

An aerial photograph of a town, likely Gretna, is shown with a semi-transparent green overlay. The image features a white circular graphic in the top left corner and two vertical white bars of varying heights in the bottom left corner. A white archway is centered over the town, containing a green leaf icon and the text 'GRETNA COMPREHENSIVE PLAN'.

GRETNA COMPREHENSIVE PLAN

it matters.

FEBRUARY 2025



CITY OF GRETTA

Established 1886

204
N. McKenna Ave.

MUNICIPAL OFFICES
Nov 1971

GRETTA SENIOR CENTER



ACKNOWLEDGMENTS

CITY OF GRETNA COMPREHENSIVE PLAN

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CHAPTER 1





CHAPTER 1

SETTING

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Gretna Water Tower

SETTING THE STAGE

The Gretna 2040 Comprehensive Plan is a strategic blueprint created by and for the people of Gretna, emphasizing the importance of our collective future, community, and city. This essential governance document articulates the city’s long-term vision and strategic goals for the next 10 to 20 years, guiding growth and development. Addressing the distinct challenges and opportunities unique to Gretna, the Plan emerged from a collaborative process involving local residents, businesses, leaders, and community partners. It outlines actionable strategies in key areas such as downtown revitalization, multi-modal transportation, land use, neighborhoods and housing, and overall quality of life enhancement. This cohesive framework is designed to steer citywide efforts towards fostering a more prosperous, resilient, and sustainable future for all of Gretna.

OVERVIEW

In 2023, the City of Gretna, Nebraska, embarked on a transformative journey to develop a new Comprehensive Plan, a visionary roadmap designed to shape the community’s physical, economic, and social landscape over the next 10 to 20 years. This Plan emerged from an analysis of the City’s current conditions – its downtown, housing, economic landscape, infrastructure, and urban design – along with extensive collaboration and input from the residents and stakeholders who represent the voices of Gretna.

Nestled in western Sarpy County, just 20 miles southwest of Omaha and 40 miles northeast of Lincoln, Gretna stands out as one of the fastest-growing cities in Nebraska's most rapidly expanding county. With a population exceeding 9,000, Gretna boasts an exceptional education system, strategic proximity to a regional transportation network, a historic downtown, and vibrant commercial corridors, including the renowned Nebraska Crossing mall. The city has gained recognition for its quaint

small-town charm and close-knit community that supports a wealth of educational, civic, and social resources dedicated to fostering community spirit.

As Gretna continues to experience rapid change, the Comprehensive Plan is crucial for guiding this expansion and ensuring the community plays an active role in shaping the city's future. The planning process has culminated in a holistic, forward-looking document addressing key issues

such as sustainability, resiliency, and economic development. Most importantly, this Plan leverages what makes Gretna unique, preserving its charming small-town atmosphere while embracing new opportunities for residents and businesses alike.

Gretna Public Library
736 South St



THE PLANNING PROCESS

The Gretna Comprehensive Plan update began in May of 2023 and spanned three phases:

Phase 1 - Engage & Assess: The purpose of Phase 1 was to gain a thorough understanding of Gretna’s current conditions and community needs. Dynamic and inclusive community engagement involved a wide range of voices, including residents, businesses, committees, and public agency representatives. The analysis and engagement established a foundation of knowledge, summarized in the State of the City report that guided the formation of this Plan.

Phase 2 - Envision: During Phase 2 the planning team worked with City leaders and stakeholders to generate a collective community vision and strategy for future land use and development. Several visioning sessions and workshops provided opportunities to explore a variety of planning ideas. This idea exchange introduced a series of solutions to address issues and opportunities related to housing, economic development, downtown and neighborhood improvements, natural resources and open space, thoroughfares, and mobility.

Phase 3 - Plan & Implement: Phase 3 is where the Plan came to life. The Planning Team and City finalized the vision and goals and crafted implementable strategies. An implementation framework includes performance metrics, phasing approaches, departmental responsibilities, and local partnerships to ensure the success of the Plan. The Plan contains numerous strategies and recommendations, as well as a roadmap for realizing the community’s shared aspirations.

Public Art,
Nebraska Crossing



ENGAGE & ASSESS



ENVISION



PLAN & IMPLEMENT

CONTRIBUTING PLANNING EFFORTS

The City of Gretna has dedicated time and resources to several previous planning efforts that provide a foundation for the Gretna 2040 Comprehensive Plan:

PLANGRETNA: GRETNA COMPREHENSIVE PLAN | 2009

The City adopted the PlanGretna Comprehensive Plan in Spring of 2009 and incorporated updates in 2014, 2017, 2020, and 2022. The original Plan was a joint effort between the City of Gretna, the School District, and the Gretna Area Development Corporation. The Comprehensive Plan promotes orderly growth and development for the City, provides policy guidelines, and enables citizens and elected officials to make informed decisions about the future of the City. It includes an overarching vision statement and key goals, objectives, and policies organized by topic. The future land use and character areas outline a roadmap towards implementation.

THE CROSSINGS CORRIDOR MASTER PLAN | 2022

The City of Gretna adopted The Crossing Corridor Master Plan in 2022 to identify a unified vision and a plan for the growth and development of the Highway 6/31 and I-80 corridor area. The plan builds on the creation of Gretna Crossing Park, opened in September 2023, at the northern end of the corridor. The process began in response to recent growth activity and development interest in the corridor and resulted in a detailed plan including desired mix of land uses, design criteria, infrastructure needs, and a funding and implementation strategy. The plan is built on the following goals that serve as a foundation for this Plan:

- Leverage the proximity of Interstate I-80 and the community's position between Omaha and Lincoln to help ensure the long-term fiscal health of Gretna.
- Create a unique identity for Gretna Crossing that is welcoming to all, by being respectful of Old Town Gretna while looking to the future.
- Enhance Gretna's quality of life by promoting walkability and bikeability through a diverse mix of commercial and residential development within Gretna Crossing that is for residents, workers, and visitors.
- Enhance the recent park and recreation investment to connect the surrounding Gretna community through recreation and trail systems, allowing this to be the core of the community's fabric.

Gretna Crossings
Corridor Master Plan



COMPREHENSIVE PLAN PURPOSE



Gretna High School
11335 S 204th St

A Comprehensive Plan is a vital instrument for a city's growth and development. It serves as a guiding vision, actionable roadmap, development framework, and decision-making aide. Additionally, it acts as a record of the community's desires and needs, outlining the goals and the strategies required to achieve them. For a rapidly evolving community like Gretna, the Comprehensive Plan assumes an especially critical role. Every decision made today can significantly influence the city's future form, livability, and overall character. The following are the key purposes of the Gretna 2040 Comprehensive Plan, each an essential component:

- **Long-term Vision.** The Comprehensive Plan establishes a long-term vision for the future, detailing the necessary strategies and goals required for its realization. This document serves as a reference point and guidance tool for local leaders in their decision-making processes.
- **Land Use and Development Framework.** This framework helps organize and manage urban growth effectively, defining how land within the city should be utilized—whether for residential, commercial, industrial, recreational, or other purposes.
- **Public Investment Guide.** In many municipalities, the Comprehensive Plan holds legal status, serving as a guiding document for zoning and development decisions. Local authorities use it as a foundation for land use determinations and the ongoing refinement of zoning regulations.
- **Public Input.** The planning process involved extensive community input and engagement, ensuring the viewpoints and preferences of both residents and stakeholders are integrated into the Plan.
- **Evolving.** The future is unpredictable and the Plan serves as a flexible document to evolve with the community's changing needs. A continual evaluation and update of the Plan will be crucial to assess milestones and amend city priorities.

PLANNING IN NEBRASKA

Nebraska State Statute requires the inclusion of certain elements within a comprehensive plan. The inclusion of these elements is meant to guide anticipated long-range future growth. The Gretna Comprehensive Plan includes each of these elements, which are described below.

- **Land-use element.** Designates the proposed general distributions, general location, and the extent of the uses of land for agriculture, housing, commerce, industry, recreation, education, public buildings and lands, and other categories.
- **Transportation & Mobility.** Determines the general location, character, and extent of proposed major roads, streets, highways, and other transportation routes and facilities.
- **Community Facilities.** Identifies the general location, type, capacity, and area served of present and needed community facilities including recreation facilities, schools, libraries, public buildings, and public utilities and services.
- **Energy Element.** In 2010, Nebraska Legislators passed LB 997, which requires all municipalities and counties, to adopt an energy component into their comprehensive plan. The energy element focuses on energy infrastructure and energy use by sector, utilization of renewable energy sources, and the promotion of energy conservation measures.
- **Annexation Study.** The annexation element maps and identifies annexable areas, their land use patterns, and sets standards or qualifications for the city to consider annexation.

'Gretna Fire and Rescue is a fire department composed of paid and volunteer individuals who perform fire suppression and other related emergency services for the Gretna community.'

- Gretna Fire & Rescue

Gretna Fire Museum
414 W Angus Rd



GRETNA 2040 PLAN FRAMEWORK

A plan framework provides a roadmap for achieving a community’s vision for the future. The Gretna 2040 Comprehensive Plan is organized into five guiding principles that reflect the community’s values and steer the City towards its 2040 goals. The Plan adopts a systems approach, allowing for the interrelationships among various city components, such as transportation, housing, infrastructure, and community character. Each principle is supported by goals, strategies, and actions, offering a clear path to implementation.

Local Gretna Residents



VISION

A statement of the community’s desired future.

GUIDING PRINCIPLE

Key topic area reflective of the community’s values formed through extensive community engagement.

GOAL

Overarching statement of aim and general outcome the community seeks to achieve to realize its vision.

STRATEGY

Measurable and specific course of action to accomplish the goal.

ACTION

A task or step required to advance the strategies.

GRETNA 2040



OUR VISION

In 2040, the City of Gretna thrives as a vibrant and active city that experiences significant managed population and employment growth within the municipal boundary and the surrounding Extraterritorial Jurisdiction (ETJ). Growth and development strategically concentrate in and around key economic districts including Gretna Landing, The Crossings Corridor, and Downtown Gretna, as well as along major commercial corridors including Nebraska Route 370 (N-370), US Route 6 (US-6), and Interstate 80 (I-80). Local planning initiatives and economic development strategies enhance quality of life, activate downtown Gretna, bolster connectivity networks, diversify the land use mix, and cultivate vibrant economic centers.

Downtown Gretna: The downtown area is charming and historic, anchored by active commercial uses that foster community events like the Farmers Market and Gretna Days. It provides a safe, walkable environment with diverse businesses and placemaking initiatives that attract locals and visitors. More residential options emerge in the downtown and surrounding neighborhood, including townhomes, low-rise apartments, and small-lot single-family homes.

Housing and Neighborhoods: Residential development is diverse, offering a variety of housing options at varying price points bringing in new young families, the workforce, and providing options for empty nesters.

Economic Centers: The growth rate has accelerated as the local economy expands and diversifies, leveraging the community's strategic location in the region. A new vibrant community center east of US-6 spurs mixed-use development and activates the area surrounding Gretna Crossing Park.

The Corridors: Zoning regulations and a wayfinding & signage program have strengthened Gretna's visual identity along US-6 and N-370. A new interchange alleviates traffic patterns on both highways and brings to life a new commercial corridor. New commercial and mixed-use sites along the corridors provide a range of commercial services and mixed-uses and meet the demand of a growing population.

Parks & Open Space: Gretna is well-served by parks and open space and a City-wide transportation initiative introduces a community trail system connecting City assets, neighborhoods, and amenities.

Infrastructure & Services: Utility extensions, transportation improvements, and protection of environmentally sensitive areas expand to support residents and new development.

'In 2040, the City of Gretna thrives as a vibrant and active city.'



Gretna Crossing Park
21280 Capehart Rd

GUIDING PRINCIPLES

Engagement with residents, businesses, city staff, and other important stakeholders revealed Gretna's needs, the community's desires, and the city's most beloved features. Each of the Guiding Principles represents a key aspect of Gretna - a primary topic area - that is supported and fostered by the Comprehensive Plan.

1

LIVABLE NEIGHBORHOODS

Foster livable neighborhoods that offer housing diversity, walkability, and access to premier amenities, services, and green spaces.

Key Strategies Address:

- Attainable Housing Options
- Housing Product Diversity
- Mixed-Use Development
- Infill Residential Development

2

HARMONIOUS GROWTH

Build a diverse economy that includes a balanced land use mix, distinct commercial corridors, and resilient employment centers to cultivate a sense of place and contribute to a human-scaled walkable city.

Key Strategies Address:

- Balanced Land Use Mix
- Annexation Strategy
- City-Wide Economic Development
- Commercial Corridors
- Interstate-80
- Industrial and Manufacturing
- New Mixed-Use City Center
- High-Quality Design & Identity

3

AUTHENTIC DOWNTOWN

Reimagine Gretna's historic city center as a "Hometown Downtown," an authentic place offering opportunities for the whole community.

Key Strategies Address:

- Downtown Housing
- Creating an Identity
- Placemaking and Urban Design
- Business Development
- Programming and Events

4

ROBUST MULTI-MODAL CONNECTIVITY

Integrate a robust mobility network to support growth, facilitate connectivity, and accommodate a wide range of users including cyclists, pedestrians, and vehicles.

Key Strategies Address:

- Efficient Roadway Network
- Public Transportation and Micromobility Options
- Interconnected Trail System
- Traffic-Calming and Pedestrian Safety Improvements

5

THRIVING QUALITY OF LIFE

Provide high-quality community facilities, services, parks, and infrastructure to meet the growing needs of residents and businesses, enhance their quality of life, promote health and wellness, and incorporate sustainable practices.

Key Strategies Address:

- Expansion and Maintenance of Parks and Open Spaces
- Conservation of Natural Areas
- Government Efficiency
- Premier Community Facilities and Services
- Utilities and Infrastructure
- Energy Conservation and Sustainability

CHAPTER 2





CHAPTER 2

GRETTNA

YESTERDAY

& TODAY

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Hy-Vee
10855 S 191st St

GREटना YESTERDAY & TODAY

To chart a path forward, we must understand who we are today. This section offers a snapshot of Greटना, including its history and demographic profile as well as an assessment of housing, land use, zoning, parks and open space, community facilities, and energy consumption. For a more comprehensive review of existing conditions, refer to the State of the City report, developed during the initial phase of this planning process.

RELATIONSHIP TO THE REGION

Greटना is one of five municipalities within Sarpy County, the smallest county in the state of Nebraska by geography, covering just 241 square miles. Despite its size, Sarpy County has the third-largest population in the State. Greटना stands out as one of the fastest growing cities in the county, with a 2024 estimated population of 10,128. In 2021, Greटना was designated a city of the first-class and continues to experience significant growth and development within its Corporate Limits and throughout the Extraterritorial Jurisdiction (ETJ), the two-mile planning jurisdiction boundary surrounding the city.

Historically, the City of Greटना has been a rural bedroom community, offering residents excellent schools and small-town living. Located southwest of Omaha and northeast of Lincoln, the city benefits from its proximity to these major urban centers. Interstate 80 runs along Greटना's eastern border, providing convenient access to both cities and nearby employment hubs. Nebraska Crossing, one of the state's largest retail centers, caters to the local residents and attracts regional visitors, infusing vitality and commerce into the city. Additionally, Sarpy County's abundant natural resources, including the Platte, Elkhorn, and Missouri Rivers provide Greटना residents with easy access to outdoor recreation.

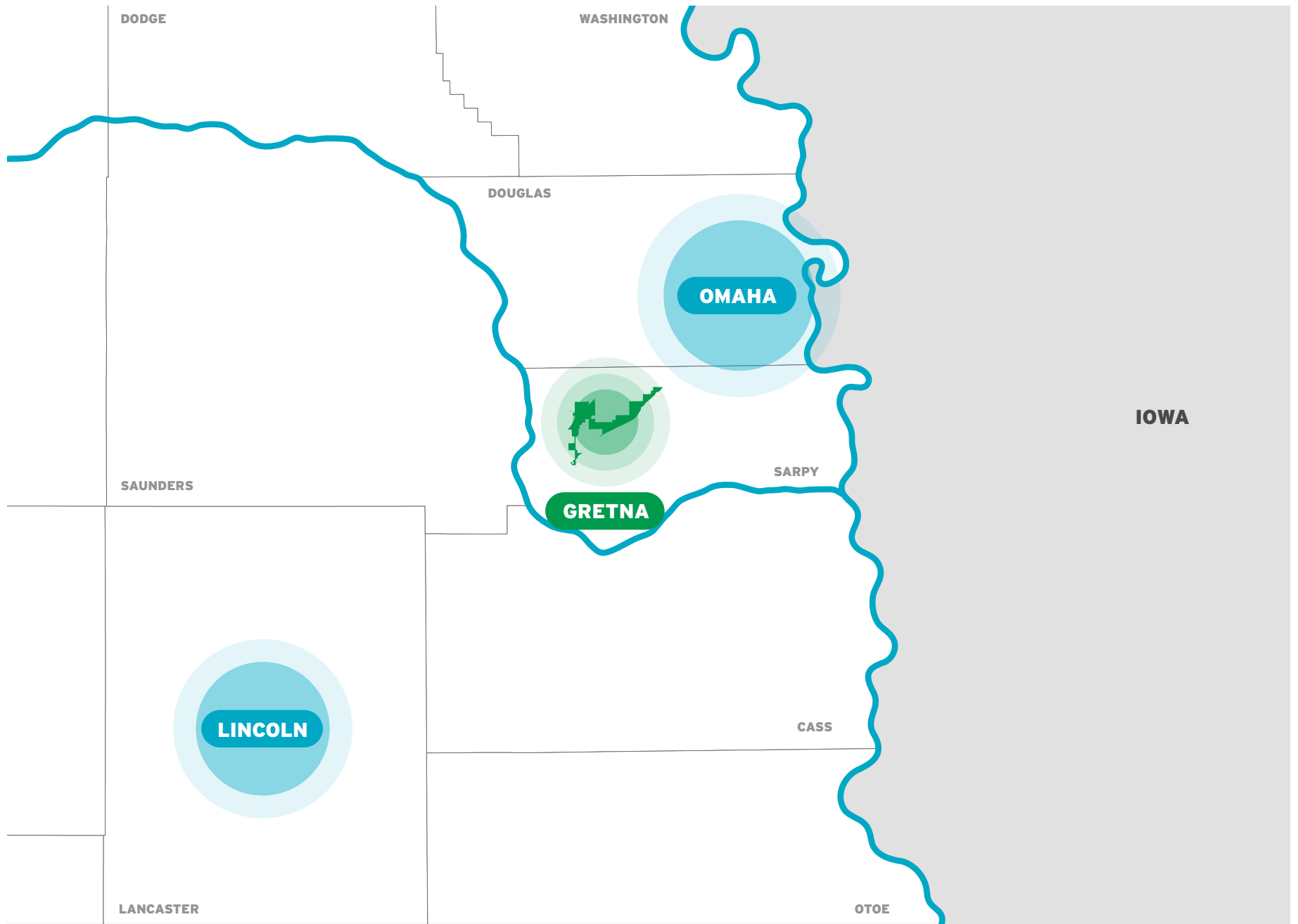


Figure 1: Regional Map

LOCAL HISTORY

EARLY SETTLEMENT AND AGRICULTURAL GROWTH:

Gretna's origins trace back to the summer of 1886, when the Burlington Railroad constructed a short line between Omaha and Ashland. Recognizing the promise of this location, the Lincoln Land Company conducted a survey and laid out the town site of Gretna in 1887. By July 1889, Gretna had achieved incorporation as a Village. The inspiration for the community's name came from Scotland's Gretna Green, the ancestral homeland of some of its earliest settlers.

During its formative years, Gretna's economy, like many other Midwestern towns, centered around agriculture. The fertile land in the area provided ample opportunities for farming and livestock raising. The late 1800s saw a pivotal development with the arrival of the Burlington Railroad, which significantly contributed to Gretna's growth by facilitating the transportation of goods and people. As transportation improved and the population grew, businesses expanded, and the community diversified its economy. The first business in Gretna was a general store located along what would become the town's main street. Founded by Gus and Clem McKenna, the main street evolved to become McKenna Avenue as businesses expanded.

RECENT GROWTH AND CHALLENGES:

With improvements of transportation and infrastructure, Gretna gradually transformed from a small farming community into a suburban area. During the latter half of the 20th century, Gretna experienced substantial suburban expansion, largely influenced by its proximity to Omaha, Nebraska's largest city, as people sought a balance between rural and urban living. This led to an increase in residential developments, economic centers, and community amenities.

In recent years, Gretna experienced significant growth due to a 2021 annexation that nearly doubled the physical footprint and population of the community. This expansion has brought about challenges related to urban planning and infrastructure as the community seeks to accommodate new residents and maintain its small-town character.

Today, Gretna stands as a thriving community with a mix of residential, commercial, and agricultural areas. Its strategic proximity to Omaha and convenient access to major highways renders it an attractive place for residents and businesses alike. While modern developments have transformed the city, Gretna still retains its historical charm and continues to honor its heritage.



Gretna Outdoor Aquatic Center
12358 S. 208th Ave



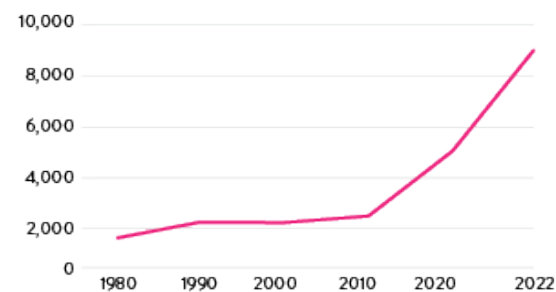
Historic July 4th Parade along McKenna Avenue

COMMUNITY PROFILE

POPULATION

In recent decades, Omaha, Sarpy County, and the City of Gretna have all experienced growth, but Gretna's growth rate has surpassed both. The rapid influx of new families, platting of new homes, and expanded city boundaries through annexation complicate population quantification and trend analysis for the city. The Decennial Census of Population, the most reliable source, reports the city's 2010 population at 4,441 and the 2020 population at 5,083, indicating growth of 14 percent over ten years. In 2021, the city annexed approximately 3,000 acres and the following year's 2022 American Community Survey (which represents a sampling rather than a full count) estimated a city population of 9,019. ESRI, the widely used demographic services provider, estimates a 2024 city population of 10,128, which is in line with

Figure 2: Gretna Population Trends [1]



[1] 1980, 1990, 2000, 2010, 2020 Census of Population; 2022 American Community Survey.

the 2022 ACS, and ESRI forecasts a 2029 population of 10,764 (not anticipating additional annexation). ESRI estimates the 2024 population of the ETJ at 15,714, excluding the City of Gretna.

Population forecasts for the city and the ETJ are subject to many variables, but the current development pipeline and recent studies suggest accelerated growth will continue and that population growth will outpace current forecasts. The City's professional staff believes Gretna's 2050 population will reach 40,000 to 50,000, when accounting for anticipated annexations in the ETJs. This estimate is based on available developable land, current development pace, and anticipated density.

Population growth of this scale places pressures on small city resources, including road and transportation networks, utilities, and schools. It also creates social stresses as Gretna continues its evolution from a small farming town to a bedroom community and now a small city.

There is no single explanation behind Gretna and the Planning Area's rapid growth. Sanitary and Improvement Districts (SIDs) in Sarpy County, which provide a financing tool for development costs to build new subdivisions on raw land, account for some of the growth; some can be attributed to general regional growth; and some to the attraction to Gretna's well-regarded school system and quality of life.

Sanitary and Improvement Districts (SIDs)

SIDs are enabled by state legislation and allow the issuing of bonds and levying of assessments to pay for the provision of streets, sewers, power, and parks for new development. In this way, SIDs reduce the costs of growth for the city by transferring the costs to the future homes on the land. The homeowners within the SID then carry the full financial burden of the infrastructure. SIDs typically cost a homeowner from \$200 to \$500 per month in assessments.

There are mixed views on the advantages and disadvantages of SIDs in financing new development, but the assessments increase housing costs within the districts, which affects affordability, especially for first-time home buyers.

Nebraska is the only state that uses this financing tool for residential development. Other financing solutions like general obligation bonds and tax increment finance (TIFs) are considered less politically achievable.

HOUSEHOLD SIZE

Household size provides one insight into the composition of Gretna’s population and housing needs. The number of children at home and multi-generational families residing together influence the average household size. Gretna’s average household size, at 2.94 persons, is relatively large when compared to Sarpy County and Omaha. [2] (For reference, the average US household size is 2.5.) Larger household units could have planning implications for housing sizes and configurations.

Figure 3: Average Household Size, 2023



Gretna is a relatively young City with many households in their family formation years. The median age for the community is 34.6 years, slightly younger than Sarpy County (35.0 years) and Omaha (36.1 years). The region is notably younger than the US’s median age of 38.1 years. [3]

Within the age spectrum, Gretna’s proportion of people in the 35-44 age bracket, the ages when many families are raising children, exceeds Sarpy County and Omaha. Gretna’s population under 18 years

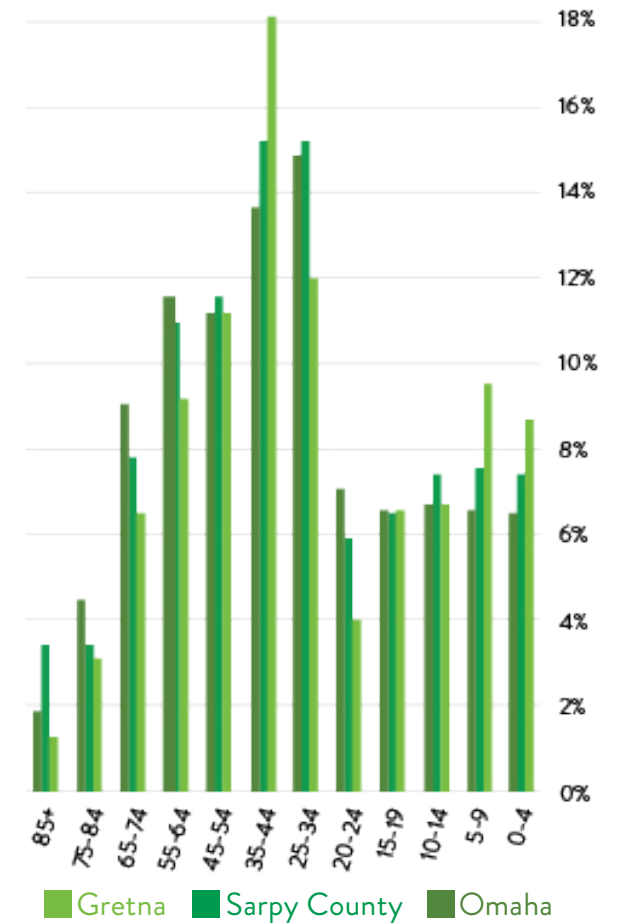
old also exceeds that for the surrounding region (25 percent of the population) and 48 percent of Gretna households include children living at home. [4]

The spread of age across Gretna’s population reveals other characteristics: there is a relative underrepresentation of people in their 20s and early 30s, suggesting that young adults do not remain in the community after high school and college. There may be many explanations for this, including job availability and lifestyle preferences, but one reason is almost certainly the cost of housing and the availability of starter homes or apartments. At the other end of the age spectrum, older adults in their late 60s through early 70s are also underrepresented. These are likely empty nesters whose housing needs may have changed.



Historic Downtown Home

Figure 4: Population By Age Bracket



[2] ESRI 2023.

[3] ESRI 2023.

[4] American Community Survey, 2021.

GENERATIONAL DIFFERENCES

Viewing the age distribution by generation reveals other population characteristics. Millennials and Generation Z are almost equally represented in the city, but their differences in life stage are important. [5]

Table 1: Population by Generations

GENERATION	AGE IN 2023	PERCENT OF POPULATION
Generation Alpha / Polars (Born 2017 or later)	Less than 7 years old	13%
Generation Z (Born 1999 to 2016)	7 to 24 years old	26%
Millennials (Born 1981 to 1998)	25 to 42 years old	27%
Generation X (Born 1965 to 1980)	43 to 58 years old	19%
Baby Boomers (Born 1946 to 1964)	59 to 77 years old	13%
Silent & Greatest Generations (Born 1945/Earlier)	78 years and older	3%

Characteristics of Millennials

Millennials, now 25 to 42 years old, are the largest living generation in the US and they comprise 27 percent of Gretna’s population. They are now in their prime adult years, which includes family formation and child-rearing. Their coming of age continues to influence society in significant ways.

- Most Millennials are digital natives, having adopted online tools in childhood. Today, they do much of their shopping online and (for those who are knowledge workers) much of their work online.
- They are mostly the children of Baby Boomers. The Recession of 2008 impacted their lives by slowing their ability to reach certain life milestones, like living independently or buying a car or house. While Millennials have largely recovered economically, the Recession interrupted their path and influenced their goals.
- Millennials as a generation live a “slow life” strategy: They marry later, they wait longer to have children, and have fewer children. Past generations had more established families by the time they were the ages that Millennials are now. And fewer Millennials have children at all compared to previous generations.

Gretna Days



[5] ESRI 2023.

- As a result of smaller families, some Millennials have greater spending discretion than previous generations. They may also need smaller homes with fewer bedrooms.

Characteristics of Generation Z

Gen Z, now 7 to 24 years old, makes up 26 percent of Gretna’s population. Because this generation currently spans a wide range of life stages, from childhood through teens and young adults, some aspects of who they will become are still unknown. Members of Gen Z, who were all born after 1999, have never known the world without the internet. Everyone in this generation is a digital native, which has affected how they socialize, communicate, and work. [6]

- Gen Z is the most racially and ethnically diverse population in the US that has ever lived. They continue to push the boundaries of class, sexual orientation, and gender identity, adopting a different set of values from their parents. At the same time, this is a generation that has struggled with high rates of anxiety and mental health challenges.

- In a related public health concern, members of Gen Z are less physically active than the generations that preceded them. Increased screen time which has taken the place of after-school and after-work outdoor activities like pick-up games largely attributed to less active lifestyles. The trend is also socially isolating and has been associated with Gen Z’s increased mental health burdens. Related to the benefits of physical activity, it is notable that Gretna recently opened Gretna Crossing Park.
- Following in the footsteps of Millennials, Gen Z has also adopted a “slow-life strategy”. They have waited longer to get their driver’s license, drink alcohol, date, or work for pay. In general, they have been slower to move into independent roles of adulthood, including getting married and having children.
- Gen Z is more politically active than Millennials who preceded them, but not necessarily in the ways one might expect of a youthful population. They believe the odds are stacked against them in life and this has led to political polarization within the cohort.



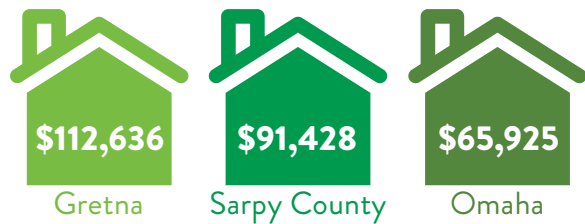
Gretna Days

[6] Characteristics of Generation Z and Millennials are drawn from Jean M. Twenge, PhD, “Generations: The Real Differences Between Gen Z, Millennials, Gen X, Boomers, and Silents – and What They Mean for America’s Future” (Atria Books, 2023). For Generation Z, see pp. 345-450; for Millennials, see pp. 231-285.

INCOME

The median income for Gretna households in 2023 is estimated at \$112,636, higher than Sarpy County and Omaha. (As a point of reference, the US median is \$74,580.) While 2023 household income is an estimate, it represents a large jump from the median income reported in the 2020 Census. In inflation-adjusted 2023 dollars, Gretna’s median household income increased by 36 percent over the past three years. [7] This is likely a reflection of new, more expensive homes attracting wealthier families to the city.

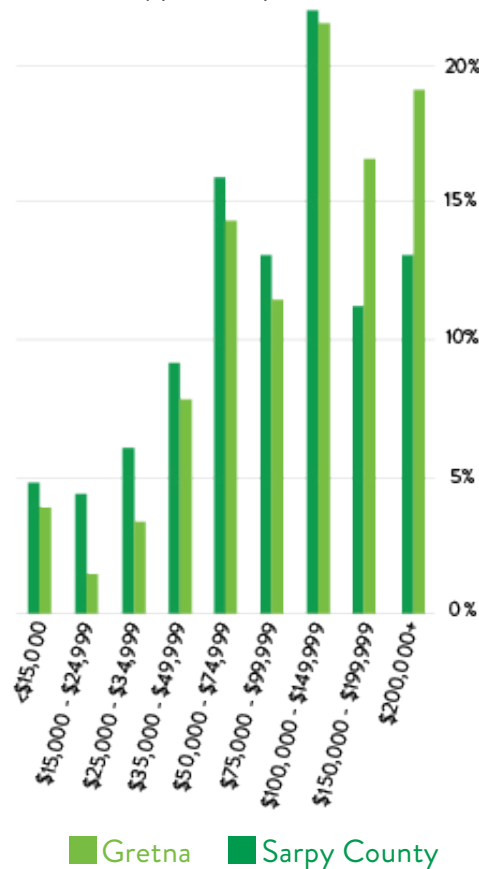
Figure 5: Median Household Income, 2023



Gretna Days

Higher incomes in Gretna can be seen in the distribution of households across income brackets in the chart below, with 57 percent of Gretna households earning over \$100,000 per year. The proportion of households earning more than \$150,000 far exceeds the proportion of households in the county at the same income levels.

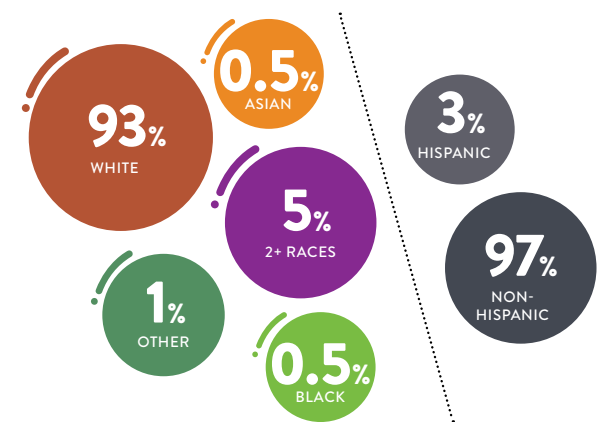
Figure 6: Household Income Distribution - Gretna and Sarpy County



RACE AND ETHNICITY

Gretna’s population has a low level of diversity, with 93 percent of the population identifying as white, and other races comprising less than 1 percent each of the total. The Hispanic population is also small, at 4 percent of the total. [8] One small observable change is the number of people who identify as “two or more races”, which was 1 percent in 2010 and is estimated at 5 percent in 2023. There is no clear single explanation for this shift, but it may be partially explained by some Hispanic persons of Central American ancestry self-identifying as “some other race” or “two or more races”.

Figure 7: Race and Ethnicity Distribution, 2023



[7] 2010 and 2020 Census; ESRI; The Lakota Group.

[8] ESRI, 2023.

EDUCATION

Education levels affect job qualifications, earning potential, and consumer preferences. Given Gretna’s highly regarded schools, the proportion of those over 25 years old with a bachelor’s degree or higher (27 percent) is somewhat lower than expected. It is the same rate as Sarpy County, but lower than the US rate of 38 percent. This data precedes annexations of the last three years, which increased Gretna’s population and changed its composition. Given local development trends, more expensive homes, and the professionals those homes are attracting, it is likely the proportion of college graduates will grow.

Even as post-secondary education is relatively low, almost everyone in Gretna finishes high school. The proportion of Gretna residents with no high school diploma is just 3 percent, which is similar to Sarpy County (4 percent) and much lower than the US (10 percent). [9]

Table 2: Educational Attainment, 2022

POPULATION OVER 25 YEARS	GRETNA	SARPY CO.	US
High School Graduate	29%	18%	26%
Some College, No Degree	18%	24%	19%
Associate’s Degree	10%	11%	9%
Bachelor’s Degree or Higher	27%	27%	36%
No High School Diploma	3%	4%	10%

EMPLOYMENT

About 75 percent of residents over 16 years old are in the labor force, with virtually no reported unemployment. The largest employment sectors for Gretna residents are in white collar professions, primarily in the fields of “Educational Services, Health Care, Social Assistance” and “Professional, Scientific, Management”. [10]

Figure 8: Employment Stats, 2021

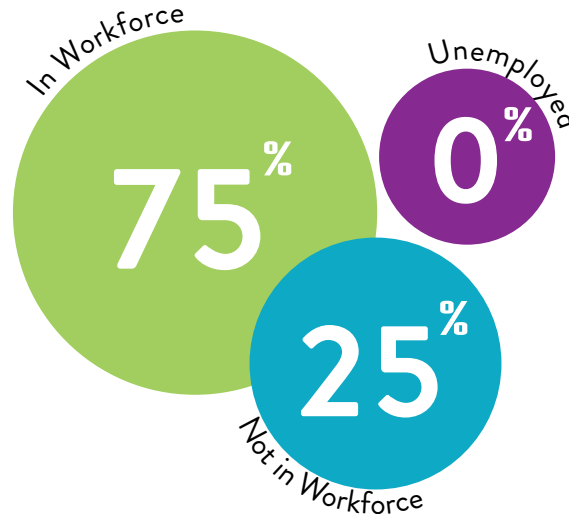
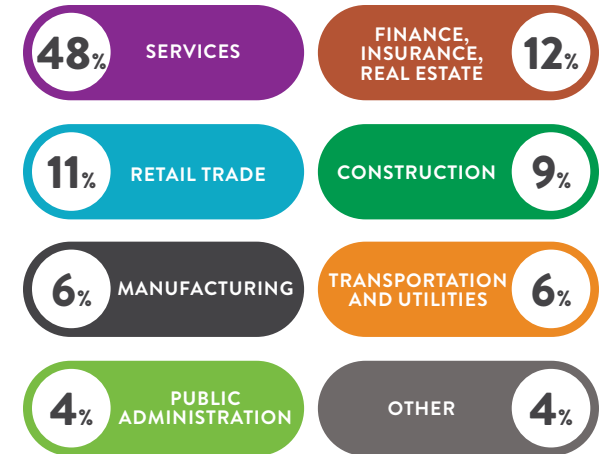


Figure 9: Employment by Industry, 2021



A majority (58 percent) of Gretna residents report commuting to Omaha for their primary job, with the next most common location being in Gretna itself (7 percent). [11] The most recent data precedes extraterritorial annexations and the doubling of Gretna’s population and represents 1,999 active workforce participants at the time of the survey. With recent population expansion and as new families move to Gretna’s new subdivisions, it is likely that these commuting patterns will shift to some degree.

[9] American Community Survey, 2022.

[10] American Community Survey, 2021.

[11] Census, Longitudinal Employer-Household Dynamics, 2020.

PARKS AND OPEN SPACE SYSTEM

The City of Gretna has a variety of regional, community, neighborhood, and mini parks that serve residents from Gretna and surrounding areas. The City of Gretna manages seven parks within the corporate City limits and two additional parks within the City’s ETJ. The total acreage of active recreational space within Gretna’s corporate limits is 414 acres, while the total acreage of park space outside of the corporate limits is 630 acres, including Chalco Hills, for a total of 1,044 acres.

