
Lincoln City - Lancaster County

PLANNING COMMISSION AGENDA

PLANNING COMMISSION

Chris Hove: Chair
Dennis Scheer: Vice-Chair
Michael Cornelius
Tracy Corr
Maja V. Harris
Jeanelle R. Lust
Lynn Sunderman
Ken Weber

PLANNING STAFF

David R. Cary: Director
Geri Rorabaugh: Administrative Officer
Amy Huffman: Office Specialist

November 16, 2016

NOTICE: The Lincoln/Lancaster County Planning Commission will hold a special public hearing on Wednesday, November 16, 2016, at 1:00 p.m. in Hearing Room 112 on the first floor of the County-City Building, 555 S. 10th St., Lincoln, Nebraska. For more information, call the Planning Department, (402) 441-7491.

****PLEASE NOTE:** The Planning Commission action is final action on any item with a notation of "FINAL ACTION". Any aggrieved person may appeal Final Action of the Planning Commission to the City Council or County Board by filing a Notice of Appeal with the City Clerk or County Clerk within 14 days following the action of the Planning Commission.

The Planning Commission action on all other items is a recommendation to the City Council or County Board.

AGENDA

WEDNESDAY, NOVEMBER 16, 2016

1. **CONSENT AGENDA**
(Public Hearing and Administrative Action):
2. **REQUESTS FOR DEFERRAL:**
3. **ITEMS REMOVED FROM CONSENT AGENDA**
(Public Hearing and Administrative Action):
 - 3.1 _____
 - 3.2 _____
4. **PUBLIC HEARING AND ADMINISTRATIVE ACTION:**

COMPREHENSIVE PLAN AMENDMENT:

- Page 01
- 4.1 Comprehensive Plan Amendment No. 16005, the draft Lincoln City-Lancaster County 2040 Comprehensive Plan update.
Staff recommendation: Approval.
Staff Planner: Brandon Garrett, 402-441-6373, bgarrett@lincoln.ne.gov

LONG RANGE TRANSPORTATION PLAN:

- Page 23
- 4.2 Miscellaneous No. 16004, the draft Lincoln Metropolitan Planning Organization (MPO) 2040 Long Range Transportation Plan (LRTP).
Staff recommendation: Approval.
Staff Planner: Michael Brienzo, 402-441-6369, mbrienzo@lincoln.ne.gov

**AT THIS TIME, ANYONE WISHING TO SPEAK ON AN ITEM
NOT ON THE AGENDA, MAY DO SO**

Adjournment

PENDING LIST: *Special Permit 16009, for construction of a carport, on property
generally located at 1801 Kings Highway.*

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**The Planning Commission meeting
which is broadcast live at 1:00 p.m. every other Wednesday
will be rebroadcast on Wednesdays at 7:00 p.m., Thursdays at 12:00 a.m. and
Sundays at 12:30 p.m. on 5 City TV, Cable Channel 5.**

**The Planning Commission agenda may be accessed on the Internet at
<http://www.lincoln.ne.gov/city/plan/pcagenda/index.htm>**

ACCOMMODATION NOTICE

The City of Lincoln complies with Title VI of the Civil Rights Act of 1964 and Section 504 of the Rehabilitation Act of 1973 guidelines. Ensuring the public's access to and participating in public meetings is a priority for the City of Lincoln. In the event you are in need of a reasonable accommodation in order to attend or participate in a public meeting conducted by the City of Lincoln, please contact the Director of Equity and Diversity, Lincoln Commission on Human Rights, at 402 441-7624 as soon as possible before the scheduled meeting date in order to make your request.

LINCOLN /LANCASTER COUNTY PLANNING STAFF REPORT
for November 16, 2016 Planning Commission Meeting

PROJECT #: Comprehensive Plan Amendment No. 16005

PROPOSAL:

Adoption of the November, 2016 draft of the “LPlan 2040 Update,” the new Lincoln City-Lancaster County 2040 Comprehensive Plan, with amendments.

CONCLUSION:

The proposed LPlan 2040 Update provides direction for Lincoln and Lancaster County by continuing many key policies of the past that have served the community well. The proposed Comprehensive Plan represents a careful balance between many values and goals for the community relating to future growth and development, quality of life in urban and rural areas, economic opportunity, environmental stewardship, and sustainability. The LPlan 2040 Update includes some important strategies for implementation and a process for regular updates. The Plan is recommended for adoption with changes as noted.

