies	CIP	Partnerships and Entities	City Budget	CIP Budget	Other Governments	Grants	Private/Owner	Lead Agency(s)
		Plan Chapter					Action Type					Funding Source					
4	**Affordable Housing Programs.** Assess the interest and feasibility of a "Purchase, Rehab, Resell" program, low-interest loan pools, local Weatherization Program, biennial Mandatory Rental Inspection Program, rental housing conversion program, First-Time Homebuyer (down payment assistance) programs, and CROWN (Credit-To- Own) programs.			•				•			•	•	•		•	•	City Administrator's Office, Housing Authority
5	**Local Business Support.** Evaluate the interest and feasibility of business outreach programs and incentives, including: technical training, workforce development, tax credits and abatements, expansion financing, public safety, land acquisition, insurance pools, Mayor's "Business of the Year" award, central business resource center for new businesses, façade improvements grant program, "buy local" campaign, cooperative low-interest loan pool, multi-tenant business accelerator and flex-space buildings, revolving loan fund, microenterprise fund, USDA Intermediary Relenting Program, SBA-certified Small Business Development Center, industrial development bonds, discounted utility rates, and entrepreneur support programs.	•				•		•	•	•	•			•	•	•	Chamber of Commerce
6	**Downtown Funding Initiatives.** In conjunction with the Downtown Revitalization Planning and Implementation Study, define the specific boundaries of Downtown redevelopment and evaluate funding initiatives, including a Downtown Tax Increment Financing (TIF) district, a revolving fund for low-interest (or interest forgiveness) programs for property acquisition and redevelopment, building rehabilitation, and adaptive reuse; and increased grant resources to help finance building façade improvements, enhanced landscaping, or other site upgrades.	•		•		•		•	•		•	•	•	•	•	•	Planning and Zoning Department, ED Leadership Council*
7	**Target Area Neighborhood CIP.** Form a target-area capital improvement program focused on infrastructure investments within defined at-risk neighborhoods. The purpose of this program is to provide a dedicated source of annual funding for infrastructure improvements and to leverage private reinvestment through rehabilitation, redevelopment, building additions, and/or infill development.			•				•		•		•	•		•		Planning and Zoning Department, Public Works
8	**Sanitary Sewer Odor Control.** Fund a soil infiltration program for the purpose of eliminating sanitary sewer odors, which would facilitate residential expansion to the east and northeast parts of town.		•			•		•		•		•	•				Public Works
9	**Infill Development.** Develop a comprehensive infill program that would identify eligible neighborhoods and lots; establish design guidelines that require neighborhood or district compatibility; and assess the feasibility of administrative and financial incentives, including permit streamlining, fee waivers, tax deferral, and infrastructure cost-sharing for builders and organizations. This would also include financial assistance programs, such as low-interest loans or outright property grants. Such a program would complement the ongoing program between the City and Habitat for Humanity.	•	•	•			•	•	•			•	•		•		Planning and Zoning Department

Table 7.1, Action Agenda (continued)

Ranking	Action Initiative	Community Character	Growth and Infrastructure	Housing	Economic Development	Energy	Regulations	Projects/Programs	Plans/Studies	CIP	Partnerships and Entities	City Budget	CIP Budget	Other Governments	Grants	Private/Owner	Lead Agency(s)
		Plan Chapter					Action Type					Funding Source					
10	**Downtown Placemaking.** Brand Downtown destinations through tenant selection and marketing, signage, monumentation, and programming, with the potential for a new civic node near the Dodge County Courthouse in the vicinity of 4th/5th Street at Park Street; a new professional services hub at the major intersection of Military and Broad Streets; and a Lower Downtown Warehouse District in the southern half of Downtown.	•				•	•	•	•	•	•	•	•	•	•	•	ED Leadership Council*
10	**Corridor Study.** Conduct a study to evaluate the feasibility of landscaping enhancements and raised medians along the major corridors, including 23rd Street, East Military Avenue, East Morningside Road, Luther Road north of 23rd Street, North Broad Street, and/or North Ridge Road. Spacing between median openings must accommodate left-turn lanes with proper deceleration and storage lengths.	•	•			•			•	•		•	•		•		Planning and Zoning Department, Public Works
11	**Downtown Residential.** Evaluate financial and administrative incentives to encourage vertical mixed-use development (residential use on upper floors above ground-level retail, office, or services), which is conditionally permitted in the Downtown Commercial, General Commercial, and Limited Industrial Districts.	•		•				•	•		•	•	•				Planning and Zoning Department
12	**Neighborhood Planning.** Create a neighborhood-oriented planning program, which would involve formalizing neighborhood boundaries, establishing neighborhood councils and a community-wide association, strengthening neighborhood identities, pursuing preservation opportunities, and prioritizing infrastructure improvements.			•				•			•	•	•			•	Planning and Zoning Department
13	**Downtown Parking and Circulation Study.** Conduct a Downtown Parking and Circulation Study to evaluate the feasibility of shared parking, parking leases, relaxed requirements, and alternative configurations. This would include a review of site design standards that influence landscaping, total number of stalls, and overall design scheme (front vs. rear and side configurations) of parking lots. This would also tie in the decision to convert the one-way pairs to two-way streets, as recommended by the 2009 Traffic Study completed by Felsburg Holt & Ullevig.	•		•		•	•		•			•	•				Planning and Zoning Department, Public Works

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Map Exercise

Appendix A

Adopted 05.29.12

Community Symposium Summary

More than 200 community residents, business owners, and other stakeholders participated in the Fremont Community Symposium, a public input session guiding the development of the City's Comprehensive Plan, Parks and Recreation Plan, and Long-Range Transportation Plan. The City hosted the event, while team members representing The Schemmer Associates, Kendig Keast Collaborative, and Iteris introduced the plans and facilitated 30-minute discussion groups. In an informal, open-house atmosphere, participants rotated between topical discussion groups, addressing community character and growth, transportation, economic development, and community livability.

City planning staff coordinated with business owners, residents, elected officials, community groups, news media, and other municipal departments to maximize public awareness of the event. The following methods were used:

- 14,000 flyers were mailed through utility bills;
- 2,000 postcards were distributed to businesses and individuals for display and further dissemination;
- 100 personal letters were sent from the Mayor and City Council members;
- 5 community groups were visited and personally invited by City staff;

- 3 advertisements were published in the Fremont Tribune, in addition to feature articles and an editorial;
- posters and flyers were distributed to community organizations and local businesses;
- radio advertisements were featured on the public radio station; and
- e-mail blasts were sent to community organizations and LISTSERVs.

This combination of advertising and community activism produced a large turnout representing diverse community interests. Information gathered from the event will be used to generate goals, objectives, and recommendations for each of the three plans.

This recordation of public input includes two additional components:

- notes reflecting comments from the four discussion groups; and
- handwritten comments submitted through a drop box.

Community Character and Growth

PRIORITIES

- Drainage and flooding
- Appearance of entrances and neighborhoods
- Preservation of downtown

ISSUES

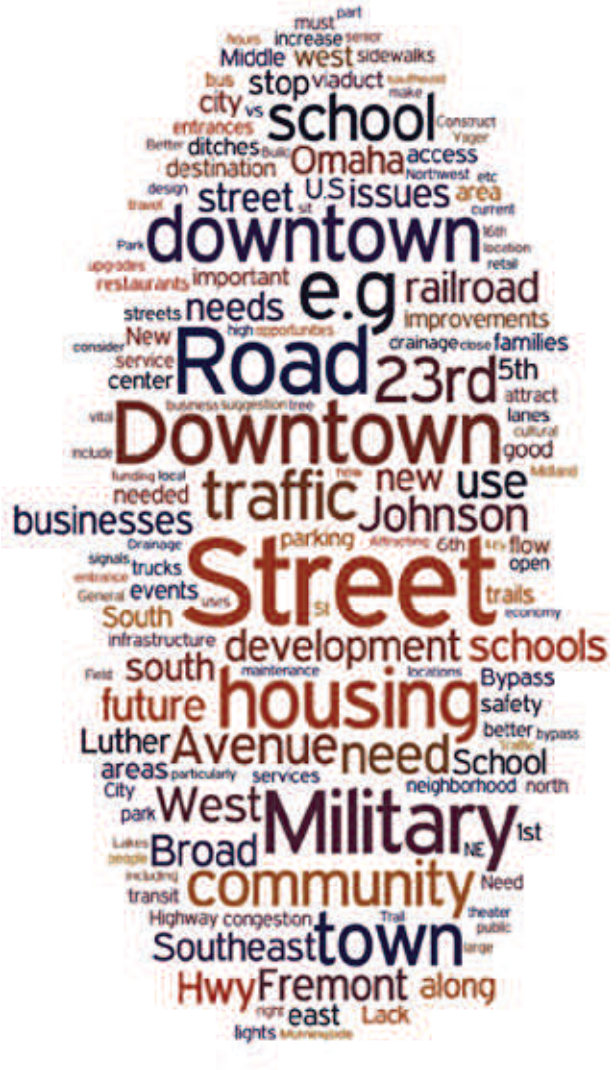
- Road maintenance (consider the use of improvement districts, general repair, quality of work, explore other funding options)
- Sidewalks need repair (be more strict in property owner maintenance and upkeep)
- Appearance of open ditches – consider enclosing them (e.g. 5th Street, Clarmar)
- Street design/appearance – tree preservation is important (e.g. Broad St.)
- School locations/maintenance (new schools are to the east yet the student population is on the west; they should remain neighborhood focused)
- Locate new schools as areas develop east of U.S. 275 and north of Luther Road
- Address the blighted areas (housing, the south beltway corridor, drainage ditches)
- There are seven drainage ditches – 28 miles (constructed in 1911)
  - » No/limited maintenance – silt/flooding are problems
  - » Rawhide Creek
  - » Dissolved drainage district years ago
  - » City/County have responsibility for maintenance
  - » Area flooding – Southeast 1st Street
- Annexation – some uses are in/out of the City, need to increase tax base, consider provision and costs of services
- Future growth – industrial to west and southeast; residential to south
- Mixed-use, walkable development is desirable; we need to be more cooperative and progressive to attract new investment
- There is street flooding at Military/Bell, Main/3rd, 16th/Bell to 1st/Bell
- There is a lot of floodplain to the west that makes flood insurance expensive and therefore, impacts housing affordability
- The future levee improvements will remove land that is now in the floodplain (3 to 4 years from now)
- We must maintain an adequate police force
- Wheelchair accessible housing will be increasingly important in the future
- Vacant buildings are a problem to be addressed
- Infrastructure will be needed to the east of town
- Appearance of City entrances is vital including those to the south and north as some have many neglected properties. All entrances need to be welcoming
- Street continuity is important in the design of future development

