

LAND USE PLAN

The Vision is the basis for decision making within the community. The challenge is turning these statements and goals into reality. Implementing these guiding principles requires additional details that come in three distinct forms:

1. The principles and strategies found in this Plan
2. The land use relationships in the future land use plan
3. The direction and timing of future development projected by the future urban growth tiers

There is one land use plan for both the City of Lincoln and Lancaster County. This one land use plan is displayed in two figures for the purpose of providing greater clarity of display within the Lincoln urban area. The first figure displays the entire Lincoln/Lancaster County Future Land Use Plan. The second figure is an enlarged portion of the same plan, focused on the Lincoln urban area.

The future land use plan displays the generalized location of each land use. It is not intended to be used to determine the exact boundaries of each designation. The area of transition from one land use to another is often gradual. LPlan 2040 also encourages the integration of compatible land uses, rather than a strict segregation of different land uses.

The comprehensive plans adopted by surrounding towns and counties are listed in the "[Plan Realization](#)" chapter.

TIMING: FUTURE GROWTH TIER MAP

TIER I, II AND III

The Comprehensive Plan includes three tiers of growth for the City of Lincoln.

Tier I reflects the "Future Service Limit," 34 square miles where urban services and inclusion in the city limits are anticipated within the 30 year planning period. This area should remain in its current use in order to permit future urbanization by the City.

Tier II is an area of approximately 34 square miles that defines the geographic area the city is assumed to grow into immediately beyond Tier I. Infrastructure planning, especially for water and sanitary sewer facilities is anticipated to reach beyond the 30 year time horizon to 50 years and further. Tier II shows areas where long term utility planning is occurring today. Tier II should remain in its current use in order to allow for future urban development. It also acts as a secondary reserve should Tier I develop faster than anticipated.

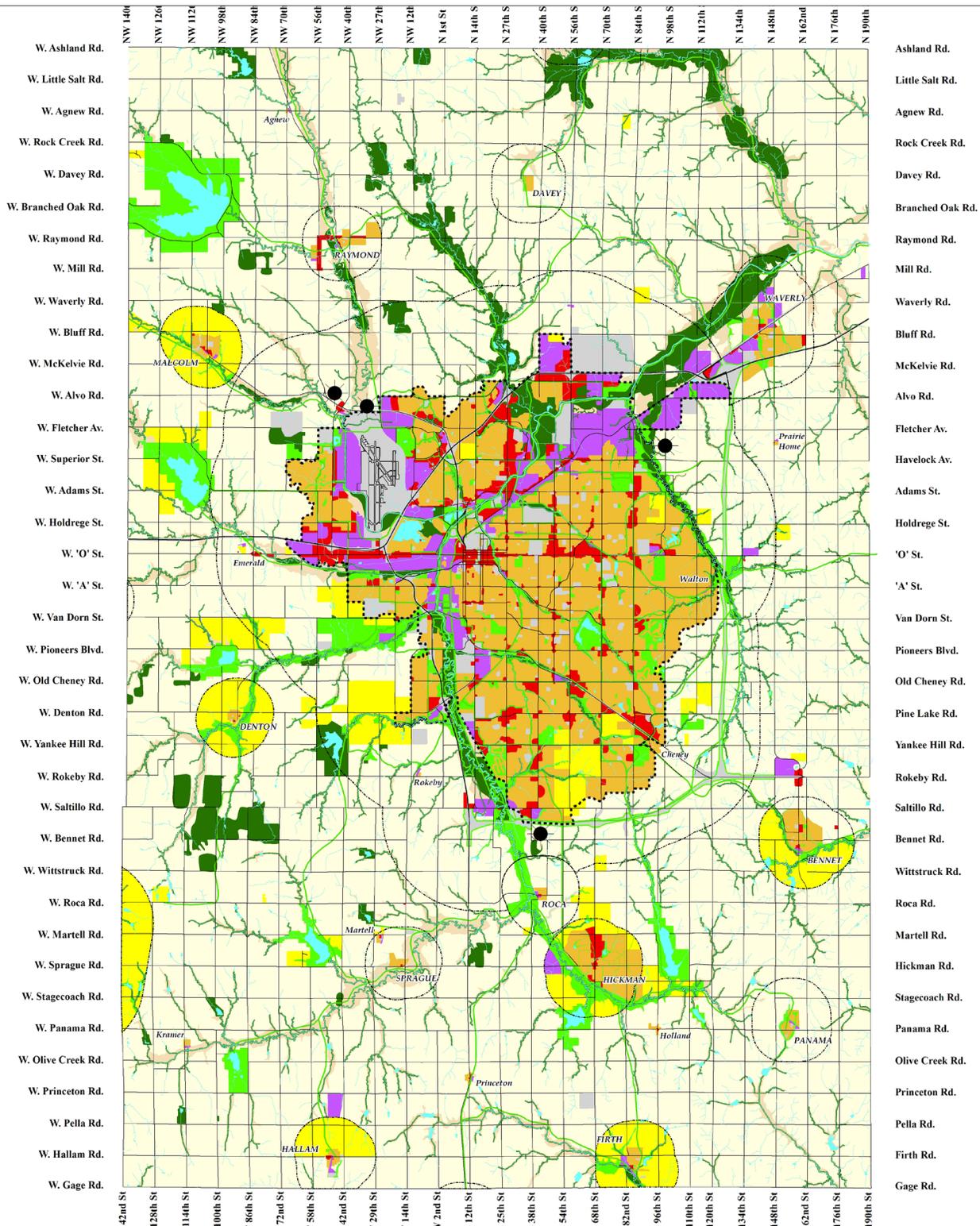
Tier III provides an approximately 131 square mile area for Lincoln's longer term growth potential – perhaps 50 years and beyond. Little active planning of utilities or service delivery is likely to occur in the near term in Tier III; however, it should also remain in its present use in order to be available for future urban development.