<u>RECOMMENDATION:</u> Approval, with the revisions noted on the attached change document entitled “Changes to September 14, 2016 Draft LPlan 2040 Update,” dated November 7, 2016.

GENERAL INFORMATION:

In October of 2011, the City Council and Lancaster County Commissioners adopted the current Comprehensive Plan for the City and County named LPlan 2040. The Plan looks ahead at how we can accommodate the expected growth in population and jobs in a way that preserves and enhances our quality of life out to the year 2040.

The development of the 2040 City-County Comprehensive Plan was coordinated with the formulation of a companion document called the Long Range Transportation Plan (LRTP). The LRTP is consistent in all its principles and policies with the Transportation chapter of the City-County Comprehensive Plan, but it contains additional detail on finances and project priorities as required by the federal government to maintain our eligibility for federal transportation funds. The LRTP must be adopted by the Lincoln Metropolitan Planning Organization (MPO), a separate agency with representation from City, County and State officials. The MPO Officials Committee adopted the 2040 LRTP in December of 2011.

The Planning Department works to update the LRTP every five years. In conjunction with each LRTP update, the Comprehensive Plan is updated as well, with a “major” update every ten years and a “minor” update every five years. In this case, we are making a “minor” update to the existing LPlan 2040 document, with a “major” update planned in five years. We are required to complete the update to the LRTP by the end of 2016. The Planning Commission met 18 times throughout the update process to be informed of updates, provide feedback, and participate in topical discussions.

The draft LPlan 2040 Update is submitted by the Director of Planning and is recommended for adoption to replace the 2040 Comprehensive Plan for Lincoln and Lancaster County (LPlan 2040). The LPlan 2040 Update is proposed to be adopted with amendments noted in the “Changes to September 14, 2016 Draft LPlan 2040 Update” document, which is a bullet point summary of changes made to each chapter of the current adopted LPlan 2040 document, including revisions dated after the September 14, 2016 Planning Commission briefing. Here is a link to the complete Comprehensive Plan Update:

<http://lincoln.ne.gov/city/plan/lplan2040/Committee/160720/cpupdates.htm>

RELATED ITEMS:

MISC #16004: Lincoln Metropolitan Planning Organization (MPO) 2040 Long Range Transportation Plan (LRTP)

ANALYSIS:

LPlan 2040 Update’s Major Assumptions

The 2040 Comprehensive Plan (LPlan 2040) served as the starting point for the LPlan 2040 Update, which retains many of the same visions, goals, and strategies based on the foundation that Lincoln and Lancaster County comprise one community. Some fundamental assumptions of the LPlan 2040 Update include:

- Maintain the “horizon year” of 2040 rather than adding years to the plan.
- By 2040, the population of Lancaster County will increase by 105,500 to over 412,000.
- 90% of the County population is projected to be within the City of Lincoln, 6% in the rural areas of the county, and 4% in the small towns.
- The Tier I growth area for Lincoln includes 52 square miles; approximately 21 square miles of that has approved plans and is currently in stages of development.
- The city is expected to grow from about 95 square miles to about 125 square miles by 2040.
- 41,000 additional residential units are projected within the Lincoln area by 2040.
- The City of Lincoln will continue to implement policies of growth based upon drainage basins with gravity-flow sewer and new development that is contiguous to the existing City limits.

Future Land Use Map and Growth Tier Changes

Significant changes include:

- Areas south of Holdrege, north of Van Dorn in Stevens Creek (Priority C to B)
- Areas west of Homestead Expressway, south of Pioneers Boulevard (Priority C to B)
- An area northwest of NW 48th and I-80 (various land use changes)

- County jurisdiction near Roca and Hickman (change from agriculture use to low density residential)
- An area at the northeast corner of 70th & Yankee Hill (small commercial area)

There were many other changes to the maps that can be best described as “clean up” items to reflect things such as annexations, status of current land use, updated bike trail alignments, newly approved plans, or revised plans.