The cornerstone of this process is the highly valued input of community residents. After all, these are the individuals who know the community well and those who will benefit from good planning. The issues, needs and solutions mentioned most often by Fremont residents are those that are prominent in this graphic portrayal of the input received during the community symposium. These issues, needs, and ideas will serve as a foundation for the development of the Comprehensive Plan, Parks and Recreation Master Plan, and the Long Range Transportation Plan. They will inform the goals, policies, and action strategies to guide the community's physical and economic development.

- Luther from 1st to 23rd Street has drainage issues – widening is critical
- Paid vs. unpaid parking impacts businesses
- Downtown character vs. building new (Hastings, NE is a good example)
- Needs in downtown include the use of second floors, more parking, fire sprinkling, and green space)

SOLUTIONS

- Expand the City to the north and northwest, including annexation of existing neighborhoods and considering annexation of the industry to the south
- There is great opportunity/potential in Downtown
- Our community must be appealing to passers-by, (e.g. along U.S. 275)
- There should be a uniform appearance or design theme along our corridors
- We need to finalize long-standing and undone projects (e.g. Barnard Park)
- Create land use patterns so there is convenient uses around the community, (e.g. neighborhood serving commercial uses other than along 23rd Street)
- High-tech infrastructure is vital to our future as we have a history of being on the forefront in this regard
- Entrances – we need trees and medians to enhance the visual character of our entries and along our main corridors
- A variety of housing types, sizes, and price points is essential for our future
- There must be a firm commitment to follow these plans
- Walk to work – Fremont needs close-to-work, affordable housing
- N. of 23rd Street is open for development (there should be a range of housing that is walkable to employment areas, e.g. hospital)
- Downtown businesses close at 5:00 pm limiting the function of an active downtown
- Be more pro-active; continue to foresee needs e.g. Johnson Road two vs. four lane
- Revitalize old structures
- Repurpose downtown for housing historic preservation
- Downtown restaurants are good although they compete against 23rd Street
- Preserve Broad Street
- Preserve the Opera House



- There should be growth along the bypass to the southeast
- Refer to the fire station studies for new and planned locations
- Somers Point townhomes by the Golf Course are quite nice. They offer senior housing constructed by the housing authority so they are income restricted units

Transportation

PRIORITIES

- Southeast Beltway
- West Military Avenue
- Middle School / 5th & 6th Grade School - traffic concerns
- Trails and sidewalks
- U.S. Highway 30

ISSUES

- Getting across town is difficult due to changing speed limits, poorly timed traffic signals, and poor circulation and the congestion near the Middle School
- Military Avenue / Johnson Road: school area traffic safety/congestion
- U.S. Highway 77 / Ridge Road – location of Southeast Beltway is a question
- Service roads along U.S. Highway 275
- Importance of Southeast Bypass to ease other traffic issues
- Improve roadway alignment (north/south) at 23rd Street and Yager Road
- Lack of trail connectivity/system and sidewalks (e.g. Ridge Road to State Lakes)
- Lack of public transit/school busing/general transit services
- Truck traffic (e.g. to/from grain elevator traveling through Downtown)
- West Military Avenue; vehicle and pedestrian safety
- Downtown one-way streets
- Lack of traffic control (stop signs? South of Military, East/West vs. North/South flow. What is the priority?)
- General congestion/safety of arterial and collector streets
- Sidewalks (particularly in the eastern part of town)
- Drainage on roadways, flooding issues
- Cloverly improved aesthetics of streets
- Limited access/routes to/from East Fremont
- Poor geometrics at Morningside Road / Old Hwy 8 “Y” intersection
- Congestion, safety deficiencies on West Military Avenue
- Lack of gateway signage at the community entryways
- General school congestion (e.g. Middle School), adjacent roadway congestion
- Northwest access, Hwy 30 improvements needed
- Poor North / South traffic flow
- New railroad spurs/lines?
- Dark roadways/streets
- Closure of the Linden railroad crossing as part of W. 23rd Street viaduct project
- Lack of school buses or transit
- Trucks on West Military Avenue
- More bike trails, school access?
- Yager Road to Luther Road connector
- Sidewalk snow removal issues west side of town
- Drainage way maintenance is needed
- South and West side levees, Corps Certification?
- Washington Height inaccessibility (Northwest area near golf course)
- What is the future of the airport? Expansion of airport?
- YMCA area, not only trails, better roads, bike lanes, etc

- General ADA compliance issues (i.e., ramps, etc.)
- Development of future frontage roads
- Congestion along 23rd Street, particularly around the mall, e.g. vehicle queuing
- West Hwy 30 - interest in future connectivity, access to industrial area, etc.

SOLUTIONS

- Military Avenue / Johnson Road consideration of traffic signal, bus access and routing, use of a geometric s-curve or a roundabout, etc.
- Hwy 77 bridge location? Bypass?
- Build the Southeast Bypass
- Development policy regarding 23rd Street and Yager Road
- Provide public transit (at least minimal) and school busing
- Better public and school transportation (e.g. provide busses to Middle School and 5th and 6th Grade campus)
- West Military Avenue - improve geometrics, better accommodate pedestrians and bicycles
- Evaluate travel patterns south of Military Avenue
- Widen and improve pedestrian safety routes
- Build more sidewalks
- Create better street design standards to include landscaping
- Construct railroad viaduct along Johnson Road
- Construct Morningside Road / Old Hwy 8 intersection improvements
- Construct West 23rd Street viaduct, fill-in ditches, and widen to three lanes
- Implement entryway enhancements at key locations
- Fill-in gaps in the current street system with street extensions, particularly to address access to the schools
- Provide more roundabouts, traffic calming improvements, 1st Street improvements, and the Johnson to Morningside viaduct
- Public transit needs more service and more routes and bus stops, plus additional federal/state funding
- Expand U.S. Highway 30 (west) to four lanes
- Widen Broad Street to four lanes
- Improve street lighting throughout the city
- Convert downtown streets to two-way streets
- Don't close the Linden railroad crossing
- Implement the Southeast Beltway to remove trucks from downtown (i.e., identify alternate truck route)
- Construct new trails adjacent to roadways or on existing (filled-in) ditches; trail funding to build and connect trails (e.g. to State Lakes)
- Provide a better connection between Yager Road and Luther Road
- Provide future East / West street connections
- Identify locations of ADA compliance issues and implement solutions
- Open 1st Street using traffic signals for control

Economic Development

PRIORITIES

- Align new leadership around new ideas
- Business-friendly atmosphere
- Taking advantage of Fremont's proximity to Omaha

ISSUES

- Aging population
- Low wage – family supporting jobs
- Fremont is the "best kept secret"
- Retaining local spending power (leakage)
- Need to create a niche strategy
- Embracing the Omaha Metropolitan Area
- Safety is a community asset
- Ready infrastructure is an advantage
- Jobs – technology focused
- External community image is important
- Incentives must be competitive

- "Brain drain" is a concern for graduating students of the high schools and particularly, Midland University
- Primary, secondary, and continuing education is vital
- Promotional materials are needed
- Attracting companies is a key to our future
- Business climate (red tape/licensing is problematic)
- Supporting families with better wages
- Manufacturing opportunities
- There are limited opportunities for technical jobs
- Extensions of utilities to facilitate economic development
- Diversification of the economy
- Image/presence of the community (regionally, statewide, nationally)
- Entrepreneurship offers a potential for home-grown businesses
- Workforce development and training
- Developing and cultivating leadership is an area of need
- Retail leakage is a concern given our proximity to Omaha

SOLUTIONS

- A fresh start is needed
- How to say "yes" (open to change)
- Target/niche should be established
- An expanded medical economy
- Availability of a local conference center
- Airport expansion, improvement, and use
- More affordable housing for working families
- Education
- Service hub for the metro economy
- Promotions targeting Omaha businesses and residents
- Fiber infrastructure
- Leveraging the City-owned power company
- Better integration of services
- Awareness of Fremont and what it offers businesses and families
- Incentives to attract employers
- More aggressive use of Tax Increment Financing (TIF)
- Technical businesses
- Promotional support
- Support local business
- Airport/access (hangers)
- Destination/tourism (e.g. State Lakes, camps, etc.)
- Shared goals
- Omaha
- Training
- Agency coordination