SUBAREA PLANNING PROCESS

Subarea planning for neighborhoods or other small geographic areas can address issues at a more refined scale than can be included in LPlan 2040. Subarea plans may then become incorporated into LPlan 2040 through a formal adoption process. Subarea plans can serve as an official guide for elected decision makers, individuals and various City or County departments to promote improvements in areas such as land use, housing, transportation, parks and recreation, public safety, infrastructure and the built and natural environments.

Subarea plans adopted as part of the Comprehensive Plan are discussed in the "[Plan Realization](#)" chapter.

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2040 LANCASTER COUNTY FUTURE LAND USE PLAN

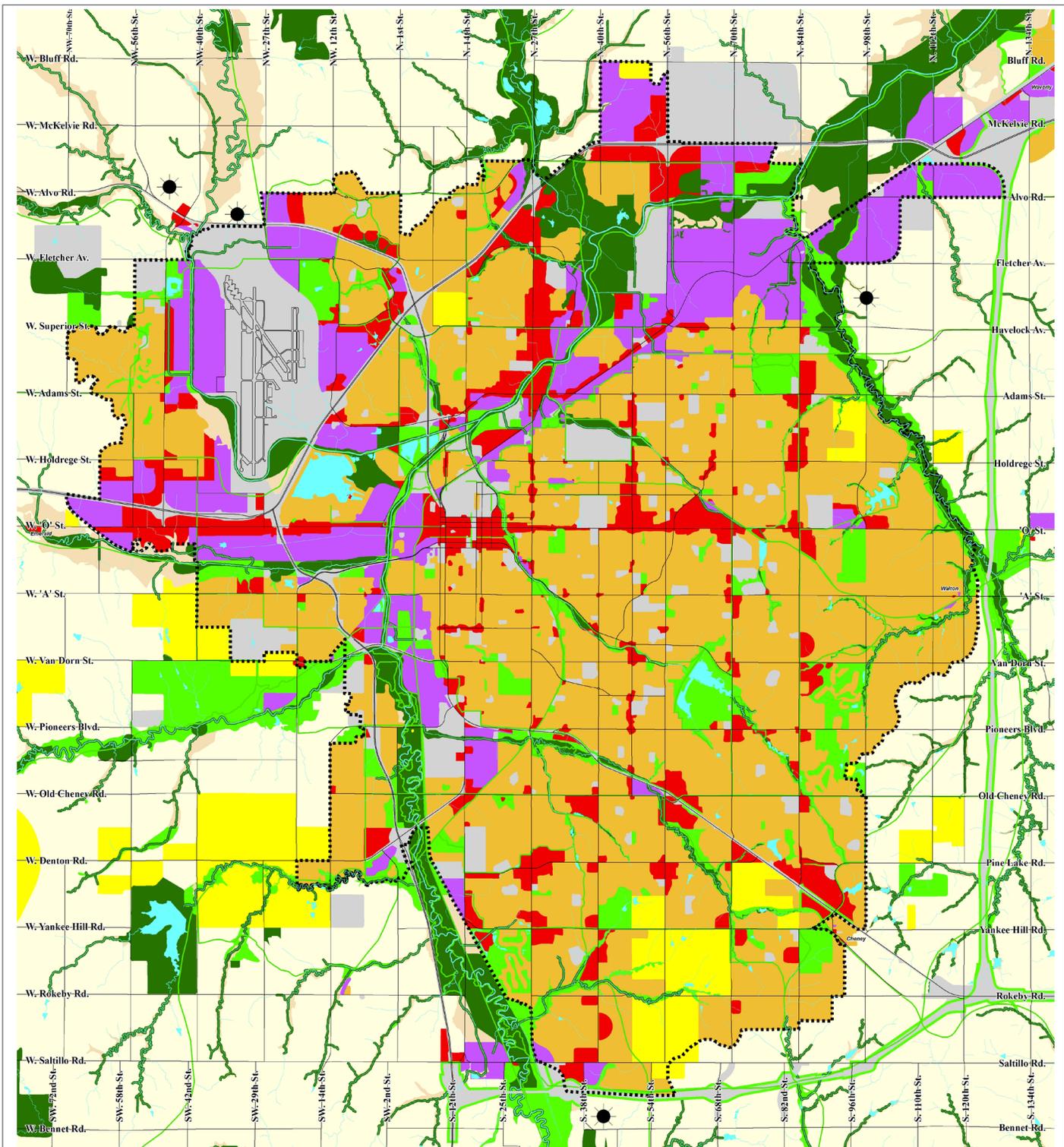
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|--|------------------------------|-------------------------|
| Agricultural | Commercial | Green Space |
| Residential - Urban Density | Industrial | Environmental Resources |
| Residential - Low Density | Public & Semi-Public | Lakes & Streams |
| Potential Large Employer Opportunity Areas | Agricultural Stream Corridor | Future Service Limit |

The location of each land use designation is generalized. The appropriateness of a particular zoning district for a particular piece of property will depend on a review of all of the elements of the Comprehensive Plan. Please consult other sources for exact locations of environmental resources such as wetlands, native prairie and floodplain. Not all of these resources are displayed on this figure.

