

# PLAN forward



Lincoln-Lancaster County  
2050 Comprehensive Plan

The Lincoln-Lancaster County 2050 Comprehensive Plan is a roadmap to “plan forward”, not only in time, but in concept, to envision a community that is Livable, Equitable, Thriving, Resilient, and Innovative.

## Policies

PlanForward consists of 80 policies, followed by multiple action steps. These policies and action steps represent the key components of the Lincoln-Lancaster County Comprehensive Plan. Each policy relates to goals and elements.

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## P1: Housing Affordability

*Make available a safe residential dwelling for all residents.*



Housing is a basic human need. Safe housing in a variety of product types should be available across all income levels in our community. According to HUD's Office of Policy Development and Research, housing has the capacity to help improve residents' health, access to education, and employment prospects. In order for people to thrive they should be able to live in a quality home and also be able to pay other nondiscretionary costs. Being able to afford housing is a key component to promoting positive life outcomes.

### Action Steps

1. Implement the housing and neighborhood strategies as embodied in the Affordable Housing Coordinated Action Plan, City of Lincoln Consolidated and Annual Action Plans and subsequent housing and neighborhood plans. These plans provide the core for affordable housing and neighborhood preservation actions for public and private agencies.
2. Distribute and preserve affordable housing throughout the community to be near job opportunities and public transit and to provide housing choices within existing and developing neighborhoods.
3. Encourage public/private partnerships with housing entities such as Lincoln Housing Authority, Affordable Housing Initiatives, Habitat for Humanity, and NeighborWorks Lincoln.
4. Provide for more education of the public about affordable housing and code enforcement.
5. Promote the preservation, maintenance and renovation of existing housing and neighborhoods throughout the city, with special emphasis on low and moderate income neighborhoods.
6. Preserve the existing affordable housing stock, increase the supply of affordable owner and renter units, and add more variety in housing types.
7. Find ways to ensure that long-range infrastructure needs, such as sidewalks, street lights, street trees, etc., are not lost in the desire to solve an immediate need for housing.
8. Enforce better property maintenance, both interior and exterior, by implementing proactive code enforcement, to help preserve affordable housing and encourage residents to take pride in and maintain their homes.
9. Pursue additional sources for the City's Affordable Housing Fund.
10. Continue to develop affordable housing zoning text amendments that implement recommendations from the Affordable Housing Coordinated Action Plan and other documents and community input.
11. Support development of an Affordable Housing Consortium to build strategic partnerships, develop a shared vision, and create a funding mechanism for shared risk as essential components for creating new housing product types and lower price-points.
12. Update the Greater Nebraska PACE District (GNPD) program to provide a broader range of eligible applicants, facilities and equipment with a targeted outreach and marketing effort towards low income and multi-family housing support. Work with National Institute of Food and Agriculture (NIFA) and Nebraska Department of

Environment and Energy (NDEE) to evaluate funding/low interest loan subsidy assistance. Utilize PACE proceeds to help fund Energy Efficiency (EE) in municipal operations and/or support low income EE.

13. Convene City, LES, Community Action and other resource providers to develop a joint plan to address energy efficiency in low income and multi-family housing stock. Research federal, state, local, and private funding sources for low-income energy efficiency programs.
14. Engage Black Hills Energy about partnering with the City to create an incentive-based program for the installation of direct use high efficiency natural gas appliances for space and water heating, including gas absorption heat pumps, furnaces and water heaters in low income residential areas.

### **Goals Supported by this Policy**

- G1: Safe, Affordable, and Accessible Housing
- G2: Complete Neighborhoods
- G5: Equity and Inclusion

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing
- E2: Infill and Redevelopment

## P2: Existing Neighborhoods

*Continue our commitment to strong, diverse, and complete neighborhoods.*



Strong, diverse, and complete neighborhoods provide more than just the basic element of housing – they also support the overall health and well-being of the people that live there. Preserving existing housing for owners and renters and a mix of supporting uses should remain the focus in established neighborhoods, with modest opportunities for infill and redevelopment. Existing neighborhoods often contain a mix of uses including neighborhood commercial uses, parks, and schools. The patterns of land use in existing neighborhoods support walkability and already achieve many of the Complete Neighborhoods recommendations.

### Action Steps

1. Promote the preservation, maintenance, and renovation of existing housing and supporting neighborhood uses throughout the City, with special emphasis on low and moderate income neighborhoods.
2. Maintain and enhance infrastructure and services, commensurate with needs, in existing neighborhoods.
3. Encourage well-designed and appropriately placed density, including within existing apartment and group living complexes and in redeveloping commercial or industrial centers, where there is land available for additional buildings or expansions. Provide flexibility to the marketplace in siting future residential development locations. This includes appropriately placed infill in prioritized Nodes and Corridors, neighborhood edges, and underutilized commercial or industrial sites.
4. Recognize that broad economic diversity within existing neighborhoods encourages reinvestment and improves quality of life for all residents while acknowledging the need for affordable housing.
5. Preserve, protect and promote the character and unique features of urban neighborhoods, including their historical and architectural elements.
6. Promote the continued use of residential dwellings and all types of buildings, to maintain the character of neighborhoods and to preserve portions of our past. Building code requirements for the rehabilitation of existing buildings should protect the safety of building occupants, while recognizing the need for flexibility that comes with rehabilitating existing buildings.
7. Implement the housing and neighborhood strategies as embodied in the Affordable Housing Coordinated Action Plan, City of Lincoln Consolidated, Annual Action Plans, and subsequent housing and neighborhood plans. These plans provide the core for affordable housing and neighborhood preservation actions for public and private agencies.
8. Retain and encourage a mix of housing in existing and new neighborhoods in order to provide a mix of housing types at a variety of price points.
9. Implement elements of Complete Neighborhoods for existing neighborhoods.
10. Develop and utilize a measurement tool to evaluate neighborhoods in terms of how well they achieve PlanForward's goals for design, sustainability, and Complete Neighborhoods goals.

11. Encourage public and private investment in neighborhood infrastructure and services to support economic diversity that improves the quality of life for all residents.
12. Balance expanding housing options and neighborhood character. Infill development should include housing for a variety of incomes and households and should complement the character of the existing neighborhood by including appropriate transitions, scale, and context.
13. Preserve areas designated for multi-family and group living housing in approved plans to support a distributed choice in affordable housing.
14. Evaluate potential updates to the zoning code to allow expanded opportunities for ADUs throughout the community.
15. Develop and propose zoning text amendments that will allow platted, nonconforming lots to be buildable.
16. Review the Community Unit Plan requirements and consider revisions to meet the intent of developing creative, quality, and unique residential developments. Such revisions may include minimum densities and a minimum mix of housing types.
17. Promote neighborhood and community design that supports healthy and active lifestyles.
18. Enforce better property maintenance, both interior and exterior, by implementing proactive code enforcement, to help preserve affordable housing and encourage residents to take pride in and maintain their homes.
19. Encourage creation of rental rehab programs to improve the quality of affordable rental housing and support the City's Lead Hazard Control and Healthy Homes programs.
20. Examine current residential zoning districts and propose modifications to encourage 'missing middle' units (single-family attached, cottage courts, townhomes, live-work, and a variety of three- and four-plex configurations), including affordable units, to people with a range of incomes. Neighborhood edges in particular present an opportunity for missing middle housing.
21. Encourage a variety of housing types including townhomes, senior living facilities, low/no maintenance condominiums, accessory dwelling units, multi-family development, and small lot single-family units.
22. Following an assessment of current City environmental education programs, create a "Climate-Smart Future" education and community relations program that focuses on residents and businesses most impacted by climate related risks, including vulnerable neighborhoods.
23. Consider zoning revisions that align with home occupation trends and the community's expectations.
24. Explore economic development incentives to attract grocery stores to neighborhoods lacking access to fresh food/

### **Goals Supported by this Policy**

- G1: Safe, Affordable, and Accessible Housing
- G2: Complete Neighborhoods
- G12: History and Culture
- G13: Community Appearance

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing
- E2: Infill and Redevelopment

### P3: Developing Neighborhoods

*Accommodate and encourage growth that aligns with PlanForward's growth scenario and provides a mix of housing options with convenient access to parks, schools, shopping, jobs, and other community resources.*



A neighborhood is more than housing – great neighborhoods combine all the elements of parks, education, commercial areas, environmental resources, and housing together in one place. Thus, principles from the Complete Neighborhoods Goal and Element also apply here.

Developing neighborhoods should have a variety of housing types and sizes, plus commercial and employment opportunities. Developing a pedestrian orientation of buildings and street networks that provides substantial connectivity is also a priority for developing areas. Neighborhood commercial centers provide services and retail goods oriented to the neighborhood level, with significant pedestrian orientation and access, and should be planned for and integrated into new neighborhoods.

#### Action Steps

1. Provide for an adequate supply of land and timely infrastructure improvements that meet the demands of growth.
2. Structure incentives to encourage higher densities to make greater use of the community's infrastructure.
3. Encourage new development to achieve densities greater than five dwelling units per gross acre by zoning at least 20% of residentially zoned land in developing areas to allow greater than five dwelling units per acre by right.
4. Develop new design standards or zoning tools that encourage density, optimize infrastructure costs, and help lower the overall cost of property development.
5. Implement elements of Complete Neighborhoods for Developing Areas.
6. Develop and utilize a measurement tool to evaluate neighborhoods in terms of how well they achieve PlanForward's goals for design, sustainability, and Complete Neighborhoods goals.
7. Encourage public and private investment in neighborhood infrastructure and services to support economic diversity that improves the quality of life for all residents.
8. Include housing for a variety of incomes and households throughout the community that is integrated into neighborhoods and provides appropriate transitions, scale, and context.
9. Promote mixed-income neighborhoods.
10. Preserve areas designated for multi-family, and group living housing in approved plans to support a distributed choice in affordable housing.
11. Support addition of higher density development in existing multi-family development.
12. Evaluate potential updates to the zoning code to allow expanded opportunities for ADUs throughout the community.

13. Review the Community Unit Plan requirements and consider revisions to meet the intent of developing creative, quality, and unique residential developments.
14. Promote neighborhood and community design that supports healthy and active lifestyles., such as the benefits of street trees.
15. Examine current residential zoning districts and propose modifications to encourage 'missing middle' units (single-family attached, cottage courts, townhomes, live-work, and a variety of three- and four-plex configurations), including affordable units, to people with a range of incomes. Neighborhood edges in particular present an opportunity for missing middle housing.
16. Encourage a variety of housing types including townhomes, senior living facilities, low/no maintenance condominiums, accessory dwelling units, multi-family development, and small lot single-family units.
17. Consider zoning revisions that align with home occupation trends and the community's expectations.

### **Goals Supported by this Policy**

G1: Safe, Affordable, and Accessible Housing

G2: Complete Neighborhoods

G13: Community Appearance

### **Elements Related to this Policy**

E1: Complete Neighborhoods & Housing

## P4: Rural Housing

*Allow for acreage development in appropriate areas of Lancaster County while preserving land resources for efficient future urban development, continued agricultural uses, and natural open spaces.*



There is a small but steady demand for acreages in rural Lancaster County, and planning for limited acreage development will ensure that demand can be met while minimizing negative impacts. Allowing for development of additional acreages will increase housing choice in Lancaster County. There is already ample supply of potential acreage areas that can meet demand for at least the next two decades. Additional acreage development in any of the growth tiers is discouraged. Over the past 10 years there have been approximately 60 new acreage homes per year built in rural Lancaster County. As of January 1, 2021 there was a supply of approximately 1,300 potential new acreage units, either through existing approvals that haven't been built or Low Density Residential areas on the Future Land Use map that do not yet have approvals.

### Action Steps

1. Preserve agricultural land within Tier I, II, and III growth areas, both to reduce conflicts in the future growth of Lincoln and to ensure available land for the production of food products that are important to the health and economic vitality of the community.
2. Support acreage development within areas with development approvals, on areas designated as low-density residential in the County, and on areas designated as low-density residential in the village and smaller city jurisdictions.
3. Continue to use GIS data and other sources, along with adopted county zoning criteria, to help determine which lands are most suitable for acreage development.
4. Require applicants seeking plan designation or rezoning for acreages to provide information on water quality and quantity if planning to use on-site wells.
5. Pursue state legislation to enable the County to establish a transfer of development rights program that helps encourage acreage development in more suitable locations while protecting environmental resources and prime farmland, while also respecting property rights by compensating owners who agree to the transfers.
6. Encourage an existing or new private land trust to pursue the donation of agricultural easements on prime farmland in the county.
7. Expand education for prospective home buyers on the implications of rural living.
8. Educate homeowners in acreage subdivisions of the City's annexation and growth policies.
9. Review the "build-through" model for acreages in the County and make recommendations that align with the PlanForward policies and growth scenario.

### **Goals Supported by this Policy**

- G1: Safe, Affordable, and Accessible Housing
- G11: Rural Environment

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing

## P5: Downtown

*Continue to make Greater Downtown a major focus for mixed-use reuse, infill and redevelopment.*



Downtown Lincoln is the heart of our community, a unique common ground for all Lincoln and Lancaster County residents. It is also emerging as an attractive place to live, becoming an increasingly vibrant mixed-use neighborhood. Over 1,600 dwelling units were permitted in Greater Downtown from 2011 to 2020. The Plan envisions an additional 5,000 dwelling units in this core area by 2050.

A strong downtown is important to the economic future of the community. Downtown is the main hub of employment, entertainment, government agencies and higher education. Over the years, there have been significant public and private investments in new building construction, renovations, and infrastructure. In order to capitalize on these collective investments, further development in the Greater Downtown should be realized.

Downtown is discussed in more detail with the Downtown Lincoln Master Plan, which was adopted in 2018 as part of the Comprehensive Plan.

### Action Steps

1. Support development and implementation of the Downtown Master Plan, South Haymarket Neighborhood Plan, Antelope Valley Redevelopment Plan, Lincoln Center Redevelopment Plan, and South of Downtown Redevelopment & Strategic Plan.
2. Ensure that new development is compatible with the existing Downtown and is pedestrian-oriented.
3. Maintain the urban environment, including a mix of land uses with a major focus on residential uses, including a variety of types and affordable to diverse income levels.
4. Encourage higher density development with parking areas at the rear of buildings, below grade, or on upper floors of multi-use parking structures.
5. Retain the City's government center in Downtown and wherever possible locate local, state, and federal offices Downtown when expansions and relocations are considered or new facilities are located.
6. Continue to support Downtown as the entertainment center of the community through development of the Music District proposed in the Downtown Master Plan, continued enhancements and programming for public spaces such as the Railyard, Tower Square, Union Plaza and the future South Haymarket Park, along with maintaining Lincoln's successful Theater Policy.
7. Develop a strategic plan for the future of downtown parking to address changes to parking and curb lane demand caused by the increase in rideshare, food pickup and delivery, alternative-fuel vehicles, and future autonomous vehicles. The plan would address items such as the mix of parking/drop-off areas and options for serving alternative-fuel vehicles.
8. Continue to preserve and enhance Downtown's role as the community's major office and employment center.

### **Goals Supported by this Policy**

- G1: Safe, Affordable, and Accessible Housing
- G2: Complete Neighborhoods
- G3: High-Quality Workforce
- G4: Economic Opportunity
- G5: Equity and Inclusion
- G6: Healthy, Active, and Connected People
- G10: Effective Government
- G12: History and Culture
- G13: Community Appearance
- G14: Technology
- G15: Transportation

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing
- E2: Infill and Redevelopment
- E3: Business, Economy, and Workforce
- E4: Environmental Resources
- E5: Parks, Recreation, & Open Space
- E6: Placemaking
- E7: Community Facilities
- E9: Transportation

## P6: Nodes and Corridors

*Facilitate the redevelopment of prioritized Nodes and Corridors to create high-quality mobility-focused neighborhoods. Focus efforts on supporting additional jobs and residential development, including a variety of housing types and price points.*



Nodes encompass generalized locations of commercial and industrial land uses with access to arterial streets, public transportation, and proximity to community facilities such as parks and schools. As the foundation of a great new neighborhood, nodes should provide services and retail goods oriented to the residents in and adjacent to the development, with significant pedestrian orientation and access. The adaptive reuse of historic or other existing structures into mixed uses is encouraged. The size, scope, and spacing of a node will depend on the Commercial Center designation. Nodes should be located on arterials and should have access to public transit. They should provide adequate facilities for multi-modal transportation including a complete sidewalk network, transit stops, automobile parking and circulation, and storage of bicycles. This concept is designed and intended to be mutually beneficial for existing adjacent neighborhoods and the new mixed use neighborhood created by the redeveloped center. Newer commercial centers that are not yet fully developed are encouraged to utilize this concept as a guide for amending their approved plans to develop as mixed use centers.

Corridors represent priorities for future public transportation enhancements (such as increases in level of service), areas to encourage mixed use redevelopment of commercial strips, and connections for Mixed Use Redevelopment Nodes and/or commercial centers. Corridors are typically a half block to a block wide along arterial streets in commercially or industrially-zoned areas. Since they are often located on major arterials between commercial centers, they experience a lot of traffic and usually have transit service. Corridors present opportunities for small-scale reuse or redevelopment projects and should include a mix of land use types, especially residential including a variety of types and affordable to diverse income levels. The adaptive reuse of historic or other existing structures into mixed uses is encouraged. Due to the linear nature of Corridors, existing residential neighborhoods are often next door or across the alley from the commercial strip or industrial remnant. This close relationship makes the adoption of design standards very important in proceeding with this strategy.

Design standards should be developed for Redevelopment Nodes and Corridors. As of 2020, urban design standards generally only cover residential areas inside the 1950 City limits and the Downtown. Most commercial areas of the city are not under any design review and sometimes create rough edges and poor entryways to neighborhoods. Establishing design standards for Redevelopment Nodes and Corridors should result in better design within commercial centers and soften the transition to surrounding neighborhoods.

### Action Steps

1. For Primary Mixed Use Redevelopment Nodes and Corridors examine updates to the B-5 Planned Regional Business zoning district that would address items such as: density, site layout, parking, building scale, and design standards.
2. Develop design standards to be utilized across all Mixed Use Redevelopment Nodes and Corridors. Design standards should be clearly written and allow for an efficient, expeditious review process, while especially focusing on the interface with residential neighborhoods, attractive streetscapes, and safe and comfortable movement of people – whatever their mode of travel.

3. Implement nodes and corridor principles as discussed in the [\*Infill and Redevelopment element\*](#).
4. Continue utilizing TIF, and evaluate other incentives, to promote high-quality development in targeted areas.
5. Evaluate expanding core TIF eligibility to blighted areas beyond the 1950 city limits.
6. Coordinate transit and other mobility enhancements with nodes and corridor areas.
7. Examine policies to encourage commercial Floor Area Ratios of at least 0.5 within buildable areas designated for commercial development inside the project boundary (including public and semi-public buildings). This strategy encourages significant returns on public investment by developing high-quality properties with sustained value, long-term viable businesses to generate sales tax, and efficient use of land and infrastructure resources.
8. Examine policies to encourage residential densities of at least 15 dwelling units per gross acre within buildable areas inside the project boundary. This strategy encourages significant returns on public investment by developing high-quality properties with sustained value, supports new businesses in the mixed use center, makes public transportation more viable, and uses land and infrastructure more efficiently.

### Goals Supported by this Policy

- G1: Safe, Affordable, and Accessible Housing
- G2: Complete Neighborhoods
- G3: High-Quality Workforce
- G4: Economic Opportunity
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- G6: Healthy, Active, and Connected People
- G12: History and Culture
- G13: Community Appearance
- G15: Transportation

### Elements Related to this Policy

- E1: Complete Neighborhoods & Housing
- E2: Infill and Redevelopment
- E3: Business, Economy, and Workforce
- E6: Placemaking
- E9: Transportation

## P7: Redevelopment Incentives

*Develop incentives and other methods to reduce the cost and risk of infill and redevelopment.*



Facilitating infill and redevelopment in the existing city requires both a nuanced understanding of the challenges associated with redevelopment projects and a well-thought out set of strategies to overcome them. Commonly cited challenges to infill and redevelopment include land cost and assembly, access to financing, and zoning requirements.

### Action Steps

1. Evaluate expanding TIF eligibility to blighted areas beyond the 1950 city limits.
2. Offer property tax abatement in addition to TIF (the City's current financial incentive). This would require a State constitutional amendment to the previously approved provision which applies only to historic properties.
3. Examine new tax policies such as a "land value tax" that taxes the land and not the improvements, to discourage holding unimproved property and encourage development at higher densities; this would require a State constitutional amendment.
4. Support and increase the capacity of Community Development Corporations (CDC) or incorporated nonprofit organizations or groups, such as the Affordable Housing Consortium, that raises equity for projects, purchase land, offer services, and engage in other activities that promote and support community development.
5. Examine the potential for extending impact fee exclusions beyond Downtown/Antelope Valley to other designated redevelopment areas.
6. Continue to reduce the time it takes to move city-assisted projects through the City review process.
7. Land assembly:
  - a. Implement a strategic land banking program to purchase and hold land for future development to reduce developer risk associated with land assembly and enhance development potential.
  - b. Maintain a current and accurate inventory of potential redevelopment sites that are owned by the City and available for surplus.
8. Infrastructure and amenities:
  - a. Attract infill and redevelopment with complementary public improvements such as plazas and enhanced streetscapes.
  - b. Provide convenient transit service and pedestrian/bicycle connections and facilities.
9. Utilize the turnback tax to facilitate affordable redevelopment.
10. Evaluate affordable housing requirements for residential redevelopment projects that utilize TIF.
11. Continue evaluating new blighted areas to see if they meet the statutory requirements of extreme blight, and if so, formally designate the areas as extremely blighted.
12. Continue use of 20-year TIF as authorized by the State legislature.