Public Outreach and Involvement

The LPlan 2040 Update process was accompanied by an update to the Long Range Transportation Plan, and the Planning Commission served as the advisory group for both processes. A total of 18 briefings were held with the Planning Commission. In addition, three public open houses for the Long Range Transportation Plan were held, and information regarding the Comprehensive Plan update was presented as well. During the process, developers and property owners were contacted to gauge development interest in new areas. They presented land use changes and growth tier amendments for review. Throughout the process, city and local agencies were contacted and included in order to get input or to provide recommendations for changes or updates. A website was maintained throughout the process to provide information and meeting materials: <http://www.lincoln.ne.gov/city/plan/lplan2040/index.htm>

SUMMARY:

Changes and Updates Made to LPlan 2040 for the LPlan 2040 Update

Since this was a “minor” update, most changes that were made involved refreshing the plan with new and/or updated data, tables, images, and maps. Additionally, the Plan was updated with things that have happened or new programs/initiatives that are underway or planned. See Chapter Summaries in the attached “Changes to September 14, 2016 Draft LPlan 2040 Update” document for additional detail.

Prepared by:



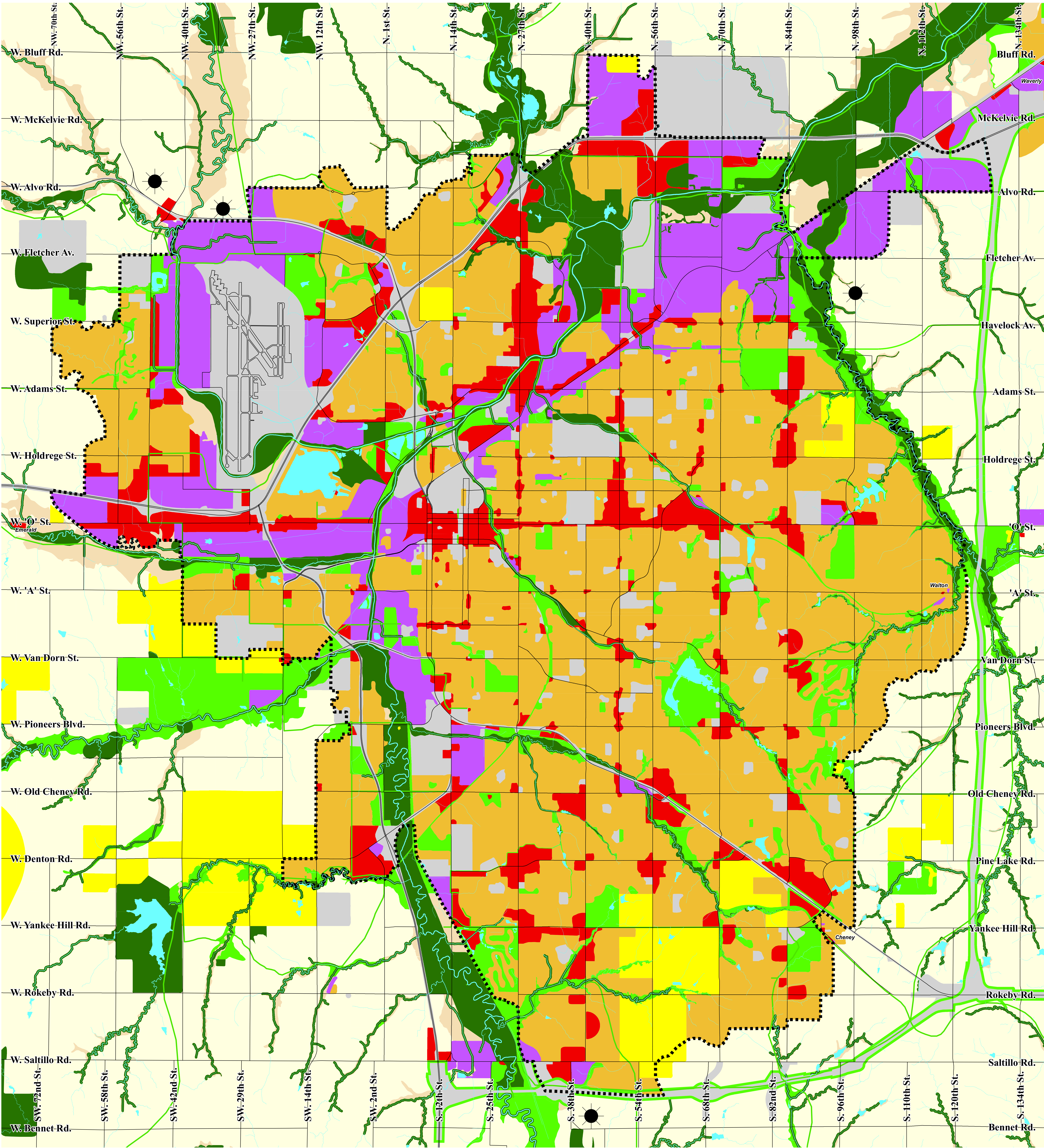
Brandon M. Garrett, AICP
Planner

DATE: November 7, 2016

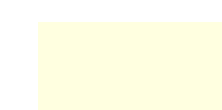
APPLICANT: David Cary, Director of Planning

CONTACT: Brandon Garrett (bgarrett@lincoln.ne.gov)
Lincoln/Lancaster County Planning Department
555 S. 10th Street, Ste. 213
Lincoln, NE 68508