The incorporated town plans are displayed on this figure. In many circumstances the land use categories in the town plans were different from the categories used in the Lincoln Lancaster County Plan, so some adjustments were made for the purposes of this display. These communities and their specific adopted plans should be consulted as the source for decisions within their zoning jurisdictions.



Map 1.1: Lancaster County Future Land Use Plan



2040 LINCOLN AREA FUTURE LAND USE PLAN

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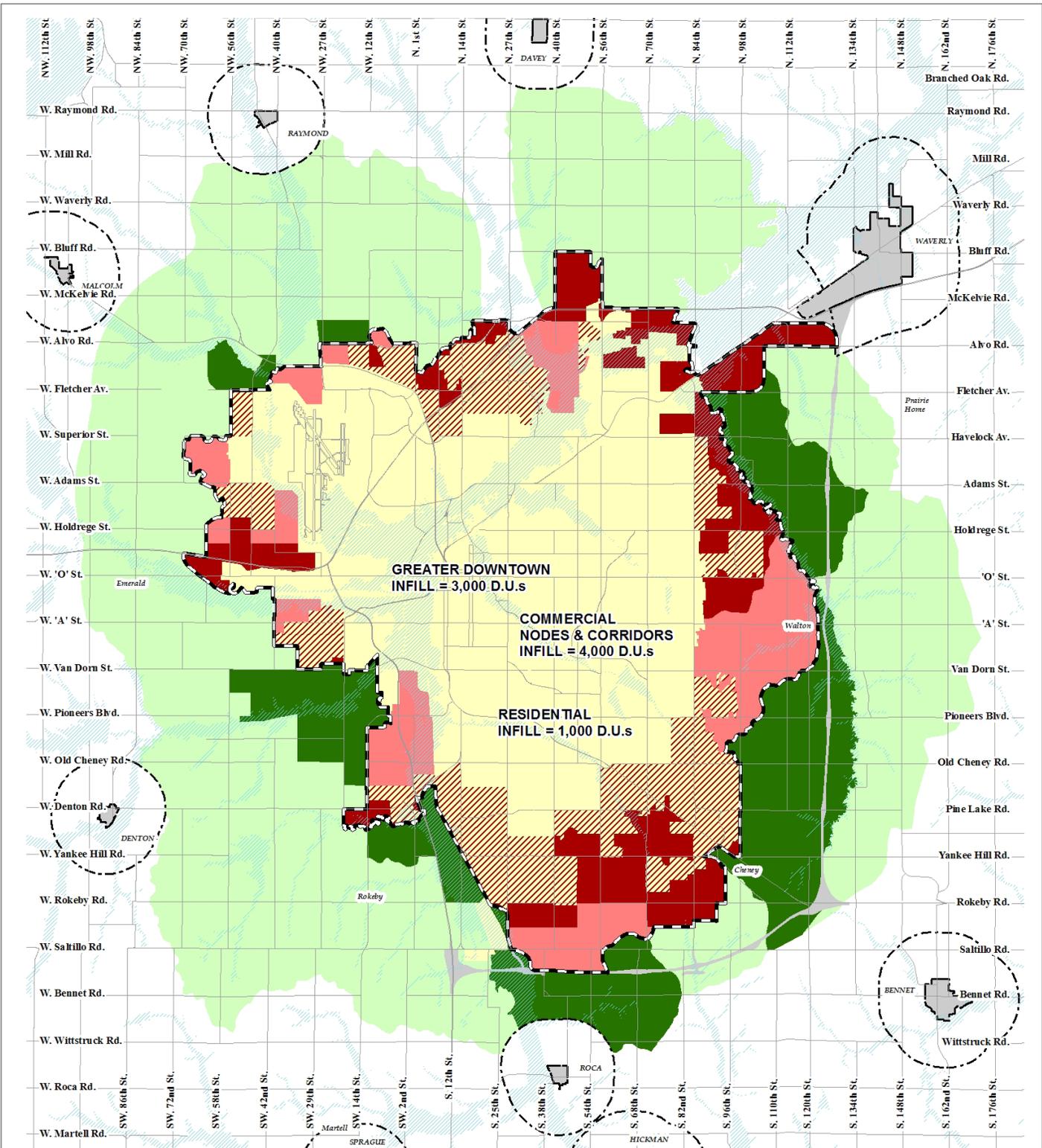
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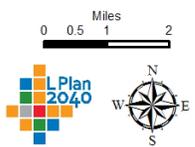
Map 1.2: Lincoln Area Future Land Use Plan