### **Goals Supported by this Policy**

- G1: Safe, Affordable, and Accessible Housing
- G4: Economic Opportunity
- G5: Equity and Inclusion
- G10: Effective Government

### **Elements Related to this Policy**

- E2: Infill and Redevelopment
- E3: Business, Economy, and Workforce
- E6: Placemaking

## P8: Infill and Redevelopment

*Encourage infill and redevelopment in appropriate locations throughout the community in order to meet the assumption for 25% of all new dwelling units being infill.*



Increased infill allows the community to grow our population and tax base while focusing public dollars on maintaining what we already have, rather than spending money constructing and maintaining new facilities. Infill projects should target existing underdeveloped or redeveloping areas in order to remove blighted conditions and more efficiently utilize existing infrastructure. There are many potential redevelopment sites in Lincoln today. Major redevelopment sites are discussed in more detail with the Nodes and Corridors policies (links). This policy discusses the general concept of infill and redevelopment, including smaller redevelopment opportunities that are not part of our Nodes and Corridors discussions. Examples include adding residential uses to underutilized neighborhood commercial centers or adding “missing middle” housing such as cottages, townhomes, or small apartment buildings to large parcels, such as former school sites or residential acreage properties, in existing neighborhoods.

### Action Steps

1. Encourage redevelopment of aging and underutilized commercial centers, along with other large sites in existing areas such as former schools and residential acreages, to add a variety of housing types that are affordable to diverse income levels. A mix of residential and commercial uses is desirable in locations with good visibility and access, such as most existing commercial centers, but in some cases redevelopment sites are more suited for exclusively residential uses.
2. Encourage redeveloped commercial centers to incorporate a variety of medium and high-density housing affordable to diverse income levels that could serve as a transitional use to less intensive residential development and benefit from walkable access to the commercial area and transit.
3. Develop new design standards for redevelopment projects, particularly TIF projects, that encourage density, a variety of housing types, optimize infrastructure costs, and help lower the overall cost of property development. Design standards provide assurance that projects will enhance and add enduring quality to the surrounding neighborhood and avoid conflicting visions among developers, neighbors, and city officials.
4. Provide a mechanism for adjustments in older zoning districts to lot area, height, setbacks, and parking standards, similar to the provisions already available for newer districts.
5. Strive for predictability for neighborhoods and developers for residential development and redevelopment.
6. Encourage efforts to find new uses for abandoned, under-utilized or “brownfield” sites that are contaminated, through redevelopment and environmental mitigation.
7. Environmentally sensitive areas (i.e. floodplains, wetlands, native prairie) may not be appropriate for redevelopment. When redevelopment does occur, environmentally sensitive areas need to be considered and incorporated holistically as part of a redevelopment project.

### **Goals Supported by this Policy**

- G1: Safe, Affordable, and Accessible Housing
- G2: Complete Neighborhoods
- G4: Economic Opportunity

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing
- E2: Infill and Redevelopment
- E3: Business, Economy, and Workforce

## P9: Skilled, Diverse, and Trained Workforce

*Support development of a skilled, diverse, and trained workforce that enables economic growth and high-quality jobs.*



The benefits of a high-quality workforce are twofold: 1) it is important that residents from diverse backgrounds have the opportunity to acquire the education and skills necessary to obtain quality jobs, and 2) it is important for business owners and entrepreneurs to have access to a top-talent workforce so that they can sustain and grow their businesses. A high-quality workforce benefits the entire community because it attracts quality employers and entrepreneurs, which helps to grow our population and tax base and facilitates quality of life investments across a variety of sectors, and it ensures that Lincoln and Lancaster County are well-positioned to compete in tomorrow's economy.

Supporting jobs and career pathways that create economic stability and mobility is critical to cultivating an economy beneficial for all. A key barrier to achieving economic stability and mobility is inequitable access to education and skills training.

### Action Steps

1. Support workforce development programs that work to eliminate employment disparities. An example is the current job training partnership managed through a collaborative effort between the Workforce Innovation and Opportunity Act, the Lincoln Partnership for Economic Development, and the Lincoln Manufacturing Council.
2. Support implementation of the workforce recommendations from the Mayor's Economic Recovery Task Force.
3. Support high-quality community-based, culturally appropriate, and accessible employment training programs that allow employers to hire a more diverse workforce and provide more residents access to living wage jobs; and ensure that workforce development programs and City initiatives emphasize in-demand careers that provide for financial stability. As an example, the Workforce Innovation and Opportunity Act, administered through the City of Lincoln and the Greater Lincoln Workforce Development, can help fund both classroom and work-based training for eligible job seekers. Expand partnerships and opportunities to create apprenticeship and training programs for trade professions and growing professions such as information technology with employers throughout the community.
4. Expand partnerships and opportunities to create apprenticeship and training programs for trade professions and growing professions such as information technology with employers throughout the community. Continue to collect and use workforce and demographic data to inform investments in employment and training programs.
5. Promote healthy, safe, just, and equitable workplaces with adequate protections for all workers.
6. Promote ongoing training around cultural competency with local businesses and within City and County government to help combat implicit bias in hiring and to support retention of diversity in the workforce. Expand and implement strategies to eliminate barriers to workforce training and employment for individuals who have been convicted as a felon or previously incarcerated.
7. Continue to collect and use workforce and demographic data to inform investments in employment and training programs, and other community services such as transit routes.

8. Continue to recruit, retain, and set clear pathways for advancement to support a diverse City and County government workforce that reflects the demographics of the community.
9. Promote and invest in resources that provide professional networking opportunities and exposure to career and job opportunities, with a focus on targeted communities based on needs. An example of an existing program is the New Americans Task Force's CareerLadder program to support immigrant and refugee residents, which includes professional connectors, employment pathways, and MyCity Academy.
10. Expand and implement strategies to eliminate barriers to workforce training and employment for individuals who have been convicted as a felon or previously incarcerated.
11. Expand and implement strategies to develop workforce training opportunities and career exposure for youth, through internships, on-the-job training, and apprenticeship programs.
12. Utilize the Workforce Innovation and Opportunity Act to promote workforce development for "green" industries. Examples include increasing on-the-job training subsidies for green employers and working with Southeast Community College (SCC) to create career ladders targeted for green industries.

### **Goals Supported by this Policy**

- G3: High-Quality Workforce
- G4: Economic Opportunity
- G5: Equity and Inclusion

### **Elements Related to this Policy**

- E3: Business, Economy, and Workforce

## P10: Supporting Small Businesses

*Support the development, growth, and retention of small businesses.*



Supporting small business is important to the local economy for a variety of reasons. In Lancaster County approximately 94 percent of all establishments employ fewer than 50 people according to the County Business Patterns report published by the US Census Bureau. Small businesses provide an opportunity for local entrepreneurs to enter the marketplace, serve as a platform for innovation, and nurture businesses that specialize in niche products and services.

### Action Steps

1. Provide and enhance business technical assistance tools and programs to adapt to the changing needs of the business environment, such as developing connections to financial institutions that provide access to capital and providing technical assistance and entrepreneurship support through the Lincoln Partnership for Economic Development.
2. Use city purchasing authority to support small and local businesses when allowed by law and regulation.
3. Provide assistance, such as a collected database of resources, to small and local businesses to get minority-owned business certifications that make them more competitive for government contracts.
4. Develop strategies to minimize the displacement of businesses in buildings that will be redeveloped, including ways to reduce barriers to relocate within the new development.
5. Develop strategies to include affordable commercial tenant spaces for small businesses in new developments.
6. Regularly review and update City ordinances, policies and processes to make them friendlier for small businesses and entrepreneurs.
7. Support the creation of public and non-profit incubator and co-op spaces, including shared commercial kitchens, workshops, and access to technologies and equipment.
8. Create a multi-agency staff team to help new businesses sort through regulatory challenges and connect with resources.
9. Promote the development of smaller stores next to larger anchor stores in commercial centers during the development review process to encourage small businesses and to provide a variety of goods and services for customers utilizing the centers.
10. Continue and expand green recognition program (via Health Department) that promotes and awards local businesses and leaders in energy efficiency who prioritize sustainable practices.

### Goals Supported by this Policy

- G3: High-Quality Workforce
- G4: Economic Opportunity
- G5: Equity and Inclusion

## Elements Related to this Policy

E2: Infill and Redevelopment

E3: Business, Economy, and Workforce

## P11: Parking Requirements

*Evaluate the elimination or reduction of minimum parking requirements in additional zoning districts.*



Minimum parking requirements can increase development costs and lead to an excess of unused parking spaces. They can also make it difficult to redevelop small underutilized commercial and residential properties. If implemented in a thoughtful manner, eliminating or reducing minimum parking requirements can allow property owners to determine their parking needs while minimizing impact on neighboring properties. The B-4 (Downtown) district is currently the only zoning district without minimum parking requirements.

In addition to zoning changes, the City can support reduced private sector parking by maintaining a robust multi-modal transportation system and continuing to operate public parking facilities in downtown and other limited locations throughout Lincoln.

### Action Steps

1. Conduct a comprehensive review of existing parking requirements and curb management practices, actual parking needs, case studies from other communities, and stakeholder input.
2. Eliminate or reduce minimum parking requirements in additional zoning districts and include conditions that minimize the impact on neighboring properties.
3. Encourage large employers and public agencies to provide bike parking, lockers, and shower facilities to help reduce on-site automobile parking demand.

### Goals Supported by this Policy

- G2: Complete Neighborhoods
- G4: Economic Opportunity
- G6: Healthy, Active, and Connected People
- G13: Community Appearance
- G15: Transportation

### Elements Related to this Policy

- E1: Complete Neighborhoods & Housing
- E2: Infill and Redevelopment
- E3: Business, Economy, and Workforce
- E9: Transportation

## P12: Economic Growth

*Promote and foster appropriate, balanced, and focused future economic growth that maintains the quality of life of the community.*



It is expected that employment in Lancaster County will continue to grow across all sectors during the planning period, matching the slow and steady projected population growth discussed in the Growth Framework (link) section of the plan. Community resources should be leveraged to maintain steady growth across all sectors of the economy.

### Action Steps

1. Offer incentives for “primary” employers – that is, for companies where the majority of their business and sales come from outside Lancaster County.
2. Locate all new commercial and industrial development within Lincoln or within the smaller incorporated communities in Lancaster County. Certain commercial uses that are compatible with agriculture and the rural environment, such as commercial wind and solar energy facilities, are allowed in rural areas of the county.
3. Continue to coordinate the City’s economic development efforts with research and development functions of the University of Nebraska-Lincoln, including continued development of Innovation Campus. The success of the University’s research and development is important to the future of the city.
4. Continue to fund the Lincoln Partnership for Economic Development (LPED) and promote business retention, recruitment, and workforce development strategies and outcomes for the City of Lincoln through this public/private partnership.
5. Encourage public-private partnerships, strategic alliances, and collaborative efforts as a means to accomplish future economic objectives.
6. Explore additional opportunities for streamlining the zoning and building permitting processes.
7. Focus primarily on retention and expansion of existing businesses; attracting new businesses should also be encouraged.

### Goals Supported by this Policy

- G3: High-Quality Workforce
- G4: Economic Opportunity

### Elements Related to this Policy

- E3: Business, Economy, and Workforce

**P13: Commercial and Industrial Centers**  
*Support high-quality commercial and industrial centers located throughout the community.*



Lincoln remains the county’s dominant home to both the commercial and industrial sectors of the local economy. Most of the recent growth in commercial and industrial space has occurred within the city limits of Lincoln, with other incorporated communities experiencing some growth as well. This clustering of commercial and industrial activity in the City of Lincoln has been completed in accordance with the goals of previous comprehensive plans, and PlanForward continues this development pattern. Commercial and industrial center locations are described in more detail in the Business & Economy element ([link](#)).

### Action Steps

1. Implement commercial center location and design principles as discussed in the Business & Economy element.
2. Discourage “four corner commercial development” – with commercial uses at all four corners of an intersection – in order to promote walkability and ease of movement within each commercial center.
3. Implement industrial center principles as discussed in the [Business & Economy element](#).
4. Continue incentive-based (residential, commercial, or industrial) programs promoting the installation of renewable energy systems. Incentives may include offering rebates on purchasing equipment, attractive net metering pricing, tax incentives, height allowances, setback, and area-based incentives, expedited permitting, and others.

### Goals Supported by this Policy

- G3: High-Quality Workforce
- G4: Economic Opportunity

### Elements Related to this Policy

- E3: Business, Economy, and Workforce

## **P14: Commercial Infill**

*Develop infill commercial areas to be compatible with the character of the area.*



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Lincoln has many aging commercial sites. While in some cases these sites will be redeveloped for residential or a mix of uses, many aging commercial sites will be redeveloped with new commercial uses. Commercial infill, particularly neighborhood-scale commercial uses, are an important piece to developing and maintaining complete neighborhoods throughout the community.

### **Action Steps**

1. Implement commercial infill redevelopment principles as discussed in the [\*Business & Economy element\*](#).
2. Maintain and encourage businesses that conveniently serve nearby residents, while ensuring compatibility with adjacent neighborhoods.
3. Avoid encroachment into existing neighborhoods during expansion of existing commercial and industrial uses, and take steps to ensure expansions are in scale with the adjacent neighborhood, use appropriate screening, fulfill a demonstrated need, and do not hinder health and safety.
4. Prioritize retaining areas for continued residential development in older sections of the community by maintaining existing housing and supporting infill housing. Prior to approving the removal of housing to provide additional parking for existing centers, alternatives such as reduced parking requirements, shared parking, additional on-street parking, and/or the removal of other commercial structures should be explored.
5. Maintain and encourage ethnically diverse commercial establishments that are beneficial to existing neighborhoods.

### **Goals Supported by this Policy**

G3: High-Quality Workforce

G4: Economic Opportunity

### **Elements Related to this Policy**

E2: Infill and Redevelopment

E3: Business, Economy, and Workforce

## **P15: Infrastructure and Economic Development**

*Seek to efficiently utilize investments in existing and future public infrastructure to advance economic development opportunities.*



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A key element to supporting future development in Lancaster County is ensuring that adequate sites are available with associated infrastructure.

### **Action Steps**

1. Continue to provide adequate sites with associated infrastructure to serve the community's economic development needs.
2. Continue the County's support for road improvements that accommodate commercial and other development within the smaller incorporated areas.
3. Continue the work of the City and LPED to maintain an inventory of potential economic development sites and their current status in terms of planning and infrastructure.
4. Continue incentive-based (residential, commercial, or industrial) programs promoting the installation of renewable energy systems. Incentives may include offering rebates on purchasing equipment, attractive net metering pricing, tax incentives, height allowances, setback, and area-based incentives, expedited permitting, and others.

### **Goals Supported by this Policy**

G4: Economic Opportunity

G10: Effective Government

### **Elements Related to this Policy**

E3: Business, Economy, and Workforce

E9: Transportation

## P16: Rural Economy

*Support agriculture as the primary driver of the rural economy, but recognize that some compatible land uses are also appropriate for these areas.*



Agriculture is the dominant land use in Lancaster County, accounting for roughly 3/4 of all land. While this land is largely considered “undeveloped,” it is an important economic factor in the county’s future. Agriculture’s impact on the local economy goes beyond the sale at the end of production. Farms of all sizes make purchases of goods and services in the city and county throughout the year, which contribute to the local tax base and sustain growth for other businesses in the agriculture industry.

Agricultural activities include growing crops for global markets and local consumption, raising livestock, or producing other agricultural products such as wine. Though agricultural activity is identified as a separate land use category in PlanForward, agricultural land does constitute a distinctive natural resource feature as well. These lands are an integral element in the natural landscape, providing habitat as well as serving as a basic element of the County’s historic signature landscape.

### Action Steps

1. Support appropriate use of accessory home businesses, and locate businesses within the commercial areas of incorporated towns when they expand beyond the definition of home occupation.
2. Home occupations should be limited to uses incidental to a property’s residential and/or agricultural use and have minimal impact on neighboring properties.
3. Continue efforts to preserve the viability of the county’s agriculture industry through zoning, easements, and other means.
4. Support all types of agriculture, including modern high-yield techniques such as animal feeding operations with appropriate conditions to limit impact on neighbors and the environment.
5. Support solar and wind energy conversion systems in agricultural areas of the county.
6. Convene various stakeholders (UNL Extension, Lincoln-Lancaster County Food Policy Council (Lincoln-Lancaster FPC), Community Crops, Local producers, etc.) to host community conversations, expanding education, awareness, and support for local food and regenerative agriculture (no till, multispecies cover crops, reduction in and/or elimination of use of synthetic chemicals, toxic pesticides, and Genetically-modified Organisms (GMO)) to increase crop yield, lower production costs, improve soil fertility and water-holding capacity, and sequester carbon.
7. Use partnerships and programs from local, state, and federal agencies, UNL’s School of Natural Resources, and business and nonprofit organizations to promote conservation practices on farm ground to protect its long-term productivity, provide additional environmental services, and reduce potential conflict between neighboring uses.
8. Provide opportunities to support both large-scale and small-scale agriculture and non-traditional cropping/production systems to support local and regional economic growth.

9. Review the county zoning ordinance to create an inventory of non-agricultural uses currently allowed in rural areas of the county to evaluate possible changes.

### **Goals Supported by this Policy**

- G4: Economic Opportunity
- G11: Rural Environment

### **Elements Related to this Policy**

- E3: Business, Economy, and Workforce

## **P17: Predictability**

*Strive for predictability for neighborhoods and developers.*



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Predictability provides assurances for surrounding property owners as well as prospective developers.

### **Action Steps**

1. Continue to make updates as needed to zoning and subdivision ordinances, along with design standards, to support economic development, complete neighborhoods, and other PlanForward initiatives.
2. Support timely and efficient implementation of the growth tiers framework through the Capitol Improvement Program and other coordinated infrastructure enhancements.

### **Goals Supported by this Policy**

G10: Effective Government

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing
- E2: Infill and Redevelopment
- E7: Community Facilities
- E8: Energy & Utilities
- E9: Transportation

## P18: Conservation Design

*Promote conservation design principles with both new growth and redevelopment projects.*



Conservation design is a type of development where buildings are grouped together on part of the site while permanently protecting the remainder of the site from development. This type of development provides great flexibility of design to fit site-specific resource protection needs. Conservation design creates the same number of residences under current zoning and subdivision regulations or may offer incentives, such as a density bonus, to encourage this type of development. There is a savings in development and maintenance costs due to less road surface, shorter utility runs, less grading and other site preparation costs. The preserved land may be owned and managed by a homeowners association, a land trust, or the City.

Conservation-focused design can help to reduce the heat island effect, increase shade, protect habitat, slow stormwater runoff, and improve mental health. Site designs that are compatible with the natural characteristics of the site, conservation design for new subdivisions, clustering development, minimizing grading and impervious surfaces, and preserving site hydrology to the maximum extent possible are encouraged.

### Action Steps

1. Encourage conservation design principles as part of the development process. Developments that incorporate conservation design principles should be eligible for greater densities, height, lot, and area adjustments. Examples of conservation design best practices include:
  - a. Development setbacks beyond the minimum floodplain corridor in order to help preserve riparian habitat.
  - b. Land area within new developments that is designated specifically for trees and/or prairie.
  - c. Sustainable landscape design that includes native and drought-tolerant plantings, limited use of turf grass, rain gardens, bioswales, infiltration beds, and constructed wetlands.
  - d. Cluster subdivision design that protects flood-prone areas by grouping new development in less-sensitive areas within a subdivision while maintaining a high overall building density.
  - e. Dedication of a portion or all of a building's roof space as a green roof.
  - f. Minimizing disturbance of the natural topography on a development site.
2. Incorporate conservation design principles into public projects and development projects utilizing public funds (such as TIF) as appropriate.
3. Incorporate conservation design into new subdivisions with the initial steps of completing an inventory of existing and future land uses, natural resource evaluation, and a build out map.
4. Promote development of conservation design standards of new subdivisions that maximize open space conservation and interconnected network of such open spaces while being sensitive to overall building density.

5. Develop project approaches which view stormwater as an asset, by working with the natural topography and using wetlands, floodplains, and natural drainage corridors as natural ways to manage flood flows and stormwater runoff.

### Goals Supported by this Policy

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G11: Rural Environment

### Elements Related to this Policy

- E4: Environmental Resources
- E5: Parks, Recreation, and Open Space

## P19: Native Prairie

*Protect, restore, and enhance native prairies*



This feature refers to the tallgrass prairie areas that are dominated by big bluestem, little bluestem, indiangrass, and sideoats grama grass species. Numerous wildflowers and forbs are also found in these prairies, including golden rod, purple coneflower, purple prairie clover, and black-eyed susan. Prairies are also incredibly rich in wildlife and host native mammals, amphibians, reptiles, and birds. Though historically they were the region's prevailing natural condition, native prairies are an increasingly rare feature on the Nebraska landscape. This resource thrives in conditions of disturbance caused by fires, grazing, haying, and then periods of rest. Management strategies that mimic natural disturbance are important for diverse, healthy prairie.

In native prairies plants and soil work together as a natural solution for carbon sequestration. Healthy soil and plant communities hold carbon in their organic material and keep it from escaping into the atmosphere.

Lancaster County is fortunate to have approximately 9,000 acres of native prairie remaining, mainly in the west central portion of the county, although they are scattered throughout the county in patches of land that must remain whole if their integrity as a natural resource feature is to continue. Nine Mile Prairie, Pioneers Park and Spring Creek Prairie are three of the larger massings of native grasslands in the county.

### Action Steps

1. Develop planning guidelines, management techniques and supporting policies for preserving native prairies and grassland.
2. Coordinate prescribed burn plans among public agencies.
3. Identify opportunities to work with property owners to acquire land or conservation easements that can serve as buffer areas around prairies and other natural areas for management and resource protection as well as support use of federal, state, or local conservation programs.
4. Investigate means for encouraging native prairie restoration by private entities.
5. Utilize the University of Nebraska Center for Grassland Studies in assessing alternatives for grassland preservation and restoration.
6. Resurvey and update the County's prairie and grassland inventory for inclusion in the Natural Resources Geographic Information Systems (NRGIS).
7. Include prairie managers in review of any Growth Tier Changes that may directly impact a designated prairie.
8. Expand native prairie plantings through strategies such as requiring the addition of native prairie plantings to detention ponds and runoff areas, as well as residential or commercial development. Continue to support or expand the Prairie in the Parks program.
9. Continue to support the Lincoln Parks Foundation and Parks and Recreation Department Land Trust initiative, working in partnership with landowners to preserve native prairie, wetland areas, and other natural resources.