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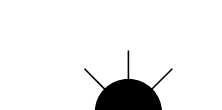


2040 LINCOLN AREA FUTURE LAND USE PLAN

- 

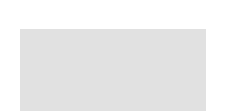
Agricultural
- 

Residential - Urban Density
- 

Residential - Low Density
- 

Potential Large Employer Opportunity Areas
- 

Commercial
- 

Industrial
- 

Public & Semi-Public
- 

Agricultural Stream Corridor
- 

Green Space
- 

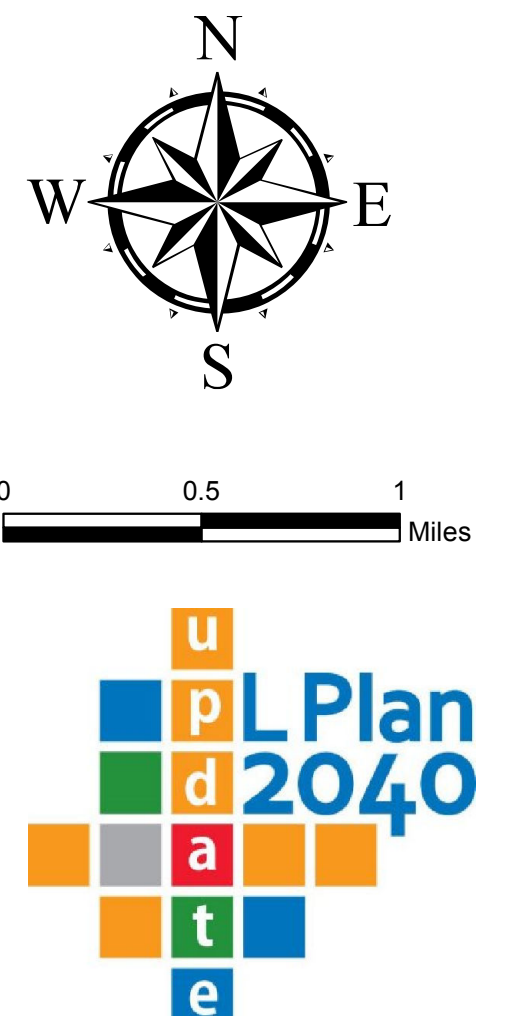
Environmental Resources
- 

Lakes & Streams
- 

Future Service Limit

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

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



2040 LANCASTER COUNTY FUTURE LAND USE PLAN

- Agricultural

Residential - Urban Density

Residential - Low Density

Potential Large Employer Opportunity Areas

Commercial

Industrial

Public & Semi-Public

Agricultural Stream Corridor

Green Space

Environmental Resources

Lakes & Streams

Future Service Limit
- The location of each land use designation is generalized. The appropriateness of a particular zoning district for a particular piece of property will depend on a review of all of the elements of the Comprehensive Plan. Please consult other sources for exact locations of environmental resources such as wetlands, native prairie and floodplain. Not all of these resources are displayed on this figure.
- The incorporated town plans are displayed on this figure. In many circumstances the land use categories in the town plans were different from the categories used in the Lincoln Lancaster County Plan, so some adjustments were made for the purposes of this display. These communities and their specific adopted plans should be consulted as the source for decisions within their zoning jurisdictions.
-
- Ashland Rd.