LEVEL OF SERVICE ANALYSIS

The Level of Service Analysis (LOS) determines how well the City’s parks and nearby open spaces are serving the community’s current and future needs. The LOS analyzes both acreage and distribution to evaluate whether residents have access to green space. This analysis also includes the portion of the Chalco Hills Recreation Area that is located within the Gretna ETJ.

ACREAGE

A park acreage calculation determines whether the City provides the minimum amount of park area needed to serve Gretna’s residents. This analysis is based on the National Recreation and Park Association’s (NRPA) 9.9 acres per 1,000 population recommendation. Based on the acreage analysis, Gretna has a surplus of 372 acres of park within City limits and a total surplus of 831 acres for Gretna’s Planning Area. Gretna is well equipped to provide it’s residents with ample green space even as the city continues to grow.

Peterson Park
201 Cherokee Dr



Table 3: Recommended Park Acreage

LOCATION	POPULATION EST ESRI 2024	NRPA RECOMMENDED PARK ACREAGE
Gretna City Limits	10,128	100
Gretna’s ETJ	15,714	155
Gretna’s Planning Area	25,842	256

DISTRIBUTION

Distribution level of service analysis examines the geographic distribution of parks to determine whether they are accessible. The analysis determines the amount of people who are served by a particular park, with service areas varying by park type. The map displays these service areas, overlaying them to show which areas are best served by active recreation facilities. Darker areas on the map represent sections of the community that are served by multiple parks and recreation amenities.

The areas western portions of the City near downtown Gretna and the northeastern portions of the city near Chalco Hills are better served by active recreation areas. These parts of Gretna are predominantly residential, while underserved areas are primarily agricultural. Residential areas in the northeastern portion of Gretna are underserved by smaller community or neighborhood parks, but recreational amenities are available and accessible in the Chalco Hills Recreation Area. It may be necessary to develop smaller parks to better serve individual neighborhoods in this area. As areas near the outskirts of Gretna’s ETJ become developed, it may also become necessary to develop additional parkland and recreational resources.

Overall, 65.8 percent (16,023 residents) of Gretna’s total population, including those living within the ETJ, have access to one or more active recreation areas within a mile of their homes. To better serve the remaining 34.2 percent of the population, new park construction should be considered near higher density residential areas and near the sites of larger planned residential developments.



Leo Royal Memorial Park
20595 Lincoln Rd

Table 4: Gretna’s Parks and Open Spaces

PARK	TYPE	ACREAGE	SERVICE AREA (MILES)	WITHIN CITY LIMITS?
1. Founder’s Park Shelter	Mini	0.6	0.25	Yes
2. Chestnut Ridge Park	Mini	1	0.25	Yes
3. Peterson Park	Neighborhood	3.8	0.5	Yes
4. Plum Creek Park	Neighborhood	4.7	0.5	Yes
5. Lincoln Place Park	Community	8.9	1	Yes
6. North Park	Community	14.2	1	Yes
7. Leo Royal Memorial Park	Community	15.8	1	Yes
8. Gretna Crossing Park	Community	157.5	1	No
9. Chalco Hills Recreation Area	Regional	838.1	1	Partially
10. Marick Park	Community	16	1	No
11. WP-4	Regional	54	1	No
12. WP-2	Community	160	1	No
13. DS-19	Regional	285	1	Partially

Note: Parks 10-13 were not included in the distribution LOS.

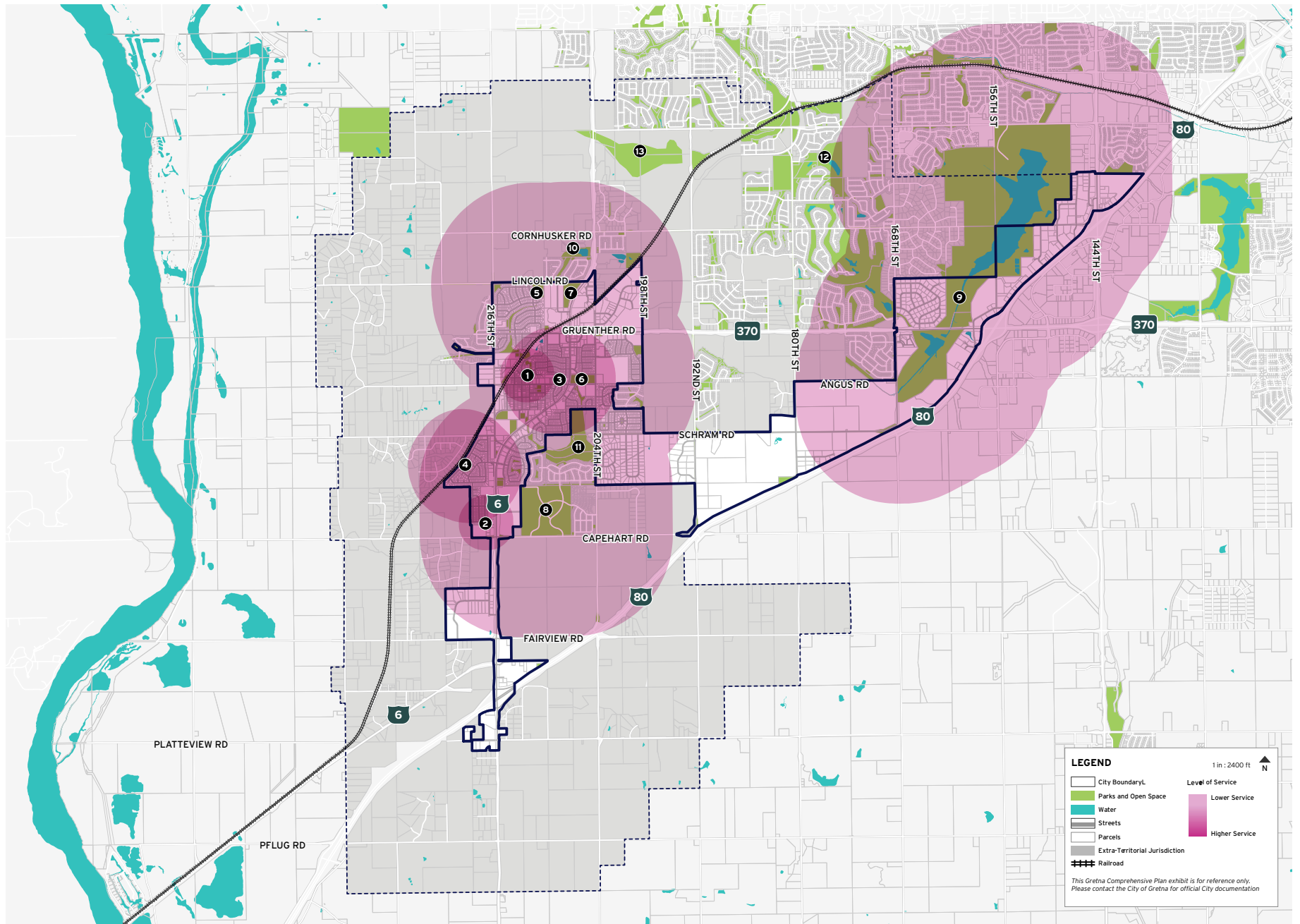


Figure 10: Parks and Open Space, Level of Service Analysis

COMMUNITY FACILITIES AND SERVICES

Community services are vital to the health and wellness of the City of Gretna. As the City grows and adapts for the future fostering the community services and facilities to handle this change is critical to the success of the City.

City Government: The City of Gretna operates under a council/mayor form of government, with an elected mayor and four council members. City services are managed from City Hall at 204 N. McKenna Avenue. Key departments include Administration, Tree Board, Building & Zoning, City Pool, Fire, Library, Parks & Recreation, Police, Public Works, and Water & Sewer Billing. The city recently purchased property adjacent to Gretna Crossing Park to develop a new community complex to support the city's growth and development.

Public Works: Responsible for maintaining streets, signage, parks, public spaces, pools, and water/wastewater systems, the Public Works Department has 26 staff members and is based at 20090 Husker Drive. They are developing a Capital Improvement Plan to address equipment needs and prioritize projects. With city growth, more staff and budget will be needed.

School District: Gretna Public Schools has 11 schools (eight elementary, two middle, two high) and employs 472 instructors and 325 support staff. The district spans 70 square miles and focuses on planning and building new facilities to accommodate growth.

Fire and Rescue: Serving western Sarpy County, Gretna Fire and Rescue is staffed by well-trained volunteers, with plans to hire up to 12 paid staff. The department handled over 15,000 calls last year and maintains modern equipment. Primary and secondary stations are located on Capehart Road and 168th Street, respectively, with aspirations for a new station on the northwest side of the city.

Law Enforcement: The Sarpy County Sheriff's Office provides law enforcement, with nearby offices in Springfield and Papillion. As Gretna grows, a city police department or additional Sheriff's office may be needed.

Library: Gretna has two libraries - the main Public Library at 736 South Street and the Children's Library at 119 McKenna Avenue. They offer book loans, internet access, and various programs. Only one facility operates at a time due to staffing shortages, despite membership doubling to over 6,000.

A Library Planning and Feasibility Study is underway to assess the need for a new facility and the new community complex plans to house the libraries.

Health Facilities: While there are no hospitals, numerous healthcare facilities along Highway 6 provide a range of medical services. Facilities include Methodist Physicians Clinic, Children's Physicians Center, and CHI Family Health. The growing population may necessitate future hospital development and expanded healthcare services.



Gretna Fire & Rescue, Station 2
10309 S. 168th St

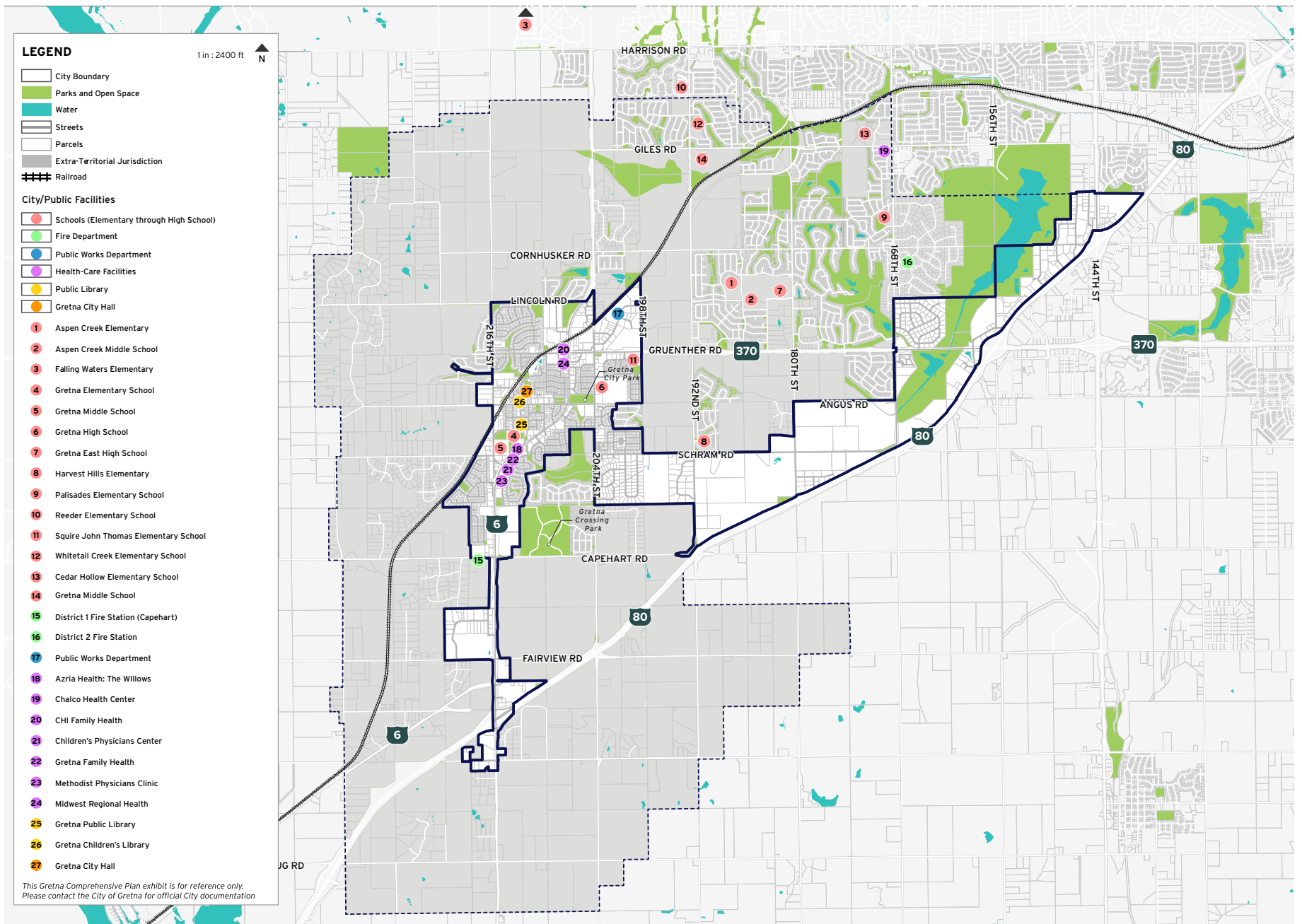


Figure 11: Community Facilities and Services

LAND USE

Land use is a pattern of physical development and arrangement of residential, commercial, industrial, and open space uses within a community. To plan for the future, a community must understand the current land use and development patterns and identify areas where new land uses may be beneficial or needed to meet future development goals. Gretna is experiencing increasing levels of growth and development pressures due to its proximity to Omaha and the available developable land within its Planning Area. Gretna has seen the surrounding ETJ shift from an agricultural and rural setting to a more suburbanized area over the last decade. These development pressures will have a drastic impact on the community and how the City takes shape. Considering the land uses that make up the Planning Area is critical to begin planning for future land use and development.

This section provides an evaluation of the community's existing land use within Gretna's Planning Area which includes the corporate limits and the surrounding ETJ. For the purposes of this planning process, a visual survey determined the current land use composition, using fieldwork, aerial analysis, and zoning/available data to cross examine the 2009 PlanGretna existing land use map.

A formal land use survey will need to occur to ensure the most up-to-date land use patterns.

Land use categories are divided into ten land use classifications:

- **Single-Family Residential.** Classifies single-family attached and detached properties and development.
- **Multi-Family Residential.** Classifies multi-family residential properties or development occupied by three or more families.
- **General Commercial.** Identifies commercial areas primarily along commercial corridors or neighborhood serving.
- **Highway Commercial.** Identifies commercial areas primarily along or adjacent to the interstate.
- **Industrial.** Identifies existing industrial uses.
- **Public/Institutional.** Classifies existing federal, state, or local governmental buildings, properties, and institutions.
- **Parks and Recreation.** Identifies all existing public and private land available for recreational, educational, and cultural use including parks, recreational facilities, and open space amenities.
- **Vacant/Undeveloped/Under Construction.** Identifies all land undeveloped or under construction that is generally open.
- **Agriculture and Open Space.** Classifies an area not intended for development or currently used for low intensity agriculture uses or contains open spaces such as woodlands or flood plains.



Gretna Open Space

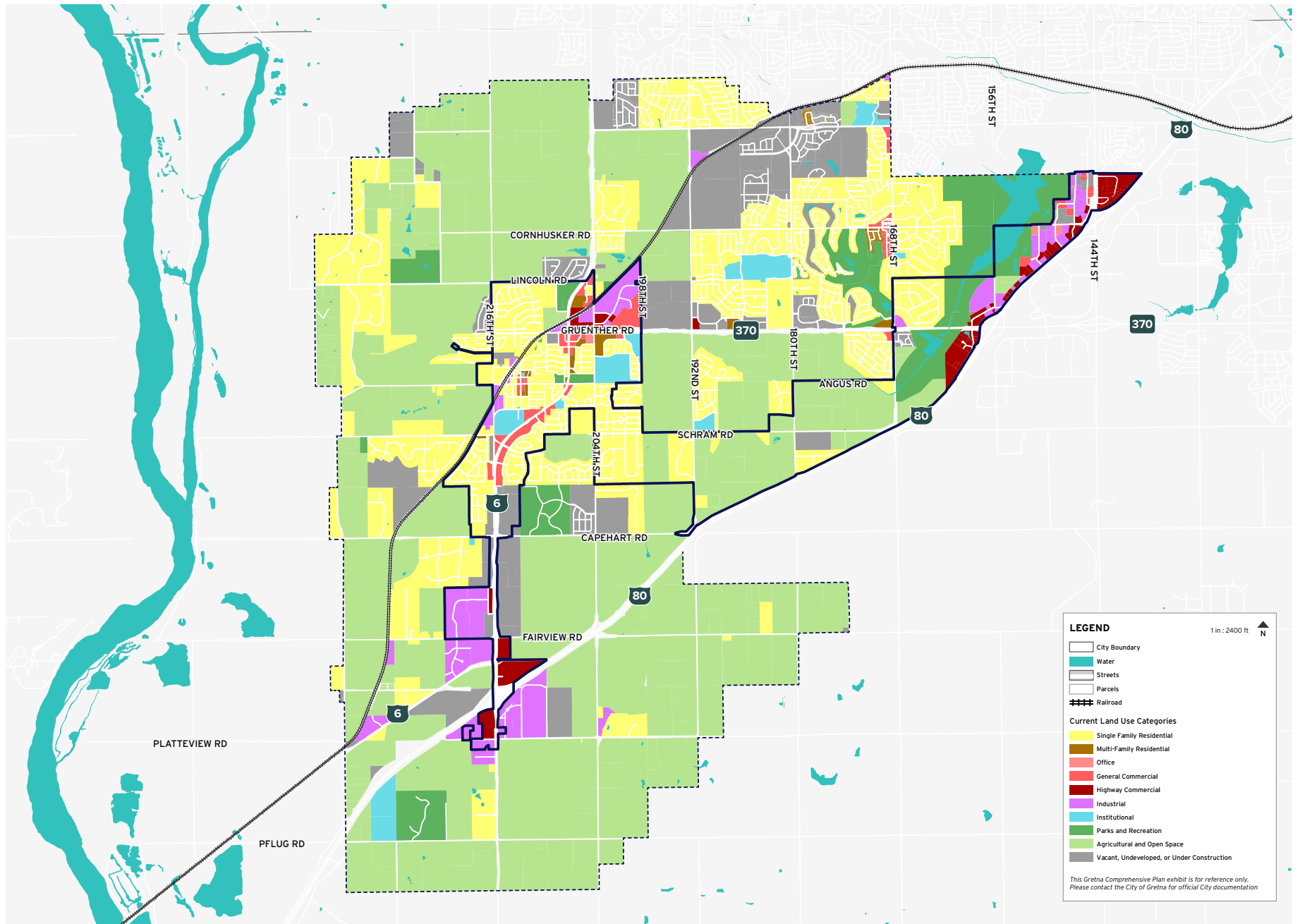


Figure 12: Existing Land Use

LAND USE ASSESSMENT

The assessment of existing land uses compares the area (in acres) within the corporate City Limits, lands within the ETJ, and within the entire Planning Area. The assessment examines developed versus undeveloped land to better understand potential growth areas. Developed lands include residential, commercial, industrial, institutional, and parks and recreation use while undeveloped areas include vacant, under construction, agricultural, and open space. Within the entire Planning Area, 34 percent is assessed as developed while 52 percent of land within City Limits is developed. Roughly 48 percent of City Limits is undeveloped while 66 percent of the Planning Area is undeveloped. The City should strategically plan for future growth and development opportunities within these undeveloped areas in order to introduce appropriate uses.

Table 5: Land Use Assessment

LAND USE CATEGORY	CITY		ETJ		PLANNING AREA	
	Acres	%	Acres	%	Acres	%
Residential	1515	26%	3613	20%	5129	21%
Single-Family	1433	25%	3577	20%	5011	21%
Multi-Family	82	1%	36	0%	118	0%
Commercial	468	8%	36	0%	423	2%
General	160	3%	30	0%	190	1%
Highway	295	5%	6	0%	301	1%
Office	13	0%	0	0%	13	0%
Industrial	589	10%	205	1%	793	3%
Public/Institutional	23	0%	319	2%	343	1%
Parks & Recreation	410	7%	1091	6%	1501	6%
Developed Land	3005	52%	5264	29%	8189	34%
Vacant	305	5%	2157	12%	2462	10%
Ag and Open Space	2498	43%	10900	59%	13397	56%
Undeveloped Land	2803	48%	13057	71%	15859	66%
TOTAL AREA	5808	100%	18321	100%	24048	100%

New Construction



Residential

Single-family residential uses account for 25 percent of Gretna's land use, 20 percent of the ETJ, and 21 percent of the entire Planning Area. Multi-family residential uses make up a small percentage of the land (zero to one percent) and are predominantly situated within City limits, clustered in areas off the main thoroughfares including at the intersection of Highway 370 and 204th Street, surrounding the downtown, and along Highway 6 between Angus Road and Lincoln Road. Residential land uses within the ETJ are mostly adjacent to corporate limits, with a significant portion north of Highway 370 surrounding Chalco Hills Recreation Area.

Commercial

Commercial uses make up only one percent of the entire Planning Area land uses and majority fall within Gretna's corporate city limits (8 percent of City area). Highway commercial is the most significant commercial category and concentrates near the key interchanges along I-80: 144th Street, Highway 370, and Highway 6. General commercial is confined to the heart of the City at the intersection of Gruenther Road and Highway 6, along Highway 6, and within the downtown along McKenna Avenue. Commercial along Highway 6 is characterized by pockets of strip centers with more auto-oriented uses while commercial

in the downtown is within more traditional storefronts along a pedestrian-oriented street. General commercial within the ETJ is concentrated at the intersection of 168th Street and Cornhusker Road in newer shopping centers.

Industrial

Industrial uses comprise 3 percent of the Planning Area's land use and are concentrated within corporate city limits at two prominent industrial areas. One is north of the intersection of Gruenther Road and 204th Street and the other is west of Highway 6 along Fairview Road. Industrial uses within the ETJ are adjacent to City limits and concentrated south of the I-80 and Highway 6 interchange.

Public/Institutional

Public and institutional uses make up three percent of the Planning Area and include schools and government buildings. Most institutional and public uses are strategically located within neighborhoods to provide residents access to services.

Parks and Recreation

Parks and Recreation uses make up six percent of the Planning Area and include public and private recreational areas and facilities. Gretna Crossing Park, Chalco Hills Recreation Area, and Tiburon Golf Club are the largest recreational facilities surrounding Gretna in the ETJ.

Other

Vacant and agricultural and open space are the most significant land use designations in the Planning Area. Agricultural and open space comprises the majority of the Planning Area uses (56 percent) and 43 percent of corporate city limits. This area includes active agriculture and open space. A smaller but notable portion is vacant, undeveloped, or under construction – 5 percent of the city limits and 12 percent of the ETJ. This area is of importance to note because of its potential for future growth. Consideration of the types of future uses for these areas is vital in shaping the character and identity of Gretna.



ZONING



The City of Gretna last comprehensively updated their zoning ordinance in 2017. The purpose and intent of the ordinance is to promote the health, safety, and general welfare of the community in accordance with and to implement the goals, policies, and proposals from the comprehensive plan. The ordinance establishes a set of zoning districts and standards that regulate land use and development. Under Nebraska Revised Statutes, as a city of the first class, Gretna's planning jurisdiction includes the ETJ, up to a two-mile boundary surrounding City limits. The City enforces zoning and subdivision regulations within this jurisdiction including building, electrical, and plumbing codes.

Below is an overview of key zoning issues and opportunities.

- Agricultural zoning comprises most of Gretna's Planning Area (67 percent) and 35 percent within Gretna's corporate limits. The portion within Gretna's corporate city limits is transitional with the intent of future development.
- Residential zoning encompasses 23 percent of Gretna's Planning Area and 36 percent of Gretna's corporate limits. With three of the six residential districts encouraging density beyond single-family detached, most of Gretna's Planning Area and City limits are zoned for medium to high density residential. Residential zoning includes uses such as parks, open spaces, and institutional.
- Commercial (22 percent) and industrial (7 percent) zoning comprise a small portion of Gretna's City Limits and an even smaller portion of the Planning Area.
- Gretna's downtown, along McKenna Avenue, has a zoning overlay which establishes a form-based code for the area.
- The neighborhood around the downtown is currently zoned for high density residential although it is comprised of majority single-family dwellings.



Housing in Gretna

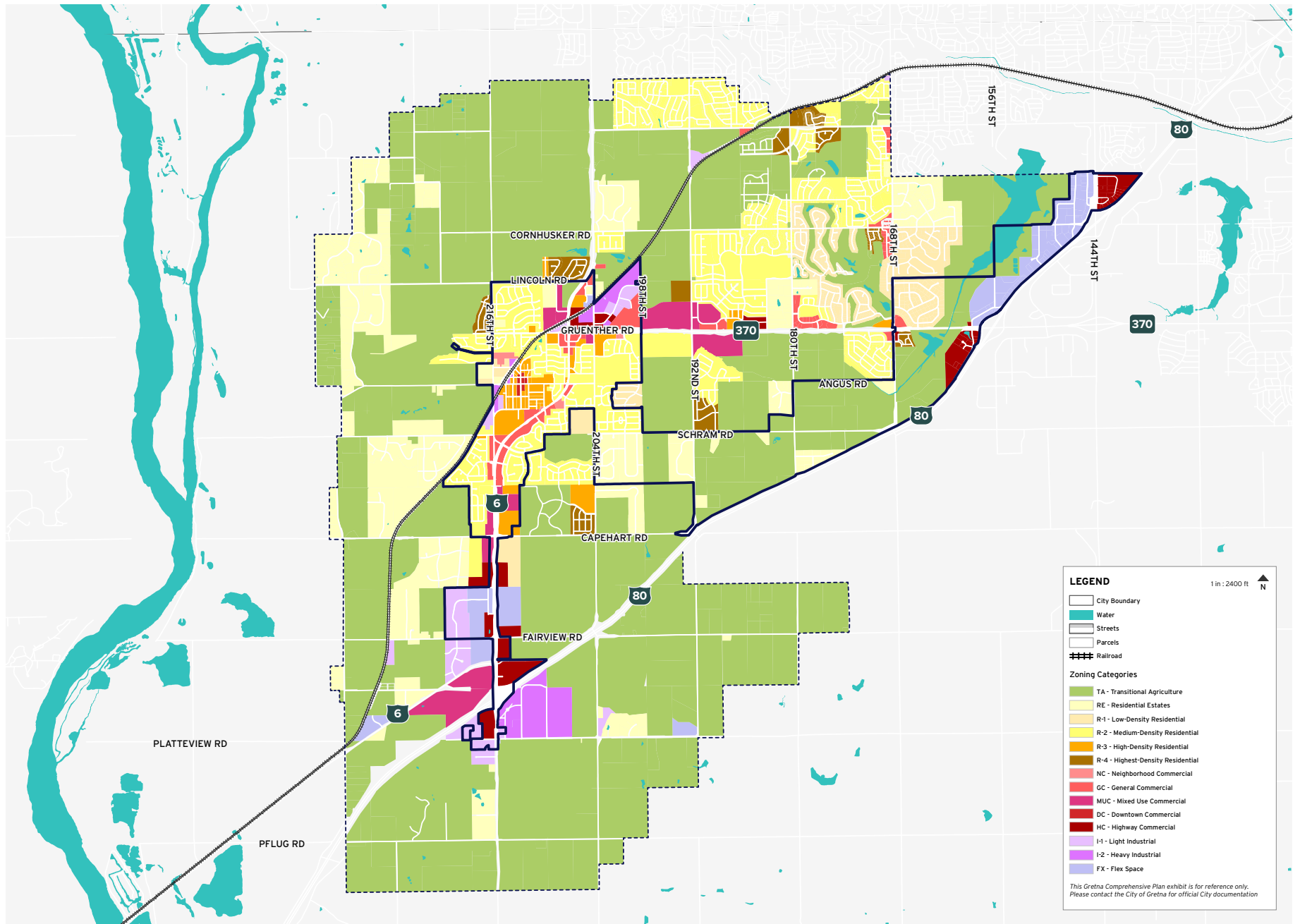


Figure 13: Zoning 2023

AGRICULTURAL DISTRICTS:

Gretna has two agricultural zoning designations: Agricultural (AG) and Transitional Agricultural (TA). The AG district aims to preserve agricultural resources within Gretna's ETJ, while the TA district supports areas transitioning from agriculture to urban uses, located within and adjacent to the city limits. Permitted uses include farming, farm dwellings, public parks and recreation areas, single-family residences, and public services.

RESIDENTIAL DISTRICTS:

Gretna features six residential zoning districts: RE-A, RE, R-1, R-2, R-3, and R-4, with three promoting single-family residential and three supporting higher-density residential. Most of the single-family districts are confined to the ETJ with a small footprint in the northwest region of the city and along Schram Road.

- **RE Residential Estates & RE-A Residential Estates (Animals).** Low-density residential areas allowing limited farm animals. Includes single-family dwellings, public parks, recreation areas, public services, and utilities.

- **R-1 Low-Density Residential.** Single-family homes and compatible uses such as schools, public services, parks, and recreation areas.
- **R-2 Medium-Density Residential.** Increased density through duplexes and similar developments, with supporting facilities like schools and recreation areas. Most prevalent residential zoning within the Planning Area.
- **R-3 High-Density Residential.** Higher-density dwellings, including apartments and supporting facilities like schools, public services, and religious institutions. Located within or adjacent to city limits, downtown surrounding McKenna Avenue, and in small pockets along US-6 and N-370.
- **R-4 Highest Density Residential.** Predominantly multi-family neighborhoods, encouraging high density, a mix of housing types, and creative home styles. Allows schools, public services, and religious institutions, with conditional uses for public utilities, childcare, and group homes. Currently found in the ETJ north and west of the city limits.

COMMERCIAL:

Gretna's main commercial areas surround the primary corridors – US-6, I-80, and N-370 with a secondary commercial area along McKenna Avenue downtown. Six commercial districts within Gretna and the ETJ allow for a range of intensities of commercial use.

- **NC Neighborhood Commercial.** Provides small-scale commercial and office development in or adjacent to commercial and neighborhood areas. Uses include business services, retail, community center, public services, and medical/general offices. A small amount of NC exists within corporate limits along Highway 6.
- **DC Downtown Commercial.** The downtown commercial district is along McKenna Avenue between Figg Street and Burns Place and allows for commercial and office development. Multi-family residential is allowed in the district on the upper floors. There are no height and minimum lot requirements.
- **GC General Commercial.** General commercial establishes standards that foster an area within the district that will benefit economic, social, and cultural activities of the community. This designation

is primarily located along US-6 and N-370, within and adjacent to the City limits. Uses include services, childcare, public services, public and private recreation, and retail businesses. Residential is a conditional use of this district if in conjunction with the principal use located on the ground floor.

- **HC Highway Commercial.** This district is designed to accommodate numerous commercial uses that have significant visual and traffic impacts such as big box retail that serve the larger region. Highway commercial is along I-80 concentrated by the interchanges at N-370, 144th street, and US-6 and includes the Nebraska Crossing.
- **MUC Mixed-Use Commercial and Business Park.** This district supports high-density residential including single-family, two-family, and multi-family in commercial and business park areas. It establishes aesthetic and architectural standards for these areas that encourage development that is appropriate for main entryways into the City of Gretna. Currently this designation is concentrated near the intersection of 192nd Street and N-370.

- **Destination District.** This zoning designation is confined to Vala's Pumpkin Patch and Apple Orchard and is intended to stimulate economic development, foster authentic cultural expression, develop civic pride, deepen connections to places that increase tourism, and create a vibrant place.



Vala's Pumpkin Patch and Apple Orchard
12102 S 180th St

INDUSTRIAL:

Gretna has three industrial areas: along Sapp Brothers Drive off I-80, north of 370 between 204th Street and the railroad tracks, and in the southern portion of the City and ETJ at the US-31 interchange.

- **I-1 Light Industrial.** This designation provides standards for areas with limited industrial, wholesaling, and storage to preserve land for expansion of basic economic activities, to avoid incompatible land uses, and serve these areas with adequate transportation facilities.
- **I-2 Heavy Industrial.** Creates standards for heavier industrial uses and adult entertainment establishments. These areas surround the light industrial uses.
- **FX Flex Space.** Flex space is concentrated off I-80 on the northeastern edge of the City along Sapp Brothers Drive. This district provides standards for limited industrial to preserve land for the expansion of economic activities and accommodate the necessary transportation and compatible uses.

PLANNED UNIT DEVELOPMENT

Planned Unit Development (PUD) is a zoning classification that allows for flexibility of a specific parcel or tract of land to encourage innovative and creative approaches to land use and development. The city may waive or modify zoning requirements in exchange for a project that offers economic and efficient use of land, permanent open space or recreation areas, preservation of natural features, improved amenities and services, increased housing options, or other public benefits.

Gretna's PUD ordinance intends to encourage creative design of new living and retail areas to distinguish from subdivisions with the intent to create standards and regulations for buildings, open space, and their interrelationship. The PUD district is a floating zone, and the City has a formal procedure for PUD review and approval. The ordinance establishes layout, connectivity, open space, stormwater management, and other standards and regulations.

OVERLAY ZONING DISTRICTS

Overlay zoning is a regulatory tool that creates a special zoning district over existing base zones. Its intent is to address land use or development issues that might not have been adequately met by current zoning or for areas that encompass multiple zoning districts. It creates special provisions in addition to the underlying base zoning designation.

- **CO – Corridor Overlay District.** This overlay extends along Highways 6, 31, and 370 to establish basic site and building development criteria, including landscaping, building material, lighting, and site layout. The purpose of the overlay is to provide for cohesive and properly developed corridors and entrances into Gretna.
- **IC – Interstate Corridor Overlay.** The Interstate Corridor Overlay includes the area within a half mile of either side of I-80 and establishes basic site and building development criteria to implement policies from the Comprehensive Development Plan and Nebraska Innovation Zone Commission Design Standards. The purpose of the standards is to promote quality design, preserve natural features and the appearance of agricultural lands, and promote economic development along I-80.
- **DTO – Downtown Overlay.** The Downtown Overlay District extends a half block on either side of McKenna Street between Angus Road and Burns Place. The overlay establishes principles, guidelines, and standards considering the buildings, their historic character, and their relationship to each other, the streets, and shared spaces. The Gretna Form Based Overlay District is designed to preserve the historic character of an area, improve the economic well-being of neighborhood businesses, and increase the quality of its inhabitants and visitors' lives.
- **GMA – Growth Management Area Overlay.** The GMA overlay applies to areas east and south of the corporate limits of Gretna. It protects the future growth areas of the community and implements specific growth policies from the previous Comprehensive Plan.

INFRASTRUCTURE AND UTILITIES

DRINKING WATER

The City of Gretna provides water within its municipal limits west of 186th Street as well as between Giles Road and Cornhusker Road outside of the municipal limits. Seven municipal wells supply the City's water sourced by the Dakota Sandstone Aquifer. Gretna also owns and maintains two elevated water towers that store two and a half million gallons (MG) of water total. Tower 1 (Zone 1) has a 500,000-gallon capacity while Tower 2 (Zone 2) has a two-million-gallon capacity. All areas within the City limits and ETJ zones outside of the limits above are controlled by the Metropolitan Utilities District (MUD).

Based on projected increases in population, Gretna is forecasting an increased demand for water distribution. The water distribution system currently serves approximately 3,700 customers while Gretna's 2020 population was 5,058, within the corporate limits, based on census data. The population for the City of Gretna Water Service Area is projected to be 17,500 people in 2042 based on a 2022 water analysis conducted by the City, with an anticipated future instantaneous peak water supply demand of 9,250 gpm. Approximately 75-80 percent of the water customers within the City are within the lower capacity Zone 1 elevated water tower, while the higher capacity Zone

2 elevated water tower has a small number of customers. A limitation to this growth is that the Zone 1 water tower currently has about 75-80 percent of the water customers and the other tower only has a small number of customers.

SANITARY

The City of Gretna currently owns and maintains approximately 81 miles of sanitary sewer. The City's wastewater service area is approximately 18,800 acres with a projected population equivalent (PE) of 58,400 and a population of approximately 42,200 people within the service area based on the 2020 Census. The City's main sewer interceptor is along the Papillion Creek Interceptor which conveys sanitary flows to the City of Omaha Wastewater Treatment Plant (WWTP). The City owns and maintains 11 sanitary lift stations within its wastewater service area.

Coordination with the City of Omaha will be necessary as part of the wastewater service agreement for large water users and large sewer generators as the City's population continues to grow. Sanitary and wastewater infrastructure for future growth to the south of the current City corporate limits will be controlled by the Sarpy County and Cities Wastewater Agency (SCCWWA).

STORMWATER MANAGEMENT

The City of Gretna owns and maintains multiple storm sewer networks in use within its jurisdiction primarily along public roadways. The existing stormwater infrastructure is generally sufficient with some areas of local ponding along road crossing culverts in major drainageways. Gretna is located within the Papio-Missouri Natural Resource District (NRD).

Gretna adopts the Papillion Creek Watershed Partnership requirements for stormwater management systems including Peak Flow Reduction, Water Quality Improvement, and Erosion and Sediment Control. Most of Gretna is located within FEMA Floodplain Zone X; however, FEMA Floodplain Zone A/ AE does exist adjacent to Wehrspann Lake towards the northeast portion of the City's municipal limits.

Three regional projects will support stormwater management for Gretna. The Papio-Missouri River Natural Resource District is constructing or planning multiple water resource protection areas within the vicinity of Gretna including WP-2, WP-4, and DS-19.