10. Create a Carbon Sequestration Plan. This plan would involve an analysis of Lincoln's tree canopy, parks and greenways, open lands, composting activity, open water areas, impervious surfaces, grasslands, and native prairie.
11. Work with homeowner associations, partner organizations, and agencies to increase use of native plants and prairie in landscaping.

### **Goals Supported by this Policy**

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G11: Rural Environment

### **Elements Related to this Policy**

- E4: Environmental Resources
- E5: Parks, Recreation, & Open Space

## P20: Ecology and Habitat

*Protect the natural habitat for threatened and endangered species.*



Lancaster County is home to a distinctive association of threatened and endangered species of plants and animals that represents a highly valued environmental legacy. Endangered species in Lancaster County include the Salt Creek tiger beetle (State and Federal Endangered), Western Prairie Fringed Orchid (State and Federal Threatened), Saltwort or Western Glasswort (State Endangered), Red Knot (Federal Threatened), Whooping Crane (State and Federal Endangered), and the Northern Long-Eared Bat (State and Federal Threatened).

Other vulnerable species having habitat or that have historically been found in Lancaster County include the Bald Eagle (State and Federal Threatened), River Otter (State Threatened), Small White Lady's Finger Orchid (State Threatened), Topeka Shiner (State and Federal Endangered), Massasauga Rattle Snake (State Threatened) and American Burying Beetle (State and Federal Endangered).

### Action Steps

1. Research continues into the conservation of Nebraska's eastern saline wetlands, which will enhance Salt Creek tiger beetle habitat. This will continue to include authorizing or soliciting funding for hydrology or hydrogeology research of the habitat area, determining basin-wide impacts of land use and human activities on the wetlands, characterizing the tiger beetle's biology and habitat, and assessing the economic impacts of potential management efforts.
2. Continue cooperation between public and private entities to protect habitat for threatened and endangered species. Current efforts include those of the Saline Wetlands Conservation Partnership, the USDA Natural Resource Conservation Service, the Nature Conservancy, Nebraska Audubon, and others.
3. Landowners with saline wetlands and within the 500-foot buffer zones should be offered assistance concerning programs to preserve and protect wetlands and transition lands occurring on private property.
4. Continue to investigate incentives allowing land owners to pursue voluntary purchases, conservation easements, transfer of development right (TDR) or other similar preservation options.
5. Continue to explore grant opportunities for saline wetland preservation and enhancement.
6. Continue the public education effort to raise awareness of the Salt Creek tiger beetle and its unique habitat.
7. Review and revise regulations as appropriate for requiring buffer areas around critical natural areas.
8. Continue support of native plantings, creation of community gardens, expansion of pollinator habitat by the Parks and Recreation Department.
9. Create a Carbon Sequestration Plan. This plan would involve an analysis of Lincoln's tree canopy, parks and greenways, open lands, composting activity, open water areas, impervious surfaces, grasslands, and native prairie.

### **Goals Supported by this Policy**

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G11: Rural Environment

### **Elements Related to this Policy**

- E4: Environmental Resources
- E5: Parks, Recreation, and Open Space

## P21: Floodplains and Riparian Areas

*Protect and preserve floodplains and other riparian areas for flood storage, conveyance and other natural resource benefits.*



Currently about 14% of Lancaster County is designated as floodplains. Floodplains provide multiple benefits to both the natural (flood storage and conveyance, flora and fauna habitat preservation and diversity, stormwater quality, groundwater recharge) and the built (recreation, public health and safety, economic) environments.

The overriding policy for the floodplain is a "No Adverse Impact" policy for the City and County, which means that the community has a goal of insuring that the action of one property owner does not adversely impact the flooding risk for other properties.

### Action Steps

1. Designate areas for future urban development outside of the floodplain and floodway to avoid introducing new development to flood risks and to preserve the important functions of the floodplain.
2. Develop and utilize watershed plans during the review and evaluation of proposed developments and as a guide in the preparation of future capital improvement projects.
3. Develop project and development reviews which view stormwater as an asset, by working with the natural topography and using wetlands, floodplains, and natural drainage corridors as natural ways to manage flood flows and stormwater runoff.
4. Implement a Rain to Recreation watershed approach to reduce flood damages, protect water quality and natural areas, while providing for recreational and educational opportunities so as to realize multiple benefits.
5. Preserve and enhance vegetative buffers along stream corridors to slow the flow of stormwater, filter pollutants, preserve natural areas, protect the biological health of the stream from adjacent future land uses, and conserve other natural functions of the floodplain.
6. Develop and implement a floodplain buyout program for the City and County to restore floodplain functions while being sensitive to the need to minimize impacts on neighborhoods and historic districts.
7. Continue to develop a comprehensive, watershed approach to floodplain mapping and to improve the accuracy by making it a priority to which specific resources are dedicated.
8. Retain City or County property in the floodplain in public ownership whenever practical. Retain conservation easements to protect floodplain functions where unusual circumstances merit the consideration of surplus property or vacation of right-of-way in the floodplain.
9. Continue to implement education efforts to promote environmental stewardship and to notify floodplain property owners and prospective buyers of flood risks.
10. Consider maintaining no net fill conditions for properties in the floodplain being developed or redeveloped. Maintain no net fill conditions for those properties seeking Special Permits through Planning, Tax Increment Financing, or on former City property.

11. Engage in a public engagement process to review and assess implementation of recommendations of the Salt Creek Resiliency Study, per the City of Lincoln Climate Action Plan.
12. Maintain the Community Rating System (CRS) rating that allows for a 25% reduction in flood insurance premiums for property owners in floodplains.
13. Prepare for federal adoption and make publicly available an updated floodplain map for Lincoln that reflects increased precipitation and streamflow projections based on precipitation data from NOAA Atlas 14 data.
14. Continue and enhance current outreach and education efforts with landowners and business owners located in the revised floodplain about their flood risk. Develop a comprehensive outreach and education strategy with residents in the revised floodplain about their flood risk.
15. In response to the findings of the Salt Creek Resiliency Study, assemble key partners and leaders in the City and County to develop comprehensive strategies that reduce flooding risks, improve soil health, sequester carbon, and maintain natural systems within the City and County, to include the Parks Foundation Land Trust initiative.

### **Goals Supported by this Policy**

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G11: Rural Environment

### **Elements Related to this Policy**

- E4: Environmental Resources
- E5: Parks, Recreation, & Open Space

## P22: Local Food

*Encourage opportunities to grow local food, as locally produced food can provide a secure source of nutritious food that has a reduced impact on the environment and increased benefit to the health of consumers.*



The local food movement was born of a desire to provide a secure source of nutritious food that has a reduced impact on the environment and increased benefit to the health of consumers. Many urban areas have few sources of fresh produce, meats and dairy products; and many consumers must rely upon convenience foods and fast food restaurants.

Local food production and consumption contributes to a more sustainable and resilient food supply chain, supports the local economy, and creates jobs and vocational training opportunities.

### Action Steps

1. Continue to promote the preservation of prime farmland in the rural areas of the county.
2. Continue to promote public-private partnerships that build stronger food networks and promote urban agriculture. An example of a successful partnership is the LPS Farm to School program.
3. Continue to provide the opportunity for Community Gardens to be developed on appropriate park property.
4. Promote urban gardens in all parts of the community, with focus on neighborhoods that lack convenient access to fresh foods.
5. Allow commercial agriculture, including points of sale for foods grown on-site, in all zoning districts at appropriate locations and with appropriate standards.
6. Encourage home gardens and edible landscaping and consider amending ordinances that might inhibit gardening for personal food production.
7. Encourage increased points of sale of local foods.
8. Double the number of acres in Lancaster County that are growing edible food by 2035. (From a 2017 baseline of 341)
9. Evaluate potential for local food production through urban market gardening on designated City owned properties – some of which may currently be in row crop production. Establish criteria for evaluation such as soil condition, availability of water for irrigation, impact on adjacent uses, et
10. Explore potential property tax incentives for agricultural use of vacant properties.
11. Work with the Lincoln Housing Authority and other partners to provide opportunities for community gardens that would allow home gardens for those in LHA dwellings.
12. Convene various stakeholders (UNL Extension, Lincoln-Lancaster County Food Policy Council (Lincoln Lancaster FPC), Community Crops, Local producers, etc.) to host community conversations, expanding education, awareness, and support for local food and regenerative agriculture.

13. Evaluate City farm management contracts to require sustainable, regenerative agriculture practices (no till, multispecies cover crops, reduction in use of synthetic chemicals, toxic pesticides, and Genetically-modified Organisms (GMO)) to increase crop yield, lower production costs, and sequester carbon.
14. Conduct 128a brownfield site assessments on vacant lots for use as community gardens / urban agriculture.
15. Maintain database of City-owned property within the three-mile jurisdiction potentially available for community gardens / urban agriculture.
16. Develop a pilot program on City-owned property that is currently in row crop production for regenerative agriculture production. Identify a partner to act as land manager and/or consider reduced lease rate for local food producer that uses sustainable, regenerative agriculture practices to produce local food and products.
17. Assist institutional purchasers (UNL, schools, hospitals, etc.) to adopt local food purchasing percentage targets and create a model policy for the preferential purchasing of local food by public and private institutions.
18. Encourage all public entities to explore leasing public land to prospective farmers and market gardeners.
19. Encourage the development of a curriculum for agriculture and local food-growing in LPS and other school districts as well as UNL and Southeast Community College to help recruit and train a new generation of farmers and market gardeners. Community Crops' "Beginning Farmer Program" is a leading example.
20. Confer with economic development organizations such as the Chamber of Commerce as well as grocers and restaurants to investigate how best to enlist the private sector in expanding local food production, market development and career vocational opportunities in agriculture.
21. Consider economic development programs to support small food and farm businesses, including a low-interest revolving loan fund. Ensure that these programs are accessible to ethnic/minority food businesses and farms.
22. Seek out grant opportunities from state, federal and philanthropic organizations to assist with and support feasibility studies, and capital and operating expenses, as appropriate, for a food hub/commercial kitchen.
23. Compile information on existing food recovery, gleaning, and composting programs in Lincoln and Lancaster County and encourage all agencies with points of contact in the food system to cross-promote food recovery efforts.
24. Support the coordination of pantries and emergency food providers to improve recovery of safe, healthy food from area retail food outlets.

### **Goals Supported by this Policy**

- G5: Equity and Inclusion
- G8: Community Resiliency
- G11: Rural Environment

### **Elements Related to this Policy**

- E5: Parks, Recreation, & Open Space

## P23: Salt Valley Greenway and Connecting Green Corridors Concept Implementation

*Use the Salt Valley Greenway and Connecting Corridors concept to embody the PlanForward Vision and environmental resource principles.*



Since the first City/County Comprehensive Plan in 1961, the Salt Creek watershed has influenced planning for open space, greenways, recreation, and environmental resources in Lincoln and Lancaster County. The Salt Valley Greenway wraps around the City of Lincoln and is fed by tributaries that radiate out into the surrounding rolling hills. The effect is that of a large loop, primarily made of Salt Creek and Stevens Creek, with connecting green corridors linking urban and rural areas. Corridors which generally follow Salt Creek and its tributaries provide multiple benefits; creating connections between urban and rural areas, providing connections to the County's Salt Valley Lakes, creating green partitions which help to prevent a "wall-to-wall" urban feel, connecting habitat for the movement of wildlife, protecting floodplain, and many others. Implementation of the Salt Valley Greenway and connecting corridor concept will provide an environmental framework upon which a thriving economy can be built.

### Action Steps

1. Develop a strategic plan for acquiring and conserving lands within the Salt Valley Greenway and Connecting Corridors through cooperative efforts of public agencies, private organizations, and individuals.
2. Encourage the development of a public-private partnership that will concentrate efforts on further planning, funding, land acquisition, and development of the Salt Valley Greenway and its connecting corridors. This should be viewed as a local natural resource as well as a major economic development program.
3. Identify and pursue funding sources for the acquisition of significant properties forming the Greenway.
4. Continue to use conservation easements to protect greenway areas where it may be desirable to allow compatible land uses such as row crop farming or pasturing.
5. Use of fee simple title may be more appropriate for areas that are best maintained in a natural state due to particularly sensitive features such as rare or sensitive areas, or that have value for resource-based recreation like hiking, interpretive activities, and wildlife viewing. Develop criteria and priorities to determine land areas that are most appropriately acquired and managed by a public agency.
6. The City should work with the Nebraska Game and Parks Commission and the Lower Platte South Natural Resources District (NRD) to provide recreation facilities around the Salt Valley Lakes and other natural resource sites.
7. Provide trail access over time to the Salt Valley Lakes and other natural resources via connections to the Salt Valley Greenway and associated tributary stream corridors.
8. Prepare and distribute information to community residents regarding the functions and value of the Salt Valley Greenway, and of the plans for its creation.
9. Utilize greenway linkages for commuter/ recreation trails.
10. Apply implementation tools specific to each of the Salt Valley Greenway and Connecting Corridor segments:
  - a. Continue to develop the Prairie Corridor on Haines Branch to connect Pioneers Park Nature Center with Conestoga Lake and then continue south through the Village of Denton and on to

Spring Creek Prairie Audubon Center. This project includes preservation and restoration of over 7,000 acres of tallgrass prairie, wetlands, and wooded riparian corridor wound through by an extension of the City's trail network. Use the Salt Valley Greenway and Prairie Corridor Master Plan and partners to identify unique areas of the County and promote private lands stewardship on land in or adjacent to Prairie Corridor.

- b. Seek the early acquisition (or the application of other management techniques) of land along Stevens Creek and within the Stevens Creek Basin for future greenways, open space and park uses. Examine possible park and open space potential around Walton where the MoPac and future Stevens Creek Trails will connect. Use the Stevens Creek Watershed Master Plan as a guide for identification of areas of opportunity.
- c. Continue development of the "Crescent Green" concept to provide a continuous greenway and open space corridor around the west and northern part of Lincoln.
- d. Explore alternatives for creating a greenway corridor along the South and East Beltways. The corridor could range from park-like areas like those along Highway 2, to more riparian settings as are found in Wilderness Park. Planning for these corridors should be coordinated with planning for the trail network.
- e. Continue the advancement of the greenway corridor along Interstate 80, between North 27th Street and the City of Waverly. This corridor already includes a number of wetland areas (both saline and fresh water) that are under public ownership – City of Lincoln and the Lower Platte South Natural Resources District in particular. The corridor contains the Warner Wetlands and the City's wetlands mitigation bank. The area is a major entryway into the City of Lincoln and provides associated trail and open space opportunities.
- f. Extend the protected greenspace along Salt Creek extending south of Saltillo Road to the South Beltway, in conjunction with enhanced floodplain mapping for this area. This extension may be accomplished through a combination of land purchases, conservation easements, donations, and other options. Work with other incorporated communities within the county — notably Roca and Hickman – to coordinate the Greenway's extension.
- g. Continue the efforts along the Rock Creek and Little Salt Creek stream corridors to conserve and enhance Nebraska's most limited and endangered wetland type, which provides habitat for a variety of native plant and animal species, including two endangered species. Link these important natural resource corridors to the Salt Valley Greenway via future county trails.

### **Goals Supported by this Policy**

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G11: Rural Environment

### **Elements Related to this Policy**

- E4: Environmental Resources
- E5: Parks, Recreation, & Open Space

## P24: Environmental Resource Protection

*Environmental resources provide the framework for a healthy, active, and economically vibrant community.*



Lancaster County boasts a diverse set of environmental resources and landscape types that should be respected and maintained. The Greenprint Challenge, developed by the City of Lincoln/Lancaster County Planning Department, Parks and Recreation, and the Lower Platte South NRD in 2001, provides an approach for sound and sensitive urban and rural development that is interwoven with the community's desire for maintaining and enhancing the ecological and economic benefits of our natural and cultural environment. Although 20 years old, the resources identified, and the recommended principles for their protection, in the Greenprint Challenge are still applicable today and will continue to be in the future.

Lancaster County's environmental resources reside within a broad range of settings that should be considered as policy and decisions are made. The Plan should consider both the local and broader regional and global impacts of actions affecting environmental resources.

### Action Steps

1. Pursue a variety of funding and financing options on a continuing basis. These may include: enlisting a land trust to enable donations of land, capital improvements programming providing for further acquisition of park property and natural areas, and grant funding from such sources as the Land and Water Conservation Fund, various floodplain and water quality funding programs, and the Nebraska Environmental Trust.
2. Conduct outreach efforts bringing together private landowners, environmental interests, and the development community to seek a common understanding and approach regarding natural resource features and the vision described in this Plan.
3. Consider the relationship among environmental resources (i.e., prairies, riparian corridors, floodplains, freshwater and saline wetlands, and other natural areas), key corridors/linkages, and the adjacent land uses for appropriate management and resource protection.
4. Implement the "Prairie in the Park" concept by including prairie plantings and pollinator gardens in all new park master plans. Work to retrofit existing parks with prairie plantings and pollinator gardens as they are rehabilitated. Continue support of native plantings, creation of community gardens, and expansion of pollinator habitat by the Parks and Recreation Department.
5. Support natural climate solutions identified in the Climate Action Plan including carbon sequestration, interconnected habitats, flood mitigation and water conservation and apply strategies to quantify the benefits of ecosystem services.
6. Encourage efforts to preserve healthy soils and agricultural practices that enrich depleted soils. This could include mandatory sequestration of topsoil during construction, use of multi-species cover crops, and review of pesticides to evaluate their impact on soil health.
7. Investigate means for encouraging native prairie restoration by private entities.

8. Utilize the University of Nebraska School of Natural Resources and Center for Grassland Studies in assessing alternatives for grassland preservation and restoration.
9. Resurvey and update the County's prairie and grassland inventory for inclusion in the Natural Resources Geographic Information Systems (NRGIS). Support implementation of efforts and plans that protect and preserve habitat for Federally and State threatened and endangered species including the Saline Wetlands Implementation Plan and State Wildlife Action Plan and its supplement.
10. Support implementation of efforts and plans that protect and preserve habitat for Federally and State threatened and endangered species including the [\*Saline Wetlands Implementation Plan\*](#) and [\*State Wildlife Action Plan\*](#) and its [\*supplement\*](#).
11. Continue cooperation between public and private entities to protect habitat for threatened and endangered species. Current efforts include those of the Saline Wetlands Conservation Partnership, the USDA Natural Resource Conservation Service, the Nature Conservancy, Nebraska Audubon, and others.
12. Landowners with saline wetlands and within the 500-foot buffer zones should be offered assistance concerning programs to preserve and protect wetlands and transition lands occurring on private property.
13. Document or promote historic, cultural and archeological sites throughout the City and County.

### Goals Supported by this Policy

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G11: Rural Environment

### Elements Related to this Policy

- E4: Environmental Resources
- E5: Parks, Recreation, & Open Space

## P25: Open Space with Development

*The community should continue to acquire parkland and conserve open space areas commensurate with expanding development, population growth, and community needs.*



While planning for future growth is integral to the Plan, it is equally important that environmental resource features be accorded similar attention. The community should invest planning resources into the early identification of those areas that are most valued as part of the [Greenprint Challenge](#). This principle supports the notion of “getting ahead of the game” by knowing what resources are most valued, where they are located, and what actions should be made within the broader planning process to secure their future for the community.

### Action Steps

1. Acquisition and development of parks and open space areas should conserve and enhance signature landscapes and environmental resources, and provide opportunities for outdoor active and passive recreation.
2. Integrate the natural resource feature concepts into future planning activities such as zoning and subdivision review, watershed master planning, subarea planning, transportation and utility planning, and floodplain management studies.
3. Pursue stormwater management practices that consider both water quality and quantity approaches near freshwater wetlands. Buffer areas should be encouraged at their perimeters to decrease the effects of adjacent future uses.
4. Designate areas for future urban development outside of the floodplain and floodway in order to mitigate the impacts of flooding and preserve natural flood storage. Floodplain in public ownership should remain in public ownership. However, where it is determined that there is public benefit to releasing floodplain property to private ownership, flood storage capacity should be maintained through easements, deed restrictions, or other tools.
5. Utilize a “Rain to Recreation” approach to open space and greenway linkages that is coordinated with the City’s watershed management program and the Lower Platte South Natural Resources District to reduce flood damages, protect water quality and natural areas, while providing for recreational and educational opportunities to realize multiple benefits.
6. Provide appropriate incentives to encourage landowners to preserve saline and freshwater wetlands. Incentives to be used or considered further include:
  - a. Special density credits or bonuses within a Community Unit Plan for wetland conservation.
  - b. Utilize these areas for wetland bank mitigation.
  - c. Technical assistance for wetland preservation and enhancement.
  - d. Conservation easements with tax incentives.
  - e. Fee simple purchase of land for preservation.

- f. Tax benefits from charitable donations of land and easements for preservation.
- 7. Trails should be an integral part of the community's green spaces and corridors. Pursue the active coordination of all future trail network extensions and enhancements. The urban network of trails should connect employment centers, shopping areas, schools, and residential neighborhoods.
- 8. Seek establishment of trail easements or comparable options along selected county roads.
- 9. Monitor rail lines which may be abandoned in the future for acquisition as trails as part of an overall open space and recreation system for the county.
- 10. Preserve prime agricultural land within the Tier I and Tier II areas, both to reduce conflicts in the future growth of Lincoln and to ensure available land for the production of food products that are important to the health and economic vitality of the community.
- 11. Develop planning guidelines, management techniques and supporting policies for preserving native prairies and grassland.
- 12. Encourage the retention of linear connections of green spaces wherever possible. Efforts should be made to preserve small stream corridors throughout future developments. Adopt revised minimum corridor standards to preserve longer and wider stream corridors.
- 13. Pursue greenways connecting urban and rural areas. Such corridors should follow stream courses and connect valuable natural resource areas.
- 14. Ensure that as greenways and open space corridors are identified and created, provisions are made for possible future access points across these areas. This may include, but not be limited to, access for new road alignments, road widenings, utilities, and other similar services
- 15. Identify open space areas that are particularly valued by community residents for rare or unique attributes and establish development regulations utilizing a balance of incentive and mandatory measures.