Little Salt Rd.

Agnew Rd.

Rock Creek Rd.

Davey Rd.

Branched Oak Rd.

Raymond Rd.

Mill Rd.

Waverly Rd.

Bluff Rd.

McKelvie Rd.

Alvo Rd.

Fletcher Av.

Havelock Av.

Adams St.

Holdrege St.

'O' St.

'A' St.

Van Dorn St.

Pioneers Blvd.

Old Cheney Rd.

Pine Lake Rd.

Yankee Hill Rd.

Rokeby Rd.

Saltillo Rd.

Bennet Rd.

Wittstruck Rd.

Roca Rd.

Martell Rd.

Hickman Rd.

Stagecoach Rd.

Panama Rd.

Olive Creek Rd.

Princeton Rd.

Pella Rd.

Firth Rd.

Gage Rd.
- W. Ashland Rd.

W. Little Salt Rd.

W. Agnew Rd.

W. Rock Creek Rd.

W. Davey Rd.

W. Branched Oak Rd.

W. Raymond Rd.

W. Mill Rd.

W. Waverly Rd.

W. Bluff Rd.

W. McKelvie Rd.

W. Alvo Rd.

W. Fletcher Av.

W. Superior St.

W. Adams St.

W. Holdrege St.

W. 'O' St.

W. 'A' St.

W. Van Dorn St.

W. Pioneers Blvd.

W. Old Cheney Rd.

W. Denton Rd.

W. Yankee Hill Rd.

W. Rokeby Rd.

W. Saltillo Rd.

W. Bennet Rd.

W. Wittstruck Rd.

W. Roca Rd.

W. Martell Rd.

W. Sprague Rd.

W. Stagecoach Rd.

W. Panama Rd.

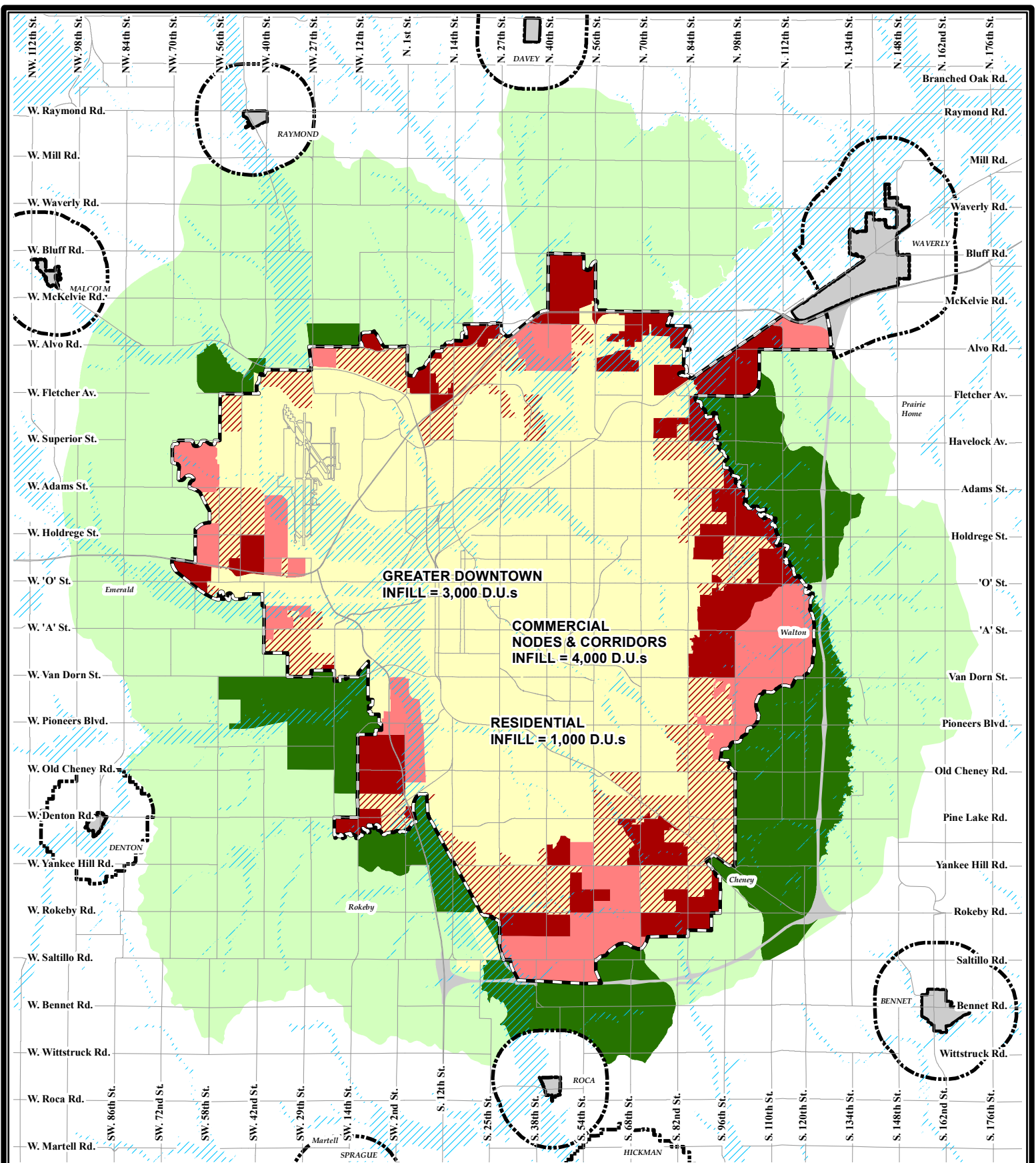
W. Olive Creek Rd.