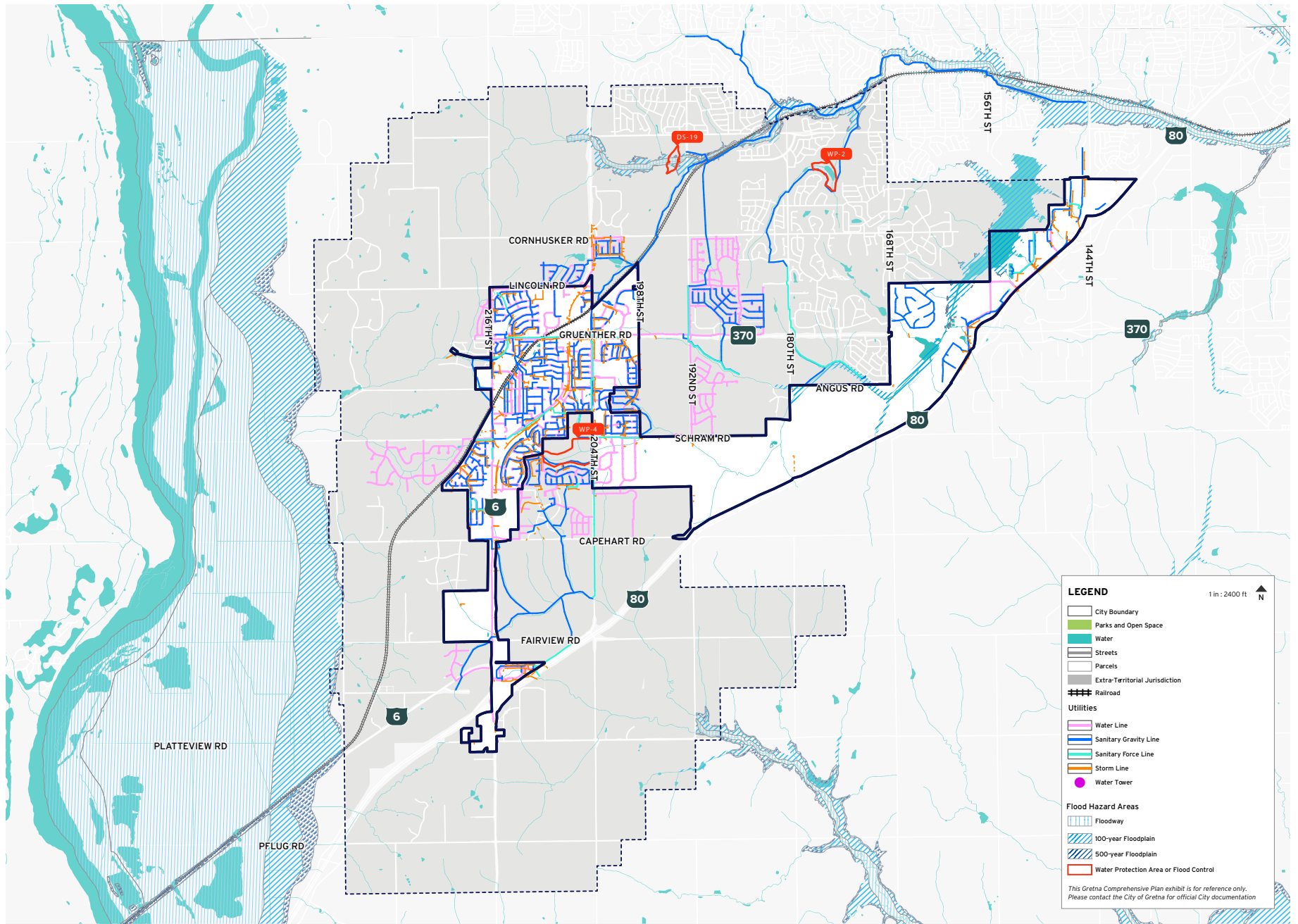


Figure 14: Utilities and Stormwater Management

ENERGY ELEMENT

Energy Infrastructure

Electrical Power. Omaha Public Power District (OPPD) provides electrical power to the community. OPPD’s energy portfolio contains power generation within their service area through low-sulfur coal, wind, community solar, landfill gas, natural gas, fuel oil, and hydroelectric.

Natural Gas. Black Hills Energy provides natural gas to the City. The current gas demand is approximately 36,000 million standard cubic feet per day (MSCF/D). Future coordination will be required between the City and Black Hills Energy to meet future gas demands and potential future system upgrades.

Energy Use by Sector

Based on the “2021 Integrated Resource Plan” by OPPD, for the 12 months ending July 31, 2021, the average number of customers served by OPPD within their overall service area was 393,316; which included 344,976 residential, 48,185 commercial, 142 industrial, and 13 additional customers located outside of the OPPD service area (i.e., off-system customers).

Figure 15: Energy Use by Sector, OPPD



344,976
CUSTOMERS



48,185
CUSTOMERS



142
CUSTOMERS

Sarpy County Peaking Station
Combustion Turbines





CHAPTER 3 GRETNA SPEAKS

OUTREACH PROCESS

48

WHAT WE HEARD

52



Optimists Club

GRETNA SPEAKS

Community engagement is essential for developing a Comprehensive Plan that truly reflects the community's needs and aspirations. By implementing a transparent outreach strategy, Gretna's planning process aimed to reach a broad and diverse audience, fostering trust and participation among stakeholders. The inclusive engagement efforts, ranging from Steering Committee involvement to various community-wide activities and digital outreach, ensured a multitude of perspectives were considered. This robust community engagement laid the foundation for identifying critical planning issues, goals, and strategies, ultimately guiding the creation of a Plan that aligns with the community's vision for the future.

OUTREACH PROCESS

Community engagement was integral to the planning process. Building an active and robust community engagement program fostered trust and participation among stakeholders. Given the diverse range of stakeholders in Gretna, the goal of community engagement was to provide various engagement opportunities in both traditional and innovative formats, including digital outreach and communication technologies. This inclusive approach created multiple avenues for stakeholders to participate and express their concerns, ideas, and perspectives. The community engagement efforts served as a foundation for gathering both quantitative and qualitative information on key community needs and issues.



STEERING COMMITTEE

The City of Gretna established a Steering Committee comprising essential stakeholders, residents, business proprietors, and elected representatives. Acting as “Plan Champions,” their primary responsibility was to offer guidance and oversight to ensure that the Comprehensive Plan aligns with the community’s goals and aspirations. The committee maintained an active and continuous presence throughout the planning process, providing ongoing direction and guaranteeing the successful creation of the Plan.

PROJECT WEBSITE, BRAND, AND MARKETING

The project website was a central hub for the community, offering essential resources to keep everyone informed about the planning process. It integrated project updates, draft plans, workshop materials, and interactive opportunities to share thoughts and ideas. The project-specific brand created a distinct identity to spark community enthusiasm and engagement. Comprehensive marketing collateral enhanced the project’s presence across various channels, ensuring broader outreach and participation.

Gretna’s Farmers Market left,
Community Workshop right

‘I love the small-town feel that Gretna offers and the sense of community. It’s amazing how neighbors help each other out and always show up.’

-Survey Respondent



Engagement Week
2023 Events

STAKEHOLDER LISTENING SESSIONS

The City of Gretna organized 14 listening sessions over three consecutive days in June of 2023. During these sessions, the Planning Team engaged with more than 60 key stakeholders, including high school students, elected officials, City staff, community leaders, residents, as well as business and property owners. The purpose of these sessions was to address City issues and gather valuable insights into crucial planning topics. The primary objective was to gain a comprehensive understanding of the perspectives of both the City and its residents regarding growth and development, as well as other factors influencing quality of life and economic progress.

COMMUNITY-WIDE INVOLVEMENT

The outreach strategy allowed for a variety of opportunities for the larger Gretna community to actively participate and share their story.

Phase 1: The City of Gretna hosted the first community open house in June 2023 at Gretna Elementary School on South Street. Thirty community members attended, engaging in discussions about the planning process and contributing their insights regarding Gretna's strengths and future opportunities. The Planning Team also participated in Gretna's Farmers Market with a Pop-up Booth, facilitating open dialogue with over 100 community members. A Virtual Open House was available through an online survey, guiding participants through the planning process and collecting input from 90 stakeholders.

Phase 2: The Gretna Comprehensive Plan engaged the community to gather thoughts and feedback on future visioning scenarios and preliminary planning goals. Engagement opportunities included a community workshop held in February 2024 and pop-up events at Gretna Crossing YMCA, Hy-Vee, and the Children's Library, receiving support from over 100 community members. An online survey collected input from 150 participants helping to shape the community vision of the Comprehensive Plan.

Phase 3: Fifty active community members participated in the final community workshop at the YMCA and an online survey expanded outreach to an additional 50 community members in July 2024. The engagement opportunities aimed to share the community vision, goals, and strategies for the Gretna Comprehensive Plan and explore design concepts for growth over the next 10-20 years.

ENGAGEMENT BY THE NUMBERS

Project Website



1.9K SITE VISITS

Date: May '23 - end of project
Details: hub for project info

Steering Committee



10 MEMBERS

Date: May '23 - end of project
Details: 'Plan Champions'

Stakeholder Interviews



14 SESSIONS

Date: June '23
Details: conversations with 60 stakeholders

Community Open House 1



30 PARTICIPANTS

Date: June '23
Details: in-person with exhibits

Pop-Up Event



100 VISITORS

Date: June '23
Details: Gretna's Farmers Market

Online Survey



90 RESPONSES

Date: July - Sept '23
Details: visioning online survey

Community Open House 2



40 PARTICIPANTS

Date: Feb '24
Details: in-person with exhibits

Pop-Up Events



60 VISITORS

Date: Feb '24
Details: YMCA, Hy-Vee, Library

Online Survey 2



150 RESPONSES

Date: Feb - Mar '24
Details: online survey

Community Open House 3



50 PARTICIPANTS

Date: July '24
Details: in-person with exhibits

Online Survey 3



35 RESPONSES

Date: July '24
Details: online survey

500+ ENGAGED

WHAT WE HEARD

GRETNA TODAY & TOMORROW

A Strengths, Opportunities, Aspirations, and Results (SOAR) analysis is a strengths-based strategic planning tool that focuses on a community's positive attributes and future aspirations. The primary goal of a SOAR analysis for Gretna was to inspire and guide positive change, growth, and development by emphasizing the community's strengths and possibilities. Based on significant community outreach the following summarizes Gretna's key values and aspirations for the future.

According to the community, Gretna's strengths lie in the City's ability to maintain a small-town feel despite ongoing development. This lends to a strong sense of community and a friendly atmosphere that characterizes Gretna and sets it apart from other communities. Its strategic location near major interstates and proximity to Omaha and Lincoln makes it a convenient and advantageous place to live and conduct business. Its well-regarded education system serves as an additional draw for families looking to settle in the area. Gretna's community pride also contributes to a positive and supportive environment, fostering a sense of belonging and connection among residents.

Opportunities for Gretna's growth and development are abundant. The City's expanding population presents the potential for job creation, new businesses, and urban development. Urban design improvements and revitalization efforts are critical to capturing Gretna's identity, particularly downtown and along major corridors. Redeveloping older buildings, implementing streetscape improvements, adding public spaces, and diversifying the business and housing mix are key to enhancing Gretna's built environment. The City's proximity to major urban centers can also be leveraged to position Gretna as a thriving commuting city. Commercial expansion and diversification, along with infrastructure improvements and enhanced civic engagement, are key elements to consider as the City plans for its future.

The community's aspirations for 2040 center on responsible development and growth. Gretna envisions housing development and the creation of new businesses helping to offset taxes. Maintaining the City's small-town feel while becoming a market leader in local business and recreational opportunities is another shared vision. As the City grows, the community envisions improved connectivity with additional bike trails, pedestrian access, and better traffic

Vala's Pumpkin Patch and
Apple Orchard



management. Sustainability is also a key community goal, with desires for carbon-neutral housing, renewable energy, and sustainable city design. Another common vision is the development of a vibrant downtown area with boutiques, restaurants, and entertainment options that will add to Gretna's appeal and help to anchor it within the region.

To measure success, the community would like to aim for lower taxes and more affordable housing to enhance the quality of life for residents. Community engagement and involvement is also highly valued, and success can be measured by a strong sense of community, characterized by participation in local activities and support of local businesses. Economic growth and business development are crucial indicators of success, reducing the need for residents to seek services and entertainment in neighboring cities. Another primary measure of success is an improved quality of life and access to amenities for residents of all ages. Finally, an indicator of success is infrastructural development that occurs in tandem with the City's growth.

COMMUNITY CHARACTER

A series of interactive exercises, throughout the process helped to gauge the community's attitude toward the City's desired development type and character.

Housing Type and Character: Community members expressed a desire to see a mix of housing products at different price points in Gretna. There is a need to find housing for young professionals, those aging in place, and the workforce. Bungalows and ranch style single-family homes were the preferred character for housing while traditional three-story multi-family apartments and dense neighborhoods with small lot single-family homes also ranked high.



Commercial and Mixed-Use: One- to three-story traditional downtown style commercial development stood out as the community's desired character. Activated streetscapes and residential on the upper floor were key components of why the community favored this type of development. Restaurants,

breweries, and boutiques were the top types of businesses the community would like to see in the city which reflects the visual character desired for Gretna.



Transportation and Safety Improvements: Stakeholders wish to see safer crossings over the main corridors to provide connections between City resources and more infrastructure for biking and walking. Top transportation and safety improvements included a bike and walking trail and improved pedestrian infrastructure with tree lawns and landscaping separating from traffic.



Public Spaces: The community desires a variety of community gathering space improvements but passive open space and playgrounds were the most favored.



Placemaking and Urban Design: The corridors and downtown Gretna are two areas that would benefit from placemaking and urban design to better define Gretna's identity. Community members wish to see streetscape improvements, signage and community identifiers, and more community events.



SHAPING OUR COMMUNITY VISION

The visioning phase of this process used scenario planning to identify the community's future vision for 2040 and preferred types of growth and development. This narrative heavy exercise presented three alternative scenarios and informed the Plan's vision statement and future land use strategy.

Through a comprehensive analysis of engagement, it became evident that Gretna's stakeholders are invested in steering Gretna towards a trajectory that balances economic growth, community involvement, infrastructure development, environmental sustainability, and overall quality of life. Though participants have different perspectives, many see Gretna becoming a regional destination with concentrated growth in key economic districts, with emphasis on vibrant and livable spaces and a diverse land use mix. Still, there are many other participants who favor a more regulated approach to growth, as well as those who would like to see a continuation of more suburban, low-density growth patterns.

Almost all participants agree that activating Gretna's downtown and surrounding neighborhoods is important. They envision a charming and historic area that is walkable and filled with small businesses and larger commercial anchors, alike. Some would also like to see more residential density in this area.

Housing diversity was expressed as a crucial component of the community's future growth. Stakeholders would like to see various housing types sized to accommodate different demographics, such as age, income, and household size. The preferred vision for housing in 2040 is diverse, attracting young families, the workforce, and empty nesters.

Regarding activity centers, the majority of participants prefer multiple centers, including historic and mixed-use areas, while few favor dominance by big box shopping centers. Access is important to residents, and they want to be able to reach amenities and services regardless of where they are located in the city.

Participants have many desires for Gretna's future, including affordability, preserving small-town charm, promoting diversity and inclusivity, managing traffic and infrastructure, enhancing recreation and community services, ensuring public safety, and incorporating environmental considerations.

KEY COMMUNITY THEMES



Theme 1

EMBRACE GRETNA'S THRIVING COMMUNITY.

Over the past few years, Gretna's population and physical boundaries have nearly doubled, primarily due to the annexation of 2,953 acres of land surrounding the City. Even before the annexation, Gretna had experienced extreme growth. According to community members, Gretna's central location between Omaha and Lincoln, its renowned school system, and its proximity to I-80 are the primary reasons why people choose to make Gretna their home. Overall, stakeholders expressed their support for the City's growth but also emphasized the importance of maintaining and enhancing the quality of life for its residents.



Theme 2

PRESERVE GRETNA'S SMALL-TOWN CHARM.

Stakeholders conveyed a consistent sense of pride and support for their community. They expressed a strong desire to maintain Gretna's small-town charm and neighborly atmosphere as the City continues to grow. Participants highlighted downtown/old town Gretna, particularly along McKenna Avenue, as the physical embodiment of the community's small-town charm.

There is a clear need to establish a well-defined strategy for downtown that reimagines the area as a vibrant gathering place for both residents and visitors. Currently, few businesses in the area close early, resulting in limited evening activity. Community members shared ideas for the future of the downtown which included designating the area as a district, introducing a diverse mix of amenities like housing, entertainment uses, restaurants, a maker space, and activation through programming and placemaking.

The community loves recent programming initiatives like the Gretna Farmers Market, which began this year and the longstanding Gretna Days that has been going on for over 40 years. They wish to see more events that bring the downtown area to life and continue to enhance its vibrancy.



Theme 3

DIVERSIFY THE HOUSING STOCK.

A lack of housing options, especially for empty nesters, young families, young professionals, and the workforce, poses a serious challenge for the growing Gretna community. Stakeholders shared that housing affordability is a crucial issue in the community that this comprehensive plan should seek to address. Diversifying the housing product mix within the City and moving away from large lot homes that are characteristic of new development in and around Gretna will offer a range of housing price points, downsizing options, and opportunities for young families, young professionals, and the working class to live in the community.

Sanitary and Improvement Districts (SIDs), are a tool the development community uses to facilitate housing development within Gretna's ETJ. Stakeholders shared the pros and cons of this economic development tool and wish to see future strategies that can address some of the issues that arise with their use.



Theme 4

BALANCE THE BUSINESS MIX.

Multiple conversations highlighted the need to establish an economic development strategy that addresses the various economic districts within Gretna, including the highway commercial, industrial districts, and the downtown. Stakeholders expressed their desire to see a balanced mix of uses enter the community, including retail, dining and entertainment, industrial, housing, and office spaces. By strengthening the different economic districts within the community, Gretna can establish itself as a diversified community that is not solely reliant on housing to support city services and amenities. Additionally, community members identified a satellite college campus and a medical center or hospital as potential future economic drivers for the City.



Theme 4

IMPROVE CONNECTIVITY AND WALKABILITY THROUGHOUT THE CITY.

The City of Gretna offers residents and visitors a robust system of community resources. Stakeholders have praised the libraries, park system, schools, and natural features, but they feel that there is limited connectivity to these amenities. There is a strong desire to establish a trail system that connects these assets, improves safety along existing roadways, and prioritizes multi-modal transportation throughout the community.

Highway 6 has emerged as a significant concern in multiple conversations as it currently divides the City in two and does not offer safe crossings or sidewalks. Community members expressed a desire to have crossings equitably distributed along the highway, allowing for better connections between the two sides of the community and creating a link between City amenities. Some individuals would like to explore the possibility of overpasses to enhance safety for these crossings.



Theme 6

STRENGTHEN GREटना'S IDENTITY ALONG HIGHWAY 6 AND 370.

Highways 6 and 370 serve as the main thoroughfares of the City. Stakeholders envision utilizing these corridors as an opportunity to establish identity to Gretna and prevent it from becoming merely a pass-through community. Streetscape improvements, landscaping treatments, wayfinding, and signage are a few interventions that can significantly enhance Gretna's identity and create a unified appearance throughout the City. These improvements would also aid in directing visitors and residents to the community's extensive system of resources.

CHAPTER 4





CHAPTER 4

COMMUNITY LAND USE & DEVELOPMENT

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FUTURE LAND USE STRATEGY	61
DEVELOPMENT OPPORTUNITY SITES	77



Summer Farmers Market
on McKenna Ave

COMMUNITY LAND USE & DEVELOPMENT

The Community Growth and Development chapter outlines strategies to guide future land use, development, and decision making in the city and ETJ. The ETJ is included in this land use plan as the City of Gretna has zoning jurisdiction over this area and to help the city plan for managed and efficient growth.

GROWTH STRATEGY

There is substantial development potential within Gretna's existing municipal boundary and even more opportunities in the surrounding Extraterritorial Jurisdiction. Gretna's Growth Strategy takes a balanced approach to carefully consider land use alongside market dynamics and transportation and infrastructure enhancements, to promote organized and efficient land and resource utilization. The overarching aim is to prioritize development of the remaining available vacant land within the city before development and annexation in the ETJ.

Growth Strategy Objectives:

- Foster growth that cultivates a vibrant community that offers a place to live, work, and play through infill and redevelopment of the downtown, city centers, and commercial corridors; offers a range of housing and employment opportunities; sustains Gretna's natural areas; and creates a walkable and safe environment.
- Support investment and reinvestment within Gretna's existing city limits by steering development towards areas already equipped with or planned for essential infrastructure such as roads and utilities. Development within the ETJ should naturally align with existing roadway networks and the capacity and availability of utility infrastructure.
- Ensure the managed development of appropriate and compatible land uses that are resilient to shifts in the economy and real estate landscape.

FUTURE LAND USE STRATEGY

In the pursuit of Gretna’s vision of fostering a truly holistic community, the Future Land Use Strategy and Map extend beyond micro-level land use considerations to embrace an integrated perspective encompassing broader elements such as transportation, spatial arrangement, and community character. The strategy emphasizes preserving and enhancing Gretna’s downtown and the surrounding neighborhood, repositioning of the City’s commercial corridors to leverage redevelopment opportunities, conserving natural areas, and diversifying the tax base. This approach establishes a framework of distinct and authentic places that align with the community’s identity and needs.

Achieving Gretna’s future vision requires a balanced pattern of land use that supports vibrant neighborhoods, parks, employment centers, and shopping districts. This strategy will aid in local decision-making on where appropriate land use changes should occur to advance key community planning goals related to housing, transportation, community character, and economic development.

The primary objective of the Future Land Use Strategy is to support the community, elected and appointed officials, City staff, businesses, investors, and residents, in making well-informed policy decisions regarding future development. The strategy is flexible enough to be adjusted and revised in response to changing circumstances or opportunities that necessitate a shift in planning direction.

RESIDENTIAL

The goal for the residential land use designations is to diversify the housing stock by encouraging development of small-lot single-family homes, townhomes, condominiums, and multi-family development, and promoting mixed neighborhoods that integrate housing, supporting services, and parks and open spaces.

Stories Coffee
10520 S 204th S



COMMERCIAL & MIXED-USE

Commercial and mixed-use land use designations are primarily concentrated along the main commercial corridors, the interstate, and in the historic downtown. The goal of the commercial and mixed-use categories is to strengthen the city's tax base, introduce more walkable and dense mixed-use districts, and create a sense of place through establishing best practice design standards.

EMPLOYMENT CENTERS

The Employment Center designations aim to increase employment opportunities within the City and bolster the tax base. These areas are primarily located along Interstate-80, providing regional access. Attracting more employment centers and office parks is key to diversifying the current job mix and offering opportunities for residents to live and work in the community. Aesthetics and buffering are crucial for creating a top-tier area for future businesses. Industrial uses are allowed within these areas and should be held to similar standards.

OTHER

Two categories comprise the Parks and Open Space land use designation - Parks and Open Space and Natural Conservation Areas. With the continuing growth and development in Gretna and the ETJ, it is imperative that residents and visitors have access to parks and that open space is preserved in critical areas. Currently there is no zoning designation for parks and open space.

Public and institutional uses account for all city services from City Hall to the libraries, schools, fire stations, and public works. This designation ensures that community services are evenly distributed throughout the community and that land is preserved for future expansion as needs change. Institutional uses are allowed within all other designations as well.

CROSSINGS CORRIDOR PLANNING AREA:

The Future Land Use Map identifies the Crossings Corridor Planning Area. Given the long-term development horizon of this area, the City has undertaken additional studies to respond to State level economic development decisions and current development proposals. This Planning Area has underlying land use designations, but the existing Master Plan should be the guide for future development decisions.

Gretna East High School
18102 Lincoln Rd



Figure 16: Future Land Use Matrix

	Land Use Designation	Primary Use	Secondary Uses	Corresponding Zoning
Residential	Rural Neighborhood	Single Family Residential	Conservation, Open Space	RE-A, RE
	Traditional Neighborhood	Single Family Attached and Detached	Institutions, Neighborhood Serving Commercial	R-1, R-2, R-3, R-4
	Mixed Neighborhood	Multi-Family Residential	Institutions, Neighborhood Serving Commercial	R-1, R-2, R-3, R-4
Commercial & Mixed Use	Community Commercial	Commercial	Offices, Institutions, Open Spaces	NC, GC
	Downtown District	Commercial	Single Family Attached, Low-Rise Multifamily, Institutions, Open Space	DC
	Mixed-Use District	Commercial, Multi-Family	Offices, Single Family Attached, Low-Rise Multifamily	MUC
	Regional Commercial	Large-Scale Commercial	Destination Districts	HC, FX
Employment Centers	Employment & Industry District	Light Industrial	Office Parks, Employment Districts	I-1, MUC, FX
	Industry & Flex District	Heavy Industrial	Natural and Conservation Areas, Parks	I-1, I-2, FX
Other	Institutional	Public Works	Open Space, Parks, Commercial	Varies Based on Use
	Parks & Open Space	Parks and Recreation Facilities	Open Space	TA, RE, RE-A, R-1, R-2, R-3, R-4
	Natural Conservation Areas	Greenways and Wetlands	Open Space	TA, RE, RE-A

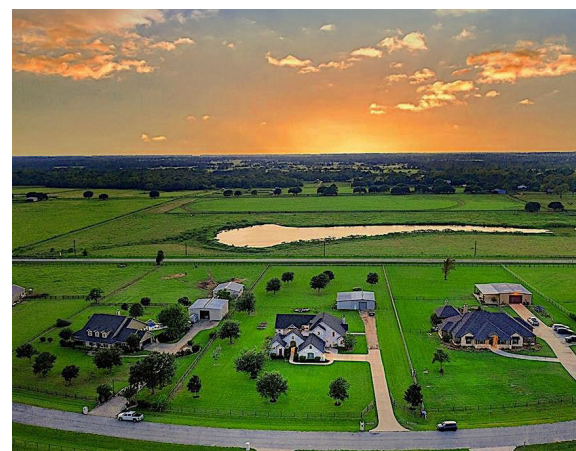
RURAL NEIGHBORHOOD

Rural Neighborhoods consist of detached single-family homes and farmlands around the periphery of the municipal boundary. Characterized by expansive green spaces, large lots, and picturesque views of farmland and natural landscapes. Homes are set back from the road with minimal pedestrian connectivity or walkable access to City amenities. Rural Neighborhoods are concentrated in the ETJ on the western side and southern edge of the municipal limits.

Intent:

- **Character.** Preserve the rural character and agricultural heritage through conservation easements, land use regulations, and responsible development practices.
- **Recreation.** Provide opportunities for outdoor recreation and nature-based activities, including hiking, birdwatching, and biking, to residents and visitors alike.
- **Connectivity.** Improve walking and biking connections through street crossings and trail connections to other neighborhoods and city amenities.
- **Conservation.** Protect sensitive environmental areas, including wetlands, woodlands, and wildlife habitats, through proactive land stewardship and habitat restoration efforts.
- **Sustainability.** Promote sustainable land management practices, such as low-impact development, green infrastructure, and water conservation measures, to minimize environmental impact and preserve natural resources.

Character Examples



TRADITIONAL NEIGHBORHOOD

Traditional Neighborhoods consist of detached and attached residential homes in walkable neighborhoods designed to conventional subdivision attributes including long blocks, curvilinear streets, and access to parks and open space. They offer a mix of housing options, although single-family attached is the predominate housing type, amenities, and recreational opportunities for residents of all ages with easy access to schools, shopping centers, parks, and community facilities. These neighborhoods are mostly recent construction and are located within City limits and adjacent to city limits within the ETJ.

Intent:

- **Housing Options.** Promote the integration of a diverse mix of housing options and complementary land uses to enhance quality of life.
- **Character.** Create a cohesive and visually appealing streetscape through design guidelines, landscaping standards, and architectural review processes that promote aesthetic harmony and neighborhood character.
- **Connectivity.** Enhance walkability and connectivity by providing sidewalks, bike lanes, and pedestrian-friendly pathways that link residential areas to schools, parks, and commercial centers.
- **Recreation.** Promote active and healthy lifestyles by providing access to recreational amenities such as parks, playgrounds, sports fields, and fitness trails that encourage outdoor exercise and leisure activities.
- **Conservation.** Preserve and enhance green spaces, natural habitats, and urban forests through tree planting initiatives, habitat restoration projects, and sustainable landscaping practices that enhance biodiversity and ecosystem resilience.

Character Examples



MIXED NEIGHBORHOOD

Mixed Neighborhoods encompass areas that are designed for a blend of compatible residential uses and supporting services, fostering a dynamic and pedestrian-friendly community. These neighborhoods feature a variety of housing options, including single-family homes, townhouses, and apartments, catering to diverse lifestyles and household sizes. While primarily residential, these areas also incorporate neighborhood-serving commercial establishments, providing convenient access to everyday amenities such as shops, restaurants, cafes, and entertainment venues within walking distance. Moreover, residents enjoy access to institutions, parks, open spaces, recreational facilities, and schools, encouraging outdoor activities and social interaction among residents.

Intent:

- **Accessibility.** Ensure equitable access to housing, services, and amenities within the neighborhood by providing affordable housing options and accessible facilities that address the needs of diverse populations and income levels.
- **Diverse Land Use Mix.** Promote a diverse mix of land uses and building types to create a lively and inclusive environment.
- **Mixed-Use.** Encourage mixed-use development design principles that maximize land efficiency, reduce vehicle miles traveled, and support sustainable transportation options such as public transit, biking, and walking.
- **Streetscapes.** Design streets and public spaces to prioritize pedestrian and cyclist safety, comfort, and accessibility, with wide sidewalks, tree-lined boulevards, and designated bike lanes that encourage active transportation.
- **Public Gathering Spaces.** Foster a sense of community and social cohesion through shared amenities, public gathering spaces, and community events that bring people together and promote interaction and connection among neighbors.
- **Conservation.** Preserve and enhance the natural environment through green infrastructure, stormwater management techniques, and greening projects that improve air and water quality, mitigate heat island effects, and enhance biodiversity.

Character Examples



COMMUNITY COMMERCIAL

The Community Commercial Designation is primarily located along the main commercial corridors of the community that serve as a vital economic artery connecting different parts of Gretna. Characterized by a mix of retail outlets, restaurants, offices, and service-oriented businesses, catering to the diverse needs of residents and visitors alike. The Community Commercial zones are strategically located along major transportation routes, facilitating easy access, and maximizing visibility for businesses operating in the area.

Intent:

- **Economic Development.** Stimulate economic growth and vitality by attracting a mix of businesses, including retail, dining, entertainment, and professional services and create a dynamic commercial environment that drives foot traffic and fosters entrepreneurship.
- **Character.** Ensure design compatibility to represent Gretna's identity by establishing design guidelines and architectural standards, to ensure that new developments complement the surrounding built environment and contribute positively to the overall streetscape.
- **Accessibility.** Provide convenient locations for everyday retail goods and services.
- **Connectivity.** Enhance accessibility by prioritizing infrastructure improvements such as widened sidewalks, designated bike lanes, and enhanced roadway networks. These enhancements not only improve mobility but also promote a pedestrian-friendly environment conducive to shopping, dining, and leisure activities.
- **Public Gathering Spaces.** Incorporate vibrant public spaces such as plazas, pocket parks, and outdoor seating areas.

Character Examples



DOWNTOWN DISTRICT

The Downtown District includes the area considered the original downtown along McKenna Avenue and Angus Road. The traditional main street defines this area offering small lot, neighborhood-serving commercial uses and City institutional uses with residential above and excellent pedestrian access. The predominantly residential portions offer an opportunity to provide a balanced mix of housing types and integrate neighborhood scaled services such as schools, parks, neighborhood institutions, and community centers. Most of this area is walkable and connected for multiple modes of transportation.

Intent:

- **Economic Development.** Promote a mix of local and independent businesses to create a diverse and vibrant retail ecosystem that offers unique shopping experiences and entertainment and supports the local economy.
- **Character.** Preserve, maintain, and strengthen the traditional character and identity of Old Town Gretna to support an authentic sense of place through placemaking, infill development, redevelopment, and adaptive reuse.
- **Diverse Land Use Mix.** Encourage a mix of commercial and residential uses in both existing buildings and new construction and maintain Downtown as a mixed-use center of activity.
- **Accessibility.** Enhance the pedestrian experience with pedestrian-friendly streetscapes, outdoor seating areas, public art installations, and decorative lighting that encourage foot traffic and promote social interaction.
- **Connectivity.** Improve walking and biking connections throughout the neighborhood and to surrounding City services and amenities by improving street crossings, sidewalk linkages, and connections to other neighborhoods and city amenities.
- **Sustainability.** Prioritize sustainability and resilience in development, incorporating green building practices, energy-efficient technologies, and waste reduction strategies.

Character Examples



MIXED-USE DISTRICT

Mixed-Use Districts prioritize the integration of residential, commercial, and recreational activities within a pedestrian-friendly urban environment. These dynamic districts serve as the focal point of Gretna's social, cultural, and economic life, attracting residents, workers, and visitors from across the region. The Gretna Crossings Corridor can expand into a mixed-use district adopting a town center character with a diverse mix of land uses. This designation is also concentrated along US-6 and N-370.

Intent:

- **Housing Options.** Encourage an increase in residential units and diverse housing mix to support a vibrant commercial area and enhance the overall community character.
- **Diverse Land Use Mix.** Offer a mix of residential units, office spaces, retail establishments, entertainment venues, and recreational facilities to promote a live-work-play lifestyle, where residents can access daily necessities, employment opportunities, and leisure amenities within walking distance of their homes.
- **Connectivity.** Prioritize multi-modal design to ensure accessibility and connectivity through well-planned transportation networks, bike lanes, and pedestrian pathways.
- **Public Gathering Spaces.** Foster community interaction by creating inviting public spaces to hold community events and support local businesses.
- **Sustainability.** Incorporate green building practices, energy-efficient technologies, and sustainable transportation options to minimize environmental impact and promote long-term resilience.

Character Examples



REGIONAL COMMERCIAL

Regional Commercial areas offer destinations for large-scale regional shopping, dining, and entertainment, drawing visitors from neighboring communities and beyond. These areas feature a diverse mix of national retailers, specialty boutiques, restaurants, and entertainment uses, providing a comprehensive shopping and leisure experience for visitors of all ages. Its proximity to main highways and Interstate 80 provides a regional draw to these areas. The character of the regional commercial is auto-oriented, large format commercial with opportunities to improve aesthetics and connectivity.

Intent:

- **Economic Development.** Serve as a significant economic engine for Gretna, generating employment opportunities and tax revenue that contribute to the city's fiscal health and prosperity.
- **Character.** Prioritize amenities such as parks and open space, wayfinding signage, comfortable seating areas, well-maintained facilities, and parking.
- **Accessibility.** Strategically positioned along major corridors and the interstate to attract shoppers and visitors from across the region offering a wide range of retail options, dining experiences, and entertainment choices. Intensity of uses in these areas is in response to surrounding character.
- **Connectivity.** Emphasize connection to surrounding neighborhoods and developments through trails and sidewalks.

Character Examples



EMPLOYMENT & INDUSTRY DISTRICT

The Employment & Industry District serves as a hub for innovation, research, and industry within the city. This district is strategically located near major transportation routes, attracting a diverse range of businesses and talent to the area. Its intent is to accommodate commercial uses and smaller, less intensive industrial uses. They offer state-of-the-art facilities, collaborative workspaces, and specialized infrastructure tailored to the needs of high-tech industries, research institutions, and manufacturing companies.

Intent:

- **Economic Development.** Attract leading technology companies, research institutions, and startups by offering competitive incentives, supportive infrastructure, and access to talent and resources.
- **Character.** Prioritize amenities such as landscaping, screening, and buffering as well as parks and open space, wayfinding signage, comfortable seating areas, well-maintained facilities, and parking.
- **Manufacturing.** Support the growth of advanced manufacturing industries through workforce development programs, supply chain partnerships, and access to specialized equipment and facilities.
- **Sustainability.** Prioritize sustainability and resilience in development by incorporating green building practices, renewable energy solutions, and resource-efficient technologies that minimize environmental impact and enhance long-term viability.

Character Examples



INDUSTRIAL & FLEX DISTRICT

The Industrial & Flex District provides a range of industrial and flexible workspace options for businesses engaged in manufacturing, warehousing, logistics, and distribution activities. This district is in strategic proximity to transportation corridors and logistics hubs, facilitating efficient movement of goods and materials. They offer a mix of industrial facilities, distribution centers, and flex spaces tailored to the needs of businesses of all sizes and industries.

Intent:

- **Facilities.** Provide flexible spaces and facilities within that can accommodate a variety of industrial, manufacturing, and research activities, allowing businesses to adapt to changing market conditions and scale their operations as needed.
- **Buffering.** Promote landscaping and buffering standards to screen and separate from conflicting land uses.
- **Cluster Uses.** Facilitate supply chain integration and logistics by co-locating businesses and service providers involved in manufacturing, distribution, and warehousing, optimizing efficiency and reducing transportation costs.
- **Sustainability.** Promote sustainable practices and green technologies to minimize environmental impact, reduce resource consumption, and enhance the overall sustainability of industrial operations and business activities.

Character Examples



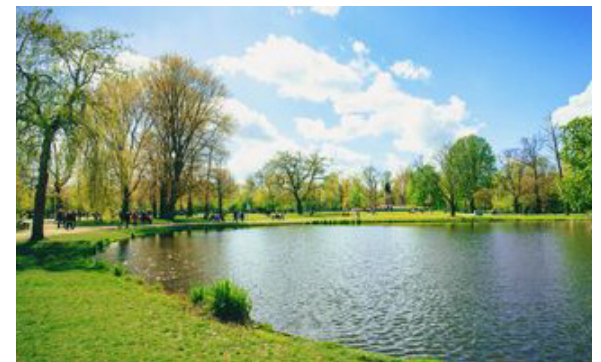
NATURAL CONSERVATION

An Open Space and Resource Conservation designation applies to natural areas, including sensitive habitats, lakes, wetlands, water features, areas for stormwater management, woodlands, wildlife corridors and other natural areas. The land use objective is to preserve such places as passive recreation areas for walking, bird watching, fishing and river access. These areas include regional park lands such as Chalco Hills Recreation Area.

Intent:

- **Character.** Preserve the rural character and agricultural heritage through conservation easements, land use regulations, and responsible development practices.
- **Conservation.** Protect sensitive environmental areas, including wetlands, woodlands, and wildlife habitats, through proactive land stewardship and habitat restoration efforts.
- **Recreation.** Provide opportunities for outdoor recreation and nature-based activities, including hiking, birdwatching, fishing, and horseback riding, to residents and visitors alike.
- **Connectivity.** Improve walking and biking connections through street crossings, sidewalk linkages, and trail connections to other neighborhoods and city amenities.

Character Examples



PARKS & OPEN SPACE

A new City Parks and Recreation designation includes all City parks and outdoor recreation facilities. Some parks may have facilities that include parking lots, lights, and organized sports leagues and activities.

Intent:

- **Connectivity.** Improve walking and biking connections through street crossings, sidewalk linkages, and trail connections to other neighborhoods and city amenities.
- **Recreation.** Create opportunities for a wide range of recreational activities, including but not limited to, sports, picnicking, walking, jogging, and nature appreciation.
- **Public Gathering Spaces.** Provide spaces for community events, gatherings, and cultural activities, fostering social interaction, community cohesion, and a sense of belonging.
- **Health & Wellness.** Enhance the overall quality of life for residents by offering well-maintained parks and recreational facilities that contribute to physical health, mental well-being, and environmental sustainability.
- **Conservation.** Protect and preserve natural areas, green spaces, and wildlife habitats within parks and recreational areas.
- **Sustainability.** Incorporate sustainable design principles, such as water conservation, native plant landscaping, and energy-efficient lighting, to minimize environmental impact and promote ecological resilience.

Character Examples



PUBLIC & INSTITUTIONAL

The Public and Institutional designation classifies public uses such as municipal facilities, schools, health care facilities, and other public and institutional uses. The City will need to continually evaluate its facility needs and ensure it has property available for expansion when needed. Multiple new school sites are expected prior to 2040 and, once identified and controlled by the School District, should be reflected on the Future Land Use Map as a Public and Institutional land use.