### **Goals Supported by this Policy**

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G11: Rural Environment

### **Elements Related to this Policy**

- E4: Environmental Resources
- E5: Parks, Recreation, & Open Space

## P26: Community Forestry Management

*Comprehensive and adaptive community forestry management approaches should be applied as part of sustaining the urban forest.*



The Urban Forest represents a significant community investment, both public and private. Although not technically part of the natural environment, the environmental benefits are far-reaching and highly important to the community.

### Action Steps

1. Resources should be allocated and available to areas with increasing development and population.
2. Implement the recommendations of the Community Forestry Advisory Committee to ensure no genus of tree composes more than 10% of the City's public trees. Consider selection of appropriate street tree species in new climate scenario.
3. Systematically and proactively manage trees on public property.
4. Continue to plant and replant public trees through City tax funds, grants, and public/private partnerships.
5. With the arrival of the Emerald Ash Borer in April of 2018, and in cooperation with public and private partners, implement the response plan and funding strategy that involves phased removal and replacement of ash trees and preservation of some high value ash trees.
6. Replace public ash trees on a one-to-one basis with a diverse mix of tree species.
7. Monitor other emergent insect infestations and diseases that threaten the vitality of public trees; develop readiness plans.
8. Promote public education regarding the planting and care of trees, and opportunities for volunteer involvement in planting and maintaining public trees.
9. Street trees require ongoing, regular management to assure adequate clearance over sidewalks and over streets, and to maintain visibility of traffic safety signage. Consideration needs to be given to appropriate management of street trees over time so that their benefits are achieved.
10. Consider development of regulations that promote preservation of significant trees within new commercial and residential subdivisions.
11. Continue to require that parking lot trees be planted with new construction and consider increasing the number of required trees.
12. Replacement of a damaged street tree is at the request of the property owner. Assess street tree coverage and provide assistance as needed to ensure consistent street tree canopies across all neighborhoods.
13. Assess baseline tree canopy with emphasis on low-income neighborhoods and prioritize tree plantings to reduce heat island effect, increase stormwater management, and reduce utility bills.
14. Increase funding resources to meet recommended tree replacement goal of 1:1 and to reduce pruning cycle of street trees from 25+ years to under 10 years.

15. Create a Carbon Sequestration Plan. This plan would involve an analysis of Lincoln's tree canopy, parks and greenways, open lands, composting activity, open water areas, impervious surfaces, grasslands, and native prairie.

### **Goals Supported by this Policy**

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency

### **Elements Related to this Policy**

- E4: Environmental Resources
- E5: Parks, Recreation, & Open Space

## **P27: Regional Parks and Tournament Facilities**

*Continue to provide and expand Regional Parks and Tournament Sports Facilities to serve Lincoln and the larger community.*



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Regional Parks and Tournament Sports Facilities are tracts of land that encompass special or unique facilities and features that are of interest to diverse groups throughout the community. Regional Parks primarily provide opportunities for day use activities that may include community festival/ gathering spaces, picnicking, hiking, sports, fishing, canoeing, boating, and environmental interpretation/appreciation. Fields and courts for organized sports activities may be secondary or primary uses.

### **Action Steps**

1. Continue to enhance opportunities for interpretation of native landscapes and ecosystems indigenous to eastern Nebraska through conservation of additional parcels for buffering and enhancement of visitor facilities at the Pioneers Park Nature Center.
2. Formalize a strategy for the development, marketing, and management of a tournament sports complex at the Oak Creek Park/Oak Lake Park site.
3. Explore opportunities to provide enhanced water recreation activities at Holmes Lake in Holmes Park.
4. Acquire additional land adjacent to parkland at N 98th and Adams. This property is currently adequate for a Community Park but it is desirable to increase the size to serve a Regional Park function.
5. New, large park facilities are significant capital expenditures and need financing beyond the typical funding. Identify a funding strategy to address the gap in capital repair and replacement funding and provide for new recreational opportunities in the community.

### **Goals Supported by this Policy**

G6: Healthy, Active, and Connected People

### **Elements Related to this Policy**

E5: Parks, Recreation, & Open Space

## P28: Community Parks

*Continue to provide Community Park facilities as the City grows.*



Community Parks are typically 30 to 50 acre sites that are readily accessible from arterial streets and the commuter/recreational trail system. Community Parks may include play fields and play courts for organized sports, a playground with an accessible fall surface, facilities for day use activities including a picnic shelter and restroom, seating, walking paths, and off-street parking. They may also include a swimming pool and/or a recreation center. Community Parks often include areas left in a natural state with meadows, prairies, forest, wetlands and other natural features as part of Parks and Recreation's FUNctional Landscapes program. Community Parks often include activity areas consistent with those located in neighborhood parks and as a result, Community Parks may serve as the Neighborhood Park for surrounding residential areas. The Plan recognizes the need for about 150 acres of new Community Park land. Three new Community Park sites are anticipated.

### Action Steps

1. Locate Community Parks on a collector or arterial street to accommodate automobile access and parking; park sites should also be readily accessible by pedestrians and bicyclists from a commuter/recreation trail.
2. Locate Community Parks adjacent to middle schools where possible.
3. Community Parks should be adjacent to greenway linkages.
4. Provide buffering between Community Park activities and adjacent residential areas to minimize traffic and noise impacts.
5. Enact design standards for field and parking lot lighting that seek to minimize glare, light spill-over onto adjacent properties, and impacts on the dark night sky.
6. Select sites for Community Parks that allow for multiple functions, such as stormwater management and habitat conservation.
7. Focus on the development and maintenance of sports fields and associated day use facilities.
8. Establish Youth Baseball/Softball complexes as part of Community Parks throughout the city; form partnerships with youth baseball organizations and Lincoln Public Schools for maintenance and utilization strategies.
9. Create pedestrian connections between surrounding residential development and neighborhood-related park features such as playgrounds and park shelters.
10. New, large park facilities are significant capital expenditures and need financing beyond the typical funding. Identify a funding strategy to address the gap in capital repair and replacement funding and provide for new recreational opportunities in the community.
11. Develop Jensen Park, southeast of Yankee Hill Road and South 84th Street as a Community Park as funding becomes available.

12. Develop Bison Park, located southeast of West Van Dorn and South Coddington Avenue as a Community Park as funding becomes available.
13. Acquire and develop a Community Park in the Stevens Creek basin in the vicinity of A Street and South 120th Street as funding becomes available.
14. Acquire a Community Park site in northwest Lincoln ideally in proximity to Little Salt Creek with the site integrating both active recreation options and natural resource land conservation.

### **Goals Supported by this Policy**

- G2: Complete Neighborhoods
- G6: Healthy, Active, and Connected People

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing
- E5: Parks, Recreation, & Open Space

## P29: Neighborhood Parks

*Continue to develop Neighborhood Parks to serve newly developing areas of Lincoln.*



Neighborhood parks are centrally located within areas of residential development and intended to be accessible by no more than a ten-minute walk from residences within the neighborhood. Typical activity areas include playground equipment, open lawn areas for informal games and activities or play courts with a single basketball goal for informal games, shaded seating, and walking paths. When possible, neighborhood parks are co-located with elementary schools, a concept referred to as “Sparks.” Neighborhood parks that are associated with schools are typically 2 acres in size and located so that they can be accessed by students during the day and still easily accessible to the neighborhood when school is not in session. When parks are not located with schools, an area of about 4 acres is desirable to provide some of the open play area which is provided by school playfields in a “Spark.” In some cases, Neighborhood Park services are provided within larger Community Parks.

### Action Steps

1. Locate Neighborhood Parks close to the center of residential areas and within a 10-minute walking distance of a majority of residents; park sites should be readily accessible by pedestrians and bicyclists.
2. Develop “Sparks” such that site planning and development is coordinated, anticipating that the primary use of the Spark will be school students during the school day and related after school programming; Sparks will be available for use of neighborhood during the evening, weekend, and summer hours.
3. Locate Neighborhood Parks adjacent to greenway linkages where possible. Where possible, select sites for Neighborhood Parks that allow for multiple functions, such as stormwater management or habitat conservation.
4. As the City continues to grow and the community demographics shift, seek out opportunities to provide neighborhood park activities that address the needs of different cultures, age groups, and abilities.
5. Locate park sites where residents living in surrounding homes, people in passing vehicles, or pedestrians can view activities in the park to provide for informal supervision.
6. Identify opportunities to acquire and develop Neighborhood Parks in established neighborhoods that are deficient in Neighborhood Park resources, particularly in those neighborhoods where indicators of vulnerability are higher.
7. Continue joint planning activities between the City of Lincoln and Lincoln Public Schools for selection and acquisition of future school/park sites.

### **Goals Supported by this Policy**

- G2: Complete Neighborhoods
- G6: Healthy, Active, and Connected People

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing
- E5: Parks, Recreation, & Open Space

### **P30: Recreation Centers / Community Learning Centers**

*The City supports a comprehensive recreation approach including neighborhood based services; community-wide celebrations, leagues and events; partnerships and collaborations with many organizations and community members; to provide services that support active living, youth development, livable neighborhoods and family life for all community members.*



The Parks and Recreation Department operates six neighborhood recreation and community centers offering youth development (before and after school programs, summer day camps), recreation, leisure interest, fitness and human services programs. Three of the facilities are co-located with schools (Belmont, Calvert, and Irving), and three are freestanding buildings (Air Park leased from the Airport Authority, Easterday and F Street). The City facilities were constructed between the 1970's and early 2000's. Therapeutic and adaptive recreation programs are a primary emphasis of programming at Easterday Recreation Center. A new recreation center replacing the current Air Park Recreation Center facility is anticipated to be completed in 2023. This facility will be co-located with the Williams Branch Library and will be adjacent to Arnold Elementary School. A major update and expansion of the Easterday Recreation Center is also planned.

### **Action Steps**

1. Explore opportunities with Lincoln Public Schools to develop multi-purpose community space (activity centers) with new school facilities, allowing for expanded community programs and activities at school sites.
  - a. An activity center should include a large multipurpose space, public restrooms and shared office and storage space for community agencies and organizations offering programs in the center.
  - b. Access to the activity center should be designed so that it can be restricted to the school during school hours and accessed via a separate entrance after hours.
  - c. Activity centers should also be designed so that they can be used in combination with the school gym, media center, cafeteria and entry lobby to support youth programs before and after school, as well as a variety of other community activities.
2. Complete a major renovation and possible expansion of Easterday Recreation Center in order to support unique programming at that site.
3. Complete the Air Park Recreation Center replacement, jointly located with the Williams Branch Library.
4. Continue to encourage and support expansion of the community learning center initiative as a model for offering neighborhood-based services to residents.
5. Explore opportunities to work with the Lincoln YMCA and Lincoln Public Schools to develop new community recreation center facilities in additional areas of Lincoln similar to the school / YMCA / park model of Moore Middle School in southeast Lincoln and Schoo Middle School / YMCA in northwest Lincoln.

### **Goals Supported by this Policy**

- G2: Complete Neighborhoods
- G6: Healthy, Active, and Connected People

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing
- E5: Parks, Recreation, & Open Space

## P31: Aquatic Facilities

*Continue to provide opportunities for aquatic activities with emphasis on facilities that serve quadrants of the City and are easily accessible by pedestrians and bicycles.*



Aquatic Facilities are developed to provide opportunities for water recreation activities. The City of Lincoln owns and manages ten Aquatic Facilities: nine outdoor public pools, and one free-standing sprayground in Trago Park. The City should maintain its commitment to outdoor water recreation activities; however no additional Neighborhood Pools should be constructed in the future because of the low cost-recovery and the level of ongoing tax support required for annual operations and maintenance.

### Action Steps

1. Continue to maintain and upgrade mechanical systems of existing outdoor swimming pools; regularly add features to Neighborhood Pools to make them inviting and attractive to visitors.
2. Complete a major renovation of Star City Shores, adding new features.
3. Construct a new Community Pool facility similar to Star City Shores in the Steven Creek basin.
4. Provide Spray Park amenities in each of the four quadrants of the City.
5. Renovate three existing Community Pools (Highlands, University Place, and Woods) over time as needed.
6. Renovate four of the Neighborhood Pools (Air Park, Belmont, Eden and Irvingdale) to bring the pool basins and bathhouses into compliance with accessibility guidelines, as has been completed at Ballard Pool, contingent upon adequate funding for annual operations and for repair/renovation costs.
7. Consider public-private partnerships with organizations such as the YMCA to provide access to outdoor pools in Lincoln that are outside of the service area of City operated pools on a non-membership, fee-for-use basis.
8. Explore opportunities as they emerge to promote development of an indoor aquatics center with competition facilities as an emphasis; potential partners include UNL and one or more private partners.

### Goals Supported by this Policy

- G2: Complete Neighborhoods
- G6: Healthy, Active, and Connected People

### Elements Related to this Policy

- E1: Complete Neighborhoods & Housing
- E5: Parks, Recreation, & Open Space

## P32: Other Recreational Facilities and Activities

*Continue to provide a wide variety of recreational opportunities to the people of Lincoln and Lancaster County and continually monitor current trends in recreation.*



Within Lancaster County, a wide variety of recreational opportunities are presented by both public and private sectors. Lincoln Parks and Recreation has facilities ranging from golf courses to wilderness trails, from horseshoe pits to skate parks, and from public gardens to dog runs. These park facilities serve a wide range of interests, ages, cultures and activity levels. Park facilities strive to reflect the ever-changing demographics of the community they serve. Parks also serve an important economic development role and can play a large part in the decisions made by businesses and individuals as they select a future home.

### Action Steps

1. Continue to update and implement plans and projects included in the Department's 10-Year Facilities Plan, including the Wilderness Park User Experience Master Plan.
2. Continue to plan for the long-term operation and maintenance of the City's five public golf courses.
3. Continue to work with the Lincoln Plant Conservatory to explore the viability and sustainability of a plant conservatory in Lincoln.
4. Consider expansion of dog run facilities into two additional sites as envisioned in the Dog Facility Master Plan.
5. Complete the construction of a downtown dog park as the South Haymarket park develops.
6. Continue to work with Friends of Woods Tennis to provide community tennis programming in Woods Park. Explore development additional indoor and outdoor courts within the capacity of Woods Park as community interest in tennis grows.
7. Explore opportunities to upgrade and better maintain public tennis courts in parks.
8. The current LOS for Pickleball is one court per 14,000 residents, desired LOS is one court per 7,000 residents. Approximately 15 additional courts will be required over the planning period to meet this LOS. (Note: the level of service is calculated at 50% for striped dual-use courts and 100% for dedicated courts)
9. Continue to work with Pickleball Lincoln to evaluate opportunities for expansion of pickleball courts and program through shared use of outdoor tennis courts and development of additional dedicated outdoor pickleball courts. Plan for additional facilities, perhaps of 6 to 10 courts, in each quadrant of the City.
10. Coordinate facilities and programming for the Prairie Corridor to support and enhance the work of the Pioneers Park Nature Center.
11. Continue to seek opportunities to partner with other agencies and organizations to provide special facilities on park property as appropriate.
12. Continue to monitor local and national trends in recreation in order to provide recreational opportunities that reflect the needs and desires of the Lincoln community.

13. Implement the end use master plan for a bike park on the soon to be decommissioned N. 48th Street Landfill. Consideration of access from both major roadways and the commuter trail system is important. Identify community partners for planning, funding and long-term management of this park.
14. Evaluate the capacity of Lincoln's Community and Neighborhood parks to include new recreational features such as pickleball courts, skate park amenities, disk golf baskets, and others in underutilized areas. These limited facilities make activities available to a wider audience and provide an opportunity for those new to the sports to try them and gain confidence to participate at larger facilities.
15. Coordinate with the YMCA in their efforts to replace aging centers and expand into new growth areas, particularly replacement of the downtown and northeast centers and future growth into Stevens Creek.
16. The current LOS for disk golf is one hole per 7,000 residents. This LOS should be maintained over the planning period which will require an additional 18 holes. Stevens Creek Park and Jensen Park could be locations for future courses.
17. Develop an 18-hole disk golf course on the Beal Slough Greenway north of Pine Lake Road, as part of a public/private partnership.
18. Complete upgrade of the skate park at Peter Pan Park to the same or better standard as the skate park at Tierra Park.
19. Explore the relocation of the radio-controlled car racing facility at Oak Lake Park to the eastern end of Star City Shores. The new facility should be designed to allow for ADA access.
20. Consider expanding the Disk Golf facilities to reach the 54 holes required for a large disk golf tournament.

### Goals Supported by this Policy

- G2: Complete Neighborhoods
- G6: Healthy, Active, and Connected People

### Elements Related to this Policy

- E1: Complete Neighborhoods & Housing
- E5: Parks, Recreation, & Open Space

### **P33: Parks and Recreation Partnerships**

*Identify and foster partnerships with agencies and private organizations to provide a full range of park and recreational services to Lincoln and Lancaster County.*



Community partnerships are critical to developing a park, recreation, and open space system that fully serve the people of Lincoln and Lancaster County. The Parks and Recreation Department has a long history of partnerships. These partnerships broaden the resources available for important public projects and result in a better outcome. Partnerships can also foster a sense of community ownership and assure a more equitable outcome.

#### **Action Steps**

1. Identify and foster partnerships to maintain and operate parks, recreation programs and natural areas in the county. This structure may involve existing agencies, reflecting a modification in current responsibilities and authorities. The entity should have clear responsibility to act both inside and outside the City of Lincoln and its extra-territorial limits.
2. Continue the cooperative efforts of the City of Lincoln, Lancaster County, Lower Platte South Natural Resources District, the Nebraska Game and Parks Commission, and other partners on various efforts including land conservation, wildlife and habitat preservation, flood management, recreation, maintenance, and game management.
3. Formalize cooperative agreements between the City of Lincoln, Lancaster County and the Lower Platte South Natural Resources District and other partners as appropriate regarding planning, funding, conservation and management of open space and greenway areas.
4. Continue to develop a cooperative relationship with the Nebraska Game and Parks Commission and the Lower Platte South Natural Resource District to provide recreation facilities within rural areas of the community.
5. Establish an organizational structure for coordination of open space conservation activities between public agencies and private organizations.
6. Identify cooperating partner agencies and organizations and formalize roles and responsibilities for acquisition and development of parkland and conservation of open space and natural areas.
7. Continue to refine roles and responsibilities associated with the new Lincoln Parks Foundation land trust and identify any necessary agreements to be put in place for that effort.
8. Continue to work with Lincoln Public Schools to identify opportunities to co-locate park and school facilities, and to develop Activity Centers in new schools to support Community Learning Center / full-service community school programming
9. Continue to formalize partnership agreements to clarify roles and responsibilities, with the goal of maximizing effectiveness of cooperative efforts.
10. Continue to support the Lincoln Parks Foundation and Parks and Recreation Department Land Trust initiative, working in partnership with landowners to preserve native prairie, wetland areas, and other natural resources.

### **Goals Supported by this Policy**

G6: Healthy, Active, and Connected People

### **Elements Related to this Policy**

E1: Complete Neighborhoods & Housing

E5: Parks, Recreation, & Open Space

### P34: Urban Design Standards

*Design standards should be developed, monitored, and revised as necessary to express and protect community values without imposing delays or restricting creativity.*



Urban design is the concept and practice of studying people’s experience of their physical environment—both visual and functional—then consciously striving to improve that experience. It is essential both to preserve and enhance key existing elements and to create improvements that mesh with and strengthen a distinctive and enjoyable place. When successful, urban design and historic preservation make a community more enjoyable for residents, more attractive to visitors, and more competitive in drawing new businesses and retaining existing ones. A truly sustainable community recognizes and builds on its heritage by fostering good urban design, creating a sense of place and uniqueness that supports a strong economy, values environmental assets, and promotes social engagement and interaction. Successful urban design requires cooperation of public and private sectors.

#### Action Steps

1. Implement expanded commercial design standards that could be applied across various zoning districts or corridors. Design standards should be clearly written and allow for an efficient, expeditious review process, while especially focusing on the interface with residential neighborhoods, attractive streetscapes, and safe and comfortable movement of people – whatever their mode of travel.
2. Continue to identify and maintain high-value Capitol View Corridors and protect those views through regulations and guidelines, including vistas that gain prominence as the community grows. Structures that may interfere with these public corridors should be reviewed by the Capitol Environs Commission and a recommendation made within the context of their overall effect upon the view.
3. Prepare and periodically update subarea plans for the redevelopment of mixed use corridors and nodes to facilitate predictable, expeditious, well-designed improvements and investments.
4. Monitor and update the Downtown Master Plan periodically, as the adopted guide to redevelopment of the community’s center, as identified in the [Infill and Redevelopment chapter](#).
5. Extend the contributions of Urban Design Committee to advise on building projects of Lancaster County and other local government agencies as appropriate.
6. Create a redevelopment toolkit to provide guidance and best practices for design considerations with redevelopment projects.
7. Strengthen design standards for commercial and mixed-use development along major travel corridors, to reflect a positive visual image that engenders community pride and identity.
8. Evaluate the expansion of the neighborhood design standards area to apply for residential districts within the 1970 city limits boundary. Neighborhood Design Standards currently apply within the 1950 city limits boundary.

### **Goals Supported by this Policy**

- G10: Effective Government
- G12: History and Culture
- G13: Community Appearance

### **Elements Related to this Policy**

- E6: Placemaking

## **P35: Entry Corridors**

*Entryways should be studied, protected, and enhanced to create and express community pride.*



Attractive, well-designed entryways can have a lasting impression on new visitors, positively shaping their perception of the community as a whole and increasing the likelihood of a return visit. Inversely, poorly designed – or poorly maintained – entryways can deter visitors from exploring a community or coming back more often. For local residents and employees who travel the entryway regularly or live in close proximity, successful corridors can positively impact their quality of life, promote community pride, and fuel future reinvestment in the surrounding area.