W. Princeton Rd.

W. Pella Rd.

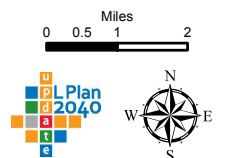
W. Hallam Rd.

W. Gage Rd.
-
- F:\ITS\GIS\2040Update\GIS\mxd\FutureLandUse-County.mxd
- AMENDED: COUNCIL RES. #87694 ADOPTED 12/12/13; #87221 ADOPTED 2/25/13; #87171 ADOPTED 1/14/13; #89811 ADOPTED 6/22/16.



2040 PRIORITY GROWTH AREAS

- Existing Lincoln City Limits and Approved Preliminary Plans (2016)
- Floodplain and Flood Prone Areas
- 2040 Future Service Limit
- Tier I, Priority A (Developing)
- Tier I, Priority B (2025)
- Tier I, Priority C (2040)
- Tier II (2060)
- Tier III



Changes to September 14, 2016 Draft LPlan 2040 Update

November 7, 2016

Attached are updates and changes that are proposed to LPlan 2040, as currently adopted. A bullet point list of the updates and changes is provided for each chapter of the Plan. Changes that were made after the Planning Commission Briefing on September 14, 2016 are underlined.

Here is a link to the complete Comprehensive Plan Update:

<http://lincoln.ne.gov/city/plan/lplan2040/Committee/160720/cpupdates.htm>

1 VISION & PLAN



Summary of Updates

- ❖ Updated numbers related to the “planning period” (throughout plan)
- ❖ Changed LPlan 2040 Advisory Committee to Planning Commission (p. 1.6)
- ❖ Updated numbers related to population and dwelling units (p.1.6)
- ❖ Updated square miles of Tier I, II, and III (p. 1.7)
- ❖ Updated the City and County future land use, Map 1.1 & 1.2 (pp. 1.8-1.9)
 - Revised bike trail locations to reflect the latest plans
 - Added Low Density residential to Roca’s jurisdiction to reflect their Comp Plan
 - Filled in a small gap between Roca and Hickman’s jurisdictions with Low Density residential due to their Comp Plans.
 - In general, updated future land use map to reflect existing land uses in developed areas and new approvals.
 - Made changes to an area near NW 48th and I-80 at the request of a developer.
- ❖ Added some commercial land use at the NE corner of S. 70th and Yankee Hill at the request of a developer.
- ❖ Updated the Growth Tiers, Map 1.3 (p. 1.10)
 - Some Priority A areas that are developed have been changed to “existing city”
 - A large area between Van Dorn and Holdrege has been changed from Priority C to Priority B in Stevens Creek (partly requested by developers)
 - A larger area west of Homestead Expressway was changed from Priority C to Priority B south of Pioneers Boulevard
 - Made changes to reflect annexations