Intent:

- **Diverse Land Use Mix.** Promote mixed neighborhoods that offer a variety of city amenities to residents.
- **Connectivity.** Improve walking and biking connections through street crossings, sidewalk linkages, and trail connections to other neighborhoods and city amenities.
- **Walkability.** Ensure that public and institutional facilities are easily accessible by foot, bicycle, or transportation, promoting a more walkable and bike-friendly community.
- **Accessibility.** Ensure that public and institutional facilities are strategically located to serve the community effectively, considering factors such as population density, transportation access, and community demand.

Character Examples



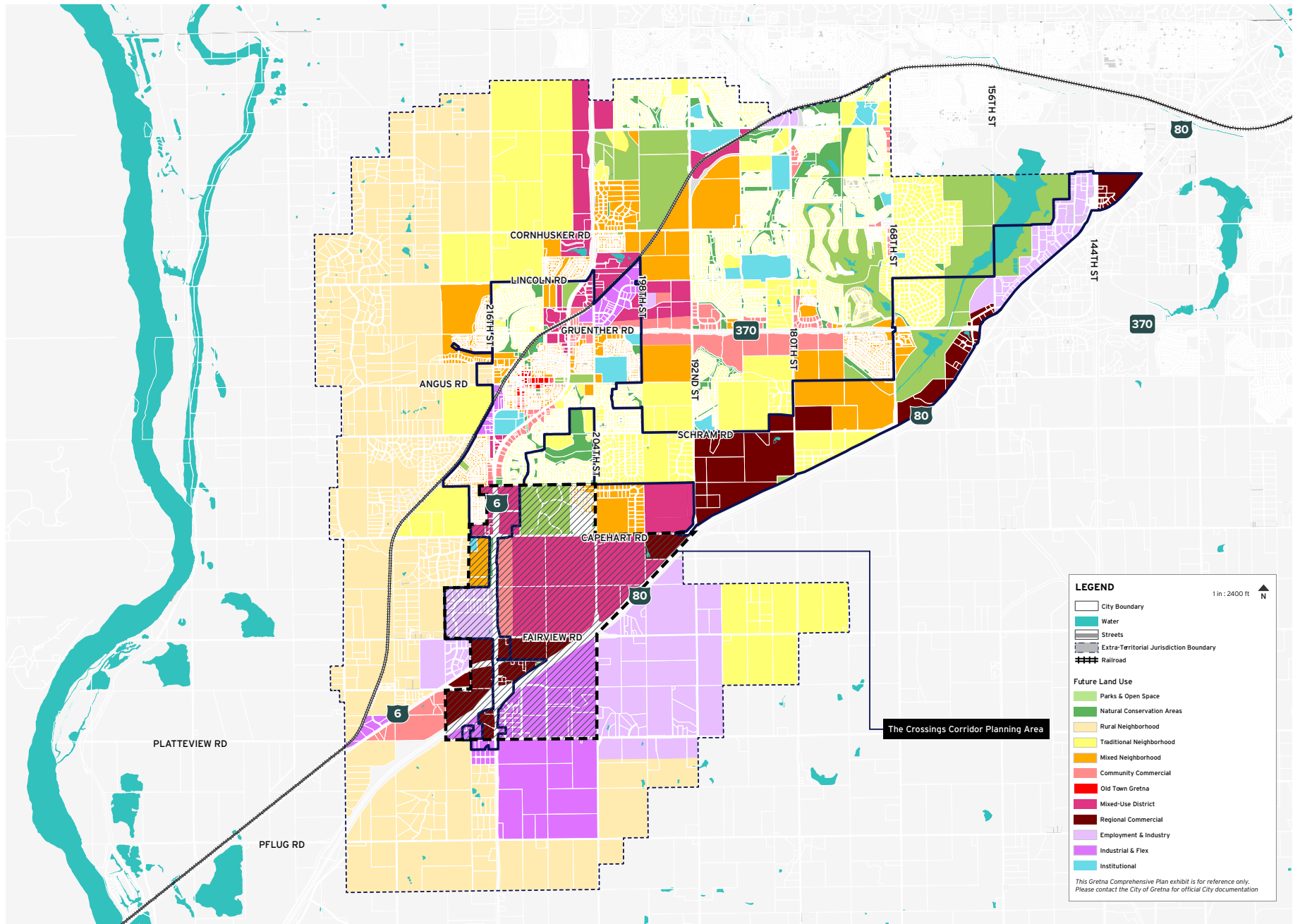
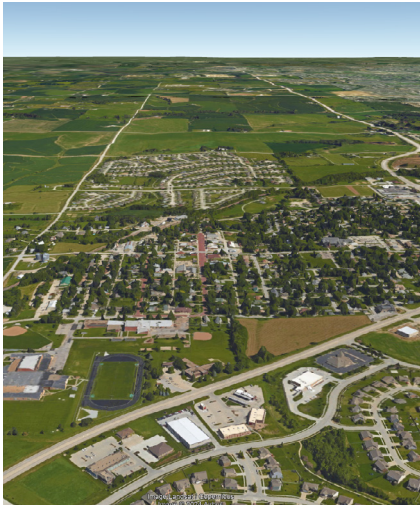


Figure 17: Future Land Use Map



Birdseye looking North
up US-6 top,
Heavy Brewing bottom

DEVELOPMENT OPPORTUNITY SITES

The City of Gretna has several notable sites with significant development opportunity where substantial land use change could occur in the future. The Opportunity Site Map highlights the six sites within Gretna city limits that are viable for change over the next 5 to 10 years. These sites were chosen based on ownership, susceptibility to change, and the potential for higher and better use, collectively offering opportunities for increased density or intensity of use.

Development Opportunity Sites:

1. Nebraska 370 Gateway Opportunity Site
2. Old Town Gretna Study Area
3. Old Town Gateway and Park Opportunity Site
4. Angus Rd and 204th St Infill Opportunity Site
5. US-6 and 216th St Mixed-Use District Opportunity Site
6. Gretna's Community Complex Opportunity Site

To support development and reinvestment efforts, a series of concept plans and massing studies have been created to illustrate their future redevelopment potential, high-level visions, and guiding development objectives for each area. These plans build upon the future land use strategy, offering guidance for notable sites in the community. The recommendations are intended to serve as flexible guidelines for future development, showcasing possible outcomes based on the community's vision and local real estate market conditions rather than representing a sole solution.

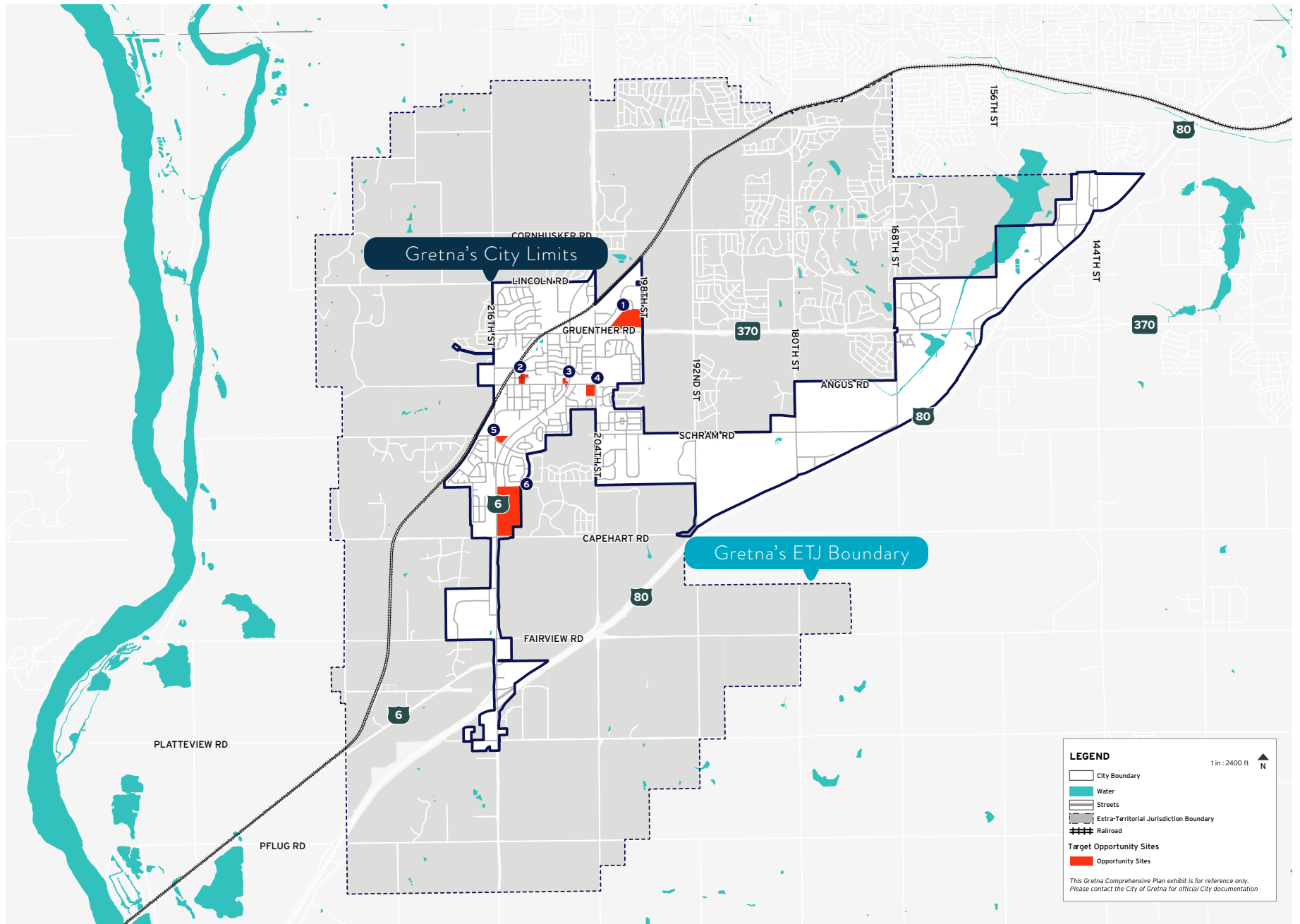


Figure 18: Opportunity Sites Map

NEBRASKA 370 GATEWAY OPPORTUNITY SITE

Opportunity Site 1 is located at the eastern border of the city, west of Gretna Landing along N-370. This 30-acre, city-owned property is currently vacant and includes environmentally sensitive areas that require preservation. With recent development interests and the expansion of nearby Gretna Landing, this site has been identified as a prime location for future opportunities. The future land use strategy envisions it as a mixed-use district, featuring community commercial uses along N-370, presenting a chance to introduce a variety of new uses to the community.

The site's high visibility on N-370 makes it attractive for businesses, but it requires thoughtful urban design to enhance Gretna's identity. Both sides of N-370 should see streetscape improvements, such as an off-street trail on the northern edge, a landscaping buffer to protect from traffic, and the addition of pedestrian lighting, wayfinding, and gateway signage. The concepts presented can also serve as a model for improving other sites along arterial corridors within the community.

Planning Development Objectives:

- **Hotel & Convention Space.** Given its proximity to Gretna Landing, which is developing with entertainment and sports complexes, shopping, and dining, this site could be viable for a hotel with a convention center or banquet space.
- **Corridor Identity.** The site's visibility at the entrance to Gretna offers an opportunity to bolster the city's visual identity. This can be done by introducing an off-street bike and pedestrian trail, gateway signage, and enhanced landscaping along the streetscape.
- **Mix of Land Uses.** The plan proposes community commercial spaces fronting N-370, while the northern portion of the site could be developed with residential and mixed-use spaces or additional light industrial, office, and commercial uses.



Hotel & Restaurant



Multi-Purpose Trail



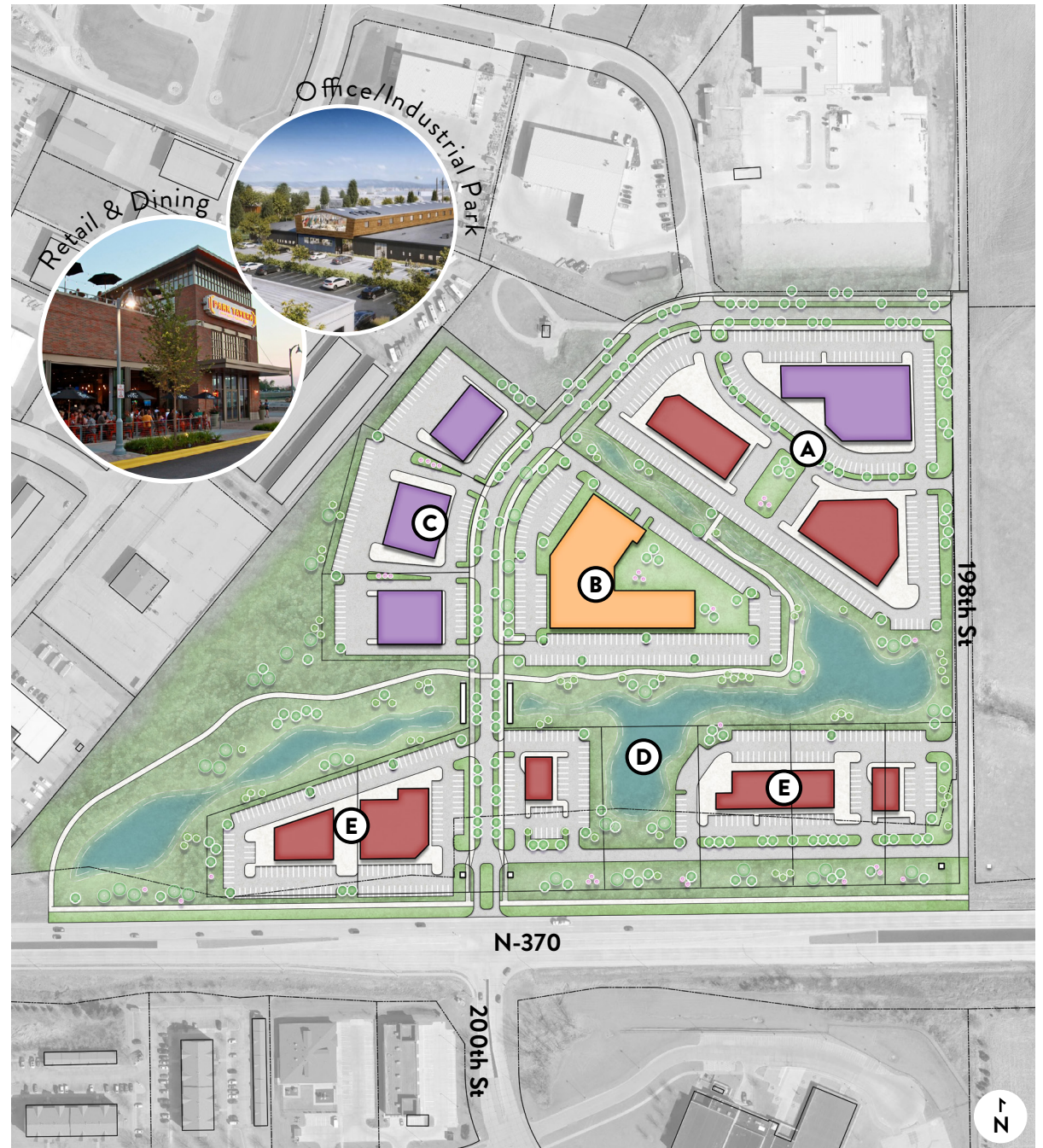
Existing Conditions

Concept A

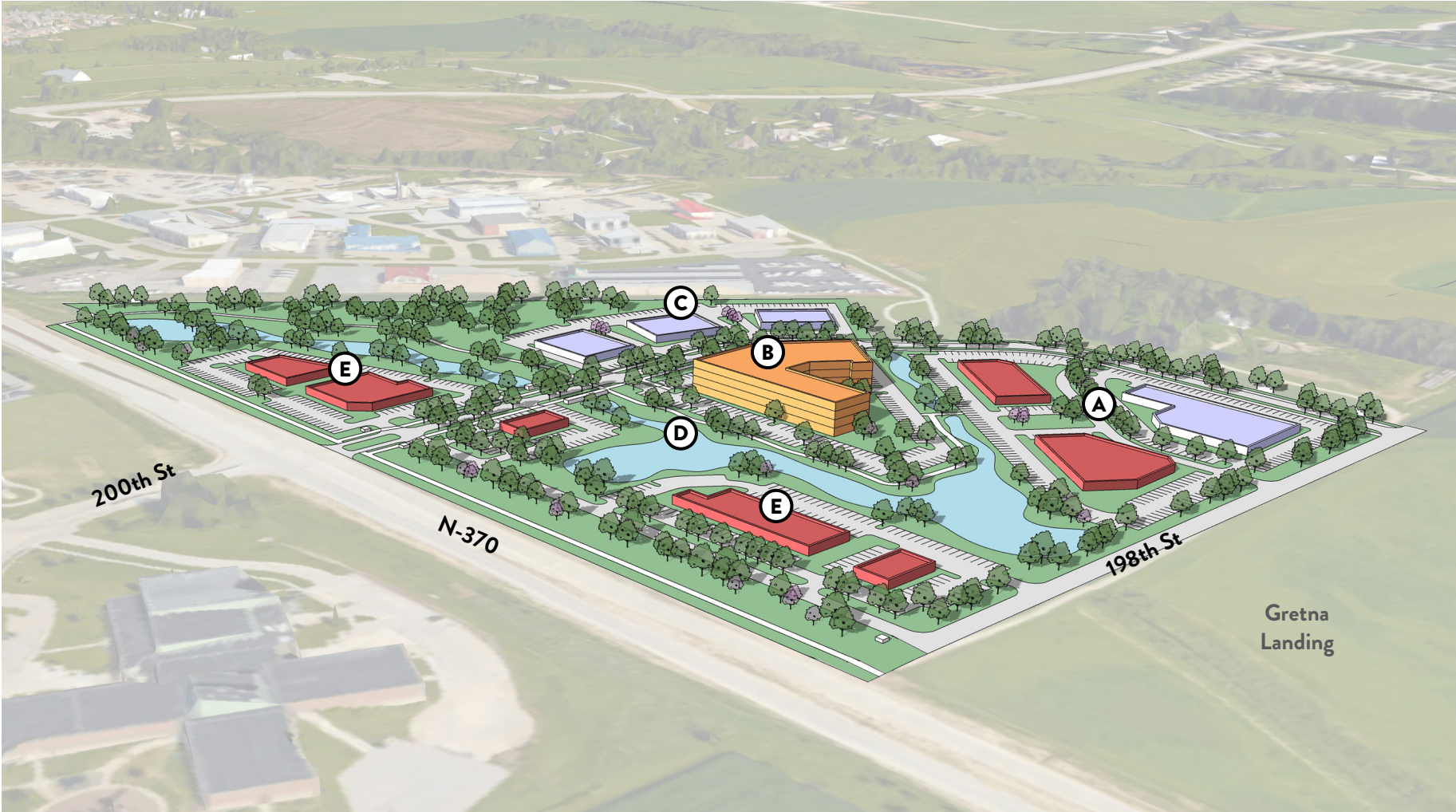
This concept envisions a new mixed-use district along N-370 with a hotel and convention center complemented by supporting retail, restaurants, and an office park. The new development will enhance the N-370 streetscape and introduce a pedestrian and bicycle trail system.

Concept Highlights

- (A)** Community Commercial.
 - Active community commercial (35,000 sf) and light industrial/office (30,000 sf) with 280 shared surface spaces
- (B)** Hotel & Convention Center.
 - Four-story hotel, 100 keys, 20,000 sf conference facility with 178 shared surface spaces + internal spaces
- (C)** Office/Light Industrial Park.
 - 35,000 sf of office/light industrial with 90 shared surface spaces
- (D)** Greenway Feature.
 - Pond and waterway with trail system.
- (E)** Community Commercial.
 - Active community commercial (40,000-50,000 sf) with 320 shared surface spaces



Concept A - Massing Study Looking Northwest



Gretna Landing

Concept Highlights

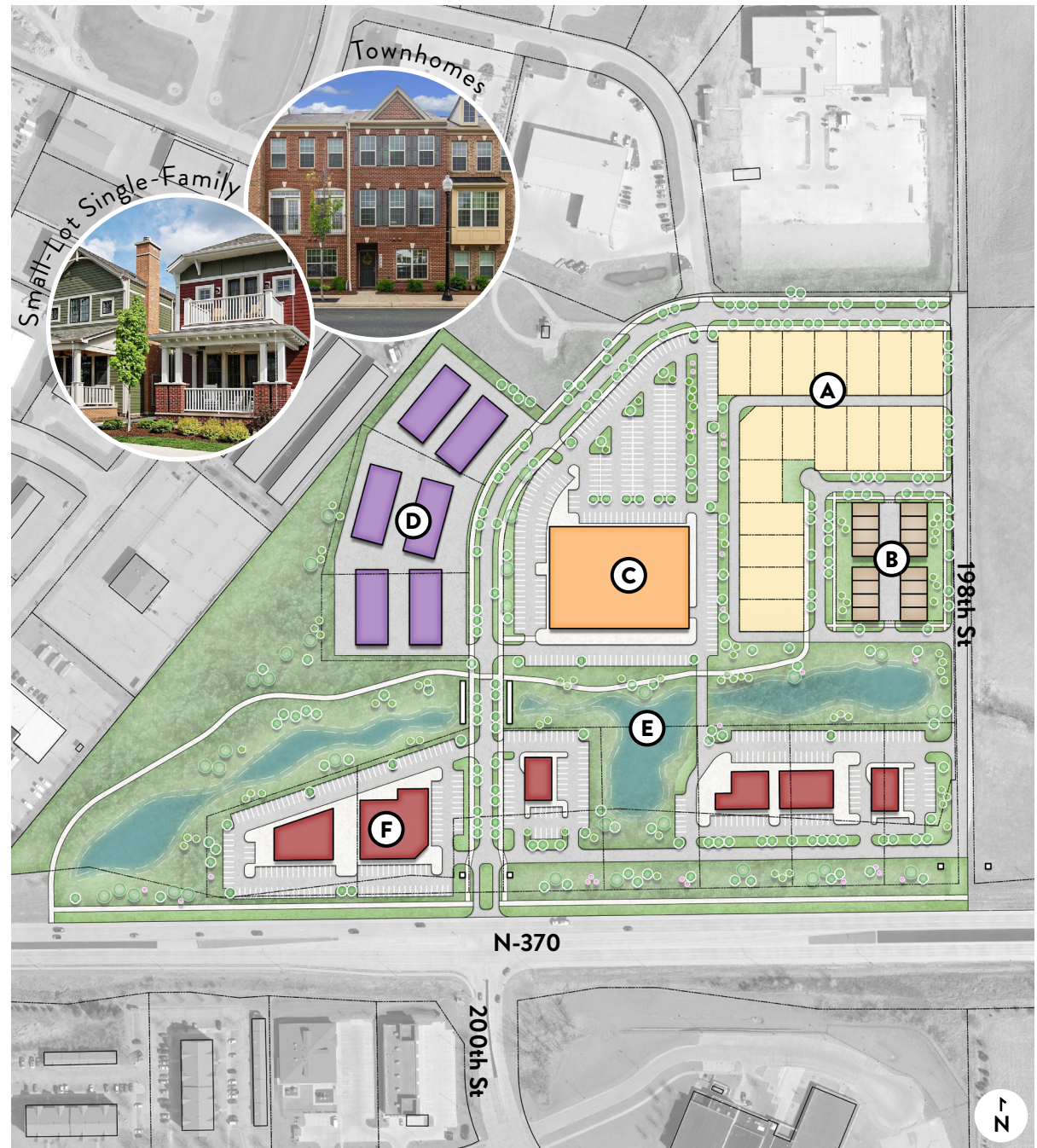
- (A) Community Commercial.
- (B) Hotel & Convention Center.
- (C) Office/Light Industrial Park.
- (D) Greenway Feature.
- (E) Community Commercial.

Concept B

The proposed concept envisions transforming the area along N-370 into a dynamic mixed-use district. At its core will be a hotel and convention center. Surrounding this focal point, a new residential neighborhood will offer a diverse mix of housing options. Active commercial spaces will enhance N-370, creating a lively and engaging commercial corridor. Streetscape improvements, including pedestrian pathways, landscaped areas, and lighting, will transform the area into a welcoming and accessible environment.

Concept Highlights:

- (A)** Traditional Small-Lot Single-Family.
 - 18 lots | ~7,000 sf/lot
- (B)** Rear-Loaded Townhomes.
 - 16 units | 2.5-story townhomes with 2-car garage
- (C)** Hotel & Convention Center.
 - Four-story hotel, 100 keys, 20,000 sf conference facility with 288 shared surface spaces
- (D)** Light Industrial/Office.
 - 50,000k storage facility
- (E)** Greenway Feature.
 - Pond and waterway with surrounding trail system.
- (F)** Community Commercial.
 - Active community commercial (40,000-50,000 sf) with 320 shared surface spaces



Concept B - Massing Study Looking Northwest



Concept Highlights

- (A) Traditional Small-Lot Single-Family.
- (B) Rear-Loaded Townhomes.
- (C) Hotel & Convention Center.
- (D) Light Industrial/Office.
- (E) Greenway Feature.
- (F) Community Commercial.



OLD TOWN GRETNA STUDY AREA

The Old Town Gretna study area is located in the heart of the downtown along McKenna Avenue from Wallace Street to Angus Road. The downtown reflects a traditional downtown with historic architecture, walkable streets, and a brick paved road. Although the built environment reflects a vibrant downtown placemaking, infill, and adaptive reuse of existing buildings can spark new business, draw more foot traffic, and bring alternative types of housing options to the neighborhood.

Although only a portion of the downtown was assessed, these development objectives and design concepts can be replicated in key locations along McKenna Avenue and Angus Road.

Review chapter six of this Comprehensive Plan - 'Authentic Downtown' - for more information on the planning goals and strategies for Old Town Gretna.

Planning Development Objectives:

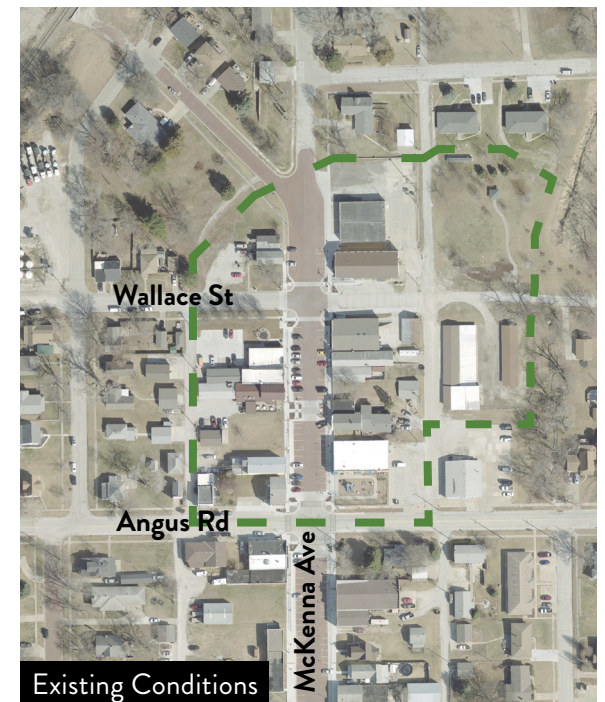
- **Alternative Housing Options.** Increase foot traffic in the downtown, by adding more density and housing options along McKenna Avenue and in the surrounding neighborhoods. Small-lot single

family, attached single-family, and low-rise apartments should be considered.

- **Grow the Daytime and Nighttime Economy.** Attract new businesses to the downtown that bring daytime and nighttime activity to the area. The city should develop a program to draw more restaurants and retailers to the downtown.
- **Parking, Access, and Mobility.** Ensure parking and access are a part of all new development to support new residents and businesses.
- **Capitalize on Redevelopment Opportunities.** Key sites along McKenna Avenue have potential to be activated with new users or temporary placemaking interventions.
- **City Properties.** City Hall and the Libraries are major attractions for downtown visitors. The City should strategically seek new tenants or opportunities for these sites to act as catalysts for downtown revitalization.



Mixed-Use Development



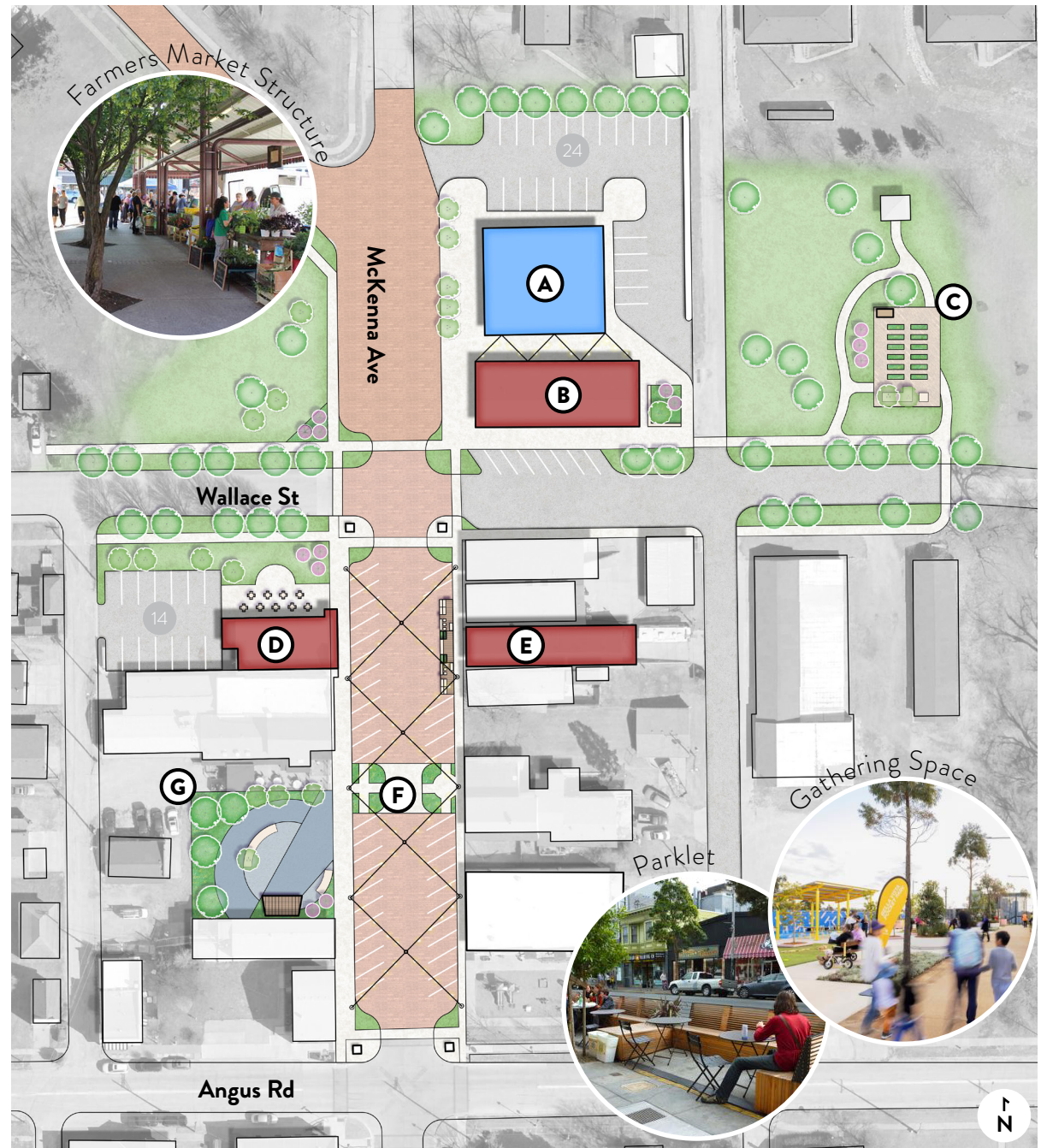
Existing Conditions

Concept A Highlights

- (A)** Farmers Market.
 - Reuse of storage facility as a covered Farmers Market
- (B)** Artist Gallery and Studio.
 - Retrofit City Hall for a new user such as an artist gallery and studio space like Hot Shops in Omaha.
- (C)** Community Gardens.
- (D)** Restaurant.
 - Retrofit the Library for a restaurant with outdoor dining.
- (E)** Restaurant.
 - New restaurant with a parklet for outdoor dining.
- (F)** Placemaking.
 - Community identifiers at intersections, string lighting along McKenna
- (G)** Gathering Space.
 - Activate and program the vacant lot with public art, stage, seating, and landscaping.

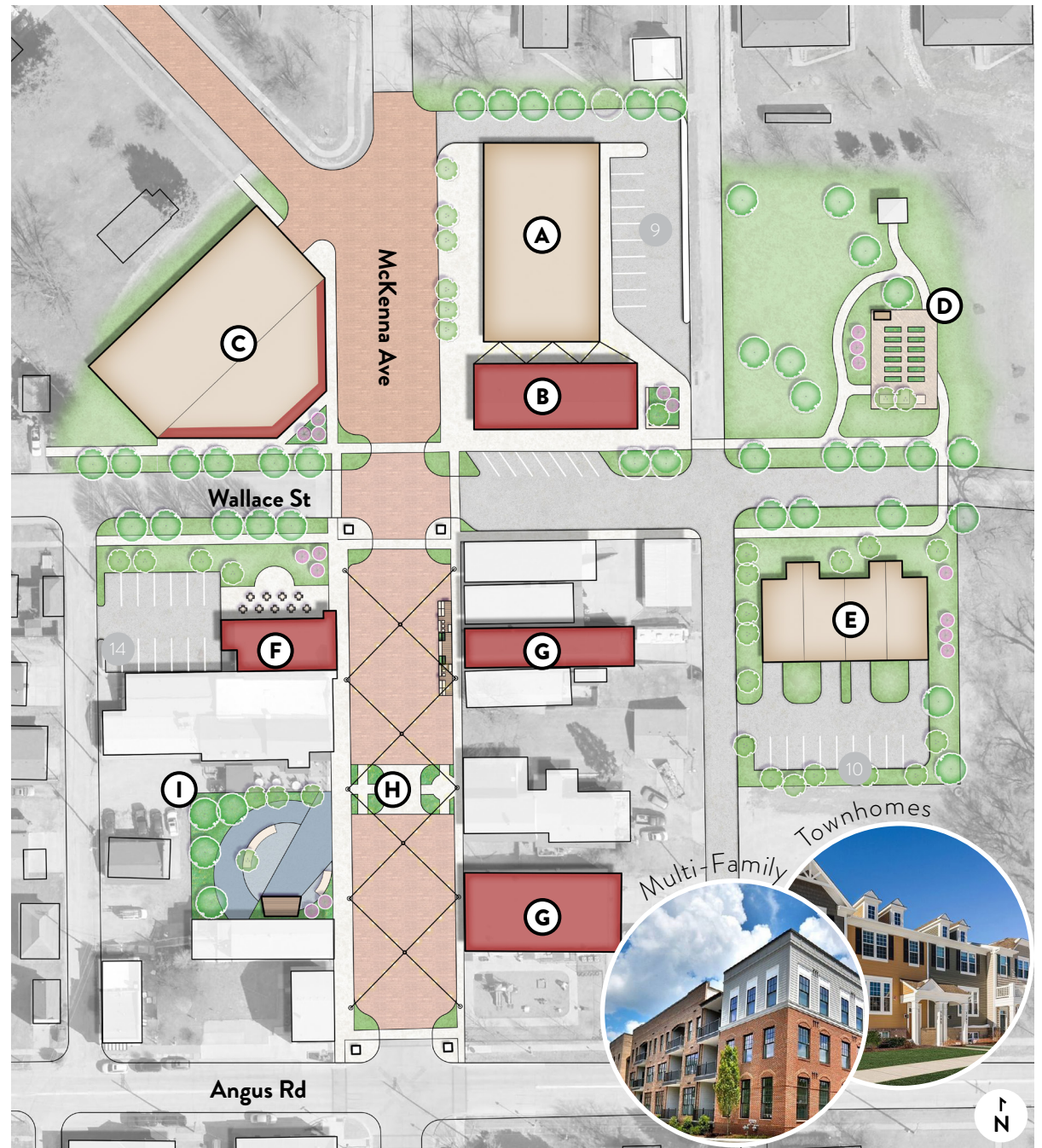
Gardens

Outdoor Dining



Concept B Highlights

- (A)** Multi-Family Residential.
 - Three-story (8,400 sf/floor) | 14 units with 24 internal and 9 surface spaces
- (B)** Artist Gallery and Studio.
 - Retrofit City Hall for a new user such as an artist gallery and studio space like Hot Shops in Omaha.
- (C)** Mixed-Use Development.
 - Three-story (13,000 sf/floor)
 - 24 upper-story residential units
 - 4,000 sf of retail
 - 26 internal spaces
- (D)** Community Gardens.
- (E)** Rear-Loaded Townhomes.
 - 4 units | 2.5-story townhomes with 2-car garage and 10 surface spaces
- (F)** Restaurant.
 - Retrofit the Library for a restaurant with outdoor dining.
- (G)** Restaurant.
 - New restaurant with a parklet for outdoor dining.
- (H)** Placemaking.
 - Community identifiers at intersections, string lighting along McKenna
- (I)** Gathering Space.
 - Activate and program the vacant lot with public art, stage, seating, and landscaping.



Concept C Highlights

- (A)** Mixed-Use Development.
 - Three-story (13,000 sf/floor)
 - 24 upper-story residential units
 - 4,000 sf of retail
 - 26 internal spaces
- (B)** Mixed-Use Development.
 - Three-story (23,500 sf/floor)
 - 34 upper-story residential units
 - 6,500 sf of retail
 - 42 internal
- (C)** Multi-Family Residential.
 - Three-story (19,500 sf/floor) | 35 units | 56 internal spaces
- (D)** Rear-Loaded Townhomes.
 - 2.5-story townhomes with 2-car garage
- (E)** Restaurant.
 - New restaurant with a parklet for outdoor dining.
- (F)** Placemaking.
 - Community identifiers at intersections, string lighting along McKenna
- (G)** Mixed-Use Development.
 - Three-story (8,400 sf/floor)
 - 14 upper-story residential units
 - 2,800 sf of retail
 - 18 internal spaces
- (H)** Restaurant.
 - New restaurant with outdoor dining.



OLD TOWN GATEWAY AND PARK OPPORTUNITY SITE

With the 2023 closure of the public swimming pool, this site presents a prime opportunity to introduce new recreational amenities for both residents and visitors of Gretna. Along with the vacant parcel at the northwest corner of Angus Road and US-6, and the underutilized used car lot at the southwest corner, this location has the potential to become a vibrant gateway into downtown Gretna. Beautification efforts and safety enhancements at the intersection will improve connectivity for neighborhoods along US-6.