Community Livability

PRIORITIES

- Housing conditions
- Downtown as a destination
- Trail connectivity

ISSUES

- Too many fast food restaurants (not enough sit down restaurants); prefer more dining options in town
- Re-evaluate downtown parking (meters, availability)
- Downtown needs attention – reuse, do not tear down (e.g. 505 building)
- No place to shop downtown; all traffic is going to 23rd Street
- Unbalanced business types (need businesses that "make sense")
- Mismatch between business and restaurant hours

- Missing retail opportunities (e.g Target); downtown used to have more retail; no late-night activity
- Downtown needs more tree canopies, more places to sit and gather
- Entry-level housing is in poor condition (needs upgrades, revitalization, condemnation, replacement); especially in the Southwest quadrant; need more affordable housing; opportunity for Habitat for Humanity redevelopment
- Attracting families to the community
- Neighborhood rentals
- Housing accessibility for the disabled/seniors
- Desire for more attention to South Fremont
- Not enough library space (land-locked, but good proximity to downtown)
- Trail system, improved pedestrian and bike connectivity
- Need City recreation/fitness facility for non-members of the YMCA (e.g. Elkhorn)
- Preserve open spaces – don't want so neat and tidy ("we have enough gazebos")
- Lack of ball parks (baseball and softball)
- Preservation of existing and new parks; cost of maintenance
- Need better connection to State Lakes recreation area
- Increased community branding (e.g. no sign to Fremont Lakes)
- Need another dog park (other side of town)
- Keep park restrooms open
- Lack of covered areas and shade trees in parks
- More gathering spaces for youth
- Floodplain limitations
- Wind chill/climate
- Streets are very wide (need to be competitive)
- Fremont expanding east, but leaving west alone

SOLUTIONS

- Downtown as a cultural center and destination (large entertainment venue; upper levels for residences; lower level for food, drink, clothing, bank, antiques, theater, movie theater; pedestrians; e.g. Village Pointe in Omaha; senior housing)
- Downtown has to be unique (drawing factor, theme, history, architecture)
- Downtown is core – 23rd Street may be considered new center for younger crowd
- Some downtown businesses should be off of Main Street
- Streetscaping (funding is the problem)
- Parking permits for merchants
- Discontinue one-way streets
- Murals in town
- Expanded entertainment and retail (farmer's market, Friday night events, free concerts, attract different ages, publicize events)
- Events coordinator for all cultural/entertainment venues
- Gathering space at John C. Fremont Park
- New park additions (e.g. arboretums, dog park) and upgrades
- More sheltered areas – places to sit and be in the shade
- Playground areas within subdivisions using development fees
- Trail that continues to the lakes
- Tie railroad on Northwest edge of town to recreation
- Strength of sporting venues - YMCA, Moller, Christensen Field, tournament events, ice skating rink, water park
- More related development (gas stations, grocery stores) associated with State Lakes visitors; large draw for community

- Promote (signage) to get people to drive through town
- Midland University collaboration (no significant cultural activities that the community connects with currently)
- Area South of Military Avenue on H Street – deteriorated apartments, but area of good opportunity
- Neighborhood watches should be increased; block parties; corner police
- Assist housing through community forum of volunteers; low-interest loans
- Positive effect of rehabilitated housing
- Attracting families into town - convenience, safety
- Strength of non-profit organizations – social service agencies
- Cultural events through colleges, adult classes
- Get more people involved in the community; input from high school kids (Leadership Fremont)

Handwritten Comments

TRANSPORTATION

- Southeast Bypass
- Viaduct over railroad is too close Johnson Road, 1st Street, and Luther
- Build more hangars at airport
- Getting stop lights to change at same time (e.g. synchronizing signals)
- Safe passage for kids/bikes from east to west to schools
- Traffic flow (poorly designed presently)
- Military Avenue – 30mph (US Bell at 35 mph)
- Broad and Military – congestion on Broad
- Downtown – one ways (south of Military)
- Airport expansion
- Communities to look at: Hastings, NE, Portland, OR
- Beautification of entrances to city through tree plantings, boulevards, etc, i.e. Abbott Drive in Omaha, NE
- Need to enable trucks from West Hwy 30 and Hwy 77 to access downtown and Southeast processing plants from Southeast bypass
- It is imperative to re-route the trucks that travel through the heart of our city
- We would love to see a Southeast Bypass sooner than later, Hwy 77 – southeast bypass
- Traffic flow – keep heavy truck traffic moving through town but also offering services
- 77, 30, 275, move trucks and cars separately as each have their own needs.
- Fremont builds new schools and issues bonds for upgrades but doesn't require homeowners to install sidewalks, huge safety issues for kids walking to and from school. Bell Field students walk in the street.
- Johnson Road and Military – traffic is terrible during school hours. A solution would be a roundabout similar to Blair.
- Extend 1st Street east to Johnson Road. Viaduct on Johnson Road south and train tracks allows alternate flow east to expressway
- West Military from Pierce to the lakes for widening and including trails
- City bus service – suggestion – Deerfield community is part of city but has no bus service
- Pay-as-you-go transportation would have to be privatized and not school run. Income from riders would be an accountable receipt under current state aid formula. As such, state aid would be reduced dollar for dollar. Net result would be an increase in operational costs of district hence property taxes would have to increase.
- 1st Street connection between Luther and Johnson Roads is essential – the future is nearly here with the opening of the 5th and 6th grade school. The project has the support of the schools, utilities

and, as I understand it, the city & railroad is supportive. It needs to be a priority.

- Buses transporting all children to the Middle School & future 5th and 6th grade school may be a "nice idea" but it is totally cost prohibitive without a substantial increase in taxes. With a nearly stagnant level of valuation, less than 1%, major expenditures on busses, drivers, and infrastructure is not realistic.
- What is the time range as to likely completion of the 23rd St. viaduct?
- Hwy 77 entry into town from South is unattractive
- Reconsider the closing of the Linden Avenue railroad crossing
- Can we close the ditches on 5th Street and also on Clarmar? They attract bugs and snakes.
- No right turn light sign at 23rd Street at the mall – coming out of mall
- Turn arrow signals – at the following intersections
  - » 16th and Broad
  - » 23rd & Lincoln with a right turn lane to go right only
  - » Clarkson and Military
  - » Lincoln and Military
  - » New stop lights at Luther and Military (schools)
  - » New stop lights at Cloverly Road and South Broad
  - » New stop lights at 16th and Lincoln (schools)
- Why are there yellow lines on 19th Street making it look like a through street? Make 19th a through street or take off yellow lines
- Traffic moves slow through town – Hwy 30/23rd St. at late morning – through lunch hour this town is hopping; looks like Omaha traffic during rush hour on 23rd/Hwy 30
- Broad Street still hard to get on from side streets with huge trees blocking view
- Is there a plan to put a road from Yager to Lincoln Street?
- Is there a plan to put a road east to west form Yager railroad to Luther Road? Needs to be a north route east and west
- Tie in Yager Road with 23rd and Bell at the mall
- Hard to get on from the west going North on Yager, ties up one lane at 23rd Street intersection
- Nobody stops at "don't block intersections" at Yager Road

PARKS

- Cover the drainage ditches for use as trails
- Clarmar – 16th to Memorial Field
- Park north of power plant cooling tower – serve as buffer and spillover for drainage issues
- Some communities have developed abandoned railroad trucks as trails for running, biking – advantages are they travel through natural areas with trees, fields, etc. These are popular and a good use of the railroad tracks which could become a hazard when not in use
- Better use: suggestion – large (50') gazebo in a more key (centered) locations rather than a band shell
- Trail system is important
- The town is in need of streetscaping. Every entrance is an asphalt jungle. Broad and Luther is one of the ugliest entrance points to the city and it's the first stop coming from the south. We need a "Welcome to Fremont" entrance
- Aquatic center – regional swim meets, high school swim
- More neighborhood ball diamonds
- Make it a requirement to have a neighborhood park in new subdivisions! Not happening today and kids just don't go out to play

DOWNTOWN

- Upper levels for housing and offices, where practical
- Our downtown restaurants draw community and people but no shops are open after 5:00 p.m.
- If you want to get a lot of traffic downtown make it an Old West setting. People would come from the interstate to see it and spend money.
- Develop old downtown as a destination such as "old market" in Omaha, NE. Forget expecting it to be the "center" of town and develop it as destination not the overall downtown for all shopping, etc.
- Broad Street as a possible historic district
- Downtown Fremont has no pharmacy, no grocery store, no hardware store - why stop??
- Downtown – cultural and multicultural
- Downtown Theater- include Midland & Metro Community, interest in partnering development to bring in movies (not to compete) with opera house (live theater) Need to find a person to run it.
- Please focus on downtown and making it make sense. Make it work functional – destination
- Downtown parking issue – suggestion – Allow merchants to buy monthly parking permit (now have to move car every 2 hours)
- Encourage downtown development by looking at current regulations. Example – 505 Main St. good location for a senior housing facility
- Need to market downtown

ECONOMIC

- Infrastructure for industry – high-tech and heavy – railroad access
- Manufacturing – for good jobs/wages/low-skill

HOUSING

- Would like to see a housing community with home price range from $100-120 thousand
- Needs: nicer restaurants, more retail – especially clothing, more downtown attractions, and affordable housing

GENERAL

- Very informative meeting! Consider taxation on each issue! Economy can greatly restrain the unknown.
- Need to look at ways to develop community centers – library, arts centers, etc. Those would help tie people to the city.
- Have a city tax-free weekend at Fremont businesses to bring in outside shoppers and promote Fremonters to home shop
- Well organized and beneficial. Keep up the discussion. Offer more structured opportunities
- A suggestion – we have the old Menard's building – the old Ron Kush building and the old Medicare chest building on 4th and Bell are eye sores. Could they be replaced with newer building and something of use to Fremont?
- Need to get the state to move forward with developing the State Lakes. This area could be bigger than Mahoney!
- Mandatory recycling city-wide "green"

Staff Report

TO: Mayor and City Council

FROM: Troy Anderson, Director of Planning

DATE: January 26, 2018

SUBJECT: Comprehensive Plan Amendment – Future Land Use Plan

Recommendation: move to either approve or disapprove each resolution.