### **Action Steps**

1. Study key entryways to Lincoln and adopt zoning tools and incentives to protect and enhance “first impressions” of the community, including a thoughtful, distinctive, and attractive system of “wayfinding” signs to key community attractions.
2. Continue and update a wayfinding system of related, attractive signs guiding and orienting motorists, bicyclists, and pedestrians throughout the community.
3. Preserve and enhance the character of key entry points and corridors into the City of Lincoln through enhanced landscaping and public art in rights-of-way, and respectful development of adjacent properties.

### **Goals Supported by this Policy**

- G10: Effective Government
- G12: History and Culture
- G13: Community Appearance

### **Elements Related to this Policy**

- E6: Placemaking

### **P36: Public Art**

*Public art is an important means by which the community can strengthen its sense of place and promote a positive image.*



Done successfully, public art can transform a public way or space into an experience or moment to remember. A collection of these experiences spread out throughout the community can enhance community pride and establish a sense of place that both residents and visitors will benefit from and embrace.

#### **Action Steps**

1. The corridors along I-180 from Interstate 80 to the entry into Downtown, and from Lincoln Municipal Airport along Cornhusker Highway from N. 11th Street to N. 56th Street should be a special focus for public/private partnerships to identify special themes and appropriate sites for public art.
2. Support implementation of the Public Arts Master Plan for the City of Lincoln which identifies art projects and policies that enhance the cultural fabric of the City.
3. When evaluating the public art inventory and identifying future locations, the aim should be to locate significant works of art throughout the city so that the public collection can be enjoyed by all.
4. The inclusion of public art should be considered during the conceptualization and design of any major public project, with a focus on context-driven art that feels integral to the urban experience.
5. Seek the early integration of the talents of artists with architects, landscape architects, and engineers on public improvements.
6. Prioritize the inclusion of artists and public art advocates as key stakeholders in the planning and design process for public improvement projects, and work to establish public-private partnerships with Public Art Lincoln and other relevant organizations to facilitate the inclusion of public art in said projects. Identified stakeholders should be representative of the art community's diverse representation across backgrounds and cultures.
7. Prioritize the implementation of public art projects and creative urban design installations that have broad appeal to the community, including those which have interactive qualities or facilitate social interaction in the public spaces in which they exist.

#### **Goals Supported by this Policy**

- G12: History and Culture
- G13: Community Appearance

#### **Elements Related to this Policy**

- E6: Placemaking

### P37: Historic Preservation

*The community's distinctive character and desirable quality of life should be supported by exercising stewardship of historic resources throughout the County.*



Many parts of PlanForward contribute to the attainment of this statement, but urban design and specifically historic preservation, relate most directly to guarding and enhancing the community's physical image. The community's distinctive character and desirable quality of life for current residents and for future generations should be supported by exercising stewardship of historic resources throughout the County, while maximizing benefits of past investments in public infrastructure and private property. Historic areas and quality new development share underlying aspects of good design— durable materials, thoughtful attention to maintaining or creating a desirable overall setting, accessibility by multiple modes and all people, well-designed and effective signs that communicate without dominating, and sustainable, maintainable landscaping. When successful, urban design and historic preservation make a community more enjoyable for residents, more attractive to visitors, and more competitive in drawing new businesses and retaining existing ones.

#### Action Steps

1. Expand the community's historic preservation program to include Lancaster County through interlocal agreements between Lancaster County, the City of Lincoln, and other incorporated communities. Widen the scope of the mission and membership of the Historic Preservation Commission to include all of Lancaster County.
2. Lincoln and Lancaster County should work in partnership with state and federal historic preservation programs, but local landmark protections are usually the most effective and appropriate.
3. Continuously monitor and improve local programs and regulations, especially working to balance conflicting regulations that may offer alternatives to achieve life-safety goals while protecting threatened historic resources.
4. City and county governmental policies should provide for the protection and enhancement of historic resources.
5. Continue to inventory, research, evaluate, and celebrate the full range of historic resources including standing structures, distinctive neighborhoods and regions, landscapes, and buried cultural materials throughout Lancaster County, collaborating with individuals, associations, and institutions.
6. Designate landmarks and districts through the local preservation ordinance and the National Register of Historic Places.
7. Seek incentives and regulatory support to maintain, rehabilitate, and minimize energy utilization of existing buildings in order to make it more feasible to rehabilitate and continue to use older buildings. Implement a public policy of the careful stewardship of significant, publicly owned historic resources, including a full and open examination of alternatives when major alterations or demolition are considered.

8. Continue the educational outreach effort of the historic preservation program through tours, publications, on-line information, and presentations, in order to share the results of historic preservation and research with the broadest audience of residents and visitors.
9. Monitor local preservation efforts and local, state, and federal incentive programs to improve and apply the most effective tools for preserving, maintaining, and utilizing historic resources as fully utilized components of the community.
10. Include a procedure in the preservation ordinance for temporary protection of significant historic resources threatened with demolition, to allow time to explore and implement alternatives.
11. Support and participate in neighborhood, community, and statewide groups interested in historic preservation.
12. Encourage protection and discourage destruction of buried cultural resources either by vandals, looters, or insensitive construction.
13. Most historic property is and should be privately owned and maintained. Public property, especially publicly owned historic property, is a community trust and should be maintained, preserved, and utilized in an exemplary fashion.
14. Encourage the continued use and maintenance of historic resources, including properties not formally designated as landmarks.
15. Inventory and pursue the preservation of unique features to provide special educational and interpretive opportunities. These include quarries and areas of geological significance, remnants of historic trails, unique bluffs near Bennet, the sandstone prairies, and historic pits and grasslands around Hickman and Roca.

### **Goals Supported by this Policy**

- G10: Effective Government
- G12: History and Culture
- G13: Community Appearance

### **Elements Related to this Policy**

- E6: Placemaking

### **P38: State Capitol**

*Protect and enhance the State Capitol building's stature within the community.*



The 400-foot State Capitol is the key historic, architectural, and geographic landmark of the city and surrounding countryside. Views to the Capitol are highly valued by the people of Lancaster County and the State of Nebraska and should be protected and enjoyed for generations. From distant vistas along Interstate 80 to intimate glimpses from core neighborhoods, views of the Capitol enrich and unify this place. Many of the best elements of Lincoln's built environment are based on Capitol views—the Malls, the tree-framed vistas from Pioneers Park, and the homeowners' park in Woodsshire Historic District.

The community's opportunity to benefit from the Capitol is further enhanced by improvements to its immediate setting, especially to the axial malls which extend from the Capitol in the cardinal directions, such as Centennial Mall.

#### **Action Steps**

1. Continue to enforce standards for Capitol View Corridors to protect key vistas of the Capitol and identify new view corridors as the community grows.
2. Prioritize continued maintenance and enhancement of the Centennial Mall, J Street, Goodhue Boulevard and Lincoln Mall streetscapes within the Capitol Environs District, with a goal of preserving beautiful, active malls that lead to the Capitol.
3. Continue the work of the Capitol Environs Commission to protect and enhance the capitol environs area. This work should include regular review of the Capitol Environs Design Standards to ensure that the standards provide a valuable framework for decision-making by the Commission.
4. Engage the Capitol Environs Commission early in major redevelopment projects located within the Environs District to guarantee that developers understand the expected level of design to be achieved.
5. Coordinate efforts between the Capitol Environs Commission and the Nebraska Capitol Commission to address mutual interests of the City of Lincoln and the State of Nebraska as it relates to the preservation and enhancement of the Capitol and its environs.
6. Map the location and investigate the availability for preservation of several locations in the County that offer distinguished views and vistas of the state Capitol. Many of these locations may be appropriate for public ownership as future parks or open space. Efforts should be made to acquire these parcels should they become available.
7. Seek opportunities to incorporate scenic views, corridors, and natural areas into parks, trails, and other recreational facilities.

### **Goals Supported by this Policy**

- G10: Effective Government
- G12: History and Culture
- G13: Community Appearance

### **Elements Related to this Policy**

- E6: Placemaking

## P39: Community Space

*Enhance existing community gathering spaces and look for opportunities for new gathering spaces.*



An important aspect of building a strong, livable community is the establishment of shared spaces that allow for the type of human connections that become possible with frequent casual interaction. Examples of these spaces include public parks and plazas, as well as flexible streetscapes that can be programmed to host farmers markets, concerts, and other events that contribute to a sense of place.

Whether new or old, community spaces should be viewed as ever-evolving and capable of being modified to fit the changing needs of the community. This can be a difficult concept for a municipality to embrace, because public improvement projects are typically built with permanence in mind. Regardless, it is essential that this permanence not get in the way of a space's ability to adapt over time.

### Action Steps

1. Develop a framework or toolkit to analyze and improve existing public spaces to better serve their surrounding community. For new spaces, a similar framework should be developed to ensure that the design of proposed public spaces meet community expectations.
2. Engage diverse stakeholder groups in the enhancement of existing community spaces and the development of new community spaces to ensure that the insights and desires of the community are being weighed equitably.
3. Partner with local organizations and businesses to better activate and program Lincoln's community spaces in a ways that aim to both enhance the space and benefit the surrounding local economy.
4. Identify and prioritize funding for the ongoing maintenance and enhancement of existing and new community spaces.
5. Explore and implement temporary design solutions, often referred to as urban prototyping or tactical urbanism, as a way to experiment with new ideas that may lead to more permanent design improvements in community spaces. Work closely with interested and impacted organizations and community groups to develop, test and refine these design solutions.
6. Support implementation of community-led placemaking projects in the public right-of-way and other community spaces that add to the vibrancy of Lincoln by developing and refining clear approval processes. Further, establish a community placemaking fund to support and facilitate such efforts.

### **Goals Supported by this Policy**

G6: Healthy, Active, and Connected People

G12: History and Culture

G13: Community Appearance

### **Elements Related to this Policy**

E5: Parks, Recreation, & Open Space

E6: Placemaking

E7: Community Facilities

## P40: Libraries

*Balanced and accessible service should be provided to all.*



As public libraries in Lincoln and nationally update their services, certain trends have emerged. With increased use of downloadable books, libraries designate less space for books and create more space for uses such as Maker Spaces, technology, family library use, and general conference spaces that support everything from quiet study to large training sessions. Most libraries have a variety of collaborative partners, engaging in projects to ensure internet access, encourage people to read aloud to young children, and assist people with technology in its varied uses. Libraries are often described as community centers based on learning, literature, and literacy.

### Action Steps

1. As additional new libraries are being considered or libraries renovated, the following factors are important:
  - a. Library locations should be distributed to parallel the city's geography and population patterns.
  - b. Placement should consider equity, neighborhood and downtown development, transportation corridors, pedestrian and mass transit accessibility, public school patterns, and agencies and services that complement the library system.
  - c. Technology may change operational process, customer expectations, and the layout of library spaces.
  - d. Co-location of libraries with other facilities or services may optimize costs and best serve the community.
  - e. Community demand suggests increasing the amount and variety of gathering spaces.
  - f. Spaces should be adaptable and responsive to changes in demographics, community priorities, or unexpected events.
  - g. Strong consideration must be given to materials and systems that are durable, efficient and environmentally appropriate.
  - h. Trauma-informed design should be incorporated into updated and new buildings to create spaces that promote safety, wellbeing, and healing. Examples in the library would include shorter shelving that maintains good sightlines, and use of technology equipment that can be moved to a place of the customer's own choosing.
2. The following should be maintained or expanded:
  - a. Services to Lancaster County through contractual arrangements.
  - b. Innovative ways to serve people living in poverty.
  - c. Community campaigns in support of community goals, such as preparing young children for school success and promoting stable internet access.
  - d. Events held in partnership with other organizations, such as job fairs and community resource assistance.
3. The following should be introduced:

- a. A program to circulate internet hot spots for those who do not have stable internet at home, with consideration also for access to reliable equipment and effective training.
- b. Collaborative projects in support of environmental sustainability, such as community gardens, pollinator gardens, landscaping using native plants, and outlets for electric vehicles.
- c. Selection of sites for two new branch libraries.
- d. Construction of a new Central Library downtown.

### **Goals Supported by this Policy**

- G5: Equity and Inclusion
- G9: Civic Participation
- G10: Effective Government
- G14: Technology

### **Elements Related to this Policy**

- E7: Community Facilities

## **P41: Fire and Rescue**

*Provide timely and effective emergency response services.*



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Lincoln Fire and Rescue and the 17 volunteer rural fire departments that serve outside of Lincoln will continue to evaluate ways to maintain and enhance services as needed.

### **Action Steps**

1. Fire and Rescue services must be able to grow as the community grows to continue to provide timely public safety services.
2. Continue to routinely monitor the response time from all existing stations.
3. Lincoln Fire and Rescue should continue to identify needed fire facilities that will allow them to meet or exceed the National Fire Protection Association standards with a response time of 6.20 minutes for fire suppression, 6 minutes for medical calls, 90 percent of the time, and to meet the City Ordinance standard of 8 minutes or less for ambulance response to critical calls, 90 percent of the time.
4. Explore the possibility of relocating fire stations to meet the community's needs of changing development patterns.
5. Lincoln Fire and Rescue should strive to partner with abutting fire jurisdictions to provide public safety services equal to or above existing public safety services.
6. Continue to follow the City of Lincoln Equity, Access and Diversity Plan, that endeavors to recruit and hire employees without discrimination based on an individual's protected classes.

### **Goals Supported by this Policy**

- G5: Equity and Inclusion
- G10: Effective Government

### **Elements Related to this Policy**

- E7: Community Facilities

## P42: Law Enforcement

*Provide efficient delivery of public safety services to the community.*



The Lincoln Police Department and Lancaster County Sheriff's Office are anticipated to remain as the sole providers of law enforcement services to the City and County during the planning period. The Sheriff's Office will continue to provide contract law enforcement support to the various incorporated towns of the county. In addition to the Lincoln Police Department, the City of Lincoln also has law enforcement presence on the UNL campus from the University of Nebraska-Lincoln Police Department as well as Nebraska State Patrol presence as a part of the Capitol Security Division.

The Lincoln Police Department has focused on community-based policing in Lincoln since 1975 and have embarked upon comprehensive strategic planning initiatives to enhance their efforts. The Lincoln Police Department notes that they will continue to build on some of their most powerful strengths: a highly educated and capable work force, a respect for research and evaluation, and a willingness to change. They also acknowledge that they will continue to learn from local/national events and industry best practices, collaborate with the community on decision-making processes and policy decisions, and focus on continuous improvement and innovation as we adapt to a changing city, society, and world.

### Action Steps

1. Continue to promote the cooperation exhibited by the city, county, University of Nebraska police and State Patrol in furthering the efficient delivery of public safety services to the community.
2. The Lincoln Police Department will experience a need for additional full-service assembly stations and other facilities located within the community. The Capital Improvement Program will be used to plan and finance projects needed to meet this growing need.
3. Continue development and implementation of neighborhood watch and crime prevention initiatives.
4. Continue to follow the City of Lincoln Equity, Access and Diversity Plan, that endeavors to recruit and hire employees without discrimination based on an individual's protected classes.
5. Continue to implement cooperative programs with the community, such as the TRACE (Trust, Respect, Accountability, Collaboration, and Equity) initiative, Project Restore, or Take Pause and seek opportunities to interact with the public in less formal settings.
6. Respond to changing needs of the growing community in order to provide public safety services.

### Goals Supported by this Policy

- G5: Equity and Inclusion
- G10: Effective Government

### Elements Related to this Policy

- E7: Community Facilities

## **P43: Health Care Access**

*Encourage health care service facilities to meet the demand of the community's growth and need based on changing demographics.*



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### **Action Steps**

1. Develop Lincoln as a major network of quality regional health care services at reasonable costs.
2. Encourage medical services, including physical and mental health care services, to be integrated and accessible throughout the community.
3. Provide for accessible and quality physical and mental health care services in appropriate areas in and around residential neighborhoods.
4. Any hospital expansion will need to take into consideration the impact on adjacent neighborhoods.
5. Hospitals should plan on using parking garages and multi-story construction in order to maximize use of the land.
6. Plan for further construction on medical campuses.
7. Assess health equity impacts of climate change in Lincoln. Utilize Center for Disease Control's (CDC) Building Resistance to Climate Effects model to develop strategies to reduce impacts on human health.
8. Advocate for health equity.
9. Optimize health – personal, environmental, and behavioral – for all residents.
10. Use results from Community Health assessment to reduce health inequities within the community.
11. Explore ways to improve Emergency Service response time to ER.

### **Goals Supported by this Policy**

G6: Healthy, Active, and Connected People

### **Elements Related to this Policy**

E7: Community Facilities

## P44: Education

*Encourage cooperative planning and site development between the City and public and private educational institutions.*



Lancaster County has ten public school districts, the largest being Lincoln Public Schools (LPS), the only public school district in Lincoln. In addition, there are dozens of private and parochial schools in the county, with a majority located in Lincoln. Lincoln is also home to several colleges and universities, including University of Nebraska, Nebraska Wesleyan University, Union College, Southeast Community College and satellite campuses for Doane University and Bellevue University.

### Action Steps

1. Elementary and middle schools should be sized and located to enable children to walk or bicycle to them in order to create good health habits and minimize vehicle traffic in neighborhoods at the beginning and end of the school day. Middle schools and high schools should also allow for multiple modes of access, including pedestrian and bicycle, and be located in areas with the capacity to accommodate the increased automobile traffic and parking associated with these uses.
2. Lincoln Public Schools is the only public school district within the City of Lincoln, and the Lincoln Public School boundary will continue to expand as the city limits of Lincoln expand.
3. Schools are vital to the preservation of existing neighborhoods, and every effort should be made to enhance and retain 'neighborhood schools.'
4. Coordinate school site selection with subarea plans, community open space, and trails system development. Develop new schools on sites where they serve as the heart of the neighborhood.
5. Plan for joint school sites with other public or civic uses when feasible. Examples of uses that could be appropriate as part of a school or civic campus include parks, recreational facilities, health clinics, and libraries.
6. Coordinate neighborhood revitalization and transportation plans for the surrounding areas with University of Nebraska, Nebraska Wesleyan University, Union College, and Southeast Community College.
7. Assist educational institutions with being "good neighbors" with surrounding residential areas and ensure that neighborhoods are involved in the discussion of any zoning changes related to campus boundary updates.

### Goals Supported by this Policy

G3: High-Quality Workforce

G5: Equity and Inclusion

### Elements Related to this Policy

E7: Community Facilities

## P45: Early Childhood Care and Education

*Evaluate methods to improve access to and quality of early childhood care and education experiences.*



Education is a basic human right, and beginning education early in life has many benefits. Having access to high-quality early childhood care and education should be available across all income levels. Early childhood care and education experiences include settings and programs that aim to support positive outcomes for young children, birth to age 8, and their families (i.e., child care, home visitation, preschool, early intervention services, parks, cultural institutions).

According to UNESCO (United Nations Educational, Scientific and Cultural Organization): “Early childhood care and education (ECCE) is more than preparation for primary school. It aims at the holistic development of a child’s social, emotional, cognitive and physical needs in order to build a solid and broad foundation for lifelong learning and wellbeing. ECCE has the possibility to nurture caring, capable and responsible future citizens.”

More than 125 child care centers are located across Lincoln, including many preschools. A specific example of ECCE is Lincoln Public Schools’ Early Childhood Programs. These programs provide quality learning experiences to help promote growth of young children and their families. They accomplish this by offering a variety of free quality programs from birth, including the student child learning centers, birth-five early childhood special education services, and half-day preschool with several options to best meet the needs of families. Currently, 29 of 40 elementary schools have free, early childhood programs.

### Action Steps

1. Locate child care centers within neighborhoods and near schools and parks when possible.
2. Examine building and zoning code requirements for child care centers and family child care homes to determine if there are any obstacles that could be removed while maintaining the safety of the building occupants.
3. Consider access to educational institutions, places of employment, and childcare services, when planning public transportation investments.
4. Expand the use of park facilities, public buildings, and cultural institutions for enriching early childhood experiences.
5. Support philanthropic and advocacy groups that provide all children with access to high quality early childhood care and education (i.e., Lincoln Littles).
6. Support efforts that build capacity of ECCE workforce to support stability of experiences for children and families (i.e., childcare providers, professionals that work with families).
7. Support the City’s Lead Hazard Control and Healthy Homes programs to foster economic stability and access to healthy and safe housing.
8. Promote public-private partnerships to increase resources for low-income families to access high-quality early learning programs to promote kindergarten readiness.

9. Support Lincoln Public Schools' efforts to provide early childhood programs in all elementary schools.
10. Support an increase in access to prenatal care and targeted home visitation services for new parents, including fathers.
11. Support continued collaboration with providers of healthcare and social services, and partner with organizations to support healthy development of babies and toddlers.
12. Consider ways to leverage seniors in assisting to create intergenerational connections (i.e., NeighborLNK, grand-friends).
13. Expand community partnerships between Lincoln Public Schools, the University of Nebraska, and other social service agencies to provide additional funding and services (such as EduCare Lincoln).
14. Educate childcare providers on climate-related health issues for young children.

### **Goals Supported by this Policy**

- G2: Complete Neighborhoods
- G3: High-Quality Workforce
- G5: Equity and Inclusion

### **Elements Related to this Policy**

- E1: Complete Neighborhoods & Housing
- E7: Community Facilities

## P46: Public Buildings

*Public buildings and structures should be well built, functional, energy efficient, and designed to blend attractively within the context of surrounding development or to serve as a guide for future development or redevelopment.*



PlanForward recognizes that it should encourage positive influences upon the environment through ordinances and regulations and ensure that public facilities set a high standard of urban design. During the time period covered by this Plan, there will likely be a need to construct, renovate, or abandon certain public buildings and facilities not already discussed in this document. At such time as these events may occur, public officials should make decisions that recognize and respect the vision of this Plan. This may apply to the siting of a new facility, the abandonment of an existing one, the way renovations are undertaken, the manner of financing used to complete the work, the arrangements made for the facility's operation, the process followed in making the decision, and the timing of the action. The Lancaster County Facilities Study 2020-2030 should also be used to make informed capital facilities decisions based on the documented set of recommendations.