Planning Development Objectives:

- **Recreational Opportunity.** Expanding Peterson Park will enhance recreational opportunities and benefit the surrounding neighborhood.
- **Economic Development.** The former pool facility could be transformed into a small restaurant or food business hub, catering to new park visitors. Partnering with local food vendors and hosting food truck events will energize the park and boost the local economy.
- **Veterans Memorial.** Creating a space to celebrate and remember our veterans is an aspiration of the larger community.
- **Streetscape Improvements.** Improving crossings and the intersection along with beautification will create a safer experience for pedestrians and cyclists. This will also expand the city's trail network to promote connectivity and walkability.



Splash Pad Complex



Food Hall & Outdoor Dining



Shade Structures & Seating

Concept Highlights:

- (A)** New Splash Pad Complex.
 - Expanded parking lot
 - Splash pad complex with shaded pergola
 - Activate the City pool shelter with a new user - ice cream shop or dining option
- (B)** Streetscape Improvements.
 - Street closure along Pontiac Dr
 - Specialty pavement to enhance intersection
 - Improved crossings and landscape buffers for safety
- (C)** Veterans Memorial.
 - Extension of park for a veterans memorial and gateway signage
- (D)** Expanded Greenway.
 - Park and trail system extends south of Angus Rd with seating pocket and shade structure
 - Prominent gateway signage into Old Town Gretna



Massing Study Looking Northeast



Concept Highlights

- (A) New Splash Pad Complex.
- (B) Streetscape Improvements.
- (C) Veterans Memorial.
- (D) Expanded Greenway.

ANGUS RD AND 204TH ST INFILL OPPORTUNITY SITE

This seven-acre city-owned property at the corner of Angus Rd and 204th St is located in the heart of one of Gretna's oldest neighborhoods. It is within walking distance of Gretna North Park, Gretna High School, US-6, and Peterson Park. Currently used for City storage the site has the potential to become a catalytic new infill residential project, emphasizing the importance of open space, trails, and community amenities. Additionally, the City's need for a police and safety center makes this centrally located site a viable option for a future facility.



Planning Development Objectives:

- **Residential Infill.** Develop new residential housing to introduce diverse product types to the City and increase density in the heart of Gretna.
- **Open Space & Trails.** Utilize the site's natural topography to create a greenway system with trails, connecting surrounding neighborhoods and providing additional recreational opportunities.
- **Streetscape Improvements.** Continue the sidewalk system along Angus Rd to improve connectivity and promote walkability. Enhance the site's character with street trees, landscaping, and wayfinding signage.
- **Community Amenities.** Integrate open spaces and trails to connect with existing community amenities, and introduce a police and safety center to promote overall quality of life.



Streetscape & Landscaping Buffer



Greenway & Trails



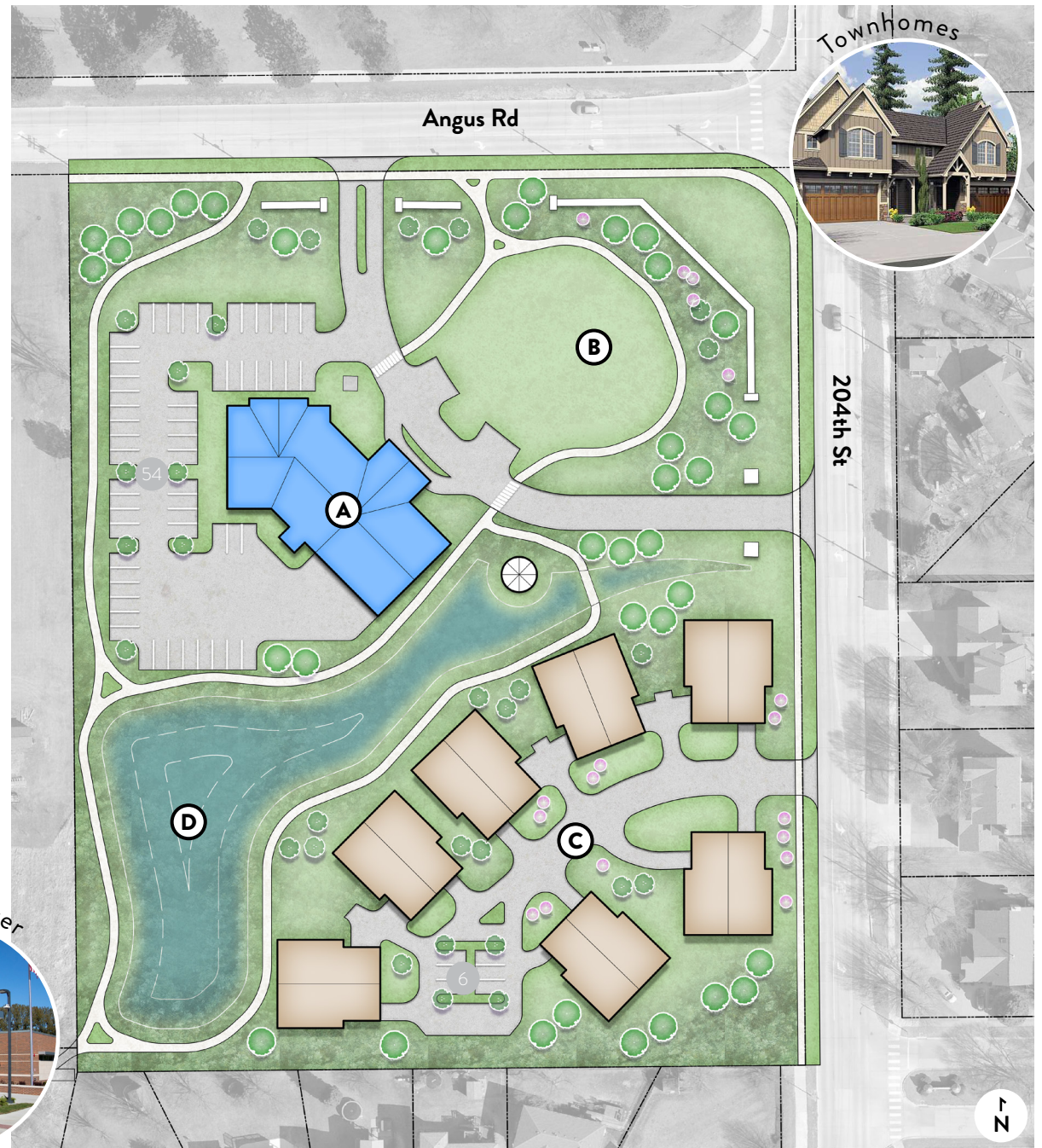
New Housing Options

Concept A

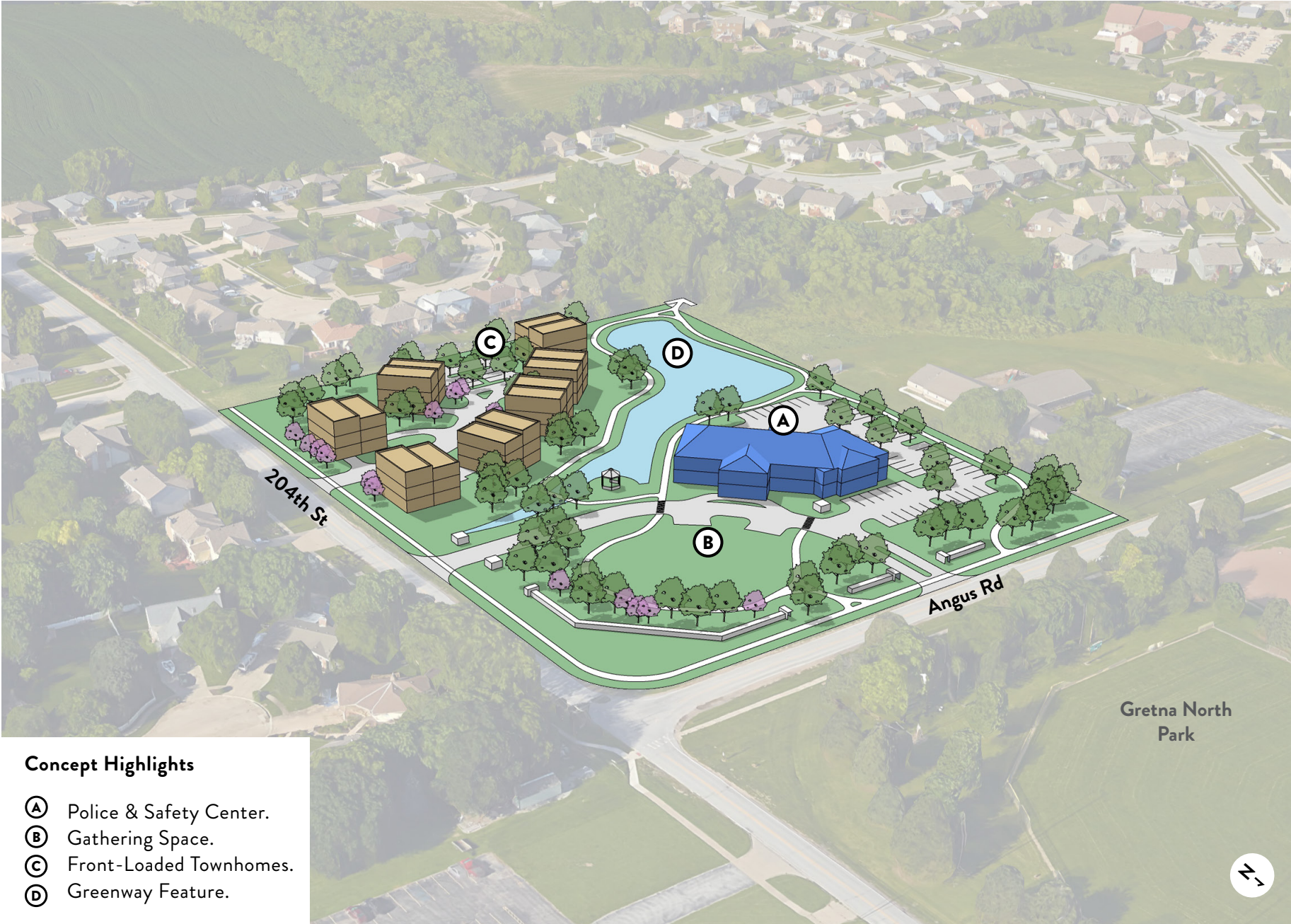
This concept envisions a new police and safety center on the site, set back from the main road to respect the surrounding neighborhood context and create a strong visual identity at the corner of Angus Rd and 204th St. A new open space and greenway feature create an inviting environment, enhancing the parks and trail system in the community. New housing at the southern edge of the site offers housing options and relates to the surrounding neighborhoods.

Concept Highlights:

- (A)** Police & Safety Center.
 - 12,600sf
- (B)** Gathering Space.
 - Passive open space with landscaping and signage to buffer from the road.
- (C)** Front-Loaded Townhomes.
 - 14 units | 2.5-story townhomes with 2-car garage
- (D)** Greenway Feature.
 - Pond and waterway with surrounding trail system.



Concept A - Massing Study Looking Southwest



Concept Highlights

- (A) Police & Safety Center.
- (B) Gathering Space.
- (C) Front-Loaded Townhomes.
- (D) Greenway Feature.

Concept B

To complement the surrounding neighborhood context, this concept proposes a new housing product: small-lot single-family. This would provide new housing infill in a built out neighborhood at a more affordable price point. A 20-foot landscaping buffer and improved streetscape with sidewalk connections, a tree lawn, and crossings will enhance the community character along Angus Rd and 204th St.

Concept Highlights:

- (A)** Traditional Small-Lot Single-Family.
 - 19 lots | ~7,800 sf/lot
- (B)** Greenway Feature.
 - Pond and waterway with surrounding trail system.

Small-Lot Single-Family



Trail & Greenway



Concept B - Massing Study Looking Southwest



Concept Highlights

- Ⓐ Traditional Small-Lot Single-Family.
- Ⓑ Greenway Feature.

Concept C

A cluster single-family neighborhood anchors the corner of Angus Rd and 204th St. This new housing type allows for denser residential development with shared open space in the neighborhood. Streetscape improvements and a new trail system will strengthen the city's trail network, providing new opportunities for recreation and community gathering.

Concept Highlights:

- (A)** Cluster Single-Family Development.
 - 60'x60' single-family pads surrounded by common green spaces | 20 units
- (B)** Greenway Feature.
 - Pond and waterway with surrounding trail system.

Cluster Neighborhood



Shared Green Space



Concept C - Massing Study Looking Southwest



Concept Highlights

- Ⓐ Cluster Single-Family Development.
- Ⓑ Greenway Feature.

US-6 AND 216TH ST MIXED-USE DISTRICT OPPORTUNITY SITE

The intersection at US-6 and 216th St is a critical node in the City of Gretna, serving as one of the primary southern gateways to downtown and the surrounding neighborhoods. This site is currently underutilized populated with Quonset huts used for storage. This site has the potential to promote livable neighborhoods, support economic development, and exemplify best practices for future development along Highway 6.

Instead of the typical strip shopping centers along Highway 6, this new district would integrate residential, commercial, and recreational uses, creating a dynamic and engaging environment for both residents and visitors. The site's transformation could set a new standard for urban development in Gretna, emphasizing connectivity, sustainability, and community-oriented design.



Planning Development Objectives:

- **Mixed-Use District.** Develop a vibrant mixed-use district offering housing options and active commercial uses in a walkable environment.
- **Economic Development.** Attract new commercial uses along US-6 to boost the local tax base and set a standard for optimal sit layout best practices.
- **Connectivity.** Foster a walkable environment by establishing a comprehensive roadway network with pedestrian and cycling infrastructure. Enhance connectivity by adding sidewalks along US-6.
- **Streetscape Improvements.** Improve the visual appearance of the corridor with landscaping buffers, defined crosswalks, and street trees.



Multi-Purpose Trail Network



Corner Commercial Use



Activated Mixed-Use District

Concept A

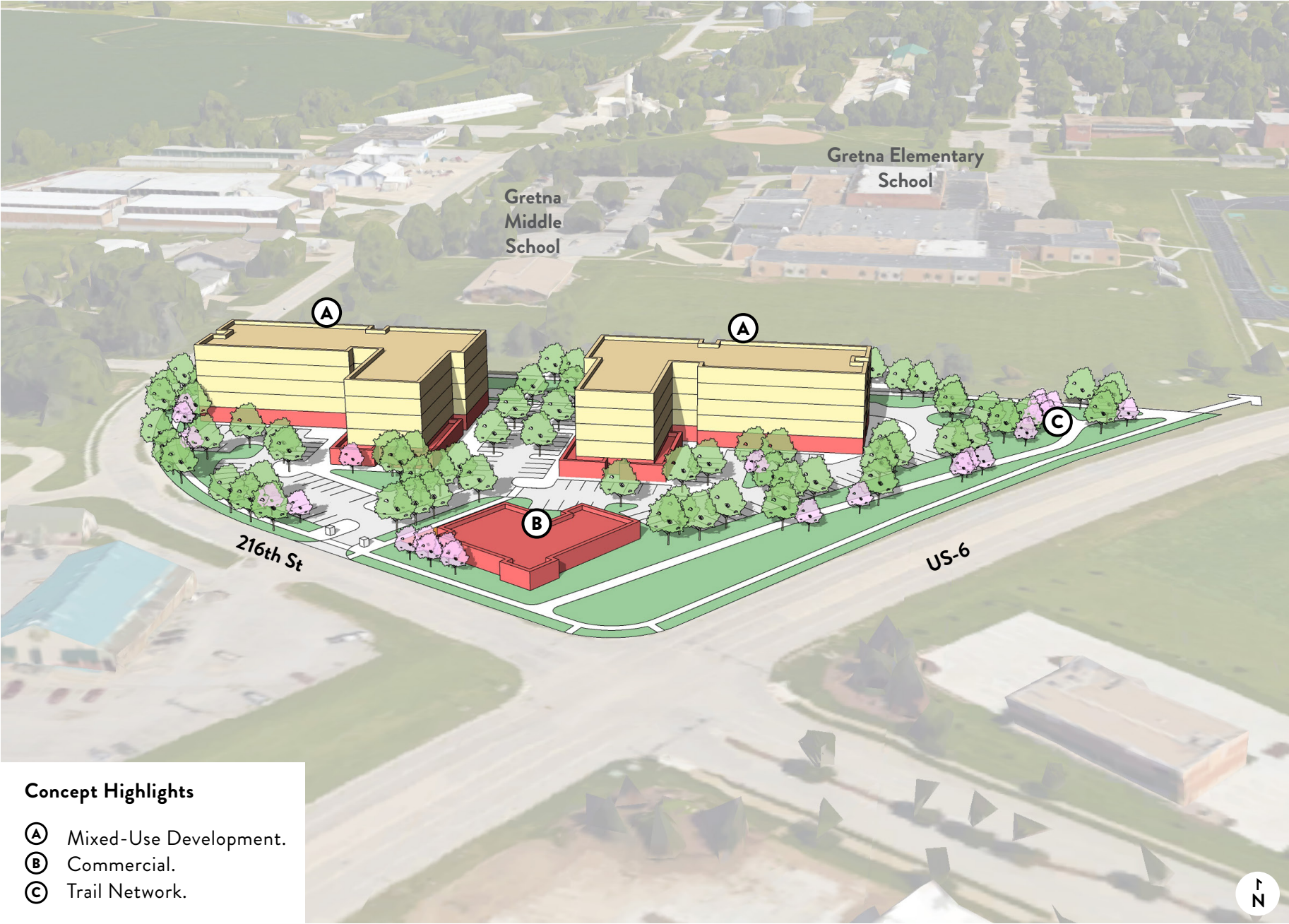
The concept focuses on creating a vibrant mixed-use district. A one-story retail or restaurant use anchors the northwest corner of US-6 and 216th St. Two mixed-use buildings are set back from the highway, introducing new residential and commercial options to the community. The site includes both internal and surface parking to support the new residents and businesses. A connected network of roadways, pedestrian paths, and cycling infrastructure enhances connectivity within and around the site. Vehicular access points to 216st would need to be coordinated with the city and NDOT. Landscaping and street trees provide a buffer from the main roads and enhance the identity of Gretna's key commercial corridor.

Concept Highlights:

- (A)** Mixed-Use Development.
 - Four-story (20,700 sf/floor) mixed-use building with 54 upper-story residential units and 6,000 sf of ground-floor retail and roughly 22 internal parking spaces per building.
- (B)** Commercial.
 - One-story, 7,800 sf of commercial
- (C)** Trail Network.
 - Bike & ped trail connection along US-6 and through site.



Concept A - Massing Study Looking North



Concept Highlights

- (A)** Mixed-Use Development.
- (B)** Commercial.
- (C)** Trail Network.

Concept B

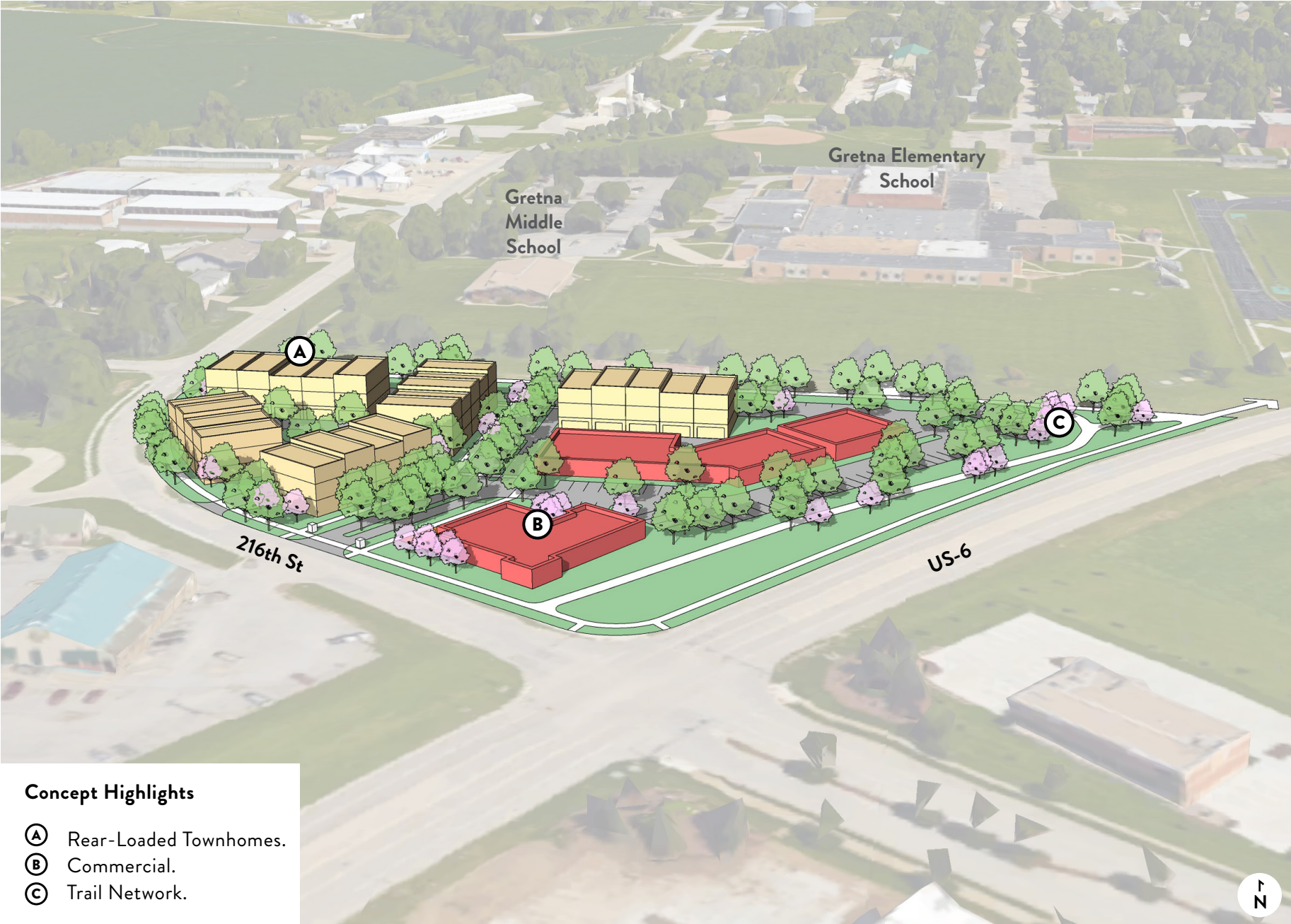
This concept emphasizes the creation of a livable neighborhood. A cluster of new townhomes, set back from US-6 along 216th St feature surface parking and a connected roadway with pedestrian infrastructure. To complement the new housing, one-story retail and restaurant establishments front US-6, with parking and pedestrian trails ensuring easy access for both visitors and residents. Vehicular access points to 216st would need to be coordinated with the city and NDOT. Landscaping and street trees offer a buffer from the main roads, bolstering the identity of Gretna's key commercial corridor.

Concept Highlights:

- (A)** Rear-Loaded Townhomes.
 - 23 units | 2.5-story townhomes with 2-car garage
- (B)** Commercial.
 - Three one-story buildings, 24,000 sf total of commercial
- (C)** Trail Network.
 - Bike & ped trail connection along US-6 and through site.



Concept B - Massing Study Looking North



Concept Highlights

- (A) Rear-Loaded Townhomes.
- (B) Commercial.
- (C) Trail Network.

GRETNA'S COMMUNITY COMPLEX OPPORTUNITY SITE

Located adjacent to Gretna Crossing Park, this 65-acre site along US-6 is primed for development. The northern portion, owned by the city is envisioned as the location for a new community complex featuring a library, community center, City Hall, and a park or police facility. To support the complex and develop a mixed-use district along US-6, complementary uses must surround the civic amenities, aiding in the creation of a new downtown district that aligns with the vision set forth in the Crossings Corridor Plan. Vehicular access points to US-6 would need to be coordinated with the city and NDOT.



Planning Development Objectives:

- **Community Complex.** Develop a new community complex with a library, community center, city hall, and other key community services, surrounded by outdoor community gathering spaces.
- **Economic Development.** Foster an active town center along US-6 with commercial, service, and housing options that support the new civic center and Gretna Crossing Park.
- **Diversity of Housing Options.** Offering a range of housing products on the southern half of the site to strengthen the new town center and civic uses.
- **Connections to Gretna Crossing Park.** Integrate trails and an open space system into the new district to improve accessibility and connectivity between city services.
- **Walkable Environment.** Promote a walkable environment through urban design and mobility interventions such as sidewalks, tree lawns, landscaping, lighting, signage & wayfinding, and public plazas.



Civic Center



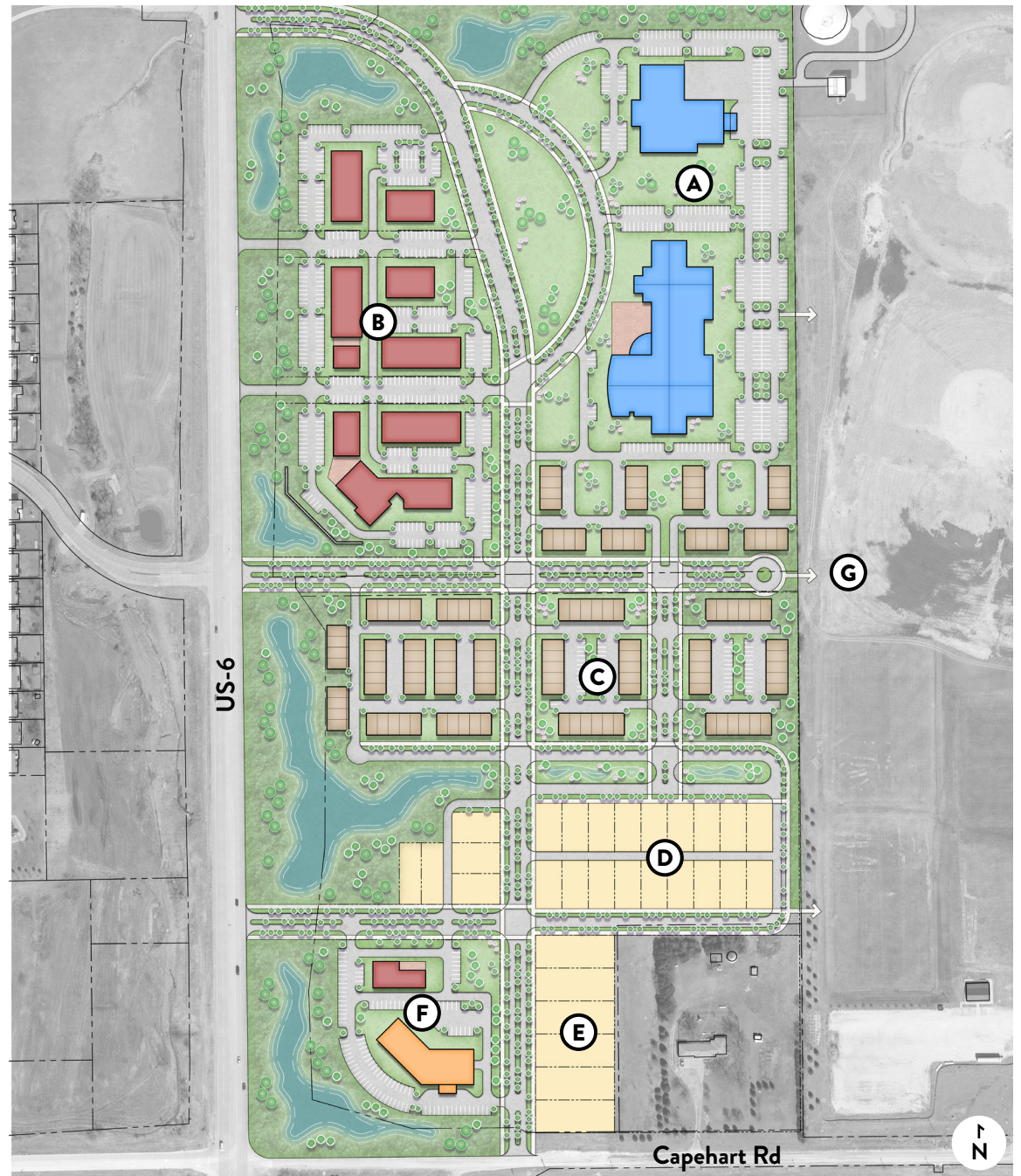
Greenway System



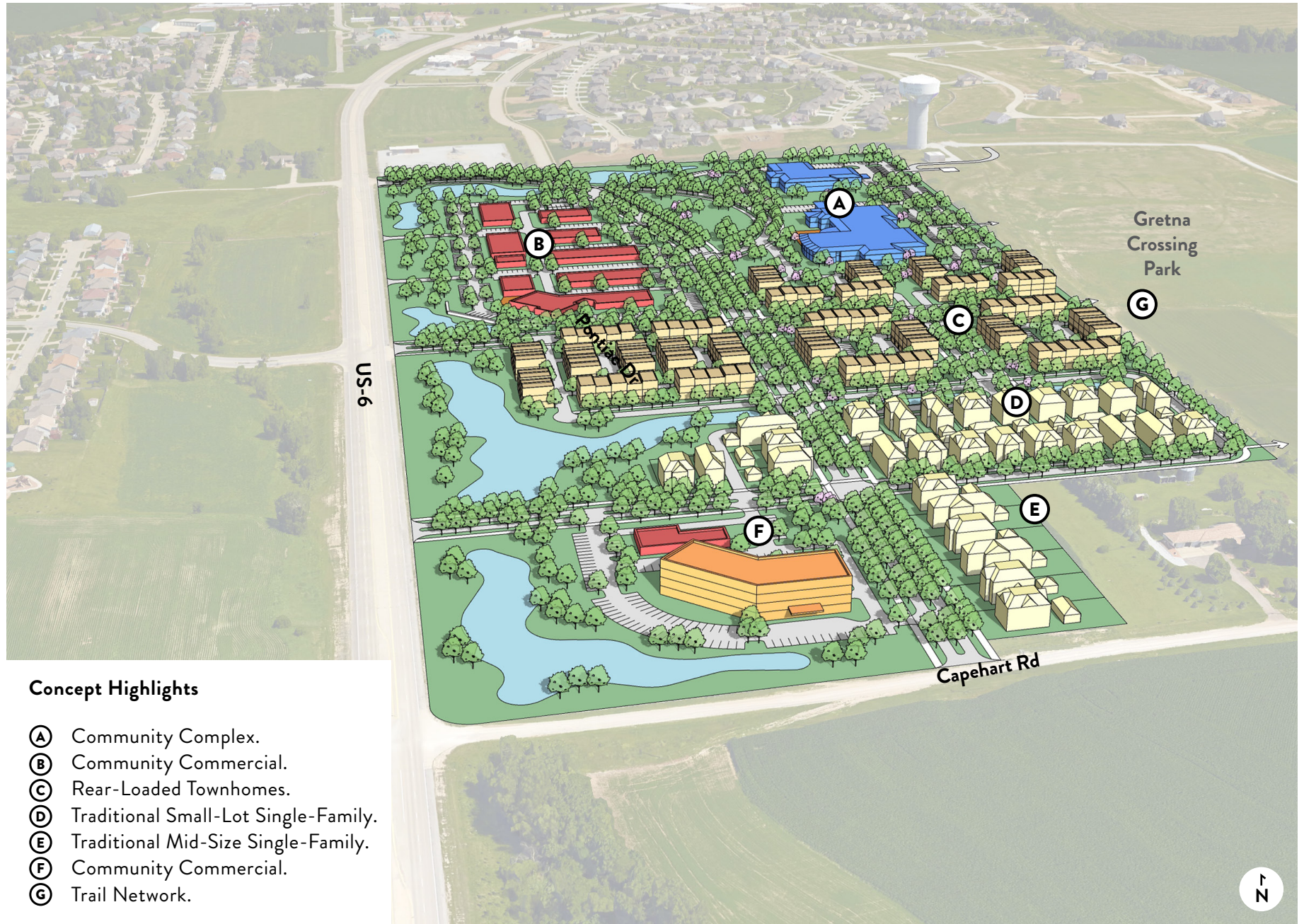
Trail Connections

Concept Highlights:

- (A)** Community Complex.
 - Park or Police & Safety Center (30,000 sf)
 - Library, City Hall, and Community Center (70,000 sf)
 - 410 shared surface spaces
- (B)** Community Commercial.
 - Active town center commercial in a vibrant and walkable environment (90,000-100,000 sf) with 425 shared surface spaces
- (C)** Rear-Loaded Townhomes.
 - 124 units | 2.5-story townhomes with 2-car garage
- (D)** Traditional Small-Lot Single-Family.
 - 23 lots | ~7,000 sf/lot
- (E)** Traditional Mid-Size Single-Family.
 - 6 lots | ~12,000 sf/lot
- (F)** Community Commercial.
 - Retail (6,000 sf)
 - Four-story hotel, 100 keys, 17,000 sf/ floor
 - 116 shared surface spaces + internal spaces
- (G)** Trail Network.
 - Sidewalks, streetscape, and greenway features throughout and connecting to Gretna Crossing Park.



Massing Study Looking North



Concept Highlights

- (A) Community Complex.
- (B) Community Commercial.
- (C) Rear-Loaded Townhomes.
- (D) Traditional Small-Lot Single-Family.
- (E) Traditional Mid-Size Single-Family.
- (F) Community Commercial.
- (G) Trail Network.

CHAPTER 5





CHAPTER 5

GRETNA 2040 COMP PLAN

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LIVABLE NEIGHBORHOODS

Foster livable neighborhoods that offer housing diversity, walkability, and access to premier amenities, services, and green spaces.

Gretna's residential neighborhoods, parks, green spaces, and community services are integral to the City's character and identity, enriching the quality of life for its people. Predominantly comprised of single-family homes built within the last two decades, Gretna's neighborhoods feature a mix of newer subdivisions with spacious homes, parks, open spaces, and pedestrian-friendly connections, as well as older housing concentrated around the downtown area and Gretna High School. While these neighborhoods offer a variety of amenities, stakeholders have identified a critical challenge: the limited availability of housing options at varying price points, especially for empty nesters, young families, young professionals, and the workforce.

To address this challenge, Gretna aims to diversify its housing options by moving away from the predominant large-lot homes characteristic of new developments. By offering a wider range of housing types, including townhouses, duplexes, and multi-family dwellings, in addition to single-family homes, the city aims to accommodate the needs of all its current and future residents. This will include the development of mixed-use neighborhoods that combine residential, commercial, and recreational spaces, creating vibrant and walkable communities.

The Livable Neighborhoods goals, strategies, and actions outlined in this chapter aim to ensure that residents can meet their daily needs, feel safe, and enjoy a strong sense of community and well-being. By promoting diverse housing options, enhancing green spaces, and fostering a sense of belonging, Gretna is committed to creating neighborhoods that are not only attractive and livable but also sustainable and inclusive for generations to come.

Avenue 204 at Royal View
10816 204th Ave

GOAL: Stimulate and guide the creation of mixed-use neighborhoods that provide a diverse range of housing types and densities and ensure access to neighborhood-serving commercial and supporting services for varied needs and socioeconomic groups.

Gretna's housing market is in a highly dynamic period, with hundreds of new homes recently added, under construction, or platted for development. In 2021, the City issued 373 building permits for single-family homes and one permit for multi-family. This trend continued in 2022 with 447 single-family permits and 20 multi-family permits issued. [12]

As of 2023, the estimated total number of housing units in the ETJ is 8,320, with 3,300 units within City limits. However, these numbers are subject to change as new homes enter the market. The occupancy rate in the ETJ is 96 percent, suggesting that the market is too tight to provide sufficient inventory. Owner occupancy is notably high, at 80 percent. [13]

While the median home value is \$333,453, newer homes coming on the market are priced higher. New-construction four-bedroom homes, approximately 2,500 square feet sell for \$390,000 to \$460,000, and larger homes of +/-4,000 square feet range from \$630,000 to \$790,000. [14]

The current pricing and sizes of new homes built in Gretna has made housing less attainable for young families starting out, empty nesters wishing to downsize, and those in Gretna's workforce, such as police officers, teachers, firefighters, and others. To address this issue, it is imperative to diversify the housing product mix within the city. Moving away from large-lot homes, which are characteristic of new developments in and around Gretna, and introducing more multi-family and rental housing options will provide a broader range of housing price points and opportunities for the community, enabling a more inclusive and accessible housing market in Gretna.

[12] Metropolitan Area Planning Agency.

[13] ESRI, 2023.

[14] Home prices via Trulia.com.



CASE STUDY

STRATEGY 1: Provide **housing options at different price points** for the workforce, young professionals, and first-time home buyers.

- **1.1:** Prioritize the development of the identified opportunity sites within the city to offer diverse housing options.
- **1.2:** Incorporate market-based and administrative mechanisms such as a first-time home buyer program to make it more attractive and financially feasible for varied homeowners.
- **1.3:** Implement an inclusionary housing program to encourage a percentage of attainable housing options within new developments. Monitor its effectiveness and adjust the requirements based on participation rates.
- **1.4:** Ensure zoning regulations are flexible and allow varied approaches to attainable and missing middle residential development.
- **1.5:** Work closely with Sarpy County and state agencies to align city housing initiatives with county-wide strategies.

Affordable Housing Bonus Program | Durham, NC



The City of Durham implemented the Affordable Housing Bonus Unified Development Ordinance to encourage private developers to construct affordable housing units in designated areas. Under this ordinance, developments that meet the affordable housing requirements may qualify for a density and height bonus.

A Place to Call Home | Missoula, MT



The City of Missoula adopted a comprehensive city-wide housing policy to create a policy and program approach to minimize barriers and provide financial incentives to promote the production and preservation of diverse, healthy, and safe homes.

CASE STUDY

STRATEGY 2: Develop new neighborhoods with **compatible mixed uses** that serve residential needs.

- **2.1:** Encourage small-scale commercial and office uses as outlined in the Neighborhood Commercial District (NC) within R-2 and R-3 zones.
- **2.2:** Locate new city services within existing neighborhoods to support walkable environments.
- **2.3:** Support creativity and flexibility in achieving quality design in neighborhoods to encourage walkability and mixed uses.
- **2.4:** Prioritize mixed-use neighborhood development near economic hubs, commercial corridors, and community centers.
- **2.5:** Evaluate the opportunity to require a mix of building, unit types, and uses such as parks, schools, and workplaces within new neighborhood developments.

Neighborhoods Master Plan | Missoula, MT



The Mullen Area Master Plan incorporated a variety of strategies to encourage affordability and mixed-use neighborhoods. One tool used in the plan is an “Equity in Land Use” tool which requires new projects to include a “mix of buildings and unit types.” The Plan describes mixed-use centers as locations that include workplaces, shops, entertainment venues, and neighborhood schools.



Housing in Gretna

CASE STUDY

STRATEGY 3: Encourage **infill residential** in built-out neighborhoods.