Background: As part of the annual review process of the Future Land Use Plan, the Planning Commission has considered various updates to the Future Land Use Map. The Commission considered 12 separate updates, the votes are as follows:

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Residential to Industrial, for property more commonly identified as the community solar farm, as shown on Exhibit X attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Rural to Commercial, for property shown on Exhibit A attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Rural to Commercial, for property shown on Exhibit B attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Rural to Residential, for property shown on Exhibit C attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Rural to Commercial, for property shown on Exhibit D attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Residential to Institutional/Campus/University, for property shown on Exhibit E1 attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 4-3, the Planning Commission recommended disapproval of an update to the Future Land Use Map, from Residential to Commercial, for property shown on Exhibit E2 attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Rural to Commercial, for property shown on Exhibit F attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Rural to Residential, for property shown on Exhibit G attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 5-2, the Planning Commission recommended approval of an update to the Future Land Use Map, from Rural to Commercial, for property shown on Exhibit H attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Rural to Industrial, for property shown on Exhibit I attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

By a vote of 7-0, the Planning Commission recommended approval of an update to the Future Land Use Map, from Rural to Residential, for property shown on Exhibit J attached hereto and incorporated herein, at its regularly scheduled meeting January 15, 2018.

Fiscal Impact: N/A

RESOLUTION NO. _____A

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit A.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

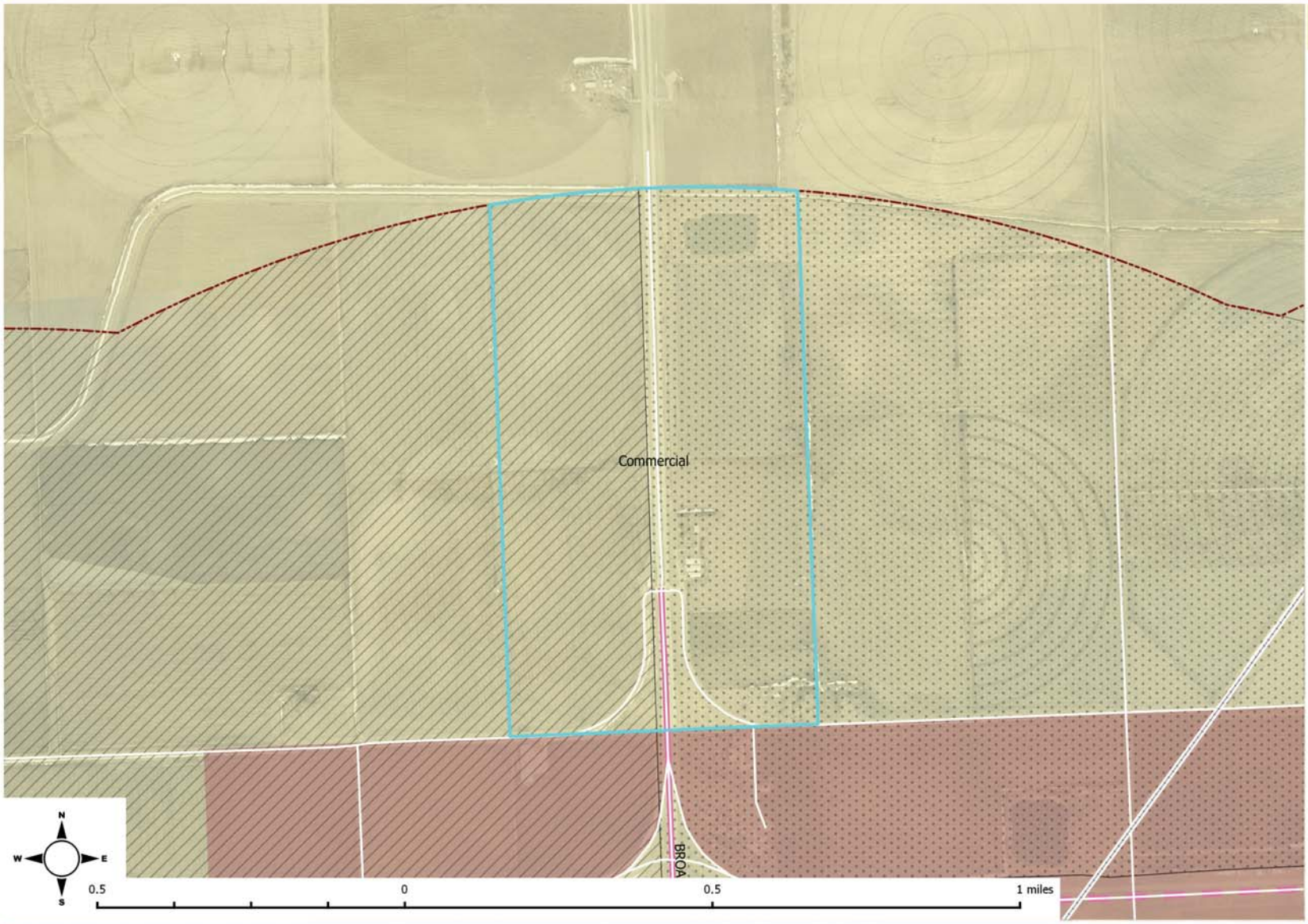
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100-Year Floodway
- Zone AE
- Zone AO-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit A

RESOLUTION NO. _____B

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit B.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

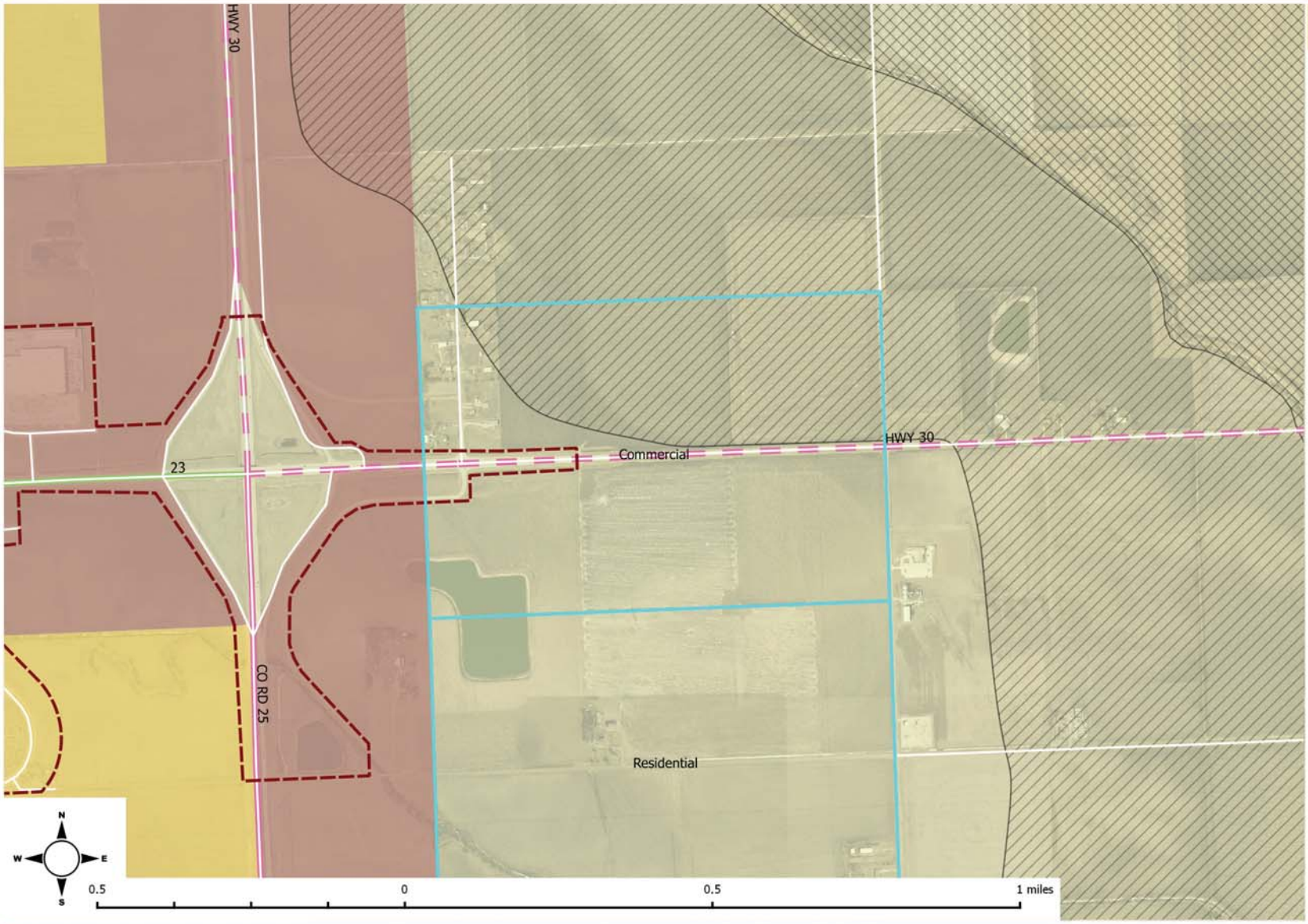
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100-Year Floodway
- Zone AE
- Zone A0-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit B