### Action Steps

1. Increase energy efficiency and the use of renewable energy in municipal operations. Achieve 100% net renewable/ carbon neutral by 2035.
2. Prioritize native plantings on municipal and development projects.
3. Future public buildings should be designed, built, and maintained to ensure good indoor air quality to help protect the public's health.
4. The location of public buildings should support the policies of the Comprehensive Plan and adopted subarea plans.
5. The City's government center must remain Downtown. All efforts should be made to locate local, state, and federal offices Downtown when expansions and relocations are considered.
6. Lincoln and Lancaster County should seek to integrate concepts that result in more energy efficient, lower-cost, less environmentally damaging, and more occupant-friendly facilities.
7. Ensure that public building projects meet, and in some cases exceed, any zoning and design standards requirements that apply to private development and redevelopment.
8. Engage the appropriate design review board early on in the design and development of new public facilities, including review of projects in the Capital Improvement Program.
9. Develop a teleworking policy for City employees to allow for efficient use of public buildings.
10. Public buildings and structures should be well built, durable, and highly functional. Most should be designed to blend attractively within the context of surrounding development. Major civic structures should serve as focal points in the community and should be of superior, even iconic, design. All public projects should be worthy to serve as guides for future development or redevelopment.

11. Investigate the return-on-investment potential associated with energy efficiency measures, renewable sources of energy, greenspace, and natural landscapes for major City facility projects, including the Central Library project, Multimodal Transit Center, and Bus Facility.

### **Goals Supported by this Policy**

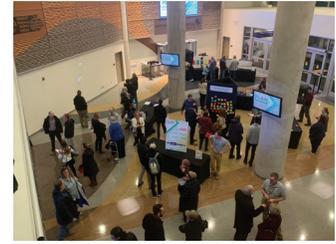
- G9: Civic Participation
- G10: Effective Government

### **Elements Related to this Policy**

- E7: Community Facilities

## **P47: Civic Participation**

*Maintain a commitment to engaging all members of the community with civic processes.*



It is important to ensure that all members of the community have the opportunity to be informed and involved with civic processes.

### **Action Steps**

1. Create an on-demand virtual participation option for all public input events. On-demand virtual events allow for participation from home or other location with internet access at a time that fits with an individual's schedule.
2. Explore enhanced accessibility options at public hearings, including virtual participation, as state law allows.
3. Create a language access policy for the City and County to ensure greater access to translation and interpretation services for residents with limited English proficiency.
4. Continue to support diverse representation on appointed City and County boards and commissions.
5. Continue training and education for the local government workforce to understand biases that may be built into our processes and how to address those biases.
6. Actively engage with cultural groups and neighborhood organizations so that residents can stay informed about activities in their community and provide ideas for planning and public policy.
7. Continue to follow the City of Lincoln Equity, Access and Diversity Plan, that endeavors to recruit and retain employees that reflect the diversity of the community.
8. Encourage developers and others with planning proposals to make early contact with neighborhood groups and other interested parties. This will allow for a greater understanding of the issues and for time to seek resolution of contentious items.
9. Maintain current mailing and contact lists of local neighborhood groups and homeowner associations that is available to the public.
10. Notify surrounding property owners, interested groups, and other appropriate agencies of formal development applications.
11. Explore options to expand free internet access for those in need.

### **Goals Supported by this Policy**

- G9: Civic Participation
- G10: Effective Government
- G14: Technology

### **Elements Related to this Policy**

- E7: Community Facilities

## P48: Renewable Energy

*Make renewable energy/low-carbon generation and consumption a key element to the community's sustainable future.*



Local government entities, including all local utilities, should strive to increase utilization of renewable energy sources such as wind power, hydropower, solar energy, biomass, and geothermal energy. Energy providers such as Lincoln Electric System, Norris Public Power District and Black Hills Energy should strive to produce or purchase a higher percentage of energy from renewable and low-carbon sources.

The Lincoln Climate Action Plan offers a bold and ambitious vision to reduce net greenhouse gas emissions 80% by 2050 and represents the first plan of its kind in the state of Nebraska. To develop and advance the Plan, the City worked closely with community partners such as the Lincoln Electric System, which set a complementary goal to achieve net zero carbon dioxide production from its power generation portfolio by 2040.

Today, on a nameplate basis, the LES generating capacity portfolio is now essentially split equally between renewables, natural gas, and coal. Over the last decade, LES has increased renewable energy production from the equivalent of 9% of total retail sales in 2010 to 49% in 2020. LES' carbon intensity, the rate at which LES' aggregate generating fleet produces CO<sub>2</sub> (tons/net MWh), has dropped 45% from 2010 to 2020. Over this same period, the actual CO<sub>2</sub> production (tons) of LES' aggregate generating fleet has been reduced by 53%.

### Action Steps

1. Promote increased adoption of accessory wind and solar facilities on residential and commercial properties throughout the county.
2. Seek opportunities to add accessory wind and solar facilities to public facilities.
3. Support the development of commercial wind and solar energy facilities throughout the county.
4. Implement the actions needed to achieve SOLSMART "gold" status, which indicates that City/County policy and processes are solar friendly.
5. Incorporate the use of alternative fuels into local government and institutional operations.
6. Continue incentive-based (residential, commercial, or industrial) programs promoting the installation of renewable energy systems. Incentives may include offering rebates on purchasing equipment, attractive net metering pricing, tax incentives, height allowances, setback, and area-based incentives, expedited permitting, and others.
7. Increase energy efficiency and the use of renewable energy in municipal operations. Achieve 100% net renewable/carbon neutral by 2035.
8. Pursue the LES Board adopted goal to achieve net zero carbon dioxide production from its generation portfolio by 2040.

### **Goals Supported by this Policy**

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G9: Civic Participation
- G10: Effective Government
- G11: Rural Environment

### **Elements Related to this Policy**

- E4: Environmental Resources
- E7: Community Facilities
- E8: Energy & Utilities

## P49: Conservation of Energy

*Promote the conservation and efficient use of energy in all areas.*



Because of the limited amount of nonrenewable energy sources on Earth, and the impact that nonrenewable resource consumption has on the Earth, it is important to both reduce consumption of resources and substitute non-renewable resources with renewable ones, so that our natural resources will be available for future generations.

When fossil fuels such as oil, coal, and gas, are burned to produce energy, carbon dioxide, nitrous oxides, and methane are emitted into Earth's atmosphere. These "greenhouse gases" trap the Sun's heat around Earth's surface, acting as a transparent blanket that warms the Earth. In the last 100 years, the level of carbon dioxide from human activities have skyrocketed in the Earth's atmosphere causing global temperatures to rise.

At the local level, energy conservation saves money and energy which benefits both homeowners and businesses. Energy conservation is also an important element of the City of Lincoln Climate Action Plan.

### Action Steps

1. Land Use and Development:
  - a. Consider prioritizing infrastructure investment based on projects that can show net energy reduction.
  - b. Provide incentives for projects that meet third-party green building standards.
  - c. Encourage higher density housing in/near large commercial developments, redevelopment nodes, and corridors and employment centers.
  - d. Encourage energy efficient compact development, conservation design for new subdivisions and mixed use development.
  - e. Revise codes to allow for more opportunities to work and live in the same place.
2. Transportation:
  - a. Include provisions for safe and convenient pedestrian and bicycle use.
  - b. Continue implementation of the Green Light Lincoln initiative including tracking and reporting of time and fuel savings along with emissions reduction metrics attributable to the program.
  - c. Incorporate use of technology and fiber capacity.
  - d. Expand transit services to increase use of transit.
  - e. Encourage integration of alternative modes of transportation in new developments.
  - f. Encourage transit-oriented development near transit stops, bicycle pathways and bicycle parking stations.
  - g. Encourage telecommuting to reduce vehicle miles traveled.
  - h. Encourage employers to initiate work schedules that will help alleviate congestion at peak hours.
  - i. Encourage carpooling, car/ bike sharing, and use of transit.

3. Buildings and Landscaping:
  - a. Retrofit and weatherize existing buildings with energy efficient technologies.
  - b. Incorporate energy-efficient design and technology into new buildings and renovations.
  - c. Encourage orientation and siting of new buildings to take advantage of solar heating and cooling breezes.
  - d. Use landscaping to provide shade to reduce heating and cooling demands and to act as windbreaks.
  - e. Use Stormwater Quality Best Management Practices to improve stormwater runoff from new or substantially improved buildings.
  - f. Continue and expand incentive-based programs to promote energy-efficiencies in commercial and residential buildings, such as those by the City (Tax-Increment Financing (TIF) and Property Assessed Clean Energy (PACE)) and LES (Sustainable Energy Program (SEP)).
  - g. Per State law, adopt the 2018 International Energy Conservation (Commercial) following review by the Building Code Task Force with recommendations for amendments.
  - h. Reduce irrigation needs by incentivizing conservation practices and native planting.
4. Public and Semi Public:
  - a. Conduct and maintain an updated energy audit of all buildings.
  - b. Promote weatherization programs.
  - c. Educate the public on the benefits of energy efficient buildings and development.
  - d. Improve the City's ability to measure energy use and conservation efforts.
  - e. Continue to provide and promote waste reduction, reuse and recycling options.
  - f. Explore opportunities for using grey water.
  - g. Promote and encourage the use of water conservation systems and conservation design for new subdivisions in City and County codes.
  - h. Continue investigating the feasibility of public-private partnerships that finance energy efficiency retrofits of existing buildings (i.e. Property Assessed Clean Energy (PACE), Energy Service Company (ESCO)).
  - i. Convert City fleet to 100% electric/renewable/alternative fuels by 2040 (technology will have to be available to support the goal).
  - j. Create a Carbon Sequestration Plan. This plan would involve an analysis of Lincoln's tree canopy, parks and greenways, open lands, composting activity, open water areas, impervious surfaces, grasslands, and prairie.

### Goals Supported by this Policy

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G9: Civic Participation
- G10: Effective Government
- G11: Rural Environment

### **Elements Related to this Policy**

E4: Environmental Resources

E7: Community Facilities

E8: Energy & Utilities

## **P50: Water Quantity and Quality**

*Ensure that public water systems continue to provide an adequate quantity and quality of water.*



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Water improvements must be in accordance with the Lincoln Water System Facilities Master Plan and the Comprehensive Plan. The Lincoln Water System Facilities Master Plan will guide future actions and serve as the basis for facilities planning and improvements.

### **Action Steps**

1. Continue to work toward a cooperative agreement and planning effort regarding changes in service boundaries between the City of Lincoln, Lancaster Rural Water District No. 1 and Cass County Rural Water District No. 2.
2. Continue to encourage water conservation practices with the development of the City and County.
3. Continue to utilize impact fees to recover a portion of the capital costs to build water mains. This includes increasing the capacity of the existing water treatment facilities for future growth.
4. Continue to collect water service and water usage utility fees to pay for operation, maintenance, debt service, replacement improvements, and fund the majority of water capital improvements, including growth related projects.
5. Continue the strategic use of revenue bonds to finance growth and expansion of the water system. (Revenue bonds are not a new source of revenue, but rather a means to address the timing of improvements.)
6. Make improvements to the existing treatment process to ensure water quality exceeds regulatory requirements.
7. Develop a strategy and funding source(s) for securing a second source of water supply.
8. Develop a strategy and program to meet new lead and copper rules affecting customer owned lead water service lines.

### **Goals Supported by this Policy**

G10: Effective Government

### **Elements Related to this Policy**

E8: Energy & Utilities

## **P51: Groundwater**

*Ensure that the county's rural groundwater resources are sustainably utilized.*



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Some rural development projects, such as large agriculture operations, can be significant water users. Care should be taken to ensure that new groundwater users do not jeopardize groundwater access for neighboring properties.

### **Action Steps**

1. Development proposals in rural areas without a public water system should demonstrate adequate groundwater availability as a condition of approval.
2. Work with State and Federal agencies to develop a geographic inventory of groundwater access and quality throughout the county and use that information to guide rural land use decisions.

### **Goals Supported by this Policy**

G7: Environmental Stewardship and Sustainability

G11: Rural Environment

### **Elements Related to this Policy**

E8: Energy & Utilities

## P52: Wastewater System

*The City's Wastewater system is comprised of two entities, Collection and Water Resource Recovery. Together they transport wastewater from the community, treat the wastewater – meeting regulatory compliance, and recover resources.*



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Approximately 35 MGD (millions of gallons a day) of wastewater is transported from throughout the community, through a pipe network called the collection system to one of the two water resource recovery facilities.

The system is owned by the City of Lincoln and managed by the City's Transportation and Utilities Department under the direction of the Mayor and City Council. It is a revenue producing and self-supporting enterprise fund system (i.e., no tax funds are used).

### Action Steps

1. Continue to utilize impact fees to recover a portion of the capital costs for future growth, to build trunk sewer lines in the collection system and capacity improvements at the existing water resource recovery facilities.
2. Continue to collect utility fees to pay for operation, maintenance, debt service, replacement improvements, and fund the majority of wastewater capital improvements, including growth related projects.
3. Continue the strategic use of revenue bonds as a means to address the timing of improvements.

### Goals Supported by this Policy

G10: Effective Government

### Elements Related to this Policy

E8: Energy & Utilities

### **P53: Gravity Flow Collection System**

*The City's wastewater collection system, in general, will continue to be a gravity flow system that is designed to use gravity as the main energy source to convey wastewater from the community to the water resource recovery facilities.*



A gravity flow wastewater collection system encourages orderly growth within the natural drainage basin boundaries and is an efficient and reliable way to serve urban areas. This policy encourages urban growth from the lower portion of the drainage basin to the upper and discourages pumping of wastewater across basin boundaries.

#### **Action Steps**

1. Continue to use gravity as free energy conveyance for wastewater.
2. Enhance programs to manage I&I (inflow and infiltration) into the system, thereby preserving pipeline capacity for wastewater and not ground water.
3. Support infill development which utilizes existing infrastructure.
4. Utilize the CIP to plan for and expand the collection system to follow the comprehensive plan growth tiers of development.

#### **Goals Supported by this Policy**

G10: Effective Government

#### **Elements Related to this Policy**

E8: Energy & Utilities

## **P54: Wastewater Resource Recovery Facilities**

*Facility improvements must be in accordance with the Lincoln Water Resource Recovery Facilities Plan and population growth as outlined in the Comprehensive Plan.*



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The Lincoln Water Resource Recovery Facilities Plan will guide future actions and serve as the basis for facilities planning and improvements to meet growth demands of the community and new regulatory guidelines. Resources recovered from the wastewater at the facility: clean water, heat energy, bio solids (fertilizer), and natural gas.

### **Action Steps**

1. Expand facilities as necessary to meet population growth and regulatory discharge limits.
2. Maintain and expand programs to recycle and reuse treated wastewater effluent.
3. Continue to develop and utilize the thermal heat recovery program.
4. Promote bio-solids where appropriate.
5. Continue efficient operations of the Biogas to Vehicle Fuel Project.
6. Encourage point source treatment of clean wastewater at industries, so that it can be discharged to the environment and avoid using up water resource recovery capacity.

### **Goals Supported by this Policy**

G10: Effective Government

### **Elements Related to this Policy**

E8: Energy & Utilities

## P55: Watershed Planning

*Continue comprehensive watershed management planning efforts to address both new growth and redevelopment within the existing city.*



The City of Lincoln Watershed Management program combines previously separate floodplain and stormwater management initiatives. This approach recognizes that floodplains, tributaries, and upland areas are all part of a comprehensive, integrated watershed system. A comprehensive approach to watershed planning is crucial as development expands into new basins around the Lincoln city limits and as redevelopment occurs within the existing urban area. A comprehensive watershed management program needs to incorporate a range of strategies including land use planning, conservation design for new subdivisions, conservation efforts, appropriate standards for floodplains and stormwater, flood warning system development/expansion, stream stabilization, stormwater storage basins, and other structural flood control efforts.

### Action Steps

1. Develop and utilize watershed plans during the review and evaluation of proposed developments and as a guide in the preparation of future capital improvement projects.
2. Unify individual plans into a Comprehensive Watershed Management Master Plan for Lincoln and future growth areas.
3. Seek broad public participation in the location and design of specific watershed management projects, and evaluate the relative benefits as they relate to flood hazard reduction, water quality, channel integrity, natural character, bridges, culverts, and existing public and private structures.
4. Consider the creation of a stormwater utility to provide for a steady revenue source to address the growing needs of the stormwater and watershed management system.
5. Continue to designate stormwater bond dollars to flood control, streambank stabilization, erosion, and sediment control projects, until a new funding source becomes available.
6. Continue implementing green infrastructure strategies such as rain gardens, bioswales and permeable pavement to reduce stormwater runoff. Expand guidance/resources, incentives, and implementation.

### Goals Supported by this Policy

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G10: Effective Government

### Elements Related to this Policy

- E4: Environmental Resources
- E8: Energy & Utilities

## **P56: Waste Management System**

*Ensure adequate system capacity is available to serve city and county residents.*



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The Lincoln Transportation and Utilities Department, Solid Waste Operations in conjunction with the Lincoln-Lancaster County Health Department Environmental Division oversees the City and County's solid waste management programs.

### **Action Steps**

1. Accept only waste generated in Lincoln and Lancaster County at the publicly owned and operated disposal, transfer and processing facilities.
2. Discourage future urban acreage developments in the area around the Bluff Road Solid Waste Management Facility and the LES owned Terry Bundy Generating Station, which are both located between North 56th Street and North 84th Street, and between Interstate 80 and Bluff Road. Acreage development could negatively impact the operations at these facilities critical to the plan area.
3. Update the Solid Waste Management Plan every 5 years and coinciding generally with the updates to the Comprehensive Plan to review population growth, calculate waste generation, determine disposal and processing capacity in existing City permitted facilities and existing private processing facilities serving Lincoln and Lancaster County, and review the capacity for the private sector to collect waste and recyclables.
4. Create a county-wide integrated, efficient, environmentally safe and conservation-oriented waste management system, including convenient recycling opportunities and other waste diversion programs.
5. Implement the recommendations of the 2040 Solid Waste Management Plan and the 2021 Solid Waste Management Plan Update, particularly those actions that additionally support the recommendations of the Climate Action Plan.
6. Work collaboratively with private sector collection and processing businesses to understand the GHG emissions attributable to the collection and processing of waste, recyclables, and organics in Lincoln and Lancaster County.

### **Goals Supported by this Policy**

- G7: Environmental Stewardship and Sustainability
- G10: Effective Government

### **Elements Related to this Policy**

- E4: Environmental Resources
- E8: Energy and Utilities

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## **P57: Energy from Waste and Emission Reductions:** *Capture and utilization of biogas/landfill gas at the Bluff Road Landfill.*



Landfill Gas consists of about 50% methane and 45% carbon dioxide, with other trace gases resulting from biological decomposition of solid waste. Methane is of particular concern as a greenhouse gas since each unit of methane has an effect equivalent to 21 units of carbon dioxide. An active landfill gas collection system is in place at the Bluff Road Landfill and in cooperation with the Lincoln Electric System's Terry Bundy Generating Station is producing approximately 4 MW of electricity. Future collection phases will be constructed as landfilling of waste continues until the landfill reaches capacity. As additional methane is produced from the landfill the city plans to evaluate and implement a best use of this resource, including expanding electrical production, injection to a gas pipeline for use as vehicle fuel or other uses for this non-fossil, low carbon energy source.

### **Action Steps**

1. Conduct an emissions-reduction analysis and evaluation of net benefits of organic waste diversion from the landfill alongside the landfill gas alternatives analysis.
2. Pursue implementation of the landfill gas utilization option that meets the objectives in the Climate Action Plan and optimizes revenue.
3. Expand the landfill gas collection and control system as required by Clean Air Act regulations and expand or enhance the utilization system when technically and economically feasible to maximize revenue from the sale of methane.

### **Goals Supported by this Policy**

- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency
- G10: Effective Government

### **Elements Related to this Policy**

- E4: Environmental Resources
- E8: Energy and Utilities

## P58: Waste Reduction and Diversion

*Reduce per capita per year waste disposal per goals established in the Solid Waste Management Plan.*



The guiding principle of privately-owned and operated refuse and recyclables collection services with public ownership, operation and financing of other solid waste management services related to disposal, transfer, processing and environmental protection will continue during the planning period. Other services related to managing solid wastes are currently offered by privately-owned business and include material processing and organic waste composting facilities. The private sector also operates material reuse services as a component of a comprehensive integrated waste management system.

### Action Steps

1. Develop standards for future commercial and industrial development to ensure sufficient space is allocated for separation and handling of recyclables, organic wastes, and wastes that must be landfilled.
2. Promote the use of products with recycled content and support product stewardship concepts, particularly the step of engineering products so less waste is generated, less energy is needed, and less natural resources are consumed in manufacturing and using the product.
3. Promote curbside recycling service while continuing a network of City offered recyclables collection sites.
4. Provide technical assistance to cities and villages and neighborhood associations to ensure success of recycling and organic waste diversion/composting initiatives.
5. Collaborate with the private recycling collectors and material processors to continuously educate the public about the value of recycling, the right materials to recycle, and the opportunities to recycle.
6. Engage the private sector businesses, governmental and quasi-governmental agencies and community leaders in developing strategies for achieving reduced landfill disposal goals, including developing support for legislated actions required to support such initiatives.
7. Collaborate with businesses, agencies and non-profit organizations to strategically promote activities and programs that follow the Food Waste Recovery hierarchy, including participating in the education of the public on the reduction of GHG emissions from avoiding disposal.
8. Monitor the EPA released National Framework for Advancing the U.S. Recycling System (2019) and forthcoming legislation and grant opportunities, to address critical areas for action identified as: promoting education and outreach, enhancing materials management infrastructure, strengthening secondary materials markets, and enhancing measurement.

### Goals Supported by this Policy

- G7: Environmental Stewardship and Sustainability
- G10: Effective Government

## Elements Related to this Policy

E4: Environmental Resources

E8: Energy and Utilities

## **P59: Electric Utility**

*Norris Public Power and Lincoln Electric System should continue their cooperative effort in regard to future growth areas of Lincoln and changes in service boundaries between the two utilities.*



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Lincoln Electric System is the sole electrical utility within the City of Lincoln and much of the 3-mile jurisdiction. Norris Public Power District is the primary provider for the remainder of the county.