- **3.1:** Provide regulatory flexibility for attached housing types, multi-family, and mixed-use development.
- **3.2:** Allow missing middle housing types (duplexes, triplexes, townhomes, fourplexes) in R-1 through R-3 residential zones.
- **3.3:** Develop cottage cluster development rules to permit detached homes with common shared open space.
- **3.4:** Allow the construction of accessory dwelling units, such as ‘granny flats’, garage suites, or backyard cottages in single-family neighborhoods, especially near the downtown.
- **3.5:** Encourage new housing to locate in areas served by existing or planned public infrastructure.
- **3.6:** Incentivize infill residential development within existing neighborhoods through density bonuses, setback reductions, and parking requirement reductions or elimination.

Residential Infill Project | Portland, OR



To allow for more missing middle housing within residential areas, Portland, Oregon adopted the residential infill zoning amendments. The goal of the amendment is to give more people the opportunity to live, work, play, go to school, and enjoy the amenities of Portland’s great neighborhoods. The initial phase introduced duplexes, triplexes, townhouses, and fourplexes to most single-family zoning districts which previously only allowed a single home on a residential lot. The second phase added new land division rules, new cottage cluster rules, and incentives for affordable housing.

Cottage Cluster Development | Springfield, OR



The Cottage Cluster Housing provisions for Springfield allow the use as an outright permitted use in all the residential zoning districts. For Springfield, a Cottage Cluster is a flexible site development or subdivision that allows four or more dwelling units, either attached, detached, or grouped together around shared open space. The development standards are intended to promote affordable housing options, encourage shared common spaces, and promote community-building.



HARMONIOUS GROWTH

Build a diverse economy that includes a balanced land use mix, distinct commercial corridors, and resilient employment centers to cultivate a sense of place and contribute to a human-scaled walkable city.

Gretna stands out as one of the fastest growing cities in Sarpy County, with an estimated population of 10,128 in 2024 (ESRI). In 2021, Gretna became a city of the first-class and continues to experience a significant level of growth and development both within the Corporate Limits and throughout the Extraterritorial Jurisdiction.

Over the 20-year period from 2000 to 2020, Gretna's population approximately doubled from 2,249 to 5,083 people (prior to 2021 annexation). Gretna's rate of growth far surpasses Omaha, which grew by 25 percent during the same period (to 486,051) and Sarpy County, which grew by 55 percent (to 190,604). Current year estimates suggest that Gretna's population has doubled again in just the last four years. The annexation of homes built in the ETJ accounts for most of the city's recent population growth.

Future population is contingent upon various local and regional factors that are difficult to predict - dynamics of local and regional economics, macroeconomic factors like home mortgage interest rates, the availability of jobs and housing, the emergence of new businesses and industries, the condition of the city's infrastructure, and the community's receptiveness to future growth. Based on housing already platted or entitled, Gretna will continue to grow significantly over the next 10 years or more, largely as a function of continued annexation of new residential development in the ETJ.

In addition to Gretna's organic population growth through new housing, in-migration, and ETJ annexation, the likely development of the state's first Good Life Transformational District would further accelerate this trend. The designated Good Life District, mostly in the current ETJ, would be enormous, multiplying the size of the current land area of the city itself.

Gretna Days Parade

Good Life District

The possible development of a new super-regional attraction – the proposed mix of uses includes sports, entertainment, retail, and lodging – will further drive population growth and establish Gretna as a regional example of a robust economic development program.

This rapid, decade-long period of expansion for Gretna is unusual. In this period, residents – both old and new – are thinking about the flexibility needed to accommodate growth, and about Gretna’s inherent characteristics that must not change. Expansion has brought about challenges related to urban planning and infrastructure as the community seeks to accommodate new residents while maintaining its small-town character. It will be important to maintain qualities such as scale and sense of place and community that first attracted people to the city.

Harmonious Growth goals, strategies, and actions strive to expand Gretna’s economy and diversify the land use mix in ways that enhance the quality of life, making the city and its residents more prosperous.

At the time of writing this Comprehensive Plan, Gretna is envisioning a profound change to the city’s footprint and its retail and entertainment commercial attractions. Gretna already hosts the Nebraska Crossing Shopping center, reported to be the shopping mall with the highest gross sales in the state. In 2023, the Nebraska State Legislature enacted legislation enabling the creation of “Nebraska Transformational Good Life Districts,” a commercial development incentive. In April 2024, the Legislature passed a revision to the 2023 Good Life District bill, amending some requirements for district establishment, allowing local referendums on additional taxes within districts, and allowing the incentive to be more practically applied.

The Good Life District in Gretna, as envisioned by the applicant affiliated with Nebraska Crossing, has been described as a significant investment at a scale that will change Gretna forever.

The Good Life District legislation is a state sales tax incentive designed to spur private development not otherwise seen in Nebraska. Gretna’s Good Life District was approved by the State Department of Economic Development, which triggered a reduction of the State sales tax from 5.5 percent to 2.75 percent, creating an opportunity for the City to impose local taxes to spur development. A city referendum would determine if the City may create a Good Life District Economic Development Program, with additional local sales or occupation taxes charged in the district.

For the Good Life District application to be approved, capital expenditures to total at least \$500 million and “new-to-market” retailers that do not already have a footprint in Nebraska were required expectations. Good Life Districts are intended to attract out-of-state customers, capturing retail sales (and sales tax) that would not otherwise be generated in Nebraska, and to capture the spending of Nebraskans who might otherwise make purchases out of state. In Gretna, the Good Life District development has contemplated a variety of exciting features, including ideas such as facilities for youth sports tourism, arenas, hotels, and more. News reports of Gretna’s Good Life District have included ambitious visitor and retail sales figures described by developers, including as many as 20 million visitors per year and \$2 billion in sales.

Good Life District tax incentives expire after 30 years, but the bill specifies intermediate reviews to assure the project is meeting the stated goals to maintain the lowered state sales tax rate and continuation of the incentive.

GOAL 1: Foster a diverse land use mix to support a growing and sustainable tax base and economy.

Gretna's rapid growth anticipated over the coming years is a reminder that the city should pursue land development strategies that maintain the quality of life that people sought when they moved to the city. These strategies include tools for maintaining scale, reducing sprawl, and diversifying housing and commercial assets. In seeking to retain Gretna's character, strategies can incentivize desired development while mitigating undesired outcomes through thoughtful zoning and regulation.

STRATEGY 1: Achieve a **balanced blend of land uses** and efficient utilization of land resources.

- **1.1:** Target growth areas within the city to introduce density and amenities within corporate limits.
- **1.2:** Incentivize new, denser development within city limits to maximize efficiencies in land and infrastructure use, and to reduce dependence on Sanitary Improvement Districts.
- **1.3:** Reduce permitting fees and/or impact fees for compact housing and commercial development within the city and where already serviced by infrastructure, encouraging density for single-family, multi-family, and mixed-use construction.
- **1.4:** Assess the utilization of a development impact fee on highway commercial development to incentivize downtown redevelopment.

- **1.5:** Encourage new development adjacent to existing development and already serviced by infrastructure.
- **1.6:** Interconnect new development for active and vehicular transportation options that distribute traffic and foster a more cohesive mobility experience.
- **1.7:** Establish development guidelines or codes so that sites and site designs are friendly to active transportation modes.
- **1.8:** Develop employment centers within Gretna to reduce travel time outside of the community for basic services through community-based land use plans.

STRATEGY 2: Assess strategic opportunities for expansion of municipal limits through **annexation of areas in the ETJ.**

- **2.1:** Plan for annexation of ETJ areas, based on a cost-benefit analysis.

- **2.2:** Develop an annexation plan to ensure balanced growth that has minimal adverse impact on city services and offerings.
- **2.3:** Address the various impacts upon public safety and community facilities prior to final consideration for annexation requests.
- **2.4:** Encourage contiguous development with annexation.



Mixed-Use District

Goal 2: Strengthen US-6 and N-370 as Gretna’s commercial anchors and enhance the vibrancy and identity of these commercial corridors.

As Gretna’s population grows, and new residents add to consumer demand, it will present new opportunities to expand retail and industrial development in the city. This commercial growth should be primarily concentrated on US-6 and N-370, the State roads that define much of the commercial character of Gretna. The nature of the roads – four to five lanes, with medians or dividers in some sections – tend to support high speeds and highway-style development forms. The strategies for this goal aim to foster high-quality commercial development that improves the user experience and identity of Gretna while introducing new mixed-use districts.

STRATEGY 1: Reinvest in the commercial corridors to facilitate enhancement to existing commercial centers and introduce new commercial and mixed-uses.

- **1.1:** Identify opportunities to revitalize underperforming, underutilized, and vacant commercial buildings and strip centers.
- **1.2:** Target vacant land for redevelopment, emphasizing residential or mixed-use developments near employment centers.
- **1.3:** Attract new commercial uses not currently present along the corridors such as hotels, offices, and employment centers.
- **1.4:** Expand permitted land uses along the corridors to maximize utilization of ground floor spaces.
- **1.5:** Encourage commercial infill projects within existing strip centers instead of the creation of new ones.

- **1.6:** Encourage development designs that prioritize side and rear parking, particularly along US-6 and N-370 in the central part of the City.
- **1.7:** Advocate for walkable, human-scaled design in new city centers and mixed-use neighborhoods to enhance accessibility and community connectivity.
- **1.8:** Monitor the vitality of existing commercial centers by evaluating metrics such as sales revenue, lease rates, and vacancy rates.



Infill and Activation of Strip Centers

STRATEGY 2: Foster a cohesive identity along Gretna’s commercial corridors that sets the city apart from other places.

- **2.1:** Develop a signage and wayfinding program to integrate the City’s brand into urban design elements such as gateways, street signage, public gathering spaces, directional signage, and public art.
- **2.2:** Identify locations for and create quality corridor gateways at key entrances into the community through partnership with property owners and other entities.
- **2.3:** Integrate directional signage to direct residents and visitors towards key landmarks and community assets such as Downtown, Gretna Crossing Park, and Vala’s Pumpkin Patch.

CASE STUDY

- **2.4:** Develop corridor-specific design guidelines to encourage visual consistency of new development. These voluntary guidelines will cover aspects like preferred colors, materials, window openings, landscaping, and other public-facing characteristics.
- **2.5:** Create a form-based code tailored for the major commercial corridors. This code will define building scale, setbacks, and urban design principles to promote a cohesive and inviting built environment that aligns with potential land uses.
- **2.6:** Utilize the CO Corridor Overlay zoning district to drive design and form-based code guidelines across the corridors.
- **2.7:** Evaluate current parking requirements to ensure they are appropriate and not excessive for the area's needs.

Wayfinding and District Branding | Chicago, IL



The Lincoln Park Chamber of Commerce developed a custom wayfinding system for Clark Street in Lincoln Park. Through this process, the chamber defined identity hubs for different areas within Lincoln Park and designed character area signage and wayfinding. Signage elements ranged from pedestrian kiosks to vertical and horizontal gateway options to custom crosswalk options to help pedestrians, cyclists, and motorists move around Lincoln Park. The Chamber is now implementing the wayfinding and branding program throughout the district.



Wayfinding & Signage in Gretna

Goal 3: Promote community-wide economic development efforts to enhance the vibrancy of Gretna’s employment centers.

Gretna’s business economy is concentrated along three primary corridors—US-6, N-370, and I-80—each playing a pivotal role in the city’s economic ecosystem. These corridors not only facilitate transportation and logistics but also serve as focal points for retail, industrial, and commercial activities. By strategically promoting growth in the retail and industrial sectors along these corridors, Gretna aims to bolster its economic resilience and reinforce compatible land uses. This approach not only maximizes the utility of existing infrastructure and resources but also fosters a dynamic and diversified economic landscape.

STRATEGY 1: Support **Interstate 80’s** role as a key industrial and commercial corridor.

- **1.1:** Prioritize compatible land uses around interchanges, including mixed-use, commercial, and industrial developments that complement local needs and aspirations. With several potential locations for a new I-80 interchange, it will be important that land uses around the interchange align with community character and goals.
- **1.2:** Focus on highway commercial activities that best serve the interstate corridor’s traffic and travelers, such as fuel services, fast food establishments, and lodging facilities.
- **1.3:** Promote these services to enhance convenience and support the economic vitality of the corridor.
- **1.4:** Leverage state sales tax incentives to catalyze development within Gretna’s Good Life District and other targeted areas.

- **1.5:** Encourage a diversified approach to economic development that does not solely rely on ongoing incentives but also promotes organic growth and sustainable business practices.



Walkable Commercial Districts

STRATEGY 2: Expand the **industrial and manufacturing** sectors.

- **2.1:** Support expansion of manufacturing and construction businesses currently located in NC Industrial Park, and at Husker Drive and 204th Street.
- **2.2:** Provide clear guidelines and support for navigating regulatory requirements related to environmental impact assessments, zoning compliance, and building permits.
- **2.3:** Develop a strategic marketing plan to attract industrial and manufacturing businesses to the city.
- **2.4:** Encourage the development of warehousing and distribution centers to support local and regional supply chain needs.
- **2.5:** Establish metrics and benchmarks to track the expansion of the industrial and manufacturing sectors.

STRATEGY 3: Foster a new **mixed-use community complex** in the Crossings Corridor Area of the city.

- **3.1:** Continue the efforts to create an economic development program to bring to life the Good Life District.
- **3.2:** Implement established design guidelines, development principles, and land use strategy for the Crossings Corridor Area at the southern end of US-6.
- **3.3:** Continue efforts to develop a new community complex for the community surrounded by a mixed-use neighborhood and a walkable commercial environment.
- **3.4:** Reinvest the City's sales tax revenues in priority projects, including historic downtown Gretna and improvements to US-6 and US-370.

STRATEGY 4: Promote **high quality design** across the city's economic centers to enhance aesthetics, create dynamic spaces, generate activity, and strengthen Gretna's identity.

- **4.1:** Incorporate public art and thoughtful urban design into public spaces.
- **4.2:** Promote the adoption of best practices in development and site layout to optimize land use efficiency, enhance accessibility, and foster a cohesive urban environment.
- **4.3:** Provide incentives for integrating green infrastructure and implementing sustainable building practices.
- **4.4:** Enforce landscaping and screening standards specifically tailored for industrial districts.
- **4.5:** Evaluate current parking regulations and requirements to ensure new economic centers prioritize pedestrian-friendly design.

CASE STUDY

Corridor Design Guidelines | Hobart, IN

FIGURE SD.21: BUILDING ORIENTATION



The development in the top diagram engages the street corner with parking located behind the building, while the development in the bottom diagram has parking fronting the buildings at the corner.

The City of Hobart, Indiana developed design guidelines for their main commercial corridors. The final design guidelines document illustrates the desired development character, site design, and public realm improvements.



AUTHENTIC DOWNTOWN

Reimagine Gretna’s historic city center as a “Hometown Downtown,” an authentic place offering opportunities for the whole community.

Downtown Gretna embodies the charm and physical characteristics typical of a quaint Midwestern downtown. Like many historic downtowns, it has navigated challenges posed by evolving retail landscapes—from malls and big-box stores to the rise of online shopping. However, historic downtowns are uniquely adaptable. Across the country, these city centers have been reimaged as vibrant entertainment hubs, cultural districts, mixed-use districts, and vital community spaces.

Downtown Gretna is unusual in that its “main street,” McKenna Avenue, does not function as a significant connector or thoroughfare. Going downtown requires intentionality. In addition, two important traffic generators and downtown anchors, City Hall and the Library, plan to relocate to a new civic center in the coming years. Transforming downtown Gretna into a niche, mixed-use center of commerce and community is crucial to fulfilling the community’s vision of anchoring the city to its small-town heritage.

This transformation will require thoughtful urban planning and strategic market interventions. The Authentic Downtown goals, strategies, and actions aim to establish downtown as Gretna’s premier district, blending historical character with modern amenities to create the city’s most walkable neighborhood. This vision includes a comprehensive economic development and placemaking strategy that revitalizes the historic core while supporting housing rehabilitation and infill in surrounding neighborhoods.

Downtown Gretna’s
Farmers Market

GOAL 1: Leverage housing as an economic development approach to reinvest in Gretna's historic downtown and its adjacent historic residential neighborhoods.

Housing – and new types of housing in the Gretna market – can be leveraged to create the kind of vital, walkable place that attracts people from the rest of the city and beyond. As a significant number of residential units are added in this area, new residents and added density will help drive downtown business development.

STRATEGY 1: Encourage **residential density** in the neighborhood surrounding downtown.

- **1.1:** Allow accessory dwelling units (ADUs) in this neighborhood. ADUs can provide additional space for extended or multi-generational families and are also particularly attractive to young people returning to or living in Gretna after college. They can be an incremental way of adding density to a built-out neighborhood.
- **1.2:** Introduce smaller-lot single-family homes, rowhomes, and low-density multi-family housing.
- **1.3:** Incentivize new single-family infill housing on undeveloped lots, or as replacement for deteriorated existing housing. Incentives may include a reduction in permitting fees, tax abatement, or density allowance when subdividing lots.
- **1.4:** Promote historic preservation in this neighborhood, as it is the place

that embodies the look and feel of “Old Gretna”.

- **1.5:** Develop a home maintenance and repair program to facilitate improvement of the existing housing stock.

STRATEGY 2: Plan for **new housing in the downtown core** to create higher-density housing options and reinforce a walkable downtown environment.

- **2.1:** Incentivize the creation of mixed-use developments in vacant lots and on underutilized parcels in the downtown core.
- **2.2:** Update the Downtown Commercial (DC) zoning district to allow townhomes and multi-family residential with first-floor dwelling units along McKenna Avenue.
- **2.3:** Encourage active first-floor uses in new development to strengthen the vibrancy of McKenna Avenue.

CASE STUDY

Exterior Repair Program | Omaha, NE



As a means to revitalize neighborhoods and communities, Omaha offers low- to moderate-income families support with exterior repairs to their homes. This is a deferred loan program through the City.

GOAL 2: Employ thoughtful urban design and placemaking interventions to create an active and vibrant downtown environment.

Innovative urban design and placemaking will serve as the foundation for revitalizing downtown Gretna, leveraging its historic fabric and architecture to create an inviting environment for both activity and investment. The existing walkable scale and charming brick streets will be enhanced through thoughtful urban design, while placemaking initiatives will activate public spaces as vibrant centers of community life. These interventions aim to increase foot traffic, crucial for supporting new commercial ventures, and foster meaningful social interactions among residents and visitors alike. Together, urban design and placemaking efforts will re-establish downtown Gretna as the vibrant heart of the city.

STRATEGY 1: Establish an **identity for downtown.**

- **1.1:** Create a brand for downtown that gives it an identity that reflects the hometown feel that downtown Gretna should project. “Old Town” emerged as a widely recognized name for the downtown area.
- **1.2:** Design and install wayfinding signage that incorporates downtown’s graphic identity and helps people navigate to downtown from different parts of the city.
- **1.3:** Partner with a local artist to design and create a branded mural in one of the city-owned buildings.

STRATEGY 2: Invest in **public amenities** that can anchor downtown and attract people on a regular basis.

- **2.1:** Create a farmers market structure downtown so it becomes part of the identity of the place. In addition to a weekly food market, the structure can be used for other events or functions, such as flea markets, swap meets, antiques fairs, and the like.
- **2.2:** Build a temporary or permanent stage downtown for performances by local bands or, even, for pop-up live theater.
- **2.3:** Foster the creation of a neighborhood community garden in Founders Park.

Old Town Branding



CASE STUDY

STRATEGY 3: Undertake **placemaking interventions** to create people spots and interactivity.

- **3.1:** String overhead lighting along McKenna Avenue to suggest the feeling of an outdoor “room.”
- **3.2:** Partner with property owners of vacant lots along McKenna Avenue to provide temporary public gathering spaces. These can include public art, interactive games like bocce court or outdoor bowling, and seating areas.
- **3.3:** Identify a location to create a permanent downtown playground, interactive water feature, or other interactive art installations.
- **3.4:** Allow the use of parklets (public seating platforms that convert curbside parking spaces into community spaces) in on-street parking spaces along McKenna Avenue for businesses looking to offer outdoor dining options.

Parklet Program | Burlington, VT



The City of Burlington established a parklet program to provide opportunities for local businesses to expand their outdoor space and improve aesthetics. The goal of the program is to support community engagement, encourage walkability, and support local businesses. They define parklets as “semi-public or completely public spaces from a platform at sidewalk level that extends the pedestrian zone into the parking lane.”

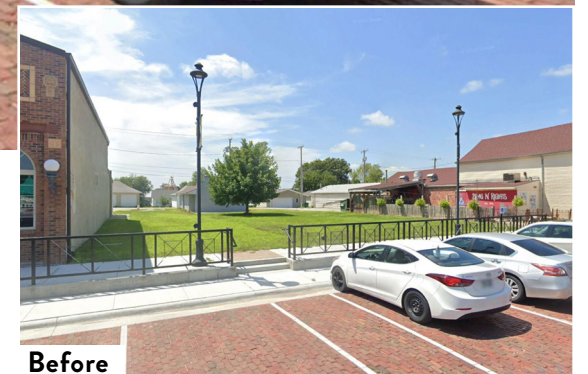


Placemaking & Programming



Old Town Green - Vacant Lot Activation

- (A) Mural
- (B) Performance Stage
- (C) Seating Area
- (D) Landscaping Buffer
- (E) Paver Treatments

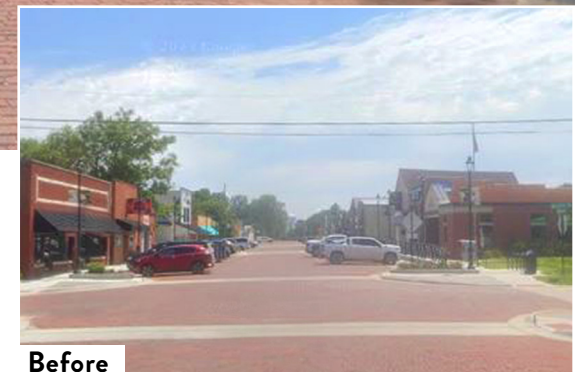


Before



Placemaking along McKenna Ave

- (A) Parklet
- (B) Branded Banner
- (C) String Lighting
- (D) Gateway Signage
- (E) Infill Development



Before

GOAL 3: Stimulate business development to reestablish downtown's economy and its unique position within Gretna.

Downtown Gretna has not had a strong business presence for some time. In recent years, the largest driver of downtown visits has been City Hall, along with the Children's Library and a few independent businesses. With the planned relocation of City Hall and the Children's Library, new commercial investment will be essential. Because the scale and aesthetic of downtown will be part of its future economic appeal, it will be important to preserve as many of the historic commercial buildings as possible and adapt them to new uses.

STRATEGY 1: Assist entrepreneurs to invest in downtown and improve downtown buildings so they are occupant ready.

- **1.1:** Stimulate façade improvements by offering downtown-specific storefront improvement grants. Tie the grants to design guidelines to maintain control over the quality of the improvements.
- **1.2:** Establish a “vanilla box” incentive grant to upgrade storefront interiors so they are readily leasable.
- **1.3:** Offer a restaurant startup incentive geared toward reducing the barriers to restaurant development in the downtown. Typically, installing a commercial kitchen is the largest cost and obstacle to restaurant development; a startup incentive could reduce that hurdle.
- **1.4:** Establish an incubator space or pop-up business program to encourage entrepreneurship downtown.

STRATEGY 2: Strategically redevelop and reuse City owned properties downtown, when planning City Hall's and the Library's future relocation.

- **2.1:** Facilitate adaptive reuse of the historic City Hall building to remain a downtown asset.
- **2.2:** Reuse the Children's Library and consider retrofitting the building to accommodate restaurant users.
- **2.3:** Recruit new businesses that will have the greatest impact on the revitalization of the downtown, particularly a hot shop, experiential retail, or restaurant.

CASE STUDY

Downtown Grant Programs | Ottumwa, IA

The City of Ottumwa, a community of about 25,000 in southeast Iowa, has a uniquely robust set of incentives that are designed to leverage investment in the city's historic downtown:

- A Façade Improvement Grant reimburses up to 25% of the cost of an approved exterior renovation downtown, up to \$10,000.
- Roof Replacement Assistance pays up to 50% of the cost of roof repairs or replacement, up to \$10,000.
- An Interest Buy-Down program will pay up to 7.25% interest on a five-year loan, with a \$7,500 maximum.
- A Commercial Paint Program pays up to 50% of the cost for exterior painting downtown, up to \$1,000
- A White Box Program incentivizes the readiness of vacant retail spaces by paying up to 50% of the cost of a “white box” fit-out, up to \$10,000.
- To attract new restaurants downtown, a Restaurant Equipment Program will pay up to \$25,000 for permanently installed restaurant kitchen equipment.

CASE STUDY

Local Business Grants | Libertyville, IL



“The Village of Libertyville, IL (pop. 20,579) allocates about \$100,000 every year for two business support programs: a Business Resiliency Grant and a Façade & Property Maintenance Grant. The Business Resiliency Grant program is designed to encourage existing business growth, expansion and sustainability through matching grants of up to \$5,000. The Façade & Property Enhancement grant encourages improvement to dated or deteriorated existing facades or site conditions on commercial buildings with matching grants up to \$25,000.”

Pop-Up Shop Program | Green Bay, WI



The Green Bay Pop-Up Shop program offers retail space to entrepreneurs on a short-term basis, with the potential for long-term occupancy. “The ultimate goal of the Pop-Up Project is to create a vibrant Downtown that serves as a destination.” In coordination with Downtown Green Bay, Inc., private property owners offer low-cost short-term leases to qualified local entrepreneurs.

GOAL 4: Develop marketing and promotional programs and events that build foot traffic downtown.

When revitalizing historic downtowns, cities often face the challenge of building foot traffic to support businesses while needing businesses to attract that foot traffic. Promotional events and marketing can help break this cycle. By designing and executing a series of ongoing activities in downtown Gretna, people can be encouraged to visit and establish a habit of frequenting the area. Even temporary events can have lasting impacts and sometimes pop-up activities can lead to permanent establishments, such as a food truck eventually opening a restaurant.

STRATEGY 1: Establish a series of **weekly events downtown.**

- **1.1:** Continue the summer Farmers Market series downtown.
- **1.2:** Host a weekly food truck night. Until downtown offers full-service dining options, food truck events can attract people for fun food experiences and begin to establish downtown as a destination.
- **1.3:** Create a pop-up projection screen to show family-friendly movies downtown during the warm weather months. Invite local restaurants to sell boxed dinners at the events.
- **1.4:** Continue to host Gretna Days events in the downtown to showcase the historic city center.
- **1.5:** Partner with local artists to host a live music event along McKenna Avenue or in one of the vacant lots.

STRATEGY 2: Launch a professionally managed **Main Street Program.**

- **2.1:** Research the Nebraska Main Street and Main Street America programs.
- **2.2:** Establish a volunteer organization to start, led by residents, businesses, and property owners.
- **2.3:** Professionalize the organization by hiring part-time staff.

CASE STUDY

Main Street Program | Downtown Elkhorn, NE



Downtown Elkhorn is a place most Gretnans know well: Developed beginning in the late 19th century, it now presents a living example of building on historic assets to create a vibrant place that attracts a regional crowd for retail, dining, and entertainment. Much of downtown Elkhorn's revitalization has been steered by its Main Street program, which has branded the district as "Olde Towne Elkhorn". Elkhorn follows the Main Street America model, working on revitalization through four equal prongs, simultaneously: Economic vitality, Design, Promotion, and Organization.



CITY OF GRETNA

Established 1886

204

MUNICIPAL OFFICES
MON-FRI
8AM-5:00PM

WELCOME
to the
FARMER'S
MARKET

EVERY
SATURDAY 8AM-12PM
UNTIL OCTOBER 28


ROBUST MULTI-MODAL CONNECTIVITY

Integrate a robust mobility network to support growth, facilitate connectivity, and accommodate a wide range of users including cyclists, pedestrians, and vehicles.

The City of Gretna's transportation infrastructure plays a pivotal role in shaping the quality of life for its residents and fostering economic vitality. Currently, the City's mobility network is comprised primarily of roadways, and bike trails within parks and green spaces. Due to the lack of public transportation options and micro-mobility infrastructure, Gretna's population is largely dependent on personal vehicles. Due to its proximity to Interstate 80, Gretna's roadways experience moderate freight usage which has contributed to congestion and major traffic delays on Nebraska Route 370, Nebraska Route 31, and US Route 6. As the City's population and land area continue to expand, stakeholders have identified several challenges regarding the City's mobility network: the need for increased safety for non-motorized modes of transportation, more diverse modes of transportation, and future highway infrastructure for Gretna's evolving transportation network.

To address these challenges, Gretna intends to implement a safe and efficient multi-modal mobility system, in addition to expanding and improving the roadway network, to create a well-connected and accessible community. As the City continues to grow and develop, Gretna should prioritize multi-modal networks that include pedestrian and bike infrastructure, public transportation, private vehicle, and freight options to accommodate the diverse interests of the community.

The goals, strategies, and actions outlined in this chapter aim to facilitate connections to City assets, improve safety along existing roadways, and prioritize transportation diversity throughout the community. By developing trail networks, improving safety at intersections, and being strategic in creating new access points into the community from the interstate, the City of Gretna is committed to creating a mobility network that not only gets people where they need to be but has a people-first focus.



Highway 370

GOAL 1: Create a well-connected and accessible community through a safe and efficient multi-modal mobility system.

Gretna's transportation infrastructure is primarily comprised of the city's roadways, and bike trails within parks and green spaces. Most Gretna residents own a vehicle and travel to work by car, reserving cycling for leisure. In 2021, the American Community Survey (ACS) estimated that 92 percent of households had at least one vehicle and 68 percent had two or more. Similarly, 88 percent of workers with jobs in Gretna travel to work by car: 84.5 percent drive alone and 4 percent carpool, usually in two to three-person groups. Of the remaining 12 percent of workers, 11 percent reported that they worked from home. However, as the city expands, many residents have expressed a desire to broaden the transportation network's focus to include multi-modal options.

Gretna's current active transportation landscape includes sidewalks on most City roads, apart from major highways and arterials. However, existing bike infrastructure is limited to bike trails within the parks and green spaces and there is no official on-road bike infrastructure—separated, standard, or shared lanes. In

recent years the city has pushed to connect all these routes into a larger network of walking and biking trails to encourage more active modes of transportation among residents, as exemplified in the recent opening of the Gretna Crossing Park in fall 2023.

Currently there are no public transit options available within the city. However, there is extensive public bus service in nearby Omaha, operating both local and express lines. Several of the bus lines enter Sarpy County, terminating not far from Gretna's northeastern border. Omaha and Lincoln have train stations on the Burlington Northern Santa Fe Amtrak Line, called Omaha Station and Lincoln, respectively; they are the two closest train stations to Gretna. The line runs through Gretna, but there is no train station within the city limits.

To develop this multi-modal mobility system, it is necessary to encourage well-connected and safe transportation options like public transit and micromobility infrastructure. This creates greater access between Gretna and its surrounding communities and facilitates economic growth.

Western Sarpy Transportation Enhancement Plan (WE-STEP)



In 2022, Gretna partnered with Sarpy County, Papillion and Springfield, and the Metropolitan Area Planning Agency (MAPA), to create the WE-STEP Consortium. The intent was to build on the transportation plans from each member and provide a unifying framework for the coordination of future arterial transportation improvements in the county. The Plan identifies the arterial and major collector roadway network extensions and enhancements to both support and complement the existing transportation system. The document will be a supplement to the City's adopted Comprehensive Plan.

CASE STUDY

STRATEGY 1: Foster an **efficient roadway network** that facilitates safe connections and supports anticipated growth and development.

- **1.1:** Improve connectivity from the interstate into the city's main centers.
- **1.2:** Provide additional access points from the interstate to the city to support the large clusters of freight generators in Gretna and their anticipated growth, based on future land use plans as outlined in the findings of the Omaha-Council Bluffs Metropolitan Area Planning Agency (MAPA) "Sarpy County I-80 Planning and Environmental Linkages Study" (PEL).
- **1.3:** Create a Complete Streets or Safe Streets for All Policy to accommodate all modes of transportation in the design of public and private streets.
- **1.4:** Ensure new development includes a connected roadway system that ties into the City's existing infrastructure and increases regional accessibility.
- **1.5:** Collaborate with local, state, and county governments for joint project funding opportunities.

I-35 and US-290 Interchange | Austin, TX



Texas State DOT created a highway interchange two miles south of Downtown Austin to reduce congestion, increase capacity, and provide access to main employment centers in Austin. The interchange has enabled further population growth in the already expanding city and is estimated to have created 75 new jobs for the local communities.

Complete Streets Omaha | Omaha, NE



In 2015 the City of Omaha adopted a complete streets policy to set forth a vision and ensure implementation of safe and accessible streets for all users. This policy expanded into complete street design guidelines to assist staff in applying a consistent approach to all roadway networks within the city's ETJ.

Sarpy County I-80 Planning and Environmental Linkage Study



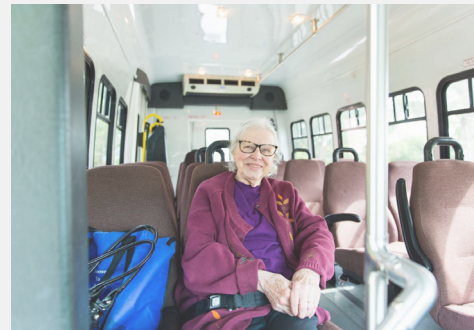
MAPA, in coordination with Sarpy County and the Cities of Gretna and Papillion, developed the Sarpy County I-80 Planning and Environmental Linkages (PEL) Study. The purpose of the PEL study was to consider the existing and planned developments and roadway networks within the study area to make an assessment regarding how these factors will influence the operation and capacity of Interstate 80. The study developed a range of preliminary alternatives, with the two final recommended alternative locations for an interchange within Gretna at 168th & Schram and 192nd & Capehart.

STRATEGY 2: Introduce additional transportation options for the community, including **public transportation and micromobility**.

- **2.1:** Coordinate with Omaha Metro to explore options to extend bus services to Gretna.
- **2.2:** Propose a new rail station in Gretna on the Burlington Northern Santa Fe Amtrak Line that can be used for regional and long-haul rail travel.
- **2.3:** Introduce a local bus or light rail system that would cater to the needs of the mobility-limited and aging population.
- **2.4:** Assess city capacity for micromobility systems like a bike-share or e-scooter fleets, as well as on-street bike lanes.

CASE STUDY

Bus Service for Seniors | Newaygo County, MI



The Newaygo County Commission on Aging offers free transportation for seniors 60 years of age and older and community members with disabilities. The service is on-demand and reservations must be made in advance, but with no fixed route patrons can take the bus anywhere they need to go within the county jurisdiction.

CASE STUDY

STRATEGY 3: Develop an **interconnected trail system** that provides safe, multi-modal access to neighborhoods, parks and open spaces, and city resources and amenities.

- **3.1:** Develop a Trails Master Plan to help guide staff and decision-making, and to facilitate the expansion of the interconnected network.
- **3.2:** Continue to map the trail network in Gretna, adding sidewalks to the data set to track gaps in the system.
- **3.3:** Require connections to existing trail segments, neighborhoods, and sidewalks for new development.
- **3.4:** Invest in pedestrian and cycling infrastructure, including consistent and connected sidewalk access where feasible.
- **3.5:** Formalize and expand the interconnected trails system proposed for the Crossings Corridor Plan throughout the city to provide safe, on-street cycling infrastructure and encourage more active transportation.

Urban Trails Master Plan | Austin, TX



The City of Austin developed an Urban Trails Master Plan in 2023 to guide the development of a connected, multi-use urban trail system throughout the city. The Plan aims to improve access to parks, natural areas, and urban destinations, enhance recreational opportunities, and promote active transportation. Since the 2014 Urban Trails Plan, the City of Austin constructed 37 miles of new urban trails, bringing the total existing network up to about 68 miles. The update identified over 268 miles of proposed trails and recommended priority projects for implementation.



Multi-Use Paths

GOAL 2: Expand and improve the roadway network.

Gretna's roadway network includes expressways, arterials, collectors, and local streets that are managed and maintained, based on jurisdiction, by the City of Gretna, Sarpy County, and Nebraska State Department of Transportation (NDOT). Apart from the Interstate, Nebraska and US Routes, the rest of the City's roads can be divided into six Green Street Classifications according to the Crossings Corridor Plan: neighborhood streets and boulevards, parkway and residential greenways, Buffalo Creek Greenway, connectors, industrial roads, and main streets. In an Annual Average Daily Traffic Counts Study between 2021 and 2022, N-370 leading up to the I-80 interchange, as well as the 144th Street and I-80 interchange established themselves as the highest trafficked areas in Gretna.

There was also significant traffic on US-6 leading to the I-80 interchange, but notably less than at the other two I-80 interchanges in Gretna. This may suggest that the two busier interchanges provide easier access to I-80 and/or that there are more points of interest in those areas. There was also a lot of vehicular traffic going through the Gruenther Road/N-370 and US-6 intersection that warrants further exploration when planning for Gretna's future transportation needs.

In the 2017 Metro Area Travel Improvement Study, MAPA developed a "comprehensive, multi-modal plan for the interstate and major roadways in the region," including N-370 along the Northern edge of Gretna. Given the major traffic delays and congestion on the corridor, moderate freight usage, and plans to make it a future Bus Rapid Transit corridor, the planning agency advised that the road be widened to six lanes and create innovative intersections from 180th Street in Gretna to US-75 in nearby Bellevue. These projects would, according to the study, greatly reduce congestion and improve job accessibility and freight operations.

As the City of Gretna continues to grow and develop it is imperative that the City's roadways be able to accommodate that growth and not add additional stress to roadways already experiencing high traffic volumes and congestion. This includes upgrading existing roadways to be safer and more accommodating to multi-modal transportation options and ensuring roads within new developments adhere to a new standard for Gretna's future transportation network.

STRATEGY 1: Implement **traffic-calming and pedestrian safety improvements** along main corridors and at complex intersections.

- **1.1:** Coordinate with Sarpy County and Nebraska Department of Transportation to implement safe pedestrian crossing for US-6 and N-370.
- **1.2:** Assess the best location to provide a grade-separated crossing, overpass or underpass on US-6 that lowers the barriers for active transportation users crossing the highway.
- **1.3:** Coordinate funding opportunities to provide the grade-separated crossing on US-6.
- **1.4:** Implement enhanced traffic and pedestrian controls, as well as formalized sidewalks, trails, and bike paths to increase safety around schools, parks, and other busy pedestrian areas.
- **1.5:** Propose traffic calming measures like narrowed lanes (road diets), corner extensions/bulb-outs, median islands, or raised intersections, among others.
- **1.6:** Infill sidewalks in areas where they are missing to create a complete grade-separated network for pedestrians.

- **1.7:** Ensure that existing sidewalks have necessary curb cuts at intersections and are ADA compliant.
- **1.8:** Incorporate the additional pedestrian connections, trails, and bike paths into a comprehensive signage program.

STRATEGY 2: Update **secondary and tertiary roads** to facilitate connectivity for vehicles, pedestrians, and cyclists.