RESOLUTION NO. _____C

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit C.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

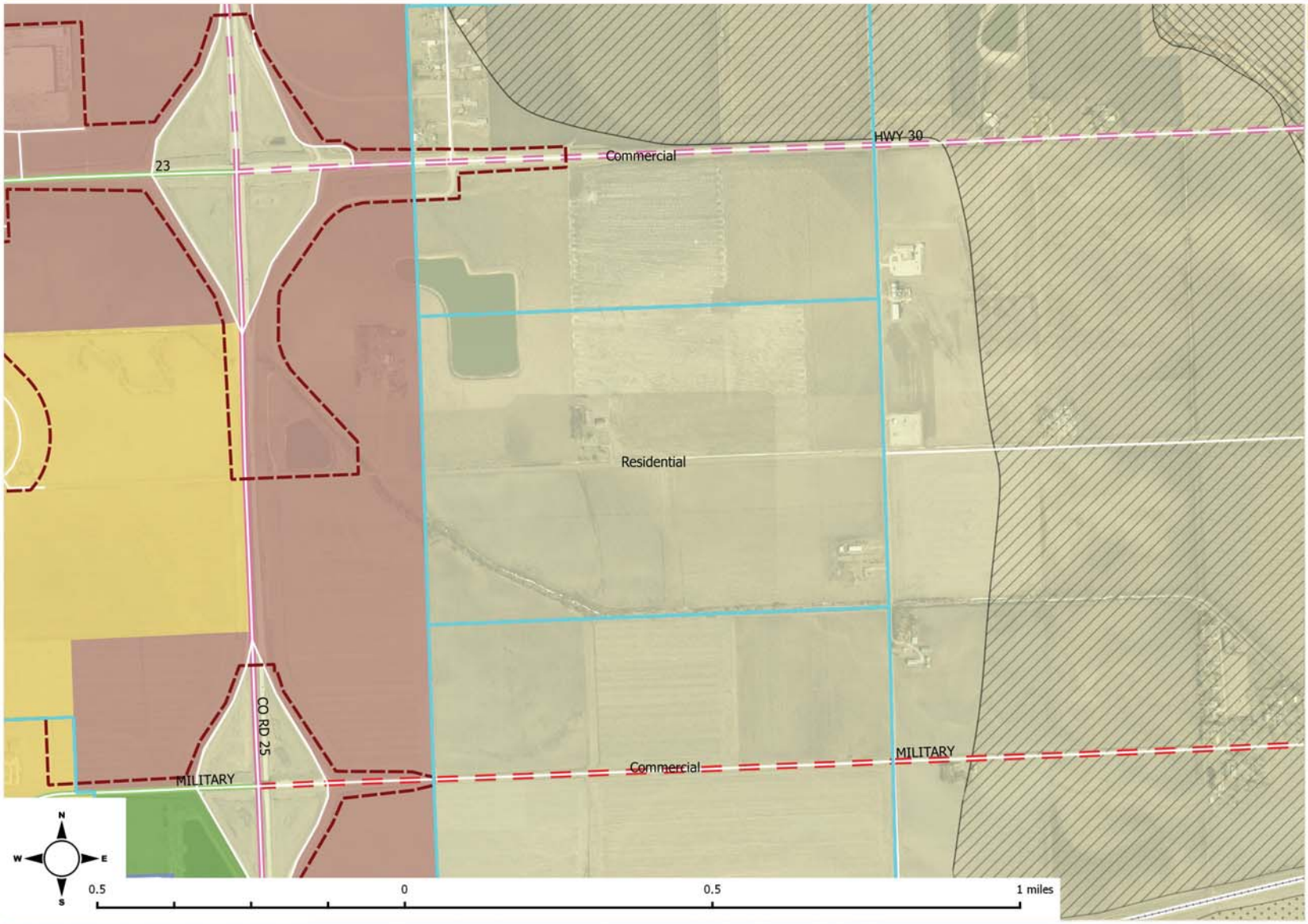
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

City Limits
Inglewood
Railroad
Wellhead Protection Area

Floodplain

100-Year Floodway
Zone AE
Zone A0-2

Future Land Use

Rural
Residential
Commercial
Industrial
Parks and Open Space
Institutional/Campus/University
Aviation/Airport
Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit C

RESOLUTION NO. _____D

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit D.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

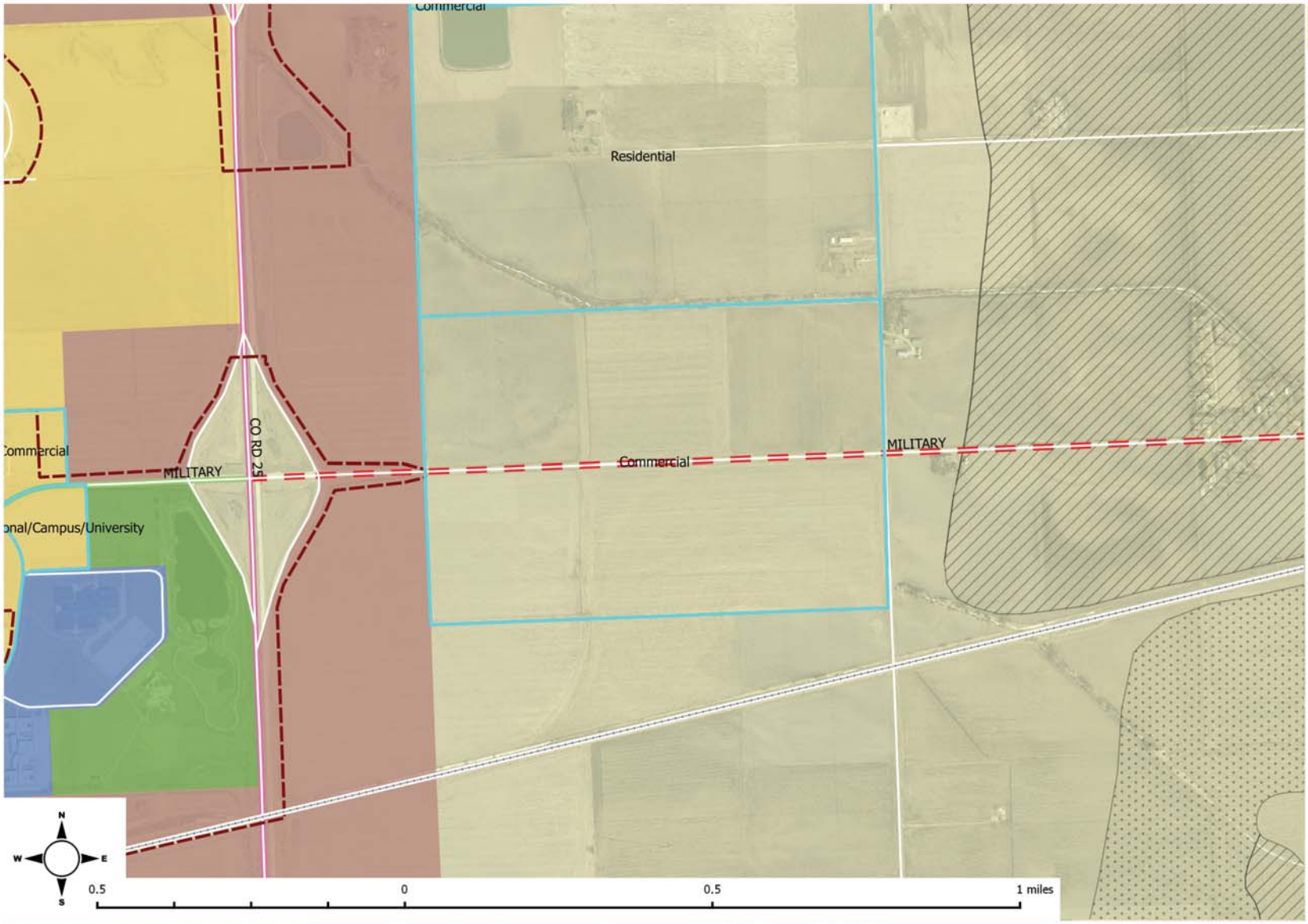
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

City Limits
Inglewood
Railroad
Wellhead Protection Area

Floodplain

100-Year Floodway
Zone AE
Zone A0-2

Future Land Use

Rural
Residential
Commercial
Industrial
Parks and Open Space
Institutional/Campus/University
Aviation/Airport
Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit D

RESOLUTION NO. E1

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update from Residential to Institutional/Campus/University on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit E1.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