### **Action Steps**

1. As LES plans new transmission line routes, it will continue its policy of examining multiple options and conducting public forums on proposed routes in order to minimize the impact of new lines as much as feasible.
2. Continue, and amend as necessary, the Norris/ LES Agreement which provides for cooperative planning and utility service in Lincoln and Lancaster County.
3. Within the City of Lincoln, wherever feasible and affordable, continue a phased program to relocate overhead utility distribution lines underground.
4. Continue to purchase efficient equipment (transformers, conductor, etc.) to reduce system energy losses and increase energy efficiency.
5. Continue to investigate the development of Smart Grid technology to increase efficiency and allow consumers a higher degree of control over their energy usage.

### **Goals Supported by this Policy**

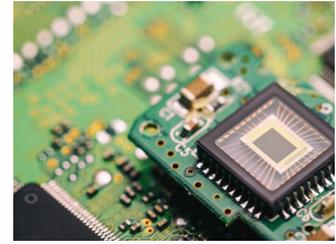
- G7: Environmental Stewardship and Sustainability
- G8: Community Resiliency

### **Elements Related to this Policy**

- E8: Energy & Utilities

## P60: Technology

*Lincoln and Lancaster County will support ongoing technological innovation across all sectors in the community.*



Lincoln has developed a well-designed fiber optic network to serve residential, business, education, and public facilities. This network ensures a high quality of life, serve as an economic development tool, and provide efficient public services. In 2018, the City of Lincoln partnered with Allo Communications to complete a fiber optic network, providing faster broadband speeds, including 1-gigabit service available to every home and business in Lincoln.

Technological innovation also includes the concept of creating a “Smart City”. Smart City technology includes a myriad of devices that communicate with each other to deliver a variety of different benefits – the range of scale and connectivity and complexity can vary greatly and lead to a variety of different outcomes. Smart City technology is not only what we see in the streets and buildings, but it is the invisible infrastructure that we do not see that is the glue that binds all this together. In some ways the quality and performance of this infrastructure is more important than the individual buildings it serves. In addition, the development of a Smart City is more than just incorporating technology into the physical landscape – the data collected is only useful if it’s organized, analyzed and used in daily operations to make the City more resilient, sustainable and efficient.

### Action Steps

1. Focus technology investments on developing a public safety network and a public safety 5G network.
2. Facilitate a joint trenching policy for developing neighborhoods so that fiber is automatically added during construction and installation of other utilities.
3. Implement the Lancaster County broadband plan to bring fiber to every incorporated place in Lancaster County and make wireless internet faster for rural users.
4. Develop a City-wide technology plan to coordinate decision-making across the organization, outline necessary steps to ensure safety of our technology infrastructure, and implement Smart City technology throughout the community.
5. Position Lincoln to be an autonomous vehicle-ready city.
6. Incorporate a system of smart kiosks into the existing wayfinding or bike share system of related, attractive signs guiding and orienting motorists, bicyclists, and pedestrians throughout the community, and obtain local artist collaboration on the design.
7. Continue to incorporate technology into the Downtown parking system such as using parking sensors, parking apps, and additional electronic vehicle infrastructure (i.e., autonomous shuttle parking and vehicle charging).
8. Utilize the fiber infrastructure for technology applications in Downtown such as wireless research, vehicle to infrastructure components, and smart cities applications. These applications should also consider the needs of businesses and entrepreneurs of all sizes.
9. Ensure the new broadband infrastructure is available to every student within our community through partnership with educational, business, and community leaders.

10. Formalize a teleworking policy for City and County employees that can serve as a model in our community.
11. Pursue funding to implement technological innovation throughout the community (i.e., Smart City Challenge Grant, the National Science Foundation, and other federal grant programs).
12. Increase access to information technology for all members of Lincoln and Lancaster County, especially within minority, low income, disabled, rural, and aging communities.
13. Develop a public/private technology advisory board to review future technology needs and provide best practices to meet those needs.
14. Facilitate digital literacy and access to technological tools for residents to use in finding jobs, interacting with government and connecting with one another.
15. Ensure that all residents have equitable access to information infrastructure.
16. Use technology to allow residents opportunities to participate in city and county public meetings, forums, and other decision-making processes.
17. Use technology to streamline City and County development services to allow community members the ability to access services online.
18. Explore the use of 3D printing technology for the construction of affordable housing in Lincoln and Lancaster County.

### **Goals Supported by this Policy**

G14: Technology

### **Elements Related to this Policy**

E7: Community Facilities

E8: Energy & Utilities

E9: Transportation

## P61: Industrial Zoning and Pipelines

*Discourage residential land uses and buildings with vulnerable populations from locating near high-pressure pipelines and industrial zoning districts.*

*Provide adequate separation between vulnerable populations and hazardous materials to protect and promote the public's health.*



There are several major pipelines that travel through Lancaster County and parts of our community. Our community will continue to grow into where these high-pressure pipelines are currently located and additional pipelines will be required to support the growth of our community and the nation. Most of these new pipelines are proposed and developed by private companies. These pipelines transport large quantities of hazardous materials that can have serious public health and safety impacts to adjacent properties in the event of pipeline failure or damage. Therefore, uses with vulnerable populations including residential structures, childcare centers, retirement facilities, schools, or hospitals should not be located near pipelines. Uses that are acceptable near pipelines include residential garages, commercial and industrial uses, parking lots, open spaces or roads.

Industrial zoning can also pose a significant risk to adjacent properties with vulnerable populations due to the types of uses that can store, use or produce hazardous materials. Rail lines are also a concern near vulnerable populations due to the transport of hazardous materials in large quantities.

### Action Steps

1. Land uses with vulnerable populations should not be located within pipeline planning areas. For large high-pressure pipelines, pipeline planning areas are established based upon pipeline metrics or the United States Department of Transportation's Emergency Response Guidebook. Most high-pressure pipelines have a planning area of approximately 150-250 feet from either side of the pipeline.
2. Land uses with vulnerable populations should not be located within 300 feet of an industrially-zoned district or heavy industrial use such as a rail line. Even if a given industrial site does not include hazardous materials at present, a hazardous use could be added in the future.
3. Do not support expansion of existing residential uses currently located within a pipeline planning area or within 300 feet of an industrial zoning district.
4. Businesses and government agencies should continue to work together on developing and updating Emergency Management Plans for dealing with accidents and emergencies.
5. Continue strategic re-zonings of legacy industrial districts to less intensive commercial zoning districts when near residential uses.

### Goals Supported by this Policy

- G1: Safe, Affordable, and Accessible Housing
- G8: Community Resiliency

### Elements Related to this Policy

- E8: Energy & Utilities

## P62: Transportation Equity

*Prioritize equity in planning and implementing safe transportation systems to facilitate freedom of movement for all community members.*



Every community member depends on a transportation network and services to meet their access and connectivity needs. As such, equitable transportation means identifying and working to eliminate disparity in the quality of and access to transportation options for all community members. Lincoln is actively working to engage stakeholders across the community who can illuminate issues of inequity in various forms, including transportation, through the [One Lincoln](#) initiative.

Inequity in some U.S. cities is reflected in historical transportation decisions that physically divided or severely hindered less affluent neighborhoods and residents of color (especially Black populations). Some of those decisions illustrate how lasting damage can occur through unjust and short-sighted transportation policies. Lincoln must avoid these types of disruptive transportation investments moving forward. Transportation investments should intentionally eliminate disparity and undue barriers to already overburdened and underserved populations. By keeping the needs of diverse community members in mind, Lincoln and Lancaster County can commit to transportation decisions that support the mobility needs of all residents.

### Action Steps

1. Expand and maintain infrastructure for all modes of transportation serving overburdened and underserved populations.
2. Remove physical, temporal and language barriers to transit ridership.
3. Offer night and weekend transit operational hours for overburdened and underserved populations.
4. Broaden transit public input and validate priorities, alternatives and plans with diverse stakeholders.
5. Expand representation of overburdened and underserved populations serving on the StarTran Advisory Board.
6. Continue working with Lincoln Public Schools that support transit use by students from overburdened and underserved populations.
7. Routinely distribute multi-lingual transportation information through human service providers locally and One Lincoln partners.
8. Provide equitable access to transit and shared mobility options for unbanked community members and those without access to credit card payment options.
9. Use insight and information from municipal and county service agencies to target mobility support for our aging population.

### **Goals Supported by this Policy**

G5: Equity and Inclusion

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P63: Transportation and the Environment

*Incorporate environmental stewardship, sustainability, and resiliency into transportation decisions and investments.*



Lincoln and Lancaster County currently comply with federal air quality standards that support a great quality of life for residents and allow greater flexibility for transportation infrastructure investments. This is a desired state now and for all future generations. The transportation sector is the nation's leading source of greenhouse gas (GHG) emissions, and total emissions have steadily grown within our region as daily vehicle miles traveled and congestion levels have increased. Decisions within the region will address threats to transportation infrastructure and human health anticipated to result from climate change.

The Lincoln Climate Action Plan was developed through an inclusive and robust stakeholder development process in 2020. It recognizes both the global threat and the local implications that climate change can have on the safety and well-being of all community members, as well as the resilience of public infrastructure such as roads and bridges. For its part, transportation is recognized in the plan with a compelling list of strategies meant to reverse the trend and help achieve the goal of 80 percent net GHG reduction by 2050. A portion of single occupancy vehicle trips must be replaced by alternative modes, and internal combustion engines must be replaced with cleaner fuel sources to achieve this goal. Action steps are necessary now to begin transitioning the region toward a more resilient and sustainable future.

Actions taken to accomplish these outcomes will not only protect air quality but expand the ability to avoid other environmental impacts and enrich the overall community experience. Land use and transportation decisions will be made together to support community connections with cultural enrichment opportunities, parks, and natural spaces. Design decisions will be needed to protect stormwater runoff quality, reassign or remove impervious surface, maintain corridor aesthetics and viewsheds, as well as reduce long-term infrastructure costs by incorporating resilient standards and best practices.

### Action Steps

1. Support the Lincoln Climate Action Plan to build a decarbonized and efficient Transportation System.
2. Develop a Travel Demand Management program.
3. Promote active commuter incentives.
4. Incentivize adoption of electric vehicles by City employees.
5. Add electric charging stations with public access.
6. Electrify municipal fleet with electric vehicles and charging stations.
7. Coordinate with businesses to ensure workplaces have adequate facilities for active commuters.
8. Design roadways to limit stormwater runoff with permeable or disconnected surfaces.
9. Incorporate cultural and natural resources within the network of active transportation corridors.

10. Encourage resilience planning specific to transportation design and construction to address climate risks of flooding and severe weather events and when applying best practices for benefit cost analysis to federal aid transportation projects.

### **Goals Supported by this Policy**

G7: Environmental Stewardship and Sustainability

G8: Community Resiliency

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P64: Complete Streets

*Plan, design, build, and maintain streets to provide travel mode choice and to accommodate people of all ages and abilities.*



The City of Lincoln adopted a [Complete Streets Policy](#) through an Executive Order/Administrative Regulation in 2013. Complete Streets are public and private streets that include some combination of appropriate infrastructure, as determined by the surrounding context, that accommodate all modes of transportation, including private vehicles, public transportation, walking, and bicycling. An interdepartmental steering committee continues to encourage design and operation of a transportation system that reflects this transportation policy. The group coordinates projects relating to design, planning, construction, reconstruction or rehabilitation of public and private streets, or development projects that would substantially impact or cause construction of public or private streets between City departments. Funding has been directed to the Complete Streets Policy initiatives to address known gaps and to demonstrate the potential outcomes of implementing the policy. As part of this effort, streets are identified as best candidates for improvements that accommodate multiple travel mode choices to develop a network of complete streets for the community. Not all streets need to be built as complete streets to accomplish this.

The City is staffed and organized to take the next steps toward a Complete Streets Program that includes the necessary standards, processes and best practices needed to fully accomplish the Complete Streets Policy. Continued progress toward Complete Streets will be achieved through standards to be established for all mode types within existing and improved public right-of-way (ROW). New infrastructure design will consider such standards for all modes and avoid future retrofits required to make this older infrastructure accessible and safe for non-motorists. Modifications will also be considered for existing infrastructure to better support non-motorists. For all modes to be safe and accessible, development must accommodate their needs. Retrofitting existing infrastructure to add accessibility and safety features is inefficient and costly.

### Action Steps

1. Expand the Complete Streets Program to include a Complete Streets Plan, procedures, guidelines, and project review process.
2. Establish department policy statements affirming the value of Complete Streets and the structural and non-structural design elements that will achieve the objectives of Complete Streets when making program and project review decisions within the traveled way and ROW.
3. Publish an annual Complete Streets Report that includes a record of projects that were reviewed, summarizes any design standards that conflicted with best practices, and lists exceptions that were approved from adopted design standards.
4. Deliver multimedia campaign and educational information about Complete Streets Program and how to safely interact with different modes during travel.
5. Update [Complete Streets Gap Analysis and Prioritization Strategy](#) with a focus on gaps that exist within underserved and overburdened communities, funding outlook, and public-private partnership opportunities.
6. Prioritize Complete Streets projects that address gaps that exist within underserved and overburdened communities.

7. Enhance neighborhoods by adding safe and accessible connections to transit, multiuse trails, sidewalks and bicycle facilities.
8. Continue to develop standards for Quiet Streets on low volume roads where traffic calming prioritizes walking and cycling over motorized vehicles. Quiet Streets enable people using active transportation to make use of the entire roadway, not just sidewalks or the side of the street.
9. Complete demonstration projects to accomplish Complete Streets objectives and gain public input by implementing lower cost and temporary solutions that address infrastructure challenges identified in the gap analysis.

### **Goals Supported by this Policy**

- G5: Equity and Inclusion
- G6: Healthy, Active, and Connected People
- G15: Transportation

### **Elements Related to this Policy**

- E9: Transportation

## P65: Transportation and Managing Growth

*Integrate land use and transportation decisions to ensure transportation infrastructure can support travel demands associated with growth.*



An estimated 48,000 new Lincoln households are anticipated by 2050. This growth presents the community with important decisions about how to make transportation investments that provide for the needs of existing community members and support the needs of future residents and businesses. By directing more residential households toward infill locations, additional transportation opportunities are realized. Greater densities will add support for multiple modes of transportation and reduce the distances between housing and jobs or services. Taking advantage of infill opportunities also slows the pace that new infrastructure is needed, although edge growth will support  $\frac{3}{4}$  of expected population growth and expand the roadway network. Development decisions are driven by market-based conditions influenced by demand, development requirements, and costs. Roadways in new growth areas are planned to accommodate connections with diverse community assets such as parks and schools as well as Complete Streets amenities for non-motorized transportation that are often missing but needed in older developed neighborhoods.

Transportation infrastructure supports all land use types and growth anticipated for the community. Individual households will make decisions about acceptable travel distances, and the transportation network will support reliable and efficient travel options. Alternative modes of transportation will be integrated within all new growth and development decisions to provide travel choice and ensure that the value of existing infrastructure is maximized through system optimization.

### Action Steps

1. Increase multimodal connections within and between all neighborhoods and commercial centers.
2. Support infill development by providing high-quality transit service to attract riders who would select transit over driving (often called “Choice Riders”).
3. Provide first and last mile connections and intermodal amenities at transit stops.
4. Serve traffic projected in the near term through signal optimization and capacity improvements.
5. Implement funding decisions that reinforce opportunity for Lancaster County to turn over roadway infrastructure in good condition as Lincoln grows outward.
6. Pave roadways that support future service limits with efficient transitions from rural to urban conditions.
7. Support multimodal connections available along the current Highway 2 alignment following completion of the South Beltway project.
8. Implement [Access Management Policy](#) on internal transportation routes (e.g., State highways and City arterials) to support efficient access to adjacent businesses and external transportation connectors (e.g., Interstates and Freeways) to minimize disruption to future land uses.

### **Goals Supported by this Policy**

G10: Effective Government

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P66: Congestion Management

*Manage an efficient and reliable multimodal transportation network.*



Transportation congestion occurs when travel demand and infrastructure capacity are not well aligned. This causes travel to be delayed, less efficient, and produce greater amounts of GHGs. Congestion delay fluctuates throughout the day and can also be influenced by special or emergency events. The Lincoln MPO updated the [Congestion Management Process](#) in 2020 to meet federal requirements, identify causes of congestion, and develop incremental strategies that maximize the efficiency and reliability of the multimodal transportation network. Many strategies are captured within action steps listed in other policies. The Lincoln MPO includes high priority strategies that are listed here as action steps for managing congestion.

### Action Steps

1. Implement the Congestion Management Process.
2. Encourage infill and mixed-use development that aligns with the PlanForward growth scenario.
3. Structure transit fares to encourage additional choice ridership.
4. Add and improve access to the network of complete streets.
5. Improve safety of existing bicycle and pedestrian facilities.
6. Optimize traffic signal coordination and adaptive communication.
7. Coordinate access controls for all roadway types.
8. Improve congesting and congested intersections.
9. Complete 2+1 roadway projects that can address congested road segments.
10. Consider the impacts that emerging technologies in transportation (e.g., autonomous vehicles and online good delivery) may have on travel behaviors and the future capacity needs of the system.

### Goals Supported by this Policy

G15: Transportation

### Elements Related to this Policy

E9: Transportation

## P67: Transportation and Economic Health

*Foster economic health through transportation investments that improve access to education, employment, and services and reduce transportation costs.*



A well-organized and maintained multimodal transportation network supports a thriving economy collectively as well as for individual households. Comprehensive transportation infrastructure is necessary for community members to access education, employment, and essential services and to connect to the diverse cultural and economic opportunities available throughout the region. Lincoln and Lancaster County benefit from strong relationships with local businesses and support their growth through multimodal transportation investments and policies. Innovation is valued and investments in transportation infrastructure and high-speed internet will influence how commerce, work, and education are delivered. Lincoln will continue to approach transportation investments that ensure economic benefits are equitably distributed.

### Action Steps

1. Expand operational alternatives that create public/private partnerships with large companies to increase employee transit ridership.
2. Continue working with Lincoln Public Schools that support transit use by students from overburdened and underserved populations.
3. Develop commitments to working with Southeast Community College, the University of Nebraska, Lincoln and other educational institutions to ensure access to education and training programs for all city residents.
4. Provide well-maintained infrastructure for all modes of transportation that support existing businesses and services inside the City.
5. Encourage redevelopment that adds a mix of uses that diversify the economic potential and access to jobs within neighborhoods.
6. Provide quiet streets as part of the Complete Streets Program that support greater demand for active transportation access to stores, services, and entertainment venues.
7. Eliminate or reduce minimum parking requirements where land use and active transportation infrastructure plans support zero or limited-vehicle households and businesses.
8. Implement the downtown two-way traffic study recommendations.

### Goals Supported by this Policy

G15: Transportation

### Elements Related to this Policy

E3: Business, Economy, and Workforce

E9: Transportation

## P68: Pedestrians

*Improve the safety and connectivity of the pedestrian environment to encourage walking and the use of mobility aids as a mode of transportation.*



For most trips, walking or the use of a mobility aid is required to move between destinations. Comfort and use of the pedestrian environment is supported by sidewalks, crosswalks, pedestrian ramps, traffic signals and signs of various kinds, and lighting. The pedestrian environment is expanded when access is provided to transit stops, shared mobility devices, multiuse trails, and walkable districts with markets and recreational amenities. The pedestrian environment offers community members unique opportunities to interact with neighbors and neighborhoods. It provides critical corridors for safe access to schools, as well as essential services when connectivity is provided and maintained. Various development design requirements have been implemented over time, and some parts of the pedestrian environment support walking and mobility aids better than others. The transportation network will continue to be improved by creating and maintaining a safe and connected pedestrian environment throughout the community.

### Action Steps

1. Continue to require all new development to abide by design standards for sidewalk alignment and cross-sections when constructing sidewalks and intersections for all street improvements.
2. Require or direct the repair of existing sidewalk sections that have become unsafe for walking or use of mobility devices.
3. Coordinate sidewalk and intersection safety improvements into roadway projects.
4. Provide comprehensive and safe pedestrian walking routes with accessible sidewalks and curb ramps that are safe, accessible and comfortable to pedestrians from neighborhoods to schools.
5. Improve the safety and function of school zones and walking routes for students and pedestrians at all public and private schools in Lincoln as detailed in the [City's School Zone Standards](#).
6. Preserve the downtown sidewalks for pedestrian traffic only by providing safe and connected on-street infrastructure for other modes.
7. Protect vehicle sight distances to minimize the potential conflict with pedestrian crossings.
8. Coordinate the construction and maintenance of safe crossings or grade separations for pedestrians where high traffic streets and highways make crossing difficult.
9. Calm traffic strategically along roadways to help reduce vehicle speeds and provide a safe pedestrian environment within neighborhoods, school zones, and commercial districts.
10. Ensure pedestrian crossings and pedestrian ramps are included in the program of snow removal where street plows leave residual piles of snow as they pass and reinforce the timely removal of snow and ice from sidewalks by residents and businesses.
11. Implement safety campaigns targeting specific user behavior for both pedestrians and motorists.

### **Goals Supported by this Policy**

G6: Healthy, Active, and Connected People

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P69: Bicycles

*Improve and expand the on-street bicycle and trail network to support public health, recreation, and bicycling as a mode of transportation.*



Lincoln supports an award-winning trail network distributed throughout the community. The trail network has grown from 23 miles to more than 255 miles over the past 30 years. On-street bicycle facilities have added another 144 miles of infrastructure for bicyclists to the community and the first two-way, protected Cycle Track was built in Lincoln along N Street between Antelope Creek and South 7th Street. Within the region, trails connect users to parks, lakes, and wilderness areas. Major trail networks connect riders to communities such as Marysville, Kansas, south of Beatrice and Omaha. Locally, the cities of Hickman and Waverly have also developed trails, and bicyclists use the gravel roads throughout Lancaster County for exercise, recreation, and entertainment including annual race events that bring up to 1,600 riders from around the world. Infrastructure improvements for bicyclists in the community is supported by active groups that focus on transportation safety, access, equity, public health, and recreation. The 2019 [Lincoln On-Street Bike Plan](#) was created with the community's support to direct the expansion of on-street bicycle infrastructure that makes bicycling for work, errands, recreation, or leisure attractive to more community members. Increasing the number of trips, specifically those that are 3 miles or less, by bicycles is one approach to reducing vehicle miles traveled, congestion, and GHG emissions while improving public health and supporting a thriving economy.