2040 PRIORITY GROWTH AREAS

- Existing Lincoln City Limits and Approved Preliminary Plans (2011)
- Floodplain and Flood Prone Areas
- 2040 Future Service Limit
- Tier I, Priority A (Developing)
- Tier I, Priority B (2025)
- Tier I, Priority C (2040)
- Tier II (2060)
- Tier III



Map 1.3: Growth Tiers with Priority Areas

Uses near the interchange of Highway 2 and Highway 43 (the Bennet exit) should be limited to commercial immediately surrounding the interchange that generally supports the agricultural community and those traveling through the area. The remainder of the designated area should be reserved for a potential large industrial employer which may desire to locate in a rural area with limited services and would be compatible with the surrounding rural residential area.

STRATEGIES FOR LANCASTER COUNTY, OUTSIDE OF LINCOLN

- Locate all new commercial and industrial development within Lincoln or the incorporated communities.
- Continue the County's support for road improvements that accommodate commercial and other development within the towns.
- Continue to encourage and permit accessory home businesses, and locate businesses within the commercial areas of incorporated towns as they expand beyond the definition of home occupation.
- Continue efforts to preserve the viability of the county's agriculture industry through zoning, easements, and other means.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT

The City and County have experienced significant increases in commercial and industrial development over the last several decades. Numerous new shopping centers, office complexes, and industrial facilities have been built – representing valuable economic resources for the community.

Lincoln remains the County's dominant home to both the commercial and industrial sectors of the local economy. Virtually all of the recent growth in commercial space – that is, retail, office, and service uses – has occurred within the city limits of Lincoln. Most manufacturing expansion has also taken

place in Lincoln with a few industries locating in the City of Waverly. This clustering of commercial and industrial activity in the City of Lincoln has been completed in accordance with the goals of previous comprehensive plans.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT STRATEGIES

- It is the policy that Commercial and Industrial Centers in Lancaster County be located:
 - Within the City of Lincoln or incorporated villages.
 - Outside of saline wetlands, signature habitat areas, native prairie and floodplain areas (except for areas of existing commercial and industrial zoning).
 - Where urban services and infrastructure are available or planned for in the near term.
 - In sites supported by adequate road capacity — commercial development should be linked to the implementation of the transportation plan.
 - In areas compatible with existing or planned residential uses.
 - In existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and to more efficiently utilize existing infrastructure.
 - In areas accessible by various modes of transportation (i.e. automobile, bicycle, transit, and pedestrian).
 - So that they enhance entryways or public way corridors, when developing adjacent to these corridors.
 - In a manner that supports the creation and maintenance of green space as indicated in



the environmental resources section of this Plan.

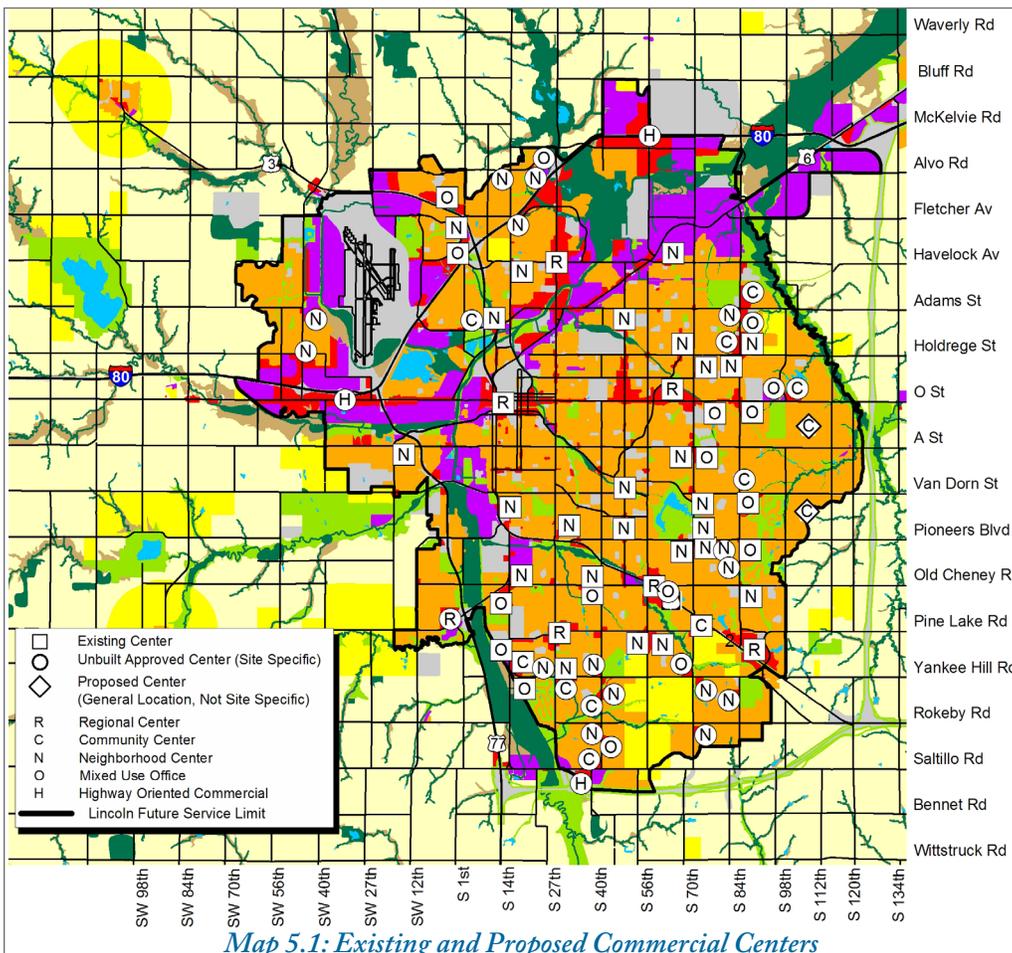
- Encourage public-private partnerships, strategic alliances, and collaborative efforts as a means to accomplish future economic objectives.
- Explore additional opportunities for streamlining the permitting process.