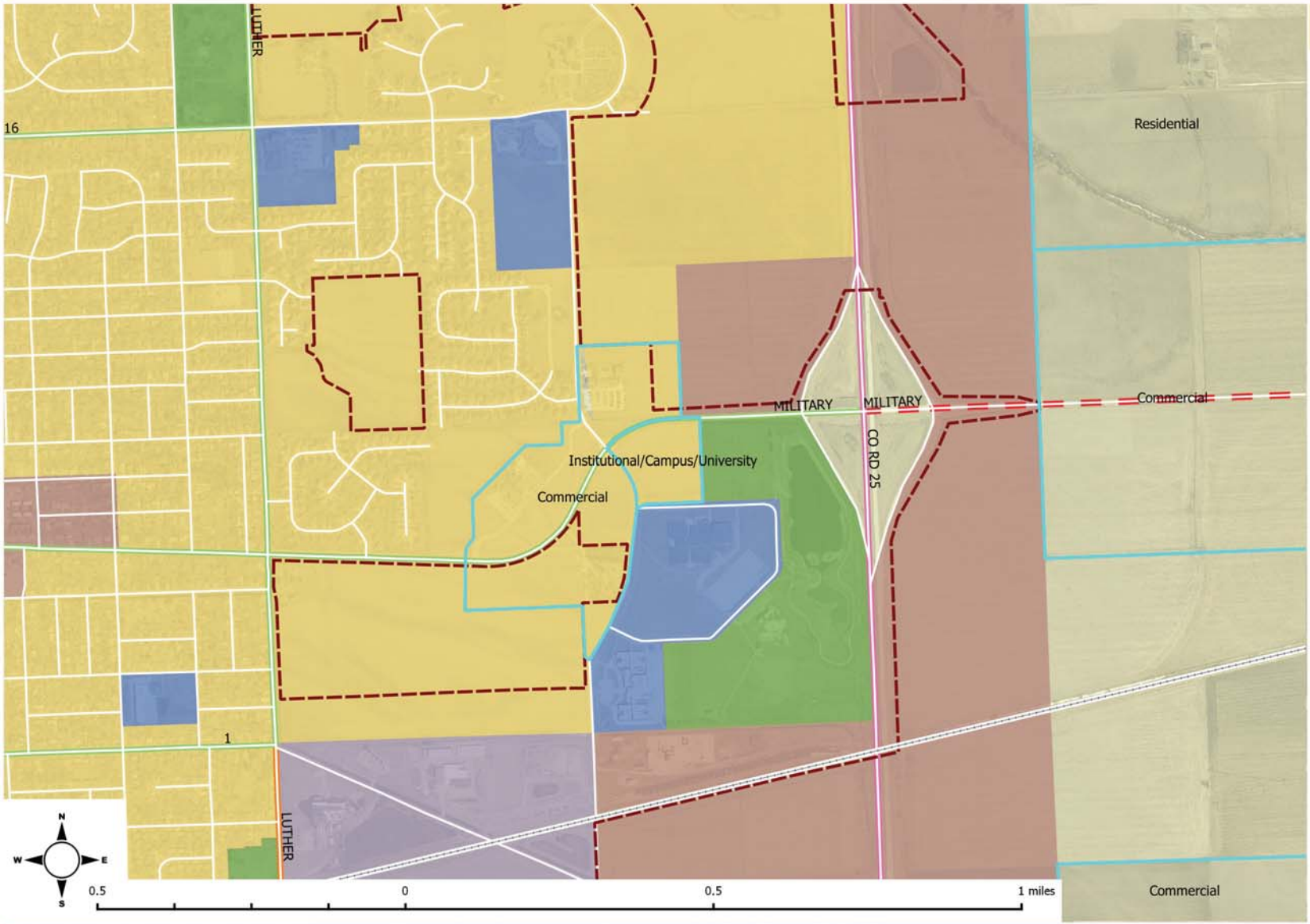
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100-Year Floodway
- Zone AE
- Zone A0-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit E1

RESOLUTION NO. E2

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update from Residential to commercial on January 15, 2018, at which time the Commission voted 4-3 in opposition to the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit E2.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

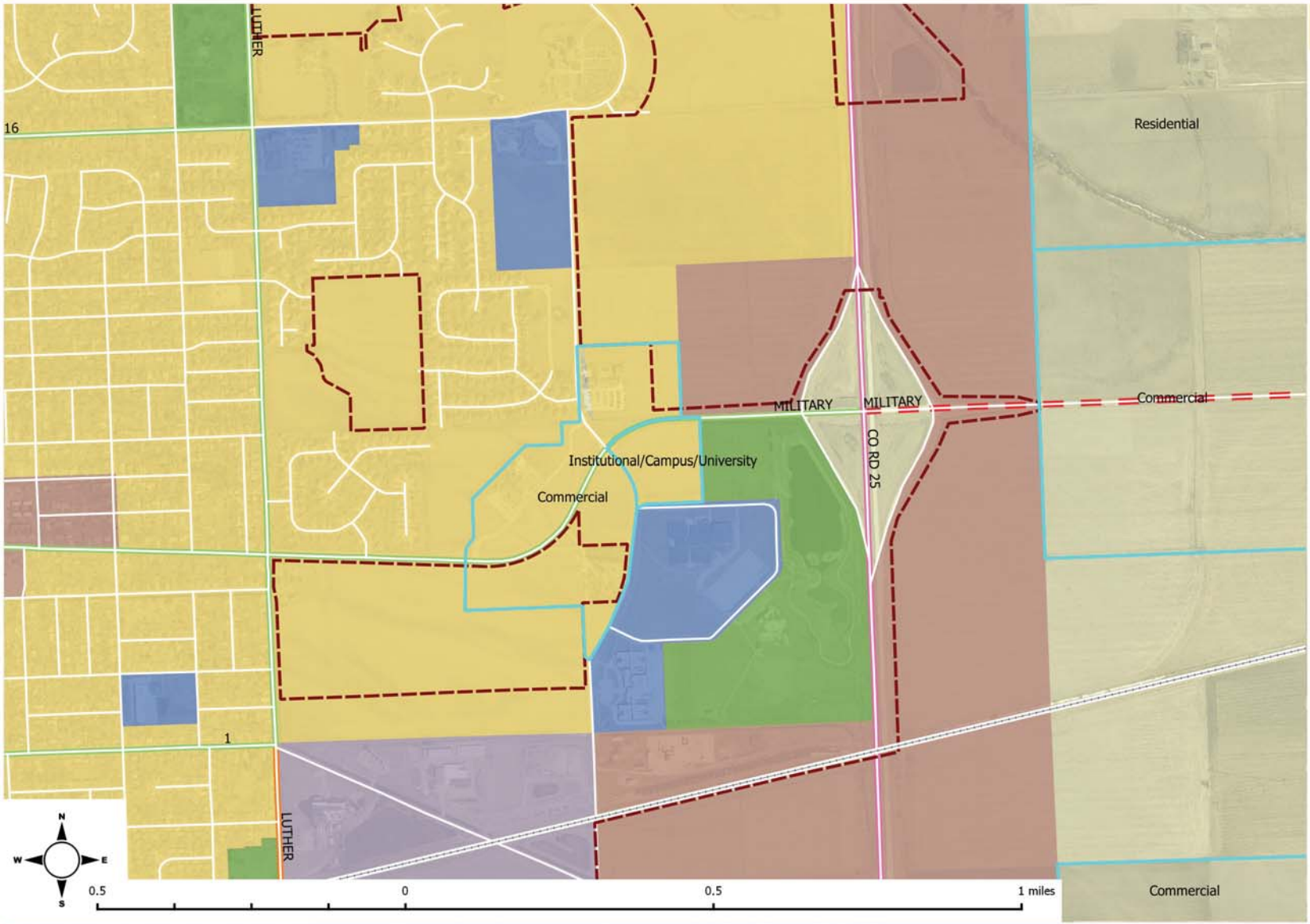
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100-Year Floodway
- Zone AE
- Zone A0-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit E2

RESOLUTION NO. _____F

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit F.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

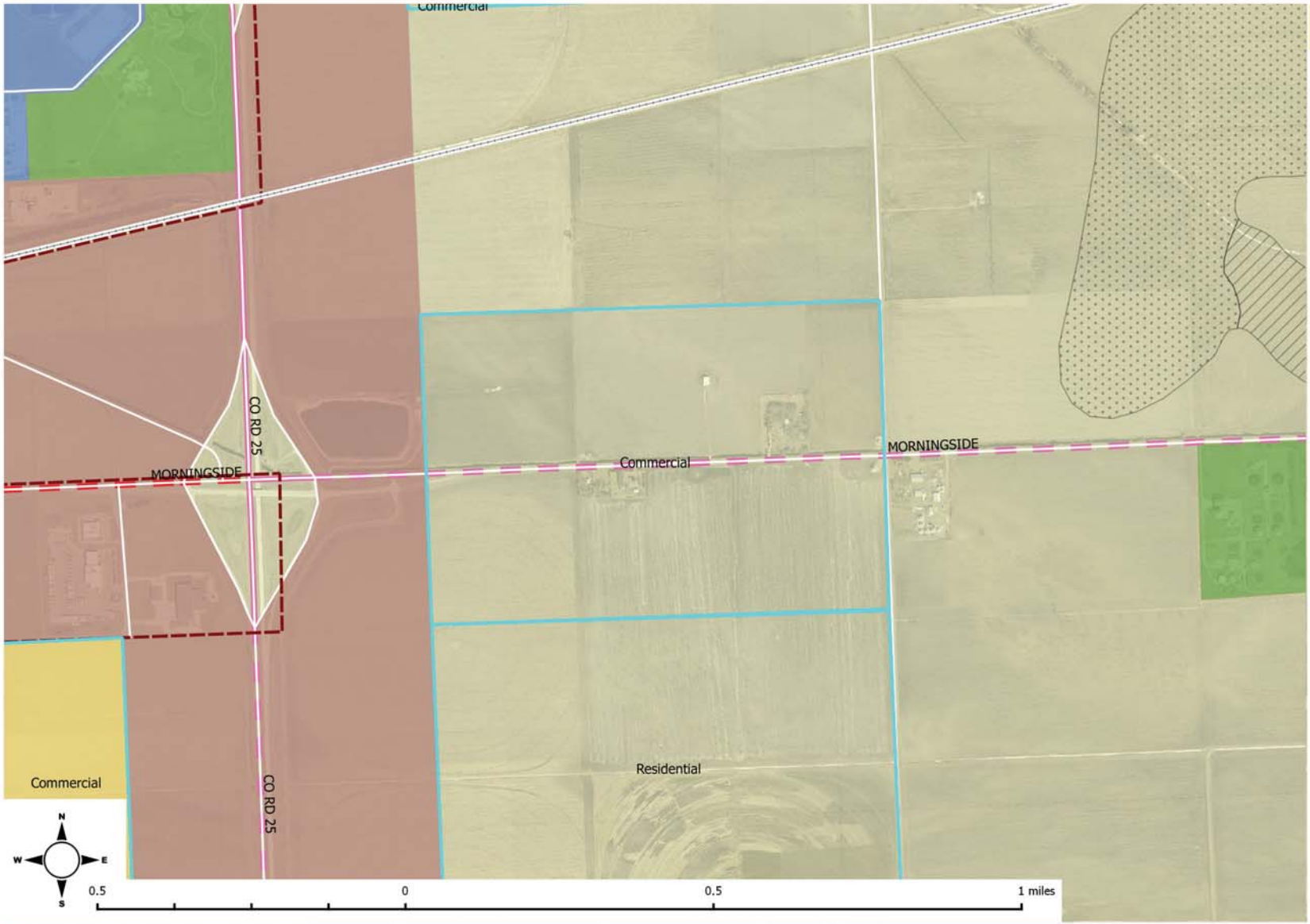
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100-Year Floodway
- Zone AE
- Zone A0-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit F

RESOLUTION NO. _____G

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit G.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .

Map Legend

City Limits
Inglewood
Railroad
Wellhead Protection Area

Floodplain

100-Year Floodway
Zone AE
Zone A0-2

Future Land Use

Rural
Residential
Commercial
Industrial
Parks and Open Space
Institutional/Campus/University
Aviation/Airport
Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit G

RESOLUTION NO. _____H

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission voted 5-2 in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit H.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

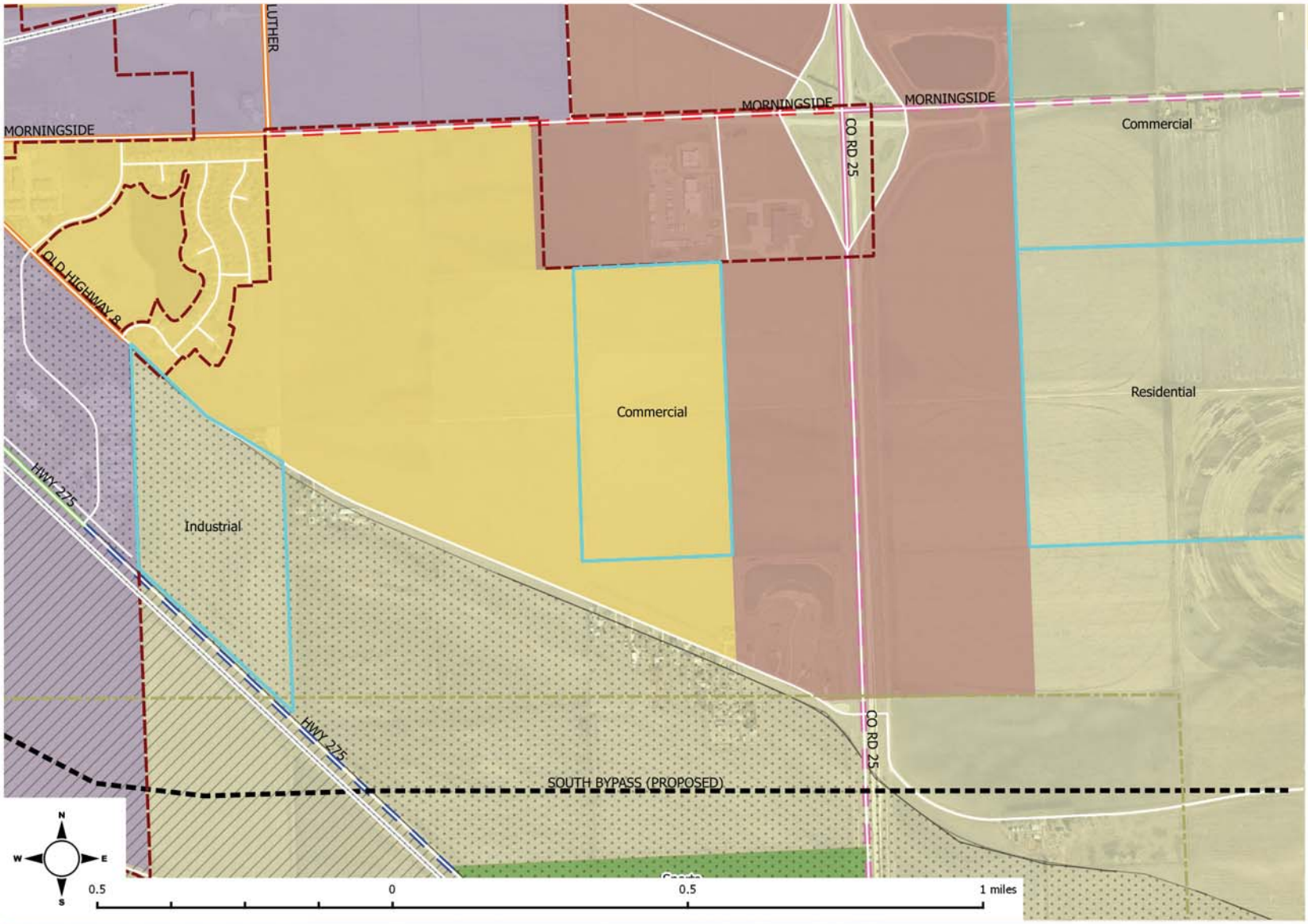
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100-Year Floodway
- Zone AE
- Zone AO-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit H

RESOLUTION NO. _____I

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit I.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

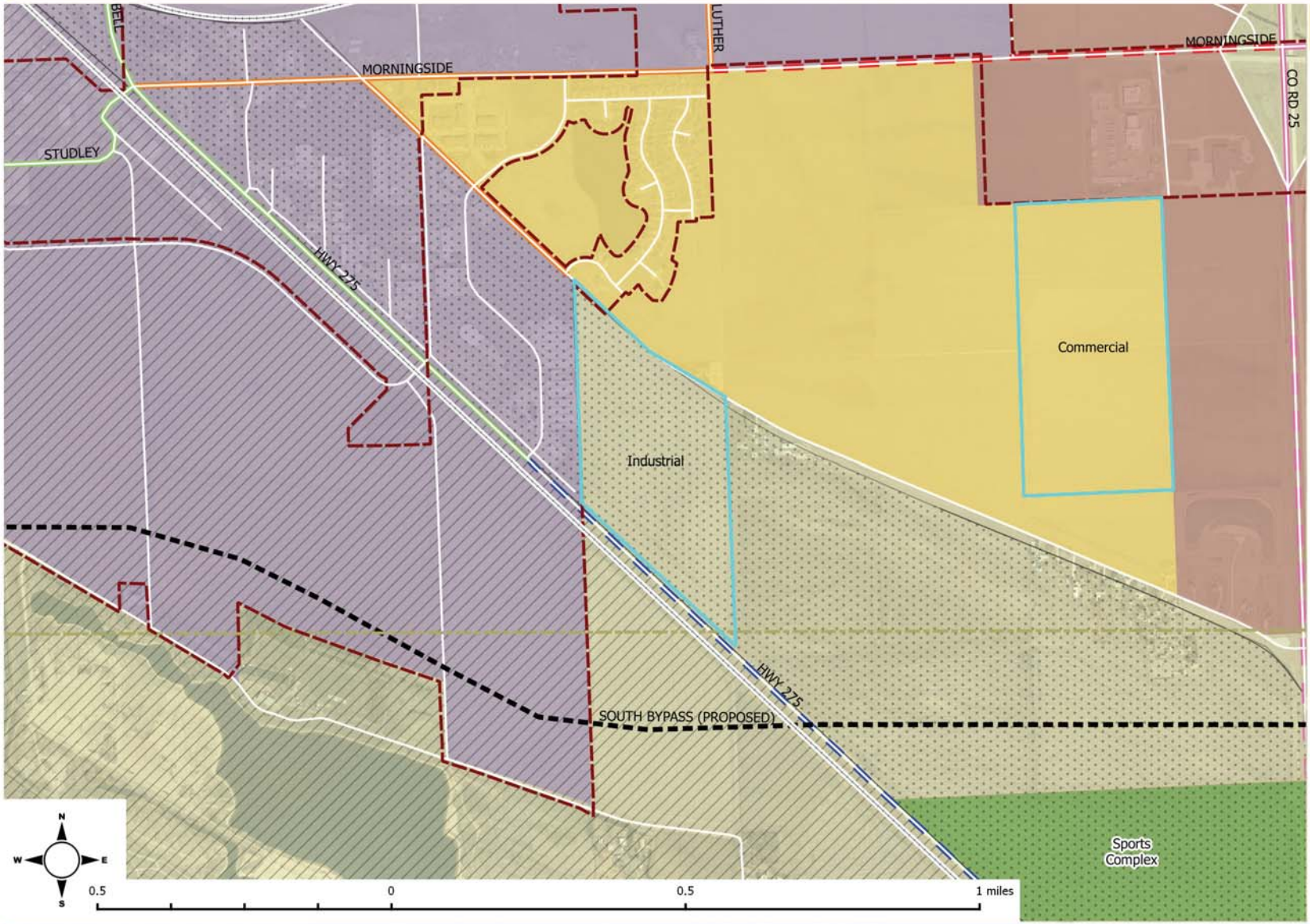
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100-Year Floodway
- Zone AE
- Zone A0-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit I