2 THE COMMUNITY



Summary of Updates

- ❖ Updated population figures to reflect change between adopted plan and latest numbers
- ❖ Updated “plan period” to 24 years
- ❖ Added “Millennials” as a generation born after 1995
- ❖ Clarified that a drop in household size will mainly be due to increase in single person households
- ❖ Updated infill number to 20% per Planning Commission’s support
- ❖ Updated employment data (p. 2.6)
- ❖ Updated size of Lincoln to 95 square miles

3 ENVIRONMENTAL RESOURCES



Summary of Updates

- ❖ Added language about recent decreases of pollinator species (p. 3.2)
- ❖ Updated language about burning to promote diverse, healthy prairie (p. 3.6)
- ❖ Added a strategy for prescribed burn plans (p. 3.6)
- ❖ Added language about the Upper Little Salt Creek Saline Wetlands Plan that was completed in 2015 (p. 3.7)
- ❖ Updated the list of threatened and endangered species (p. 3.8)
- ❖ Changed date of final rule designating critical habitat for Salt Creek tiger beetle to 2014 (p. 3.8)
- ❖ Removed reference to Habitat Conservation Plan for Salt Creek tiger beetle (p. 3.8)
- ❖ Added strategy to promote development of new wooded areas (p. 3.11)
- ❖ Updated percent of agricultural land (p. 3.11)
- ❖ Added “habitat for wildlife” to the list of uses for greenways and open space (p. 3.12)
- ❖ Removed reference to Parks Master Plan Map under county-wide open space strategy (p. 3.14)

4 PLACEMAKING



Summary of Updates

- ❖ Added language about joint reviews by design review boards (p. 4.4)
- ❖ Updated Map 4.2 to include current historic districts and zoning (p. 4.5)
- ❖ Added “update” to language about developing landscape standards principle (p. 4.7)
- ❖ Added “periodically update” to subarea plan language (p. 4.7)
- ❖ Changed tense of wayfinding system (p. 4.7)
- ❖ Updated Figure 4.1 to a photo of existing wayfinding sign (p. 4.7)
- ❖ Changed tense of Public Arts Master Plan (p. 4.7)
- ❖ Changed Airport/West Cornhusker entryway to primary on Map 4.3 (p. 4.8)

5 BUSINESS & ECONOMY



Summary of Updates

- ❖ Added “Technology” under Economic Development (p. 5.2)
- ❖ Added “entertainment” to the list of Downtown’s broad mix of activities
- ❖ Changed “theaters” to “screens” in the Downtown section
- ❖ Added the South Haymarket Neighborhood Plan
- ❖ Changed the percentage of agricultural land use from 78% to “roughly $\frac{3}{4}$ ”
- ❖ Changed the commercial (p. 5.6) and industrial centers maps (p. 5.17) to remove the underlying future land use
- ❖ Updated the name of Gateway Mall
- ❖ Updated the acres of vacant commercially-zoned land to 1,114 acres
- ❖ Updated how much square footage vacant land and approved not yet built would translate to
- ❖ Deleted reference to “annual review” process. (p. 5.12)

6 MIXED USE REDEVELOPMENT



Summary of Updates

- ❖ Clarified that “special needs” housing should be encouraged to locate “along arterials” and in closer proximity to “transit” in addition to other areas already specified
- ❖ Updated the year to 2016

7 NEIGHBORHOODS & HOUSING



Summary of Updates

- ❖ Updated dates and data under the “Housing Trends” section
- ❖ Added “low income” as an example of “special needs housing” (p. 7.2)
- ❖ Updated density map (p. 7.3)
- ❖ Added “assisted living facilities” as an example of special needs housing under “Developing Neighborhoods”
- ❖ Updated acres of vacant residential land (excluding Tier I) to 333 acres
- ❖ Changed “Encourage density of existing apartment complexes...” to “Encourage increased density, including within existing apartment complexes...” (p. 7.9)
- ❖ Deleted reference to “annual review” process. (p. 7.12)