COMMERCIAL CENTERS

Based on the projected population growth rates, the Plan identifies the potential for 58.6 million square feet of occupied retail, office, and service uses by 2040. A substantial portion of this future commercial capacity will be accommodated on sites already zoned or approved for commercial development or that have been identified in the Plan for future commercial land use.

“Commercial Centers” are defined as areas containing a mix of retail, office, service, and

residential uses, with some light manufacturing and warehousing in selected circumstances. Other land uses such as child care centers, assisted living facilities, and recreational facilities should be integrated within the development. They can include shopping centers or districts (such as neighborhood centers, large scale retail malls, strip centers, and traditional store-front retail settings), residential mixed use centers, office parks, business parks, stand-alone corporate office campuses, research and technology parks, and Downtown Lincoln. Commercial Centers are distinguished from Industrial Centers by their dominance of commercial uses over industrial uses, and in the types of industrial uses located in them — that is, the uses are less intrusive in terms of lighting, noise, odors, truck and vehicular traffic, and pollutants. Where properly sited, light manufacturing uses may be a part of larger Commercial Centers, except for Neighborhood Centers.



Map 5.1: Existing and Proposed Commercial Centers

The Commercial Centers concept gives recognition to the evolving role of commercial and industrial uses in the life of cities. Commercial Centers encompass a broad range of land uses and are intended to encourage the mixing and integration of compatible land use types. Residential mixed use is encouraged in some commercial areas; especially for Regional, Community, Neighborhood, and Mixed Use Office Centers. Transitional uses (such as offices or commercial uses) should develop between Moderate to Heavy Industrial Centers and residential uses. In redeveloping areas, smaller setbacks between commercial

be established only after further consideration of site characteristics, buffering and appropriate zoning.

as long as existing industrial zoning does not get closer to existing residences.

Light Industrial Centers (LI)

Size

Light Industrial Centers should be a minimum of 50 acres in size, with larger planned centers preferred.

Description

Light Industrial Centers are primarily for lighter manufacturing uses with some additional office and retail uses located within the center, such as the Chamber Industrial Park at S. 14th Street & Old Cheney Road.

Spacing

Light Industrial Centers should generally be distributed throughout the community. Particularly, new Light Industrial Centers should be located in new growth areas of the city.

Criteria

Light Industrial Centers can be located more closely to residential uses than Moderate to Heavy Industrial Centers, though residential uses should be buffered through landscaping, large setbacks and transitional uses, such as office or open space. In redeveloping areas, smaller setbacks may be acceptable due to the existing conditions,