RESOLUTION NO. _____J

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

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PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

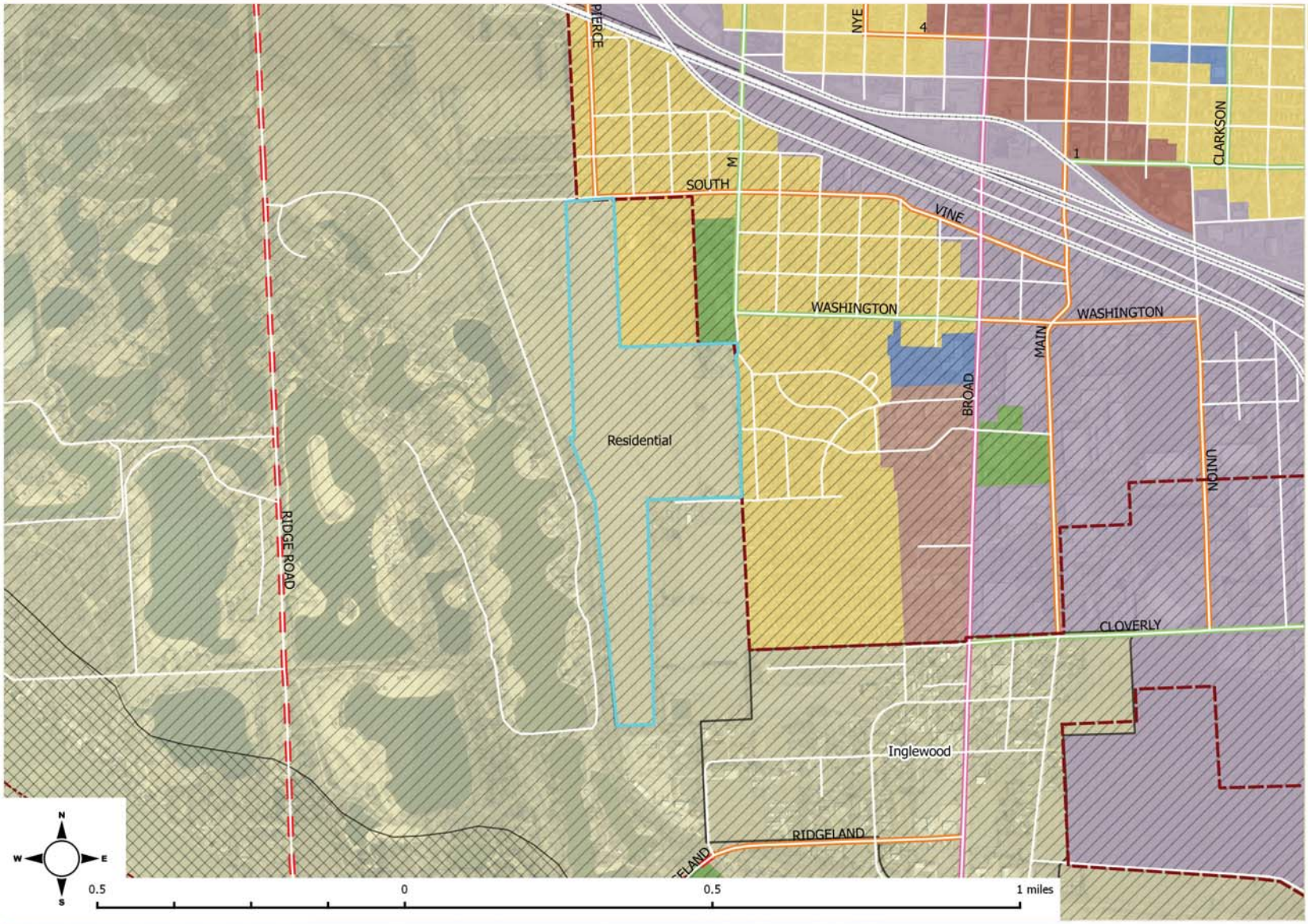
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100-Year Floodway
- Zone AE
- Zone A0-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

* The boundaries of the floodplain are for representative purposes only. Refer to the Flood Insurance Rate Map (FIRM) for specific information.

Exhibit J

RESOLUTION NO. _____X

A RESOLUTION OF THE CITY OF FREMONT, NEBRASKA, APPROVING AN AMENDMENT TO THE COMPREHENSIVE PLAN, PARTICULARLY AMENDMENTS TO THE FUTURE LAND USE MAP.

WHEREAS, the City Council for the City of Fremont, Nebraska, seeks to promote the general health, safety, morals, and welfare of the community; and

WHEREAS, the general health, safety, morals and welfare will be best served by updating the Comprehensive Plan, particularly amendments to the Future Land Use Map; and

WHEREAS, the Planning Commission considered the update on January 15, 2018, at which time the Commission unanimously recommended in favor of the request;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREMONT, NEBRASKA, AS FOLLOWS: That the City of Fremont does hereby approve an Amendment to the Comprehensive Plan, particularly amendments to the Future Land Use Map, said map being attached hereto and incorporated herein as Exhibit X.

PASSED AND APPROVED THIS THE _____ DAY OF _____, 20_____.

_____

Scott Getzschman, Mayor

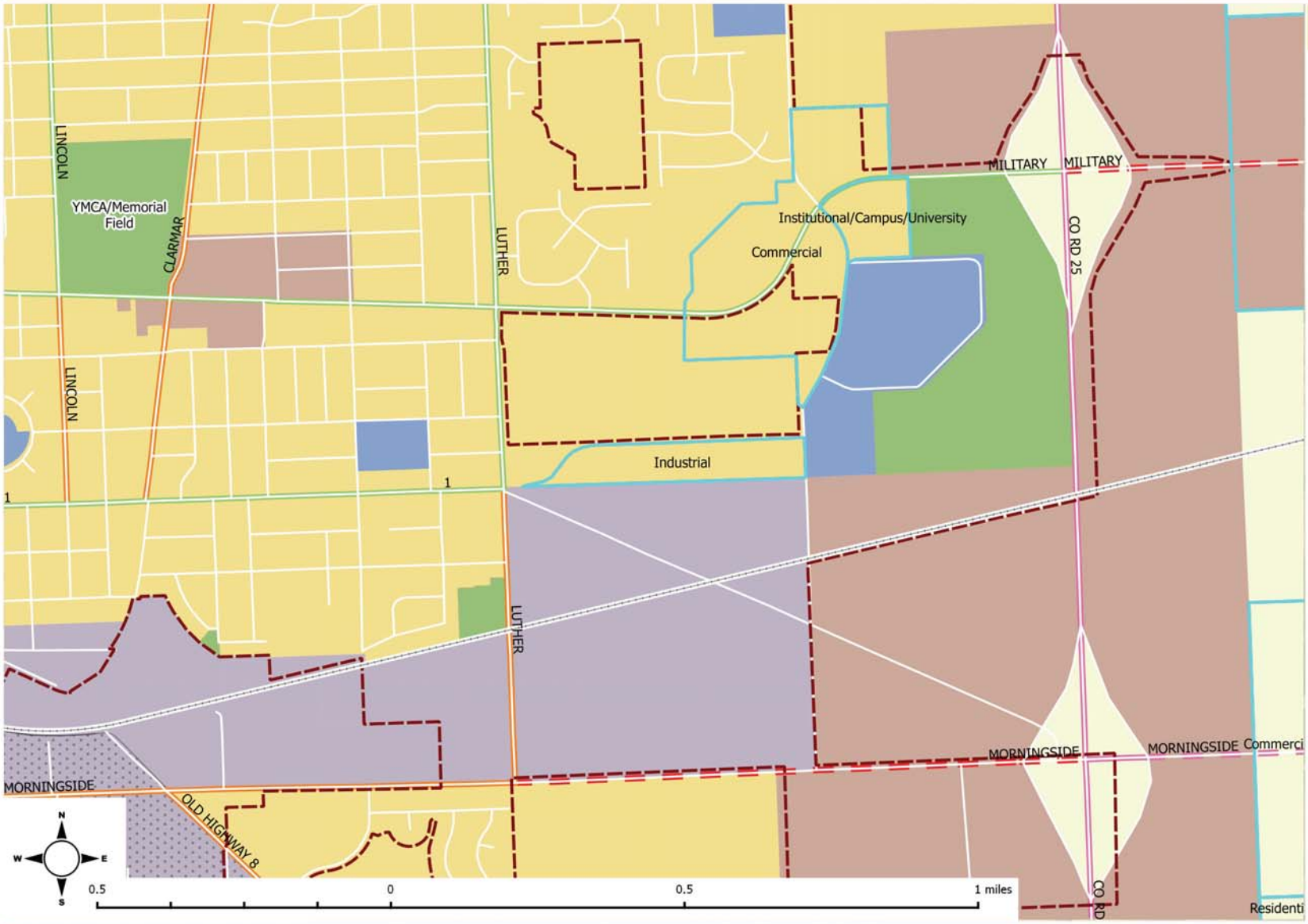
ATTEST:

_____

Tyler Ficken, City Clerk

Map 2.1. , Future Land Use Plan

Adopted . .



Map Legend

- City Limits
- Inglewood
- Railroad
- Wellhead Protection Area

Floodplain

- 100-Year Floodway
- Zone AE
- Zone A0-2

Future Land Use

- Rural
- Residential
- Commercial
- Industrial
- Parks and Open Space
- Institutional/Campus/University
- Aviation/Airport
- Downtown (Urban)

Zone AE: Areas with a 1% annual chance of flooding

Zone AO-2: Areas with a 1% or greater annual chance of shallow flooding

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Exhibit X