### Action Steps

1. Identify additional funding to coordinate and construct the Lincoln On-Street Bike Plan projects.
2. Continue to advance a comprehensive vision for the regional trail network that can be supported by various funding partners.
3. Where possible, include sidepath construction concurrently with roadway projects to minimize construction cost and traffic disruption.
4. Coordinate proposed on-street bicycle facility projects into roadway projects.
5. Develop design guidance reflecting industry best practices and prioritization for each bicycle facility type, including a bike boulevard system and consideration of on-gravel bike routes.
6. Establish and enforce bike parking standards for all new development and redevelopment of commercial, multi-family housing units and mixed-use redevelopment projects.
7. Update bicycle traffic rules to accommodate best practices that support safe operation of bicycles in the traveled way as well as signalized and stop sign intersections.
8. Protect vehicle sight distances to minimize the potential conflict with bicycle crossings.
9. Coordinate the construction and maintenance of safe crossings or grade separations for bicyclists where high traffic streets and highways make crossing difficult.
10. Strive to increase amenities that demonstrate Lincoln to be the most bicycle friendly community in the Midwest.

11. Implement safety campaigns targeting specific user behavior for both cyclists and motorists.
12. Provide safe and accessible bicycle connectivity to neighborhoods, employment centers, commercial areas, and schools.

### **Goals Supported by this Policy**

G6: Healthy, Active, and Connected People

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P70: Transit

*Enhance the community's public transportation operations as a means of expanding economic equity and travel choice.*



StarTran strives to make transit service and infrastructure decisions that leverage available funding and optimize service for the community. More than 85 percent of the community is served by transit routes. Available service times and frequencies are a source of ongoing community discussion to serve the needs of transit-dependent populations. Use of the transit system has steadily increased over the past decade. Route changes implemented in 2018 retained the hub and spoke orientation and moved routes to arterial streets. In 2020, a StarTran [Multimodal Transit Transfer Center Feasibility & Concept Design Study](#) for downtown was completed. Transit use was affected negatively during the COVID-19 pandemic and transit was offered fare-free for the duration. The community input received about transit helps direct the 2021 update to the [Transit Development Plan](#). Operational decisions that increase transit use in the City, County and between Omaha and Lincoln can reduce individual household transportation costs, provide access to jobs and education, and support environmental goals to reduce GHG emissions.

### Action Steps

1. Seek funding for and construct a new downtown Multimodal Transportation Center.
2. Incorporate more paratransit, flex route, and demand-response support, advanced technology integration, and off-peak service hours where feasible.
3. Broaden transit development public input and validate priorities, alternatives, and plans with diverse stakeholders.
4. Study, recommend, and program for additional intermodal transfer hubs that reduce trip times and increase system connectivity locally and with a regional transit system to Omaha.
5. Expand central signal system software capabilities to provide adaptive signal control technology and other intelligent transportation system infrastructure that supports transit signal priority.
6. Complete demonstration projects that illustrate the potential for transportation innovations to improve and integrate with standards for making vehicle communication (V2X) and advanced mobility decisions that improve transit operations.
7. Provide high-quality transit service and study Bus Rapid Transit (BRT) opportunities to attract choice riders and support infill development. BRT is high-capacity bus-based transit system that delivers fast and efficient service that may include dedicated lanes, busways, traffic signal priority, off-board fare collection, elevated platforms and enhanced stations.
8. Improve the transit experience by reducing the distance between the transit stop and traveler's destination (known as first/last mile connections) and adding amenities at transit stops.
9. Maintain high-quality and remotely accessed transit on-board security cameras.
10. Implement recommendations in StarTran's current and 2021 TDP.

### **Goals Supported by this Policy**

G5: Equity and Inclusion

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P71: Public ROW and Access

*Manage public ROW and access to balance multimodal mobility needs and protect the value of adjacent property.*



The public spaces along transportation corridors have the potential to enhance individual and shared experiences throughout the community. The identity of the community can be communicated through design elements that exist outside the traveled way. Well-coordinated landscaping, public art, pedestrian lighting, and wayfinding can serve to orient individuals and make the traveling experience positive. The ROW can also be used to accomplish multiple purposes, such as easement for utilities, sidepaths, grading for stormwater management, and siting for transit stops. Transportation design requirements help coordinate an effective public ROW and access. Where design requirements are flexible, recommendations that encourage the best use of the public space should be made.

### Action Steps

1. Monitor the relative cost-benefit analysis of programmatic roadway design standards for sidewalks, stormwater management, lane sizes, trails, culverts and ROW widths currently required.
2. Update and implement a design framework for public ROW and access based on study findings.
3. Encourage flexible and performance-based geometric design processes and best practices that address challenges to transportation agencies created by funding and right-of-way constraints.
4. Require public and private development to abide by required design standards and make flexible decisions based on the value of investment.
5. Expand wayfinding and orientation provided within the pedestrian environment throughout the community.
6. Preserve access control standards to support an efficient transportation network that is safe for active transportation users as well.
7. Preserve or provide adequate ROW space for healthy street trees and temporary snow storage.
8. Consider strategies that reduce the impacts of transportation projects on existing neighborhoods.

### Goals Supported by this Policy

G15: Transportation

### Elements Related to this Policy

E9: Transportation

## P72: Freight

*Preserve and enhance the efficiency of the freight system to support the local, regional, and national economy.*



Freight transportation within and through the community supports the economy, creates jobs, and provides materials needed for everyday life to occur. Freight movement is a positive indicator of economic strength. Providing reliable, efficient, and safe corridors for freight movement attracts more economic growth. Freight movement is supported by roadways, traffic operations, railroad lines and crossings, pipelines, and airlines. A freight network that uses freeways and highways reduces congestion and makes the transportation network safer for all users. Transportation planning will continue to support the development of a freeway system that completes the South Beltway and coordinates a future East Beltway to support regional traffic demand and reliable movement of freight.

### Action Steps

1. Maintain a network of truck routes that provides for the safe, efficient, and reliable delivery of goods.
2. Continue to use the Railroad Transportation Safety District (RTSD) in its mission to reduce the number of conflicts between traffic and railroads.
3. Improve railroad crossings, quiet zones, and grade separations when warranted and that have the greatest economic and safety return on investment to the overall community.
4. Continue corridor preservation, funding, and planning for the East Beltway.
5. Support opportunities to expand the intermodal facility in and possibly adjacent to the Lincoln Airport and Airpark areas.
6. Develop and conduct a pilot project that generates alternate revenue sources (i.e., price the curb) within specified short-term parking areas for freight deliveries to downtown offices, businesses, and residents.
7. Coordinate with State and County partners to consider freight parking and electric refueling plan recommendations that would best support autonomous freight platoon storage.

### Goals Supported by this Policy

G15: Transportation

### Elements Related to this Policy

E9: Transportation

## P73: Shared Mobility

*Recognize the role for Mobility as a Service provider to help address mobility needs and transportation inequities.*



Shared mobility involves transportation services that are shared among users, either in parallel or one after another. These services include shared micromobility, such as bike sharing or scooter sharing, public transit, such as StarTran, and ridesharing via transportation network companies (TNCs). Lincoln has two shared micromobility programs that provide low-cost transportation alternatives compared to personal vehicle ownership and use. BikeLNK, Lincoln's bikeshare program, was implemented in partnership with LTU in 2018. Currently, BikeLNK has 21 docking stations that support 105 traditional bikes and 12 electric bikes (e-bikes) with an additional 13 e-bikes as part of a demonstration. ScooterLNK is Lincoln's second shared micromobility program created in 2020 as a one-year scooter pilot program. Two private electric scooter companies were chosen to participate in the pilot and deployed shared e-scooters in the City ROW for Lincoln residents to use as a transportation alternative to personal vehicles. Shared micromobility may lead to increased use of personal micromobility options throughout the community, reducing the need for some personal vehicles. Additionally, continued expansion and use of these shared transportation services will increase demand for safe on-street infrastructure to limit conflicts with pedestrians and vehicles.

Shared mobility is also being used with StarTran's on-demand service, VanLNK, as well as with private ride hailing service providers to help diversify the transportation options available for the community. Access to shared mobility may provide cost-effective alternatives to personal vehicle ownership if it is well coordinated with the active transportation and transit network.

### Action Steps

1. Continue to develop partnerships that support BikeLNK operations.
2. Provide safe, accessible, and well-connected on-street infrastructure for shared mobility devices to use.
3. Establish Mobility Data Specification tools that organize information about use of shared micromobility services to evaluate the demand, equitable distribution of services, and safety performance.
4. Leverage dynamic route-generating technology innovations to expand microtransit opportunities in Lincoln and Lancaster County.
5. Expand the range and capabilities for technology integration between shared mobility options and users.
6. Incorporate shared mobility into the design review of development and encourage standards for built form for a comprehensive shared mobility network.
7. Dedicate parking areas for carpool, vanpool, and shared micromobility vehicles in municipal garages.
8. Develop partnerships with large employers and commercial center operators to place shared mobility devices that can provide employees with access to services within 3 miles.
9. Coordinate shared mobility device access to be accessible from transit stops, transfer stations, and transfer hubs.

10. Provide comprehensive and safe multimodal corridors that promote the use of shared mobility for first/last mile trips or to connect between other modes of transit.
11. Support transport of personal electric scooters on all StarTran buses to encourage more ridership, especially along routes that serve schools.
12. Update personal e-scooter traffic rules to accommodate best practices that support safe operation of e-scooters in the traveled way as well as signalized and stop sign intersections.

### **Goals Supported by this Policy**

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P74: Advanced Mobility

*Support the orderly deployment of advanced mobility technologies that preserve and enhance the safety of all road users.*



Future mobility experiences and options will be modified through incremental advances in technology. Public and private investments into the market for autonomous vehicles, connected technologies, and drone delivery will integrate into the market driven products available to the public. Civic investments will be made to traffic operations infrastructure and lead to improvements to the safety, efficiency, and reliability of the transportation network. Safety for all community members will be prioritized in the decisions made to adopt and regulate local implementation of advanced mobility options. It is uncertain if autonomous vehicles will reduce or increase the number of vehicle miles traveled. Other advances in technology that support more employees working from home may also influence traffic behaviors over time. Technology advances for mobility have the potential to influence long-term transportation decisions and should be directed to achieve the broadest and most equitable community benefit.

### Action Steps

1. Develop strategies to accommodate future mobility options and vehicle technologies for Delivery Economy – rules and regulations for operating on the transportation network and vehicle requirements (e.g., drones, scooters, delivery robots).
2. Develop strategies to accommodate future mobility options and vehicle technologies for Roadway Design Standards - include vehicle communication (V2X) standards/guidelines to accommodate evolving vehicle and communications technologies.
3. Revise rules and regulations that currently prohibit or deter advanced mobility technologies.
4. Develop policies to facilitate partnerships with the private sector (e.g., Transportation Network Companies) to complement and/or provide transportation services.
5. Develop policies to monetize technology uses that support advanced mobility and use funds to complete smart technology transportation projects.
6. Leverage a growing economy to support research in advancing carbon neutral transportation options that leverage technology to reduce vehicle miles traveled and congestion.
7. Create policies/regulations to ensure that service territories for advanced mobility technologies extend outside the downtown core.
8. Study parking and development strategies that reimagine the use of public spaces for automated vehicles and the incremental replacement of on-street parking with curbside drop-off and pick-up areas.
9. Establish drone delivery regulations that protect individuals and infrastructure safety and security.
10. Incorporate autonomous shuttles into the StarTran fleet.
11. Study opportunities to capture the value of autonomous vehicles to equitably distribute the cost across all community members.

### **Goals Supported by this Policy**

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## **P75: Transportation Partnerships**

*Seek partnerships with both public and private entities to finance mutually beneficial transportation projects.*



Effective multimodal transportation planning and implementation is achieved by coordinating activities of public agencies toward the shared vision of the LRTP. The City of Lincoln, Lancaster County, and the State of Nebraska serve essential roles in developing and maintaining the roadway and bridge network. Integrating a transit system coordinated by StarTran and trail development supported by the Lower Platte South Natural Resource District expands the capabilities of the transportation network to support the community. Community partners provide conduits to share information about the transportation system, and private development expands opportunities to maximize the value of public investments in transportation. Partnerships generate access to greater amounts of transportation funding and ensure the transportation system is built in a coordinated manner.

### **Action Steps**

1. Develop County roadways within Lincoln growth Tier I & II with the intent to transfer infrastructure of good condition that meet design standards that support edge growth.
2. Continue planning and development of a freeway system that efficiently and safely moves regional and thru traffic without using arterial roadways.
3. Collaborate with agencies and associations to develop and distribute educational programs related to safety and security of the transportation system.
4. Maintain proactive working relationships with railroad operators to facilitate effective processes for planning and constructing at-grade and grade separated crossing improvements.
5. Leverage the University of Nebraska for more opportunities to research safety, integrating active transportation, shared mobility, and advanced mobility.

### **Goals Supported by this Policy**

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P76: Transportation Safety

*Strive to reduce transportation-related deaths and injuries, especially for vulnerable users (pedestrians, bicyclists, motorcycle users, the elderly, youth, and individuals with disabilities).*



Transportation infrastructure planning and design must always consider the safety of community members. Transportation-related deaths and injuries on City, County, and State roadways affect the community and individuals negatively. Reflecting on the variety of conditions that can contribute to crashes with any mode of transportation serves to help make the future transportation network safer. All transportation partners will continue to evaluate data and improve the design and implementation of safe streets, railroad crossings, and active transportation infrastructure.

### Action Steps

1. Prioritize the protection of vulnerable road users such as bicyclists and pedestrians.
2. Generate community support to establish and reach specific goals for reducing transportation-related deaths and injuries.
3. Engage a transportation safety taskforce to review transportation safety data, consider trends and best practices for improving safety, and advise local officials how to implement strategies that make the transportation network safer.
4. Adopt an action plan that clearly describes the strategies, responsibilities, interim targets, timelines and measures of effectiveness.
5. Adopt messaging that emphasizes that traffic deaths and injuries are preventable.
6. Prioritize transportation resources based on evidence of the greatest needs and impacts for safety.
7. Support updates to state and local regulations that make the multimodal transportation network safer.
8. Provide physical separation between on-street bicyclist and motorists based on safety countermeasure best practices and available crash data.
9. Update municipal code to allow bicyclists to occupy full lane, not just as close as practicable to the right-hand side of the right-hand lane, where physical separation is not provided.
10. Implement incident management planning to help the transportation system recover swiftly from incidents.
11. Study and recommend changes to posted speed limits within residential neighborhoods to expand the low stress network for on-street bicycle users.
12. Evaluate roadway width for collectors and design streets for slower speeds.
13. Study and recommend policies that prioritize walkability and safety near employment centers, commercial corridors, and high-density residential areas in manner similar to that of School Zone Standards.
14. Provide intersection crossings that are safe for bicyclists and pedestrians.
15. Maintain high-quality and remotely accessed transit on-board security cameras.

### **Goals Supported by this Policy**

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P77: Transportation Maintenance

*Optimize the maintenance of transportation infrastructure through data-driven asset management.*



Transportation infrastructure represents the largest land use type for which a public agency is accountable. Preservation and maintenance of the transportation network is important to the community. Poor road conditions can cause extra wear and tear on vehicles and add barriers to active transportation use. Roadways, bridges, trails, traffic controls, and sidewalks require ongoing maintenance schedules, and all new infrastructure increases future maintenance costs. Addressing deferred maintenance is prioritized to maintain infrastructure in good condition and repair degraded infrastructure. The community also desires to ensure that infrastructure maintenance supports equitable outcomes that may direct more funding to some areas of the community than others for periods of time.

### Action Steps

1. Continue to communicate about Lincoln on the Move rehabilitation projects, forecasted maintenance plan, and funding parameters.
2. Advance system preservation (e.g., filling potholes, repairs and crack sealing) to extend the life-cycle cost of existing streets and program rehabilitation of major and residential streets annually with priority for resolving deferred maintenance equitably throughout the community.
3. Continue to strive for methods that use durable and resilient materials for all new construction and assets.
4. Continue annual programming for the sidewalk replacement and rehabilitation program to meet the safety, access, and connectivity needs of residents within the city.
5. Continue snow and ice removal for the on-street bicycle and pedestrian network including intersections.
6. Establish multiuse trail condition standards and methods for segment evaluation used to program maintenance type and timing.
7. Use decision support tools recommended by StarTran's Transit Asset Management Plan (TAMP) to optimize lifecycle planning of capital public transportation assets.

### Goals Supported by this Policy

G10: Effective Government

G15: Transportation

### Elements Related to this Policy

E9: Transportation

## P78: Transportation Funding

*Seek innovative finance and funding methods to support continued investment in transportation infrastructure projects that benefit the community.*



City, County, and State partners coordinate funding and leverage available federal funds, regional funds, developer commitments, transit farebox fees, and private contributions to build and maintain the multimodal transportation network. Community members desire a well-maintained transportation network that grows with the needs of development. Available funding is directed to address these outcomes, but anticipated funding levels are not adequate to meet the identified multimodal needs. Innovative funding strategies can both stretch the value of each dollar and identify new funding sources to address unmet needs. The transition to electric vehicles will result in less federal gas tax funds available for transportation improvements and maintenance. Local funding strategies must also explore transportation financing alternatives for the community to evaluate so that future funding strategies are reasonably understood.

### Action Steps

1. Implement the funding program and construct the committed and priority projects per the Fiscally Constrained Plan in the LRTP.
2. Coordinate with state and federal agencies on developing new and updated transportation funding opportunities to meet transportation needs of the community.
3. Establish dedicated and sustainable funding sources for pedestrian and bicycle projects and programs.
4. Capitalize on opportunities to leverage alternative funding sources, such as public-private partnerships, for roadway improvements and transit services.
5. Coordinate with NDOT to program funding solutions for constructing the East Beltway.
6. Continue to use the Railroad Transportation Safety District (RTSD) in its mission to reduce the number of conflicts between roadway traffic and railroads and to study, design, and construct railroad crossing improvements that have the greatest economic and safety return on investment to the overall community.
7. Encourage flexible and performance-based, geometric design processes and best practices that address challenges to transportation agencies created by funding and right-of-way constraints.
8. Program new construction that supports growth areas and increased corridor density for residential and commercial growth as city limits expand in support of the PlanForward growth scenario.
9. Maintain a quality transportation system in all areas of the community by balancing the distribution of program funding equitably.
10. Identify new funding sources as increased electrification of personal vehicles, which don't pay fuel tax, may reduce funding over time.
11. Incorporate sustainable funding sources and mechanisms and protect maintenance funding with user type fees or taxes to keep up with constant maintenance needs.

12. Develop policies to monetize technology uses that support advanced mobility and use funds to complete smart technology transportation projects.
13. Actively communicate with the community about the benefits of multimodal and safety investments, as well as the allocation of transportation funding that is achieving system development and maintenance priorities.

### **Goals Supported by this Policy**

G10: Effective Government

G15: Transportation

### **Elements Related to this Policy**

E9: Transportation

## P79: Airport

*Ensure the Lincoln Municipal Airport is efficient, accessible, and environmentally sound.*



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The Lincoln Airport provides for the air transportation needs of the community and connects visitors from around the world to the region. The airport is located with convenient access to private air carriers, industrial distribution, and national security facilities. Landside transportation infrastructure supports the efficient and accessible operation of the airport; connecting personal vehicles, ride sharing providers, public transit and active transportation with airline travel. Maintaining this infrastructure benefits the economic vitality and mobility of the region.

### Action Steps

1. Support the development of landside transportation infrastructure strategies when the 2007 [Airport Master Plan](#) is updated.
2. Support the freight demands associated with airport-based distribution with quality roadway infrastructure.
3. Improve multimodal access to the Lincoln Airport and business park campus.
4. Protect environmental resources on and adjacent to the airport from negative impacts.
5. Maintain compatible land uses and zoning within the 60 DNL and 75 DNL noise contour lines.
6. Continue to enforce zoning restrictions for building and structure height in the approach and turning zones.

### Goals Supported by this Policy

G15: Transportation

### Elements Related to this Policy

E9: Transportation

## P80: Annexation

*Annexation should be utilized to provide municipal services in a fair and efficient manner.*



The City of Lincoln requires that properties receiving municipal services be located within city limits. City annexation should occur before any property is provided with water, sanitary sewer, or other potential City services. In most cases this also means that annexation must occur prior to a property receiving an urban zoning designation.

The City routinely annexes land at the request of a developer or landowner as part of the regular development process. This allows properties to be supplied with City services when they are needed, and the City benefits from the property taxes, utilities, and other fees that City residents pay.

Some properties along the City's edge may not be interested in further development and thus will not request annexation. In some cases it is necessary for the City to initiate annexation of adjacent properties that are already developed and require a minimal public investment to serve.

### Action Steps

1. Regularly evaluate for potential annexation all property along the city's edge for which basic infrastructure is generally available or planned for in the near term. The City should annex land in Tier 1 Priorities A and B that is contiguous to city limits and generally urban in character. All land that is engulfed by the City should be annexed.
2. Provide advance notice to properties that may be subject to city-initiated annexation.
3. Properties within the Tier 1 Priority A growth area should be annexed upon approval of final plat.
4. Coordinate the provision of services for areas considered for annexation with the Capital Improvement Program.

#### *What does "urban in character" mean?*

*The Nebraska Supreme Court (County of Sarpy v. City of Gretna, 309 Neb. 320 [2021]) determined that "urban or suburban in character" relates not only to the specific character of uses on the property, but could also relate to the property's location, proximity to growth areas, degree of development, and contemplated future development. Lincoln's city-initiated annexation policy is focused on properties adjacent to city limits within near-term growth areas that generally contain residential uses (including acreages) or other uses typically found in urban settings, along with all properties completely engulfed by the city.*

### Goals Supported by this Policy

G10: Effective Government

### Elements Related to this Policy

E8: Energy & Utilities