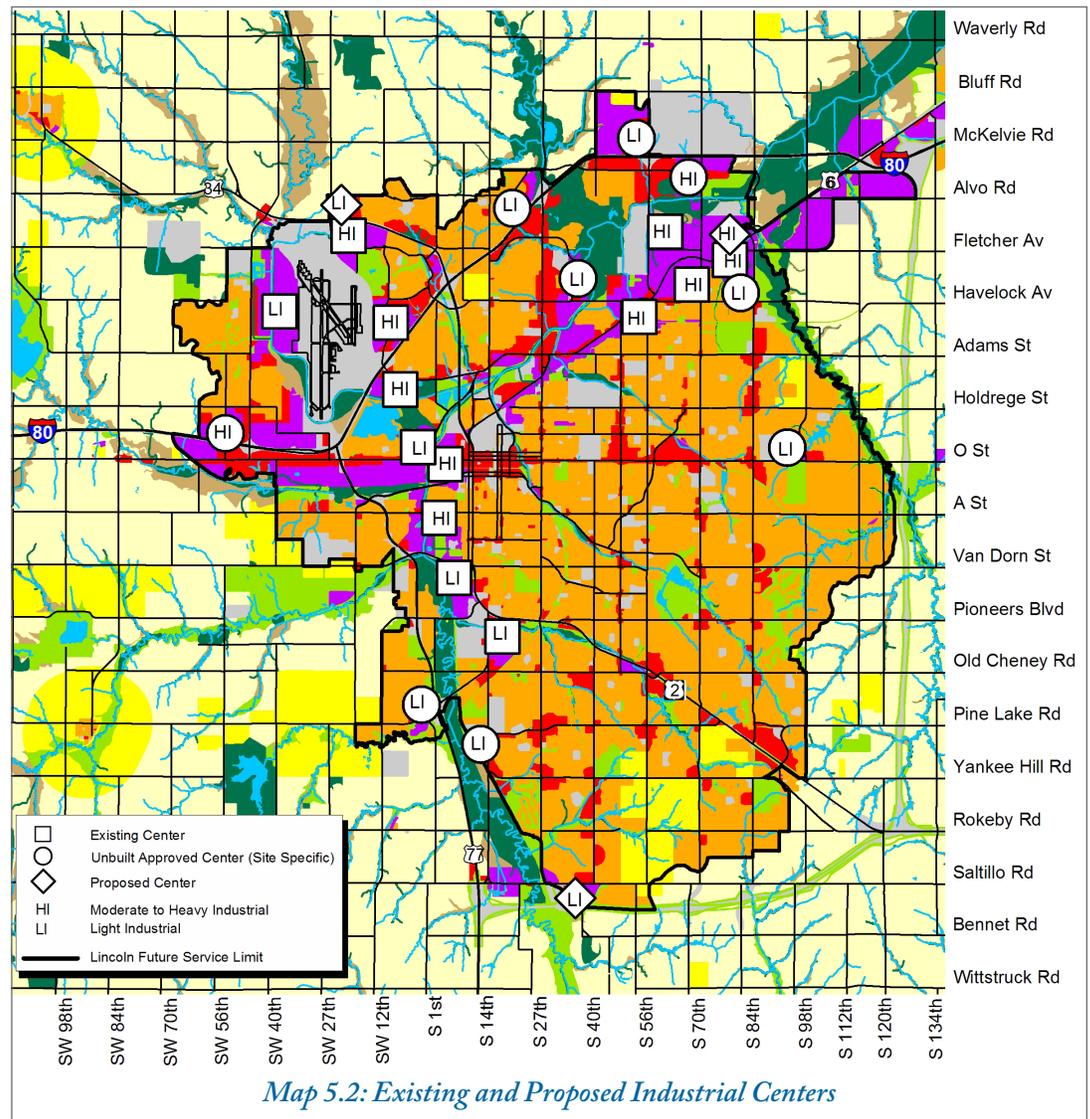
Hazardous Materials

There are considerations for industrial uses in regard to the potential impact on adjacent property. In

2005, a Joint Committee of the Board of Health and Planning Commission began to meet regularly to discuss issues of common interest; including industrial land uses that use and store hazardous materials.

The Joint Committee developed reports called *"Use and Storage of Hazardous Materials"* and *"Pipelines Carrying Hazardous Materials."*

LPlan 2040 foresees the demand for nearly 1,400 acres of additional industrial property over the planning period.



Public Health & Safety Measures

Industrial zoning districts should be primarily for industrial uses.

Risk Reduction: In areas where industrial and residential uses are already close, efforts should focus on changes in the quantity and type of hazardous materials used and on increasing the distance between where hazardous materials are stored and residential districts.

Notification: Persons living in close proximity to businesses with hazardous materials should be notified of the hazards.

Emergency Planning: Businesses and government agencies should continue to work together on developing and updating Emergency Management Plans for dealing with accidents and emergencies.

Joint Planning: Joint planning and health efforts should continue between the Board of Health and Planning Commission. The specific objectives and recommendations already developed should be further reviewed and implemented.

POTENTIAL LARGE EMPLOYER OPPORTUNITY AREAS

The Plan designates some sites outside the 2040 Future Service Limit as “Large Employer Opportunity Areas,” which are displayed on [*Map 1.2: Lincoln Area Future Land Use Plan*](#). The purpose



of these sites is to provide a “second tier” of potential sites for large “primary” employers to consider, if for some reason potential sites within the Future Service Limit are unsuitable. These second tier sites currently have limited

infrastructure, however, some employers may find them desirable due to their large size, highway and/or rail accessibility, and remoteness from

residential areas. All economic development efforts should focus on land within the future service limit, which are the most viable sites, however, these Opportunity Areas can potentially provide a secondary option if needed for a large primary employer.

Initially, not all of the Opportunity Areas are viable locations, since many are remote from the city limits and infrastructure. A selected site would develop only if annexed by the City after a careful evaluation of infrastructure costs and implications.

12 PLAN REALIZATION

This chapter looks at the means for bringing about the Vision described throughout this Plan and for ways to ensure that the community continues to view the Vision and the Plan as remaining current and pertinent to them.



INTRODUCTION

Implementing the Vision in this Plan begins when the Plan is formally adopted by the City and County. The Plan then becomes the community's guide for directing its resources and efforts toward making the common vision a reality. The ways to achieve this objective are further described below.