- **2.1:** Pave the gravel roads around Vala’s Pumpkin Patch and Apple Orchard off Schram Road and consider paving the remaining segments on 168th Street, 216th Street, Gruenther Street, and N-370 from 204th Street to I-80.
- **2.2:** Require multi-modal infrastructure, like bike lanes and trails, on new roads.
- **2.3:** Utilize traffic calming measures to increase safety for pedestrians, cyclists, and motorists on all roads, prioritizing those that have a history of crashes and unsafe driving speeds.
- **2.4:** On continuous low volume streets use roadway marking to create standard and shared bike lanes.
- **2.5:** Continue proposed trail to connect to N-370 and northeastern neighborhoods along Schram Road and 180th Street.

CASE STUDY

Neighborhood Traffic Calming | South Bend, IN



To address dangerous speed problems on neighborhoods streets the City of South Bend implemented a series of pilot programs aimed to test traffic calming tools like traffic circles, chicanes, and bump outs. With help from the community, the city was able to complete an installation at the intersection of Riverside and Hudson Avenues that utilized all three tools in addition to painting colorful patterns on the pavement that further encourage slow speeds from drivers.

Highway 44 Pedestrian Crossing | Eagle, ID



The Community Planning Association of Southwest Idaho (COMPASS) developed a plan for the region that set goals to improve walkability, minimize vehicular congestion, and enhance park access. To achieve these goals, creating a bicycle and pedestrian connection across Highway 44 was essential. To minimize traffic disruptions and maximize safety for cyclists and pedestrians, the Association proposed to construct either over or underpass to connect the areas on either side of the highway.

CORRIDOR ENHANCEMENTS

Gretna's main transportation corridors are vital to the City's urban form and economic vitality as they contribute to the community's visual character, development pattern, and relationship with surrounding neighborhoods and uses. These corridors serve as key gateways into the City of Gretna. While they function as "main streets" for residents' daily needs, their high-speed design and lack of identity do not enhance Gretna's sense of place. As these corridors redevelop over time, there are opportunities to improve their design, identity, functionality, safety, and appearance.

Key Corridor Objectives to Strengthen Gretna's Identity and Improve Safety:

- **Enhance Visual Appearance.** Implement urban design and beautification initiatives, such as branding, wayfinding, streetscape improvements, and open space preservation.
- **Improve Safety and Connectivity.** Enhance safety and connectivity for pedestrians, cyclists, and vehicles along these major routes.
- **Encourage High-Quality Development.** Promote development that is in scale with the existing context through design standards and buffering regulations.

BIKE AND PEDESTRIAN PLAN

To expand on the strategies and actions outlined for building a robust multi-modal network, the bike and pedestrian map highlights key locations for future shared bike lanes, standard bike lanes, bike and pedestrian trails, and improved intersections. Locations should be reevaluated based on future land use and development patterns as well as planned roadway improvements. The corridor enhancement visualizations expand on improvements for two specific areas but the recommendations can be replicated across Gretna's main corridors.

Gretna East High School
18102 Lincoln Rd



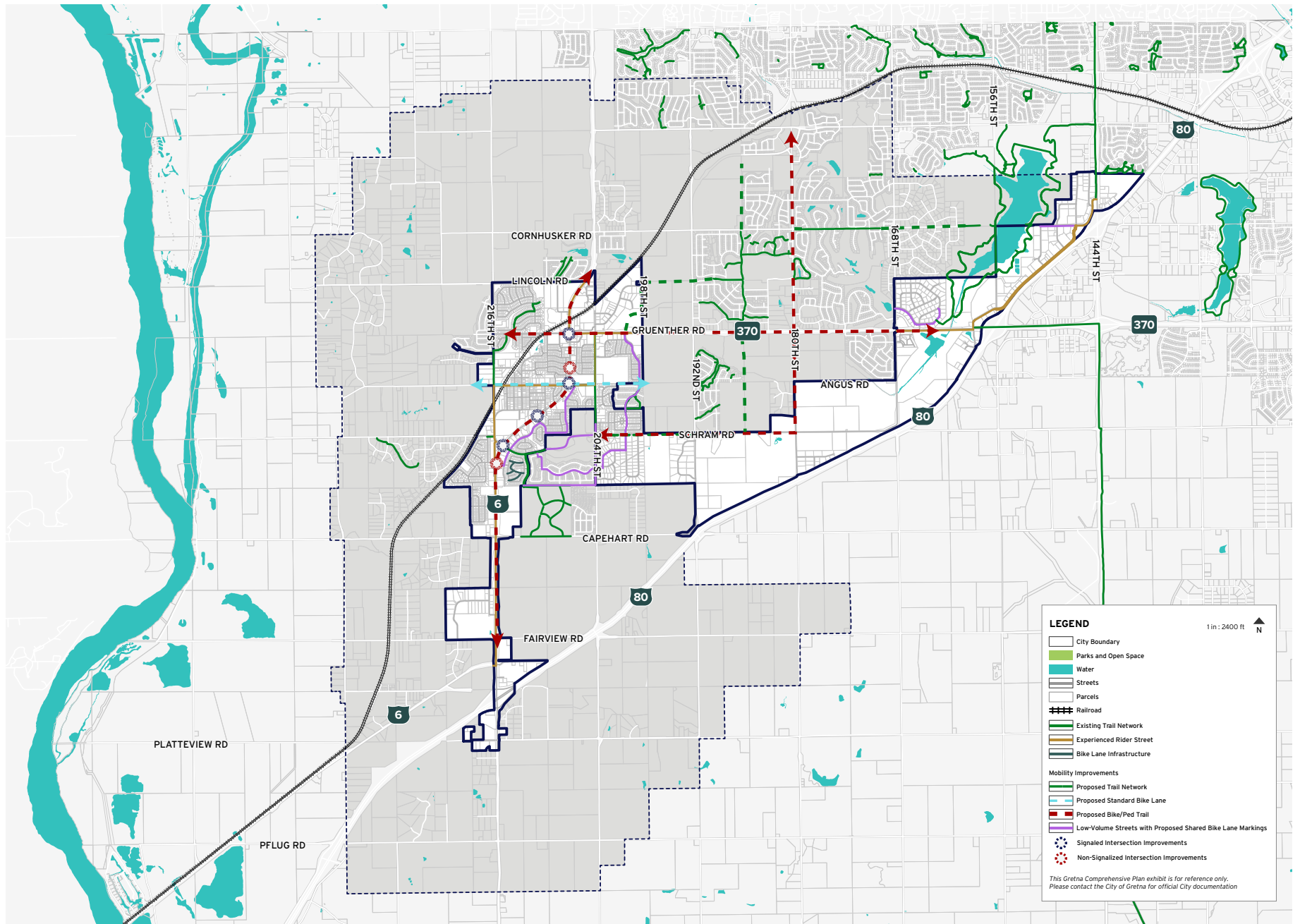


Figure 19: Bike and Pedestrian Plan

US HIGHWAY 6 CORRIDOR ENHANCEMENTS

US Highway 6 traverses Gretna, offering auto-oriented shopping centers, mixed residential areas, and highway commercial developments, particularly as it connects to I-80 on the south. US-6 serves as Gretna’s main north-south, multi-functional, auto-oriented commercial corridor.

To improve the safety, sense of place, and functionality of the corridor, many intersections on US-6 can be redesigned using complete street principles. For example, the intersection of US-6 and Angus Road can have crossings improved by using brick pavers instead of zebra crossings, enhancing community identity, and providing traffic calming measures. A multi-purpose trail adjacent to US-6 can also encourage more multimodal use along the corridor, potentially reducing the number of cars on the street.

Community identifiers, such as a “Welcome to Gretna” sign, along with consistent materials and wayfinding signage, will help create a cohesive brand for the city. At other intersections along the corridor, like Plum Creek Drive and South 216th Street, safety could be improved by adding signaled crossings at all rights-of-way. Raising the crossings or using pavers would help slow driver speeds.

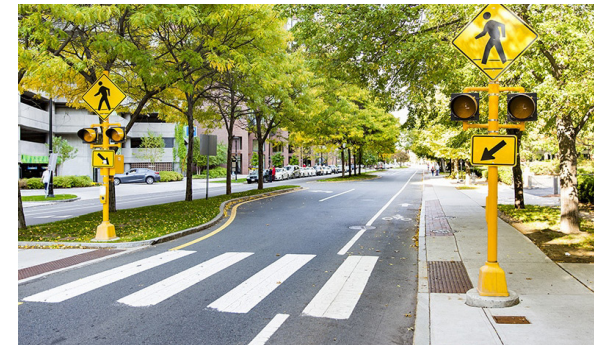
NEBRASKA HIGHWAY 370 CORRIDOR ENHANCEMENTS

Nebraska Highway 370 is a large four-lane state highway running east to west from I-80 into Gretna, featuring both residential and commercial areas. The largest business currently on N-370 is Hy-Vee, along with smaller retail and food businesses, including Heavy Brewing (a microbrewery), Gretna Ace Hardware, Scooters Coffee, auto parts stores, and construction offices and workshops.

To improve the appearance and safety of the N-370 corridor, a multi-purpose trail can be created on the south side of the roadway to promote active transportation along the northern edge of the city. This trail would be separated from the roadway with landscaped buffers, allowing for the planting of trees and making the experience for pedestrians and cyclists more enjoyable. Additionally, the lane widths can be reduced to encourage slower speeds. The reclaimed space can be used to create a landscaped median with plantings native to the region.



Community Identifiers



Safety Improvements



Multi-Purpose Trail



US-6 & Angus Rd - Corridor Enhancements

- (A) Multi-Purpose Trail
- (B) Improved Crossings
- (C) Enhanced Streetscape
- (D) Community Identifiers
- (E) Brick Pavers - Traffic Calming



Before



Nebraska 370 - Corridor Enhancements

- Ⓐ Multi-Purpose Trail
- Ⓑ Enhanced Landscaping
- Ⓒ Landscaping Buffer



Before

THRIVING QUALITY OF LIFE

Provide high-quality community facilities, services, parks, and infrastructure to meet the growing needs of residents and businesses, enhance their quality of life, promote health and wellness, and incorporate sustainable practices.

The City of Gretna offers residents and visitors a wide range of community resources, including libraries, parks and open spaces, community gathering spaces, utilities, and infrastructure. As the City continues to grow, it is crucial that these amenities evolve to meet the needs of current and future residents and businesses.

Gretna boasts an extensive network of parks and open spaces, providing community gathering areas, trails, and recreational opportunities. From neighborhood parks with playgrounds and picnic areas to larger green spaces featuring sports fields and nature trails, these areas play a vital role in promoting physical activity, social interaction, and overall well-being. Preserving and expanding these green spaces is essential to maintaining Gretna as a vibrant and livable community for all its residents.

Community services are fundamental to the well-being of Gretna. These services, which include public works, fire and rescue, and police and safety as well as libraries and educational facilities, contribute to the safety and quality of life enjoyed by residents. Stakeholders consistently highlight these exceptional services, notably the outstanding school system, as key factors that make Gretna a great place to live. Planning for future facility locations, attracting and retaining skilled staff, and collaborating with partners to expand the network of community services will be essential to adapting to future growth and maintaining competitiveness in the region.

Gretna Aquatic Center
21280 Capehart Rd



Gretna’s utilities and infrastructure serve both the city and parts of the ETJ, with maintenance overseen by Public Works. Effective growth management in relation to capacity requires a data-driven approach to ensure Gretna remains forward-thinking and well-equipped. Energy planning should be at the forefront of infrastructure initiatives to bolster economic resilience, protect the environment, and prepare for future challenges. This means investing in renewable energy sources, enhancing energy efficiency in public buildings, and encouraging sustainable practices among residents and businesses.

The goals, strategies, and actions in this chapter aim to strengthen Gretna’s community systems, facilitate their expansion to accommodate city growth, and promote a sustainable and vibrant future, making Gretna a leader in innovation and sustainability within the region.

Peterson Park
201 Cherokee Dr

**‘We need to strengthen
on our utility distribution,
city services, and roadway
network to support our
community and growth.’**

- Survey Respondent

GOAL 1: Enhance the City’s network of parks, green spaces, and trails to meet the evolving needs of the growing population.

The City of Gretna benefits from an extensive network of open spaces and parks that provide community gathering areas, trails, and recreational opportunities for residents and visitors. Key recreational facilities include Gretna Crossing Park and Chalco Hills Recreation Area within the ETJ and North Park in the heart of Gretna. According to a level of service analysis of Gretna’s parks and recreational facilities, the city has a surplus of approximately 370 acres of parkland based on the National Recreation and Park Association’s (NRPA) recommendation of 9.9 acres per 1,000 population. However, from a distribution perspective, 34 percent of the population, including those within the ETJ do not have access to active recreation areas within a mile of their home and could be better served by parks in closer proximity.

To meet the needs of a growing population, Gretna aims to expand its system of parks, green spaces, and trails, ensuring that all residents have access to high-quality recreational opportunities and natural amenities. Improving connectivity between these assets, utilizing school and private lands to expand the network, and ensuring public green spaces are included in new developments will enrich the quality of life for residents, promote community health and well-being, and create a more attractive and livable city for current and future generations.

STRATEGY 1: Expand the system of parks, green spaces, and recreational areas to ensure access for all residents.

- **1.1:** Reduce distribution deficiencies in parks, green spaces, and recreational areas guided by the level of service analysis.
- **1.2:** Support the development of new parks and open spaces in the southern and western neighborhoods of the city.
- **1.3:** Design a new recreational opportunity at the old community pool.
- **1.4:** Develop a Veterans Memorial within the City of Gretna.
- **1.5:** Introduce pop-up parks and community gardens in underutilized lots or within existing parks.
- **1.6:** Plan for new parkland near higher density residential areas and sites of larger planned residential developments.
- **1.7:** Continue to utilize the parkland dedication ordinance to require public parks and open spaces in new developments and emerging neighborhoods.
- **1.8:** Encourage creativity and flexibility in designing safe and attractive public spaces with green space and recreational amenities.



Veterans Memorial & Public Art: left Candy Chang, Letters of Loss, right Veterans Memorial, NJ

STRATEGY 2: Provide and maintain accessible parks, green spaces, and recreational areas for community members of all ages.

- **2.1:** Assess existing facilities to see where gaps in recreational offerings exist and where accessibility may be an issue.
- **2.2:** Develop a parks master plan to help guide staff with maintenance, improvements, and decision-making.
- **2.3:** Maintain and enhance existing parks and facilities including sidewalks, roads, and bike lanes to these resources to meet the needs of all community members.

STRATEGY 3: Collaborate with **local and regional parks and recreational entities** to enhance the network of Gretna parks and open spaces.

- **3.1:** Partner with the Papio-Missouri River NRD to promote the Chalco Hills Recreation Area and other properties.
- **3.2:** Collaborate with the School District to provide additional recreational opportunities to the community.
- **3.3:** Utilize subdivision parks and trails to expand the network of parks and green space.

- **3.3:** Connect to Platte River as a regional attraction for residents and visitors.

STRATEGY 4: Preserve natural open spaces, drainageways, floodplains, and green corridors to **conserve the environmental character** and quality of the area.

- **4.1:** Adopt a conservation and open space zoning designation.
- **4.2:** Promote the conservation of environmentally sensitive areas in new development.
- **4.3:** Provide a trail system through these environmentally sensitive areas to offer recreational opportunities.
- **4.4:** Require stormwater management interventions such as rain gardens, native landscaping, or permeable pavers within public and private parks and open spaces to promote water quality.

CASE STUDY

Park & Recreation Master Plan | La Vista, NE



The Parks and Recreation Master Plan's goal is to assist the City of La Vista in its efforts to ensure that current and future residents can participate in an acceptable range of park and recreation activities in a safe, convenient, and aesthetically pleasing environment. The Plan provides an assessment of existing facilities and outlines recommendations for parks and facilities, trail system, tree planting, and recreational activity.

GOAL 2: Provide premier City services and facilities to support health and wellness, enhance quality of life, and improve safety now and in the future.

The City of Gretna delivers a wide array of essential services to its community, including public safety, education, public works, and administrative services. To ensure these services are effective and efficient, continuous improvement and investment are paramount. This commitment involves not only maintaining but also enhancing the quality and accessibility of these services to meet the evolving needs of the growing population. The City's efforts should focus on ensuring that all services are adequately staffed, supported by top-tier facilities, and that educational institutions provide comprehensive learning opportunities for all residents. By prioritizing these areas, Gretna aims to foster a safe, healthy, and thriving community environment for current and future generations.

STRATEGY 1: Ensure that all **community services** are equipped to deliver exceptional offerings that meet the needs of the growing population.

- **1.1:** Ensure all community services have adequate staff and regionally competitive salary and benefits.
- **1.2:** Assess the need to increase the number of City employees to meet the growing demands of the community, provide high-quality services, and align with the desired organizational structure laid out by city leadership.
- **1.3:** Collaborate with local and regional partners to enhance and expand City services, events, and programs, fostering a sense of community and cooperation.
- **1.4:** Continue to assess salaries and benefits to remain competitive in the region.

- **1.5:** Ensure Public Works has adequate staff and equipment to serve the population, maintain existing public infrastructure, and plan for future infrastructure.
- **1.6:** Support the Fire Department in their efforts to hire full time employees.

STRATEGY 2: Develop and maintain **premier city facilities** that can position Gretna as a regional leader.

- **2.1:** Plan for a future Fire and EMT facility to support the City's anticipated growth.
- **2.2:** Prepare for a dedicated police and safety center within the city to enhance public safety and community well-being.
- **2.3:** Develop the new community complex along US-6 to serve as a hub for City Hall, Libraries, and community activities.

- **2.4:** Prioritize sustainable building practices for new facilities, promoting Gretna as a regional leader in sustainability and environmental stewardship.
- **2.5:** Coordinate with the School District to plan and develop new school locations that accommodate growth and support the community's educational needs.
- **2.6:** Continue to support schools, libraries, and community centers to ensure they provide adequate services and resources to residents.
- **2.7:** Develop and promote programs that encourage ongoing education for all age groups, fostering a culture of lifelong learning.

GOAL 3: Support the expansion and enhancement of city utilities and infrastructure to ensure equitable distribution across the community, while maintaining efficiency, sustainability, and adaptability to meet the community's evolving needs.

Gretna's rapid growth presents challenges to the existing infrastructure, but the city's commitment to expansion and enhancement equips the community to address these uncertainties and foster a culture of environmental stewardship. By continuously monitoring and improving water and sanitary sewer infrastructure, and investing in advanced stormwater management systems, Gretna can facilitate sustainable growth and development. These efforts will not only support the current population but also ensure that future generations inherit a resilient and environmentally conscious community.

STRATEGY 1: Improve and expand the **water and sanitary sewer systems** to ensure sustained infrastructure.

- **1.1:** Ensure land use planning aligns with utility availability.
- **1.2:** Continue to use data-driven planning processes that integrate community feedback to ensure infrastructure development aligns with Gretna's evolving needs and aspirations.
- **1.3:** Evaluate sanitary sewer capacity in the Buffalo Creek Basin as the area develops with new uses to ensure existing infrastructure is upgraded to meet the demand.
- **1.4:** Evaluate the capacity of Gretna Sewer Service Area to accommodate new commercial and industrial development and plan for upgrade and expansion of the sanitary sewer system.
- **1.5:** Coordinate future anticipated sanitary wastewater demands with City of Omaha Public Works and Sarpy County and Cities Wastewater Agency (SCCWWA).
- **1.6:** Encourage development within the service area of the larger capacity Zone 2 (Tower 2) water tower at the south side of the municipal limits.
- **1.7:** Make distribution system improvements when extending water service to new growth and development areas.

Nebraska Crossing
21209 Nebraska Crossing Dr

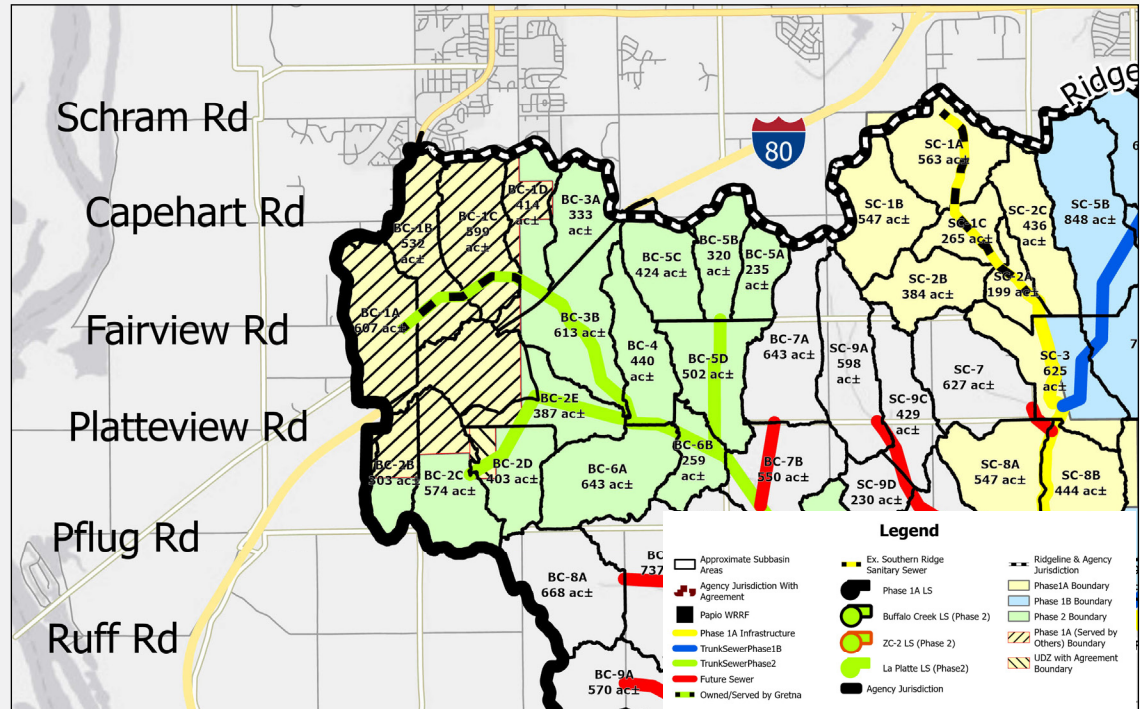


- **1.8:** Ensure the water supply meets the demand as the City’s population continues to grow.
- **1.9:** Assess the need to develop new wells or obtain a supplemental water supply from Metropolitan Utilities District (MUD) as outlined in the City’s 2022 Water Supply Evaluation and Future Needs Study.

STRATEGY 2: Monitor **stormwater capacity** to support new growth and development.

- **2.1:** Development within floodplain areas must comply with the Papillion Creek Watershed Partnership, FEMA, and state requirements.
- **2.2:** Continue to require Post-Construction Best Management Practices (PCBMB’s) for water quality in accordance with the Papillion Creek Watershed Partnership Guidance Manual and consider stricter peak flow rate reduction requirements to help in areas of localized flooding.
- **2.3:** Implement innovative solutions for long-term flood management and resilience through comprehensive maintenance and upgrades.

Wastewater System Master Plan for the Sarpy County and Cities Wastewater Agency



In November 2024, the Sarpy County and Cities Wastewater Agency adopted the Growth Management Plan and Wastewater System Master Plan. The Master Plan outlines the infrastructure for the Unified SSWS, which the Agency will own, operate, and maintain. It also establishes a recommended list of priorities for implementing the plan in phases. Serving as a guide for future development and sewer service expansion within the Agency’s Jurisdiction, the plan ensures alignment with the Growth Management Plan. The map above highlights the areas within Gretna’s jurisdiction that are affected. The full resolution of approval and master plan map are included in the Appendix of this document.

GOAL 4: Implement energy conservation and sustainability practices to build a resilient future, enhance quality of life, and establish Gretna as a regional leader.

The city's dedication to integrating energy conservation and sustainability best practices into all facets of the community will position Gretna as a regional leader in sustainability. Energy conservation and sustainability are central to many recommendations in the Comprehensive Plan, including the efficient utilization of land, diversifying the housing mix, and promoting walkability. Continually monitoring energy consumption, transitioning toward renewable energy, incentivizing residents and business owners to update their operations, and educating the community on renewable energy are crucial steps in building a resilient future for Gretna.

STRATEGY 1: Enhance **energy efficiency and renewable energy use** in municipal facilities, operations, and regulations.

- **1.1:** Track and analyze energy infrastructure and usage by sector to inform future ordinance structures aimed at enhancing energy efficiency.
- **1.2:** Utilize alternative fuels in local government and institutional operations.
- **1.3:** Increase energy efficiency in city operations and facilities.
- **1.4:** Transition city services to renewable energy, including solar installations on public buildings to enhance grid output for residents.
- **1.5:** Replace city irrigation systems with drip irrigation and use native plantings to reduce water demand.
- **1.6:** Develop or amend existing zoning regulations to have a percentage of proposed parking stalls either

'EV installed' or 'EV ready' with underground cable installed during construction for future EV charging stations.

- **1.7:** Update City facilities with stormwater management interventions such as rain gardens or permeable pavers to educate the community on sustainable practices and improve environmental health.
- **1.8:** Establish design and energy goals and amend the zoning ordinance to support these objectives. Requirements could include low e-windows or storefronts, low-flush toilets, sensor room lighting for commercial or office buildings, or tree planting to reduce heat load on buildings.
- **1.9:** Minimize exposed hardscape areas and use high-reflective materials for sidewalks and roofs to reduce the heat island effect.

STRATEGY 2: Develop **incentive-based programs** for energy and environmental conservation.

- **2.1:** Create incentive-based programs promoting the installation of renewable energy systems. These incentives may include offering rebates on purchasing equipment, tax incentives, height allowances and setbacks, and expedited permitting.
- **2.2:** Implement incentives to encourage the addition of electric vehicle charging stations and infrastructure for alternative fuels in new development.
- **2.3:** Offer programs that incentivize private single-family solar. Marketing these programs to the residents through social media, public meetings, or mailed pamphlets will likely get a higher interest and therefore participation.
- **2.4:** Partner with a solar installer for a city-wide discounted installation program.

CASE STUDY

Rethink Joliet Water Campaign | Joliet, IL



The City of Joliet, Illinois offers a low-flow toilet rebate program and rain barrel rebate program, through its Rethink Joliet Water campaign. Replacing 3.5-gallon toilets with WaterSense labeled toilets can save a household 12,000 gallons of water each year. A rain barrel will save most homeowners about 1,300 gallons of water during the peak summer months.

Interpretive Panels | US Forest Service



Forest Service Regions and their partners developed a series of interpretive signs about native plants, plant communities, ethnobotany, pollinators, and more. These signs are placed around parks to help inform and engage the public and are available for communities to use.

STRATEGY 3: Educate and promote the benefits and programs available for renewable energy, green infrastructure, and environmental conservation.

- **3.1:** Educate Gretna residents about state and federal incentives, net metering programs, and tax credit options that can be applied to residential buildings.
- **3.2:** Provide residents with useful checklists, online tools to help residents calculate wattage based on sun exposure and estimate payback periods from the investment.
- **3.3:** Educate the public and provide incentives for adopting energy efficient practices such as replacing incandescent bulbs with fluorescent lights, upgrading to digital or programmable thermostats, adding insulation to attic spaces, and installing high-efficiency air conditioners and furnaces.
- **3.4:** Add signage along trail paths to provide information on species often present in that environment.
- **3.5:** Distribute pamphlets highlighting the benefits of stormwater rate control, water quality improvement, and groundwater recharge through BMPs for stormwater.



Rain Gardens & Native Plantings





CHAPTER 6





CHAPTER 6

IMPLEMENT

GREYNA 2040

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Gretna East
High School

IMPLEMENTATION

An ongoing Comprehensive Plan implementation process and a continued commitment by the city will be required to achieve the community vision for Gretna. Successful implementation is dependent on the collaboration of key implementation partners, identification of funding sources, and evaluation of zoning updates and annexation opportunities. Continued tracking and monitoring of the Plan’s progress will ensure it remains flexible and can adapt to the evolving needs and priorities of the community.

IMPLEMENTATION PARTNERS

The implementation of the Gretna 2040 Comprehensive Plan will depend on the ongoing collaboration, communication, and partnership among various City departments and commissions, elected leaders, regional governmental agencies, and private sector partners and organizations.

City of Gretna: Leaders in City departments and commission will play an active role in bringing the Plan to reality.

Sarpy County: The city will continue to partner with Sarpy County on various issues to implement the Comprehensive Plan. Collaboration with Sarpy County is crucial to ensure regional connectivity to and through Gretna and is vital to advancing the mutual goals and planning initiatives of both entities.



Nebraska Department of Transportation (NDOT): Coordination with NDOT will be necessary for any future planning, design, and construction initiatives related to roadways, transit, the interstate, and pedestrian improvements under their jurisdiction. Ensuring compatibility between future plans and transportation projects is essential.

Private Development Community and Property Owners: The City of Gretna should actively engage with the development community and commercial property owners to ensure that redevelopment and new projects align with the visions outlined in the Comprehensive Plan.

Nonprofit Organizations: Local nonprofit organizations will be key implementation partners in achieving strategies and actions of the Comprehensive Plan. Example partnerships might include American Legions supporting the development of a Veterans Memorial, Habitat for Humanity leading affordable housing initiatives and development in Gretna, and Main Street America reenergizing and strengthening the downtown area.

Sarpy County Correctional Center left, NDOT Construction right

'Gretna is on the path to be a true leader in the region. Taking these steps to achieve the community vision will get us there!'

-Survey Respondent

ZONING

Implementation of the Comprehensive Plan's land use strategy will require the use of zoning tools. Several planning strategies proposed in the Comprehensive Plan were created to achieve the community's vision and reflect current trends, future plans, and best planning practices. Zoning changes may be necessary where existing zoning is not consistent with the future land use map. The city may need to undertake additional studies to determine which specific zoning changes will best address the Comprehensive Plan's goals, strategies, and actions.

Updates to the City's zoning regulations and zoning map will be necessary to achieve the Comprehensive Plan Vision and Land Use Strategy. The updates should reflect best practices in zoning and explore innovative and creative ways to achieve more pedestrian-friendly, diverse, and sustainable land use patterns.



Sarpy County Road Improvements, top
Industrial Park, bottom

ANNEXATION

As Gretna continues to grow and develop, thoughtful consideration must be given to extending its borders. The State of Nebraska established an annexation process for communities to expand their municipal boundary to include “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.”

Annexation can be pursued in the following ways:

- Property owners can request annexation.
- The municipality can annex any contiguous or adjacent lands, lots, tracts, streets, or highways.
- When land is platted adjacent to Gretna's corporate limits, it could be annexed with a pre-annexation agreement at the time of approval of the final plat.

In the first method, the property owner must submit a plat prepared by a licensed surveyor that is approved by the City Engineer and filed with the Clerk along with a written request signed by a majority of the property owners and inhabitants, in number and value, of the proposed annexation properties. Annexations must be approved by both the Planning Commission and City Council.

To adopt an annexation ordinance, a majority of affirmative votes are required by the governing body at each reading of the ordinance. Then, the certified map is filed with the County Assessor, County Clerk, and Register of Deeds, along with a certified copy of the ordinance. The City will provide the same services as those provided to other inhabitants of the City as soon as practicable. Adequate plans and necessary City Council actions to furnish such services shall be adopted no later than one year after the date of annexation.

AREAS FOR POTENTIAL ANNEXATION FOR GRETNA

Within Gretna's Extraterritorial Jurisdiction, there are numerous Sanitary Improvement Districts (SIDs), subdivisions, industrial tracts, commercial tracts, other developed areas, and undeveloped areas that are urban or suburban in character. In the future, these areas may be appropriate for annexation. Such SIDs, subdivisions, tracts, and areas include, but are not limited to, those identified on the SID and Annexation Map. Pursuant to Nebraska Revised Statute §19-903(5)(a), the failure of the SID and Annexation Map to identify subjects for annexation shall not serve as the basis for any challenge to the validity of an annexation ordinance.

Annexation is a legislative function, and it is the City's governing body that determines the facts authorizing the exercise of annexation power. The general standards and qualifications to be considered when evaluating any area for inclusion in the City's corporate limits include, but are not limited to, state statute requirements, infrastructure conditions, existing and available services, maintenance of existing services, extension of City services, method of financing the extension of City services, population, taxes and revenue, the area's debts, obligations, and assets, land uses and valuation, and the interests of the City.

The interests of the City include, but are not limited to, planning and land-use control objectives, controlling and participating in future growth, adding to economic stability, protecting and enhancing the quality of life, and pursuing growth and future land use strategy. Statutes, case law, and reason do not restrict annexations to lands or areas already zoned and developed for nonagricultural uses, as such restrictions would seriously impair proper planning and coordination of the changeover in land use for urban and suburban purposes. The City shall review these areas and all other areas within its identified growth area as appropriate to consider future growth and annexation.



American Legion top,
Farmers Market bottom

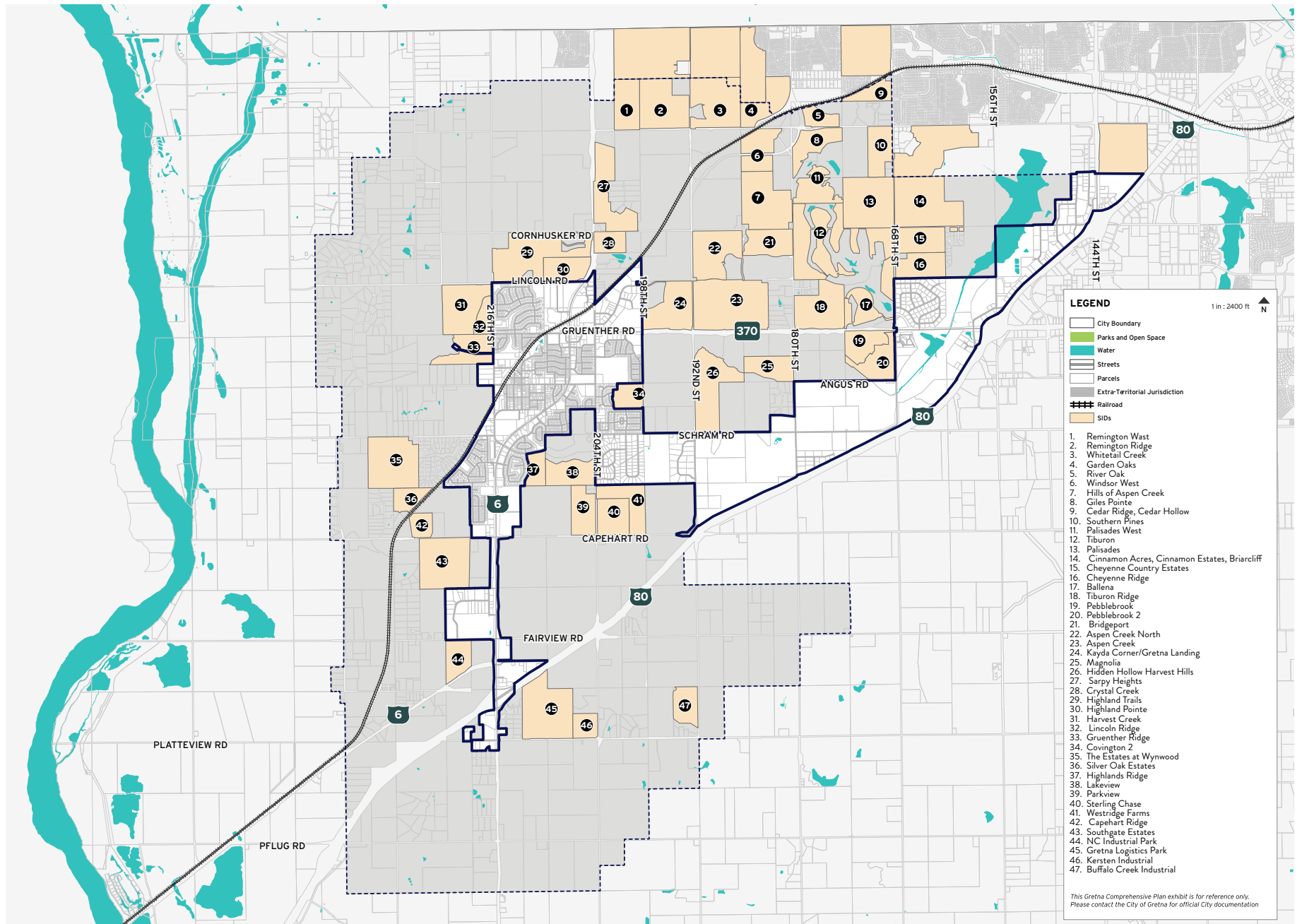


Figure 20: Sanitary Improvement Districts (SIDs) Map

USING THE COMPREHENSIVE PLAN

Going forward, the city should integrate Comprehensive Plan goals, strategies, and actions into everyday decision-making. Regularly assessing implementation progress and determining when Comprehensive Plan updates are necessary will ensure the Plan remains relevant in addressing ongoing planning issues and challenges. The following are recommendations for effective Comprehensive Plan implementation and stewardship.

- **Ownership and Oversight.** Establish an individual or group responsible for Comprehensive Plan implementation. One approach is to assign oversight to the Building & Zoning department or the City’s Planning Commission. An annual work plan for the “Oversight Committee” can include implementation actions identified in the Comprehensive Plan, with biannual status meetings to update the City Council on progress. If the Planning Commission does not meet regularly enough for consistent engagement, a subcommittee of the City Council can serve this purpose.
- **Annual Departmental Work Plans and Budgets.** Many communities use their comprehensive plans to prepare annual departmental work plans and budgets. These can include statements on how departmental projects and budgets reflect, impact, or achieve comprehensive plan priorities. The city should consider documentation, metrics or performance measures in department mission statements, annual work plans, and budget documents to ensure consistency with the Comprehensive Plan goals, strategies, and actions
- **Future Capital Improvement Plans.** As with other department work plans and documents, a future capital improvement plan should align with the Comprehensive Plan’s goals, strategies, and actions. This is important for urban design, natural resource and mobility initiatives, and infrastructure upgrades needed to facilitate development activity.
- **Publicize Comprehensive Plan Implementation.** Regularly publicize actions and initiatives that implement the Comprehensive Plan through the City’s press releases and website to keep residents informed about local success and progress.

Home in Gretna



The Candle House
112 N McKenna Ave



- **Comprehensive Plan Annual Review.** To function as an effective guide for the City’s decision-making process, the Comprehensive Plan should be reviewed annually to track implementation progress. The 2040 Comprehensive Plan includes many actions, not all of which can be accomplished simultaneously due to budgetary and staffing constraints. The city should prioritize which implementation strategies to undertake each year.

As part of the annual review, the city should hold a meeting to discuss the implementation of various strategies, successes and challenges, usage of the Comprehensive Plan by the city and other entities, and any new trends, threats, or opportunities that may affect implementation efforts. This process will keep the Plan current and suggest any needed changes or amendments.