LAND USE PLAN AND GROWTH TIERS

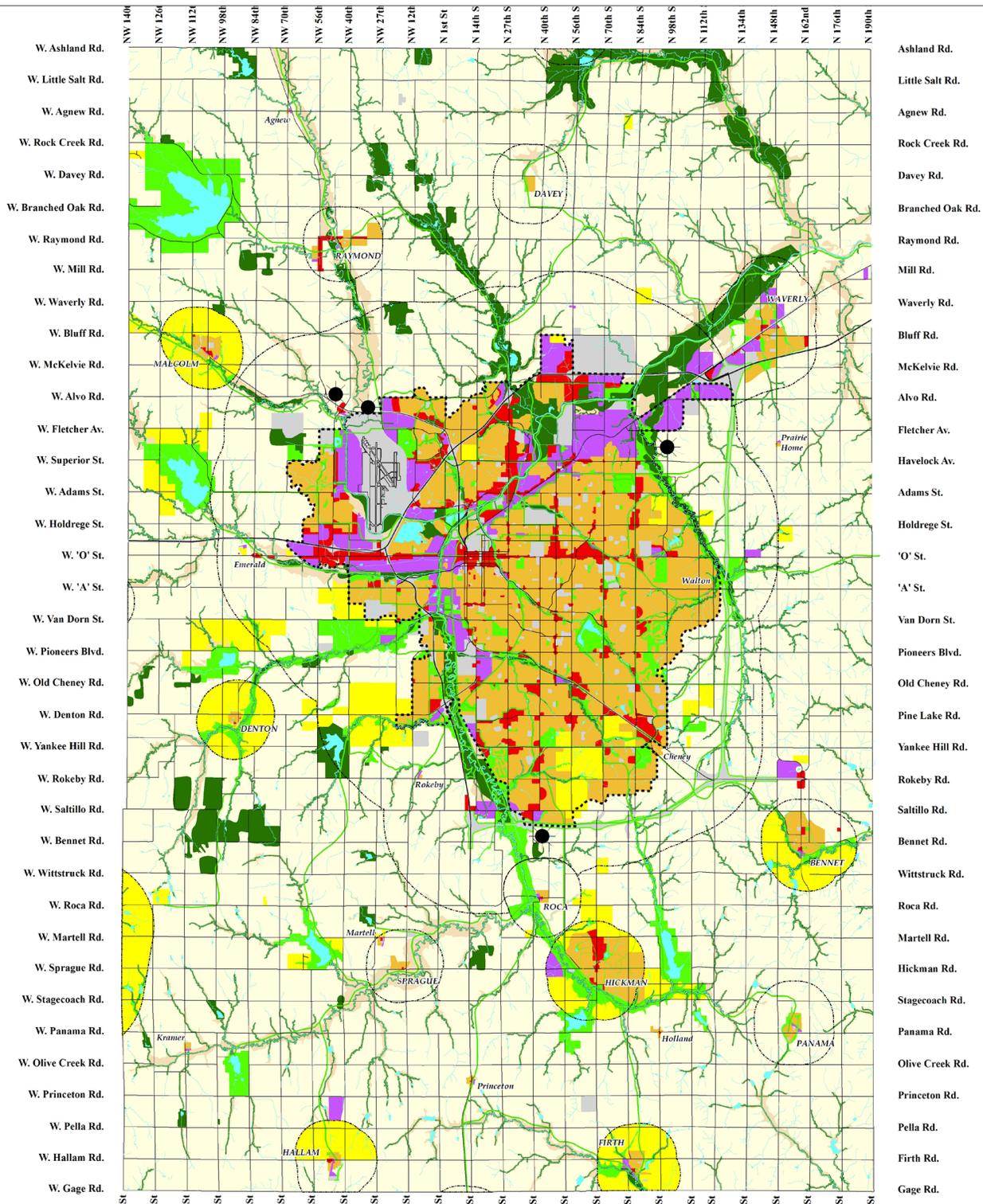
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2040 LANCASTER COUNTY FUTURE LAND USE PLAN