- **Assess Projects Against the Comprehensive Plan.** To ensure individual projects align with the vision of the Comprehensive Plan, each project should be reviewed against the Comprehensive Plan as part of the internal review process. This creates a procedure for reviewing private development and public improvement projects for consistency with the Plan’s goals, strategies, and actions and provides decision-makers with a tool for making informed recommendations for approval or denial.
- **PZB Staff Review “Comprehensive Plan Impact”.** To promote a broader awareness of Comprehensive Plan implementation, Planning Commission meeting agendas should indicate the relationship between the agenda items and the Plan. City staff reports should include a section titled “Comprehensive Plan Impact.”
- **Implementation Matrix.** The City can use the Implementation Matrix to prioritize implementation strategies and efforts. This matrix is a living document and should be updated annually to reflect priorities for the coming year and ensure the Comprehensive Plan continues to align with the community’s planning goals and aspirations. A comprehensive review of the Plan should take place every five years to ensure its relevancy and alignment with the community’s vision.

IMPLEMENTATION MATRIX

The following pages organize the Gretna Comprehensive Plan's goals, strategies, and actions into a user-friendly implementation matrix for each of the Plan's guiding principles: Livable Neighborhoods, Harmonious Growth, Authentic Downtown, Robust Multi-Modal Connectivity, and Thriving Quality of Life. Each one of the five guiding principles has a set of established goals followed by strategies to achieve these goals. In turn, each strategy has a series of action steps designed for implementation. The Implementation Matrix specifies a responsible party, priority level, suggested time frame, and action type for each action implementation. The City and the Planning Commission should review and update the Implementation Matrix annually to ensure the Comprehensive Plan aligns with the City's yearly budget and priorities. For additional information on the strategies, please refer to the respective chapters of each principle in the Plan.

Priority Level: Each action has a priority level designation - high, medium, and low priority.

Partners: Potential stakeholders who will be a part of the implementation and suggested partnerships that can support the success of the proposed actions.

Time Frame: A suggested time frame for completion.

- Short-term is one to three years
- Mid-term is three to five years
- Long-term is five to ten years or longer
- Ongoing actions are implemented over the time horizon of this Comprehensive Plan.

Type: Each action is categorized by the type of action involved for implementation, some actions may span multiple types.

- **Capital Improvements (CI).** Actions that involve planning, funding, and implementing infrastructure projects and public facilities to support community growth and development. This includes both new construction and maintenance or enhancement of existing infrastructure.
- **Policies and Programs (P+P).** Guidelines and initiatives in the Plan will be implemented through local policies and programs. Policies provide a framework for decision-making, while programs are structured activities, processes, or projects that implement these policies.

- **Regulations and Standards (R+S).** Much of the built form is driven by the private sector and rules and criteria established to manage land use, construction, and other activities will ensure they align with the community's vision and goals. These include zoning laws, building codes, and environmental regulations.
- **Partnerships and Collaboration (P+C).** Many initiatives in the Plan cannot be accomplished by the city alone and efforts to work together with various stakeholders, including governmental agencies, private sector entities, non-profit organizations, and the community are necessary to achieve common goals and leverage resources.
- **Targeted Planning (TP).** Various actions require more focused study and planning efforts to address specific areas, issues, or sectors within the community. This involves creating detailed plans for particular neighborhoods, corridors, or themes such as economic development, transportation, or environmental sustainability.

PRINCIPLE 1: LIVABLE NEIGHBORHOODS

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
<p>GOAL: Stimulate and guide the creation of mixed-use neighborhoods that provide a diverse range of housing types and densities and ensure access to neighborhood-serving commercial and supporting services for varied needs and socioeconomic groups.</p>				
<p>STRATEGY 1: Provide housing options at different price points for the workforce, young professionals, and first-time home buyers.</p>				
1.1: Prioritize the development of the identified opportunity sites within the city to offer diverse housing options.	HIGH	Short-term	Developers, NPP	P+P
1.2: Incorporate market-based and administrative mechanisms such as a first-time home buyer program to make it more attractive and financially feasible for varied homeowners.	MEDIUM	Short-term	NDED	R+S
1.3: Implement an inclusionary housing program to encourage a percentage of attainable housing options within new developments.	LOW	Mid-term	Developers	P+P
1.4: Ensure zoning regulations are flexible and allow varied approaches to attainable and missing middle residential development.	HIGH	Short-term	PC	R+S
1.5: Work closely with Sarpy County and state agencies to align city housing initiatives with county-wide strategies.	LOW	Mid-term	Sarpy County	P+C
<p>STRATEGY 2: Develop new neighborhoods with compatible mixed uses that serve residential needs.</p>				
2.1: Encourage small-scale commercial and office uses as outlined in the Neighborhood Commercial District (NC) within R-2 and R-3 zones.	MEDIUM	Short-term	PC	R+S
2.2: Locate new city services within existing neighborhoods to support walkable environments.	LOW	On-Going	SD, NPP	P+C, TP

Partners

AL = American Legion
BO = Business Owners

COC = Gretna Area Chamber of Commerce
CS = Connect Sarpy
GS = Grow Sarpy
NDED = Nebraska Department of Economic Development
NDOT = Nebraska Department of Transportation

NPP = Nonprofit Partners
OPW = Omaha Public Works
PC = Planning Commission
PO = Property Owners
SD = School District

Type

CI = Capital Improvements
P+P = Policies + Programs
R+S = Regulations + Standards

P+C = Partnerships + Collaborations
TP = Targeted Planning

PRINCIPLE 1: LIVABLE NEIGHBORHOODS

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
2.3: Support creativity and flexibility in achieving quality design in neighborhoods to encourage walkability and mixed uses.	LOW	On-Going	Developers	P+P, R+S, P+C
2.4: Prioritize mixed-use neighborhood development near economic hubs, commercial corridors, and community centers.	HIGH	On-Going	Developers	P+C, TP
2.5: Evaluate the opportunity to require a mix of building, unit types, and uses such as parks, schools, and workplaces within new neighborhood developments.	MEDIUM	Short-Term	PC, Developers	P+P, R+S, TP
STRATEGY 3: Encourage infill residential in built-out neighborhoods.				
3.1: Provide regulatory flexibility for attached housing types, multi-family, and mixed-use development.	LOW	Mid-term	PC	R+S
3.2: Allow missing middle housing types (duplexes, triplexes, townhomes, fourplexes) in R-1 through R-3 residential zones.	HIGH	Short-Term	PC	R+S
3.3: Develop cottage cluster development rules to permit detached homes with common shared open space.	LOW	Mid-term	PC	P+P, R+S
3.4: Allow the construction of accessory dwelling units, such as ‘granny flats’, garage suites, or backyard cottages in single-family neighborhoods, especially near the downtown.	MEDIUM	Short-Term	PC	R+S, P+C
3.5: Encourage new housing to locate in areas served by existing or planned public infrastructure.	LOW	On-Going	Developers	P+P, P+C
3.6: Incentivize infill residential development within existing neighborhoods through density bonuses, setback reductions, and parking requirement reductions or elimination.	LOW	Long-term	City, Developers	P+P, R+S

PRINCIPLE 2: HARMONIOUS GROWTH

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
GOAL 1: Foster a diverse land use mix to support a growing and sustainable tax base and economy.				
STRATEGY 1: Achieve a balanced blend of land uses and efficient utilization of land resources.				
1.1: Target growth areas within the city to introduce density and amenities within corporate limits.	HIGH	Short-term	Developers, NPP	<i>P+P, P+C</i>
1.2: Incentivize new, denser development within city limits to maximize efficiencies in land and infrastructure use, and to reduce dependence on Sanitary Improvement Districts.	MEDIUM	Short-Term	PC	<i>P+P, P+C</i>
1.3: Reduce permitting fees and/or impact fees for compact housing and commercial development within the city and where already serviced by infrastructure, encouraging density for single-family, multi-family, and mixed-use construction.	LOW	Short-term	-	<i>P+P, R+S</i>
1.4: Assess the utilization of a development impact fee on highway commercial development to incentivize downtown redevelopment.	LOW	Mid-term	-	<i>P+P</i>
1.5: Encourage new development adjacent to existing development and already serviced by infrastructure.	MEDIUM	On-Going	PC	<i>P+P, P+C</i>
1.6: Interconnect new development for active and vehicular transportation options that distribute traffic and foster a more cohesive mobility experience.	LOW	Short-Term	NDOT, CS	<i>CI, P+C</i>
1.7: Establish development guidelines or codes so that sites and site designs are friendly to active transportation modes.	LOW	Short-term	Developers, BO, PO	<i>R+S</i>
1.8: Develop employment centers within Gretna to reduce travel time outside of the community for basic services through community-based land use plans.	LOW	Long-term	Developers, BO, PO, GS, COC	<i>P+C, TP</i>

Partners

AL = American Legion
BO = Business Owners

COC = Gretna Area Chamber of Commerce
CS = Connect Sarpy
GS = Grow Sarpy
NDED = Nebraska Department of Economic Development
NDOT = Nebraska Department of Transportation

NPP = Nonprofit Partners
OPW = Omaha Public Works
PC = Planning Commission
PO = Property Owners
SD = School District

Type

CI = Capital Improvements
P+P = Policies + Programs
R+S = Regulations + Standards

P+C = Partnerships + Collaborations
TP = Targeted Planning

PRINCIPLE 2: HARMONIOUS GROWTH

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
STRATEGY 2: Assess strategic opportunities for expansion of municipal limits through annexation of areas in the ETJ.				
2.1: Develop an annexation plan to ensure balanced growth that has minimal adverse impact on city services and offerings.	MEDIUM	Short-Term	-	P+P, TP
2.2: Address the various impacts upon public safety and community facilities prior to final consideration for annexation requests.	LOW	On-Going	-	CI, P+P
2.3: Encourage contiguous development with annexation.	LOW	On-Going	-	P+P
GOAL 2: Strengthen US-6 and N-370 as Gretna’s commercial anchors and enhance the vibrancy and identity of these commercial corridors.				
STRATEGY 1: Reinvest in the commercial corridors to facilitate enhancement to existing commercial centers and introduce new commercial and mixed-uses.				
1.1: Identify opportunities to revitalize underperforming, underutilized, and vacant commercial buildings and strip centers.	MEDIUM	Long-term	PO, BO	P+C, TP
1.2: Target vacant land for redevelopment, emphasizing residential or mixed-use developments near employment centers.	HIGH	Mid-term	Developers, PO, BO	P+C
1.3: Attract new commercial uses not currently present along the corridors such as hotels, offices, and employment centers.	LOW	Short-term	PO, BO, GS, COC	TP
1.4: Expand permitted land uses along the corridors to maximize utilization of ground floor spaces.	MEDIUM	Short-Term	-	R+S
1.5: Encourage commercial infill projects within existing strip centers instead of the creation of new ones.	LOW	On-Going	Developers, PO	P+P
1.6: Encourage development designs that prioritize side and rear parking, particularly along US-6 in the central part of the City.	LOW	On-Going	Developers	R+S, P+C

PRINCIPLE 2: HARMONIOUS GROWTH

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
1.7: Advocate for walkable, human-scaled design in new city centers and mixed-use neighborhoods to enhance accessibility and community connectivity.	LOW	On-Going	PC	P+P, P+C
1.8: Monitor the vitality of existing commercial centers by evaluating metrics such as sales revenue, lease rates, and vacancy rates.	LOW	On-Going	GS, COC	P+P, P+C
STRATEGY 2: Foster a cohesive identity along Gretna’s commercial corridors that sets the city apart from other places.				
2.1: Develop a signage and wayfinding program to integrate the City’s brand into urban design elements such as gateways, street signage, public gathering spaces, directional signage, and public art.	HIGH	Short-term	-	TP
2.2: Identify locations for and create quality corridor gateways at key entrances into the community through partnership with property owners and other entities.	MEDIUM	Short-term	PO, BO	CI, TP
2.3: Integrate directional signage to direct residents and visitors towards key landmarks and community assets such as Downtown, Gretna Crossing Park, and Vala’s Pumpkin Patch.	MEDIUM	Short-Term	PO, BO	CI, TP
2.4: Develop corridor-specific design guidelines to encourage visual consistency of new development.	LOW	Mid-term	-	R+S
2.5: Create a form-based code tailored for the major commercial corridors. This code will define building scale, setbacks, and urban design principles to promote a cohesive and inviting built environment that aligns with potential land uses.	LOW	Mid-term	-	R+S
2.6: Utilize the CO Corridor Overlay zoning district to drive design and form-based code guidelines across the corridors.	LOW	Short-Term	Developers, PO, BO	R+S
2.7: Evaluate current parking requirements to ensure they are appropriate and not excessive for the area’s needs.	LOW	Mid-term	-	R+S, TP

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
<p>GOAL 3: Promote community-wide economic development efforts to enhance the vibrancy of Gretna’s employment centers.</p>				
<p>STRATEGY 1: Support Interstate-80’s role as a key industrial and commercial corridor.</p>				
<p>1.1: Prioritize compatible land uses around interchanges, including mixed-use, commercial, and industrial developments that complement local needs and aspirations.</p>	<p>MEDIUM</p>	<p>On-Going</p>	<p>BO, PO</p>	<p><i>P+P, R+S</i></p>
<p>1.2: Focus on highway commercial activities that best serve the interstate corridor’s traffic and travelers, such as fuel services, fast food establishments, and lodging facilities.</p>	<p>LOW</p>	<p>Mid-term</p>	<p>BO, PO, GS, COC</p>	<p><i>P+P, P+C</i></p>
<p>1.3: Promote these services to enhance convenience and support the economic vitality of the corridor.</p>	<p>LOW</p>	<p>Long-term</p>	<p>GS, COC</p>	<p><i>P+C</i></p>
<p>1.4: Leverage state sales tax incentives to catalyze development within Gretna’s Good Life District and other targeted areas.</p>	<p>HIGH</p>	<p>Long-term</p>	<p>NDED</p>	<p><i>TP</i></p>
<p>1.5: Encourage a diversified approach to economic development that does not solely rely on ongoing incentives but also promotes organic growth and sustainable business practices.</p>	<p>MEDIUM</p>	<p>On-Going</p>	<p>GS, COC</p>	<p><i>P+P, P+C</i></p>
<p>STRATEGY 2: Expand the industrial and manufacturing sectors.</p>				
<p>2.1: Support expansion of manufacturing and construction businesses currently located in NC Industrial Park, and at Husker Drive and 204th Street.</p>	<p>LOW</p>	<p>Mid-term</p>	<p>PO, BO, GS, COC</p>	<p><i>P+C</i></p>
<p>2.2: Provide clear guidelines and support for navigating regulatory requirements related to environmental impact assessments, zoning compliance, and building permits.</p>	<p>LOW</p>	<p>On-Going</p>	<p>-</p>	<p><i>P+P, R+S</i></p>
<p>2.3: Develop a strategic marketing plan to attract industrial and manufacturing businesses to the city.</p>	<p>MEDIUM</p>	<p>Mid-term</p>	<p>GS, COC</p>	<p><i>P+C</i></p>
<p>2.4: Encourage the development of warehousing and distribution centers to support local and regional supply chain needs.</p>	<p>LOW</p>	<p>Mid-term</p>	<p>Developers, GS, COC</p>	<p><i>P+C</i></p>

PRINCIPLE 2: HARMONIOUS GROWTH

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
2.5: Establish metrics and benchmarks to track the expansion of the industrial and manufacturing sectors..	LOW	Short-term	GS, COC	P+P, P+C
STRATEGY 3: Foster a new mixed-use community complex in the Crossings Corridor Area of the city.				
3.1: Continue the efforts to create an economic development program to bring to life the Good Life District.	HIGH	Short-term	NDED, GS	P+P, TP
3.2: Implement established design guidelines, development principles, and land use strategy for the Crossings Corridor Area at the southern end of US-6.	LOW	Short-term	PC, Developers	P+P, R+S, P+C
3.3: Continue efforts to develop a new civic complex for the community surrounded by a mixed-use neighborhood and a walkable commercial environment.	HIGH	Short-term	Developers	CI, TP
3.4: Reinvest the City’s sales tax revenues in priority projects, including historic downtown Gretna and improvements to US-6 and US-370.	MEDIUM	On-Going	-	CI
STRATEGY 4: Promote high quality design across the city’s economic centers to enhance aesthetics, create dynamic spaces, generate activity, and strengthen Gretna’s identity.				
4.1: Incorporate public art and thoughtful urban design into public spaces.	LOW	On-going	Developers, PO, BO	P+C
4.2: Promote the adoption of best practices in development and site layout to optimize land use efficiency, enhance accessibility, and foster a cohesive urban environment.	MEDIUM	On-going	Developers, PO, BO	R+S
4.3: Provide incentives for integrating green infrastructure and implementing sustainable building practices.	LOW	Mid-term	Developers	P+P, P+C
4.4: Enforce landscaping and screening standards specifically tailored for industrial districts.	LOW	On-going	Developers	R+S
4.5: Evaluate current parking regulations and requirements to ensure new economic centers prioritize pedestrian-friendly design.	LOW	Mid-term	-	R+S, TP

PRINCIPLE 3: AUTHENTIC DOWNTOWN

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
GOAL 1: Leverage housing as an economic development approach to reinvest in Gretna’s historic downtown and its adjacent historic residential neighborhoods.				
STRATEGY 1: Encourage residential density in the neighborhood surrounding downtown.				
1.1: Allow accessory dwelling units (ADUs) in this neighborhood.	MEDIUM	Short-term	-	R+S
1.2: Utilize the R-3 High-Density Residential zoning designation to introduce smaller-lot single-family homes, rowhomes, and low-density multi-family housing.	LOW	Mid-term	-	R+S, P+C
1.3: Incentivize new single-family infill housing on undeveloped lots, or as replacement for deteriorated existing housing.	LOW	On-going	Developers	P+P, P+C
1.4: Promote historic preservation in this neighborhood, as it is the place that embodies the look and feel of “Old Gretna”.	LOW	On-going	Developers	P+C, R+S
1.5: Develop a home maintenance and repair program to facilitate improvement of the existing housing stock.	MEDIUM	Short-term	Residents	P+P
STRATEGY 2: Plan for new housing in the downtown core to create higher-density housing options and reinforce a walkable downtown environment.				
1.1: Incentivize the creation of mixed-use developments in vacant lots and on underutilized parcels in the downtown core.	MEDIUM	Short-term	PO, Developers	P+C
1.2: Update the Downtown Commercial (DC) zoning district to allow townhomes and multi-family residential with first-floor dwelling units along McKenna Avenue.	HIGH	Short-term	-	R+S
1.3: Encourage active first-floor uses in new development to strengthen the vibrancy of McKenna Avenue.	LOW	On-going	Developers, PO, BO	R+S, P+C

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ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
GOAL 2: Employ thoughtful urban design and placemaking interventions to create an active and vibrant downtown environment.				
STRATEGY 1: Establish an identity for downtown.				
1.1: Create a brand for downtown that gives it an identity that reflects the hometown feel that downtown Gretna should project.	HIGH	Short-term	-	TP
1.2: Design and install wayfinding signage that incorporates downtown's graphic identity and helps people navigate to downtown from different parts of the city.	MEDIUM	Short-term	-	CI
1.3: Partner with a local artist to design and create a branded mural in one of the city-owned buildings.	LOW	Mid-term	Local Artists	P+C
STRATEGY 2: Invest in public amenities that can anchor downtown and attract people on a regular basis.				
2.1: Create a farmers market structure downtown so it becomes part of the identity of the place.	LOW	Mid-term	-	CI, P+C
2.2: Build a temporary or permanent stage downtown for performances by local bands or, even, for pop-up live theater.	LOW	Mid-term	-	CI
2.3: Foster the creation of a neighborhood community garden in Founders Park.	LOW	Mid-term	NPP	P+C
STRATEGY 4: Undertake placemaking interventions to create people spots and interactivity.				
3.1: String overhead lighting along McKenna Avenue to suggest the feeling of an outdoor "room."	HIGH	Short-term	-	CI
3.2: Partner with property owners of vacant lots along McKenna Avenue to provide temporary public gathering spaces.	HIGH	Short-term	-	CI, P+C

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
3.3: Identify a location to create a permanent downtown playground, interactive water feature, or other interactive art installations.	LOW	Mid-term	-	CI, TP
3.4: Allow the use of parklets in on-street parking spaces along McKenna Avenue for businesses looking to offer outdoor dining options.	LOW	Short-term	-	P+P
GOAL 3: Stimulate business development to reestablish downtown’s economy and its unique position within Gretna.				
STRATEGY 1: Assist entrepreneurs to invest in downtown and improve downtown buildings so they are occupant ready.				
1.1: Stimulate façade improvements by offering downtown-specific storefront improvement grants.	LOW	Mid-term	GS, COC	P+P, P+C
1.2: Establish a “vanilla box” incentive grant to upgrade storefront interiors so they are readily leasable.	MEDIUM	Short-term	GS, COC	P+P, P+C
1.3: Offer a restaurant startup incentive geared toward reducing the barriers to restaurant development in the downtown.	HIGH	Short-term	GS, COC	P+P, P+C
1.4: Establish an incubator space or pop-up business program to encourage entrepreneurship downtown.	LOW	Long-term	GS, COC	P+P, P+C
STRATEGY 2: Strategically redevelop and reuse City owned properties downtown, when planning City Hall’s and the Library’s future relocation.				
2.1: Facilitate adaptive reuse of the historic City Hall building to remain a downtown asset.	HIGH	Short-term	-	CI, P+C
2.2: Reuse the Children’s Library and consider retrofitting the building to accommodate restaurant users.	MEDIUM	Short-term	-	CI, P+C
2.3: Recruit new businesses that will have the greatest impact on the revitalization of the downtown, particularly a hot shop, experiential retail, or restaurant.	MEDIUM	Short-term	GS, COC	CI, P+C

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
GOAL 4: Develop marketing and promotional programs and events that build foot traffic downtown.				
STRATEGY 1: Establish a series of weekly events downtown.				
1.1: Continue the summer Farmers Market series downtown.	HIGH	Short-term	GS, COC	<i>P+C</i>
1.2: Host a weekly food truck night.	LOW	Mid-term	BO	<i>P+P, P+C</i>
1.3: Create a pop-up projection screen to show family-friendly movies downtown during the warm weather months.	LOW	Mid-term	GS, COC	<i>P+P, P+C</i>
1.4: Bring Gretna Days events into the downtown to showcase the historic city center.	HIGH	Short-term	-	<i>P+C</i>
1.5: Partner with local artists to host a live music event along McKenna Avenue or in one of the vacant lots.	LOW	Long-term	Local Artists	<i>P+C</i>
STRATEGY 4: Launch a professionally managed Main Street Program.				
4.1: Research the Nebraska Main Street and Main Street America programs.	MEDIUM	Short-term	GS, COC	<i>P+C, TP</i>
4.2: Establish a volunteer organization to start, led by residents, businesses, and property owners.	MEDIUM	Short-term	PO, BO, GS, COC	<i>P+C, TP</i>
4.3: Professionalize the organization by hiring part-time staff.	LOW	Short-term	-	<i>P+C</i>

PRINCIPLE 4: ROBUST MULTI-MODAL CONNECTIVITY

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
GOAL 1: Create a well-connected and accessible community through a safe and efficient multi-modal mobility system.				
STRATEGY 1: Foster an efficient roadway network that facilitates safe connections and supports anticipated growth and development.				
1.1: Improve connectivity from the interstate into the city’s main centers.	LOW	Short-term	Sarpy, NDOT	TP
1.2: Provide additional access points from the interstate to the city.	MEDIUM	Mid-term	Sarpy, NDOT	TP
1.3: Create a Complete Streets Policy to accommodate all modes of transportation in the design of public and private streets.	LOW	Short-term	-	P+P, TP
1.4: Ensure new development includes a connected roadway system that ties into the City’s existing infrastructure and increases regional accessibility.	HIGH	On-going	Developers	P+C, TP
1.5: Collaborate with local, state, and county governments for joint project funding opportunities.	LOW	On-going	Sarpy, NDOT	P+C
STRATEGY 2: Introduce additional transportation options for the community, including public transportation and micromobility.				
2.1: Coordinate with Omaha Metro to explore options to extend bus services to Gretna.	LOW	Long-term	Omaha Metro, Sarpy	P+C
2.2: Propose a new rail station in Gretna on the Burlington Northern Santa Fe Amtrak Line that can be used for regional and long-haul rail travel.	LOW	Long-term	NDOT	P+C, TP
2.3: Introduce a local bus or light rail system that would cater to the needs of the mobility-limited and aging population.	LOW	Long-term	Omaha Metro, NDOT	P+C, TP

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ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
2.4: Assess city capacity for micromobility systems like a bike-share or e-scooter fleets, as well as on-street bike lanes.	LOW	Mid-term	-	P+C, TP
STRATEGY 3: Develop an interconnected trail system that provides safe, multi-modal access to neighborhoods, parks and open spaces, and city resources and amenities.				
3.1: Develop a Trails Master Plan to help guide staff and decision-making, and to facilitate the expansion of the interconnected network.	HIGH	Short-term	-	TP
3.2: Continue to map the trail network in Gretna, adding sidewalks to the data set to track gaps in the system.	MEDIUM	Short-term	-	TP
3.3: Require connections to existing trail segments, neighborhoods, and sidewalks for new development.	MEDIUM	On-going	Developers, PO	R+S
3.4: Invest in pedestrian and cycling infrastructure, including consistent and connected sidewalk access where feasible.	LOW	Mid-term	-	CI
3.5: Formalize and expand the interconnected trails system proposed for the Crossings Corridor Plan.	LOW	Mid-term	Developers	P+C
GOAL 2: Expand and improve the roadway network.				
STRATEGY 1: Implement traffic-calming and pedestrian safety improvements along main corridors and at complex intersections.				
1.1: Coordinate with Sarpy County and Nebraska Departments of Transportation to implement safe pedestrian crossing for US-6 and N-370.	MEDIUM	Short-term	Sarpy, NDOT	P+C
1.2: Assess the best location to provide a grade-separated crossing, overpass or underpass on US-6y.	MEDIUM	Short-term	Sarpy, NDOT	P+C, TP
1.3: Coordinate funding opportunities to provide the grade-separated crossing on US-6.	MEDIUM	Mid-term	Sarpy, NDOT	CI

PRINCIPLE 4: ROBUST MULTI-MODAL CONNECTIVITY

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
1.4: Implement enhanced traffic and pedestrian controls.	MEDIUM	Mid-term	-	CI
1.5: Propose traffic calming measures.	LOW	Short-term	Sarpy, NDOT	TP
1.6: Infill sidewalks in areas where they are missing to create a complete grade-separated network for pedestrians.	MEDIUM	On-going	Sarpy, NDOT	CI
1.7: Ensure that existing sidewalks have necessary curb cuts at intersections and are ADA compliant.	LOW	On-going	-	CI
1.8: Incorporate the additional pedestrian connections, trails, and bike paths into a comprehensive signage program.	LOW	Short-term	-	TP
STRATEGY 2: Update secondary and tertiary roads to facilitate connectivity for vehicles, pedestrians, and cyclists.				
2.1: Pave the gravel roads.	LOW	Short-term	-	CI
2.2: Require multi-modal infrastructure, like bike lanes and trails, on new roads.	HIGH	Short-term	Developers, Sarpy, NDOT	R+S, P+C
2.3: Utilize traffic calming measures to increase safety.	MEDIUM	On-going	-	CI
2.4: On continuous low volume streets use roadway marking to create standard and shared bike lanes.	LOW	Mid-term	-	CI
2.4: Continue proposed trail to connect to N-370 and northeastern neighborhoods along Schram Road and 180th Street.	MEDIUM	Short-term	-	CI, P+C

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
GOAL 1: Enhance the City’s network of parks, green spaces, and trails to meet the evolving needs of the growing population.				
STRATEGY 1: Expand the system of parks, green spaces, and recreational areas to ensure access for all residents.				
1.1: Reduce distribution deficiencies in parks, green spaces, and recreational areas guided by the level of service analysis.	LOW	Long-term	SD, Sarpy	TP
1.2: Support the development of new parks and open spaces in the southern and western neighborhoods of the city.	LOW	Mid-term	Developers	P+C
1.3: Design a new recreational opportunity at the old community pool.	HIGH	Short-term	-	CI, P+C
1.4: Develop a Veterans Memorial within the City of Gretna.	HIGH	Short-term	AL	CI, P+C
1.5: Introduce pop-up parks and community gardens in underutilized lots or within existing parks.	LOW	Mid-term	PO	P+C
1.6: Plan for new parkland near higher density residential areas and sites of larger planned residential developments.	MEDIUM	On-going	-	TP
1.7: Continue to utilize the parkland dedication ordinance to require public parks and open spaces in new developments and emerging neighborhoods.	LOW	On-going	Developers	P+P, R+S
1.8: Encourage creativity and flexibility in designing safe and attractive public spaces with green space and recreational amenities.	LOW	On-going	Developers	P+C

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PRINCIPLE 5: THRIVING QUALITY OF LIFE

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
STRATEGY 2: Provide and maintain accessible parks, green spaces, and recreational areas for community members of all ages..				
2.1: Assess existing facilities to see where gaps in recreational offerings exist and where accessibility may be an issue.	LOW	Mid-term	-	TP
2.2: Develop a parks master plan to help guide staff with maintenance, improvements, and decision-making.	LOW	Mid-term	-	TP
2.3: Maintain and enhance existing parks and facilities including sidewalks, roads, and bike lanes to these resources to meet the needs of all community members.	LOW	On-going	-	CI
STRATEGY 3: Provide and maintain accessible parks, green spaces, and recreational areas for community members of all ages.				
3.1: Partner with the Papio-Missouri River NRD to promote the Chalco Hills Recreation Area and other properties.	LOW	Short-term	NRD, Sarpy	P+C
3.2: Collaborate with the School District to provide additional recreational opportunities to the community.	LOW	Short-term	SD	P+C
3.3: Utilize subdivision parks and trails to expand the network of parks and green space.	LOW	On-going	-	P+C
3.4: Connect to Platte River as a regional attraction for residents and visitors.	LOW	Long-term	Sarpy	P+C
STRATEGY 4: Preserve natural open spaces, drainageways, floodplains, and green corridors to conserve the environmental character and quality of the area.				
4.1: Adopt a conservation and open space zoning designation.	MEDIUM	Short-term	-	R+S
4.2: Promote the conservation of environmentally sensitive areas in new development.	LOW	On-going	Developers, PO	P+C

PRINCIPLE 5: THRIVING QUALITY OF LIFE

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
4.3: Provide a trail system through these environmentally sensitive areas to offer recreational opportunities.	LOW	Long-term	Developers, PO	P+C
4.4: Require stormwater Post-Construction Best Management Practices within public and private parks and open spaces to promote water quality.	MEDIUM	Short-term	Developers, PO	R+S
GOAL 2: Provide premier City services and facilities to support health and wellness, enhance quality of life, and improve safety now and in the future.				
STRATEGY 1: Ensure that all community services are equipped to deliver exceptional offerings that meet the needs of the growing population.				
1.1: Ensure all community services have adequate staff and regionally competitive salary and benefits.	MEDIUM	On-going	-	TP
1.2: Assess the need to increase the number of City employees .	MEDIUM	Short-term	-	TP
1.3: Collaborate with local and regional partners to enhance and expand City services, events, and programs, fostering a sense of community and cooperation.	LOW	On-going	NPP, SD	P+C
1.4: Continue to assess salaries and benefits to remain competitive in the region.	LOW	On-going	-	TP
1.5: Ensure Public Works has adequate staff and equipment	LOW	Short-term	-	CI
1.6: Support the Fire Department in their efforts to hire full time employees.	MEDIUM	Short-term	-	CI

PRINCIPLE 5: THRIVING QUALITY OF LIFE

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
STRATEGY 2: Develop and maintain premier City facilities that can position Gretna as a regional leader.				
1.1: Plan for a future Fire and EMT facility to support the City’s anticipated growth.	MEDIUM	Short-term	-	CI, TP
1.2: Prepare for a dedicated police and safety center within the city to enhance public safety and community well-being.	MEDIUM	Short-term	-	CI, TP
1.3: Develop the new community complex along US-6 to serve as a hub for City Hall, Libraries, and community activities.	MEDIUM	Short-term	-	CI, TP
1.4: Prioritize sustainable building practices for new facilities, promoting Gretna as a regional leader in sustainability and environmental stewardship.	LOW	On-going	Developers	CI, TP
1.5: Coordinate with the School District to plan and develop new school locations that accommodate growth and support the community’s educational needs.	LOW	On-going	SD	P+C
1.6: Continue to support schools, libraries, and community centers to ensure they provide adequate services and resources to residents.	LOW	On-going	-	P+C
1.7: Develop and promote programs that encourage ongoing education for all age groups, fostering a culture of lifelong learning.	LOW	Long-term	-	P+C
GOAL 3: Support the expansion and enhancement of city utilities and infrastructure to ensure equitable distribution across the community, while maintaining efficiency, sustainability, and adaptability to meet the community’s evolving needs.				
STRATEGY 1: Improve and expand the water and sanitary sewer systems to ensure sustained infrastructure.				
1.1: Ensure land use planning aligns with utility availability.	MEDIUM	On-going	-	TP
1.2: Continue to use data-driven planning processes that integrate community feedback to ensure infrastructure development aligns with Gretna’s evolving needs and aspirations.	LOW	On-going	-	CI, TP

PRINCIPLE 5: THRIVING QUALITY OF LIFE

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
1.3: Address sanitary sewer capacity limitations in the Buffalo Creek Basin as the area develops with new uses to ensure existing infrastructure is upgraded to meet the demand.	MEDIUM	Short-term	OPW, Sarpy, Utilities	CI
1.4: Evaluate the capacity of Gretna Sewer Service Area to accommodate new commercial and industrial development and plan for upgrade and expansion of the sanitary sewer system.	LOW	On-going	OPW, Sarpy, Utilities	TP
1.5: Coordinate future anticipated sanitary wastewater demands with City of Omaha Public Works and Sarpy County and Cities Wastewater Agency (SCCWWA).	LOW	Long-term	OPW, Sarpy, Utilities	P+C, TP
1.6: Encourage development within the service area of the larger capacity Zone 2 (Tower 2) water tower at the south side of the municipal limits.	LOW	On-going	Developers, PO	TP
1.7: Make distribution system improvements when extending water service to new growth and development areas.	LOW	On-going	-	CI
1.8: Ensure the water supply meets the demand as the City’s population continues to grow.	LOW	On-going	-	CI, TP
1.9: Assess the need to develop new wells or obtain a supplemental water supply from Metropolitan Utilities District (MUD).	LOW	Short-term	MUD	P+C, TP
STRATEGY 2: Monitor stormwater capacity to support new growth and development.				
2.1: Development within floodplain areas must comply with the Papillion Creek Watershed Partnership requirements.	LOW	On-going	-	R+S
2.2: Continue to require Post-Construction Best Management Practices (PCBMB’s) for water quality in accordance with the Papillion Creek Watershed Partnership Guidance Manual	LOW	On-going	-	R+S
2.3: Implement innovative solutions for long-term flood management and resilience through comprehensive maintenance and upgrades.	LOW	On-going	-	CI, R+S

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
<p>GOAL 4: Implement energy conservation and sustainability practices to build a resilient future, enhance quality of life, and establish Gretna as a regional leader.</p>				
<p>STRATEGY 1: Enhance energy efficiency and renewable energy use in municipal facilities, operations, and regulations.</p>				
<p>1.1: Track and analyze energy infrastructure and usage by sector to inform future ordinance structures aimed at enhancing energy efficiency.</p>	<p>MEDIUM</p>	<p>On-going</p>	<p>-</p>	<p><i>TP</i></p>
<p>1.2: Utilize alternative fuels in local government and institutional operations.</p>	<p>LOW</p>	<p>Long-term</p>	<p>-</p>	<p><i>CI</i></p>
<p>1.3: Increase energy efficiency in city operations and facilities.</p>	<p>LOW</p>	<p>On-going</p>	<p>-</p>	<p><i>P+C, CI</i></p>
<p>1.4: Transition city services to renewable energy, including solar installations on public buildings to enhance grid output for residents.</p>	<p>MEDIUM</p>	<p>Long-term</p>	<p>-</p>	<p><i>CI</i></p>
<p>1.5: Replace city irrigation systems with drip irrigation and use native plantings to reduce water demand.</p>	<p>LOW</p>	<p>Long-term</p>	<p>-</p>	<p><i>CI</i></p>
<p>1.6: Develop or amend existing zoning regulations to have a percentage of proposed parking stalls either ‘EV installed’ or ‘EV ready’ with underground cable installed during construction for future EV charging stations.</p>	<p>LOW</p>	<p>Short-term</p>	<p>-</p>	<p><i>R+S</i></p>
<p>1.7: Update City facilities with stormwater Post-Construction Best Management Practices.</p>	<p>MEDIUM</p>	<p>Mid-term</p>	<p>-</p>	<p><i>CI</i></p>
<p>1.8: Establish design and energy goals and amend the zoning ordinance to support these objectives.</p>	<p>LOW</p>	<p>Short-term</p>	<p>-</p>	<p><i>R+S</i></p>
<p>1.9: Minimize exposed hardscape areas and use high-reflective materials for sidewalks and roofs to reduce the heat island effect.</p>	<p>LOW</p>	<p>On-going</p>	<p>-</p>	<p><i>CI</i></p>

PRINCIPLE 5: THRIVING QUALITY OF LIFE

ACTIONS	PRIORITY	TIME FRAME	PARTNERS	TYPE
STRATEGY 2: Develop incentive-based programs for energy and environmental conservation.				
2.1: Create incentive-based programs promoting the installation of renewable energy systems.	MEDIUM	Mid-term	-	<i>P+P, P+C</i>
2.2: Implement incentives to encourage the addition of electric vehicle charging stations and infrastructure for alternative fuels in new development.	LOW	Mid-term	-	<i>P+P, P+C</i>
2.3: Offer programs that incentivize private single-family solar.	LOW	Mid-term	-	<i>P+P, P+C</i>
2.4: Partner with a solar installer for a city-wide discounted installation program.	LOW	Mid-term	-	<i>P+P, P+C</i>
STRATEGY 3: Educate and promote the benefits and programs available for renewable energy, green infrastructure, and environmental conservation.				
3.1: Educate Gretna residents about state and federal incentives, net metering programs, and tax credit options that can be applied to residential buildings.	LOW	On-going	Sarpy	<i>P+P, P+C</i>
3.2: Provide residents with useful checklists, online tools to help residents calculate wattage based on sun exposure and estimate payback periods from the investment.	LOW	On-going	NPP	<i>P+P, P+C</i>
3.3: Educate the public and provide incentives for adopting energy efficient practices	LOW	On-going	-	<i>P+P, P+C</i>
3.4: Add signage along trail paths to provide information on species often present in that environment.	LOW	Short-term	-	<i>CI, P+C</i>
3.5: Distribute pamphlets highlighting the benefits of stormwater rate control, water quality improvement, and groundwater recharge through BMPs for stormwater.	LOW	On-going	Utilities	<i>P+P, P+C</i>



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