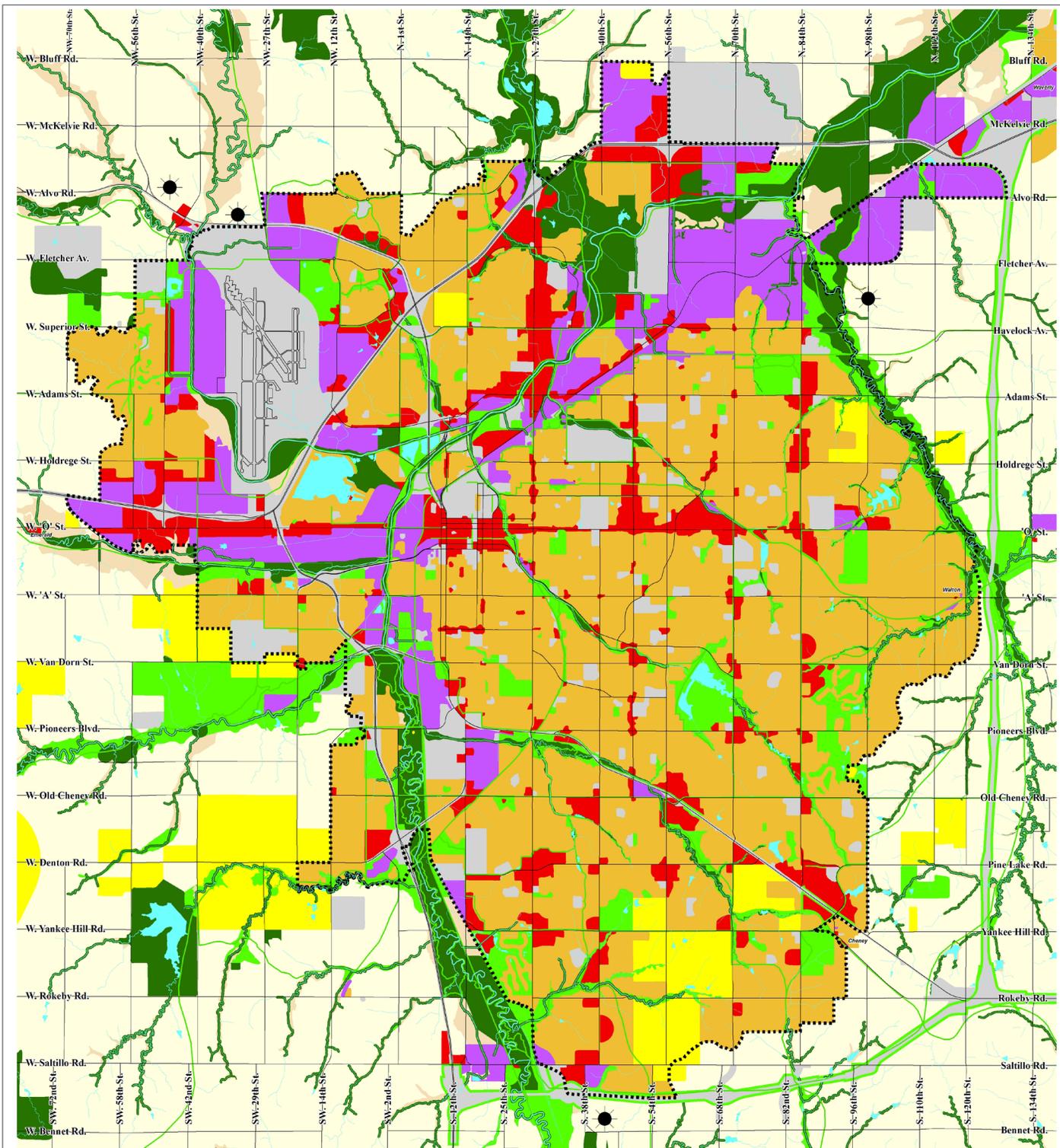
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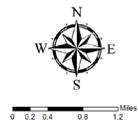


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Map 12.2: Lincoln Area Future Land Use Plan



of compatible land uses, rather than a strict segregation of different land uses.

Individual proposals for land use changes should be evaluated using best available information.

Issues such as the presence of floodplains, effect on neighboring land uses, and preservation and protection of natural resources are among the considerations that should be reviewed in making specific land use decisions.

There is one land use plan for both the City of Lincoln and Lancaster County.

The land use plan for Lincoln and Lancaster County contains several general categories of land use types that are listed below:

Industrial. Areas where railroads, manufacturing, trucking and transportation facilities are the dominant land use, with some commercial activities.

Commercial. Areas of retail, office, service and residential mixed uses. Commercial uses may vary widely in their intensity of use and impact. Individual areas designated as commercial in the land use plan may not be appropriate for every commercial zoning district.

Urban Residential. Multi-family and single family residential uses in areas with varying densities ranging from more than fifteen dwelling units per acre to less than one dwelling per acre.

Low Density Residential. Residential areas, often referred to as acreages, having densities ranging from 1 to 5 acres per dwelling unit, with a typical density of 3 acres per dwelling unit.

Agricultural. Land principally in use for agricultural production. Agricultural land may be in transition to more diversified agribusiness ventures such as growing and marketing of products (e.g., horticulture, silvaculture, aquaculture) on site.

Public and Semi-Public. Areas of public or semi-public land use and/or structures that serve the general public. Only the largest facilities

are shown on the land use plan. Highways and interstates are also included in this category.

Green Space. Public or privately-owned areas predominantly used for recreation, such as parks, golf courses, soccer or ball fields, and trails. Many green space areas also serve functions such as buffers between incompatible uses and as stormwater management areas. In some cases, privately-owned Green Space such as golf courses may also be appropriate to be considered for future Urban Residential development.

Lakes and Streams. This category includes the larger stream corridors, lakes, and ponds.

Agricultural Stream Corridor. Land intended to remain in open space, predominately in agricultural use, but that may also include parks, recreation fields, or parking areas when near future commercial, industrial, or public uses. These areas are mostly in the 100 year floodplain, outside of the existing Lincoln urban development.

Environmental Resources. Land and water masses which are of particular importance for maintenance and preservation, such as saline wetlands, native prairie, and some floodway and riparian corridors.

Future Service Limit. The land use plan also displays the future service limit for the City of Lincoln. Land inside this line represents the anticipated area to be provided with urban services within the planning period.

The Mixed Use Redevelopment Nodes and Corridors discussed in the ["Mixed Use Redevelopment"](#) chapter are generally intended for commercial areas, not residential areas. These areas are shown in that chapter of the plan.