8 COMMUNITY FACILITIES



Summary of Updates

- ❖ Added “environmental” to Guiding Principles: “Encourage adequate facilities and services which provide diverse educational, cultural, environmental, and social opportunities.”
- ❖ Under “Health Care”: changed from “...within the community.” To “...throughout the community” in order to help address health care deserts (p. 8.2)
- ❖ Under “Lincoln City Libraries”: added a sentence about “Little Free Libraries”
- ❖ Removed last two bullets under Strategies for Lincoln City Libraries and added three new bullets (p. 8.3)
- ❖ Under “Lincoln Fire and Rescue”: corrected name to “Lincoln Fire and Rescue” as needed as well as some minor revisions/wordsmithing of existing language
- ❖ Under “Lincoln Fire and Rescue”: added “Fire stations are to be built or relocated with the approved ¼ cent sales tax.”
- ❖ Under “Law Enforcement”: added the Adult Detention Facility on W. O Street/deleted bullet referring to planning for the facility and added language about former jail being renovated for office uses (p. 8.6)
- ❖ Under “Education”: updated dates, numbers, time periods, more recent bond issue, and updates to park and school combinations (p. 8.7)
- ❖ Under “Community Colleges and Trade Schools and Universities”: revised language under examples of satellite campuses
- ❖ Under “Other Public Buildings and Facilities”: updated info about the Municipal Services Center

Summary of Updates

- ❖ Updated number of parks and described what's included in the count (p. 9.1)
- ❖ Changes to Map 9.1 (p. 9.2):
 - Moved regional park designation from Stevens Creek Basin to N 98th and Adams
 - Designated park at Stevens Creek as Neighborhood Park
 - Removed Neighborhood Park at Grand Terrace (84th and Pine Lake)
 - Added Neighborhood Park at Timber Ridge (SW 30th and A)
- ❖ Updated current level of service numbers for Regional Parks (p. 9.3), Community Parks (pp. 9.4-9.5), Neighborhood Parks (pp. 9.5-9.6), and Aquatic Facilities (p. 9.8)
- ❖ Updated strategy for 98th and Adams to reflect change from community to regional park (p. 9.4)
- ❖ Added "FUNctional Landscapes" and "fitness stations or courses" to Community Parks (p. 9.4)
- ❖ Added "fitness station or equipment" to Neighborhood Parks (p. 9.5)
- ❖ Added strategies for Emerald Ash Borer response plan and ash tree replacement (p. 9.11)
- ❖ Added strategy for additional parking lot trees (p. 9.11)
- ❖ Changed tense of Breslow Ice Center and added that it is operated by UNL (p. 9.11)
- ❖ Added Coppel Family YMCA to list of YMCA facilities (p. 9.12)
- ❖ Changed tense of community garden standards and procedures (p. 9.12)
- ❖ Added section of Public Gardens (p. 9.13)
- ❖ Changed tense of shooting complex at Boosalis Park (p. 9.13)
- ❖ Added operation of Haymarket Park by Lincoln Salt Dogs and UNL (p. 9.13)
- ❖ Changed tense of Pinnacle Bank Arena (p. 9.13)
- ❖ Added Pickle Ball, Foot Golf, Flying Disc Golf, Fitness Courses, and Bike Parks to list of emerging recreation activities (p. 9.13)
- ❖ Added plans for bike park at N. 48th Street landfill (p. 9.13)
- ❖ Added conversion of tennis courts to pickle ball courts at Petersen Park (p. 9.13)
- ❖ Changed tense of Dog Use Facilities Master Plan and elaborated on dog park plans (p. 9.13)
- ❖ Updated lists of recreation areas managed by Nebraska Game and Parks and LPS-NRD (p. 9.14)

10 TRANSPORTATION



Summary of Updates

- ❖ Chapter 10 has been extensively revised. Chapter 10 was not available for the September 14th Planning Commission briefing because it is based on the final draft of the Long Range Transportation Plan (LRTP). Chapter 10 changes and the LRTP are consistent with the assumptions of the draft Comprehensive Plan update.

11 ENERGY & UTILITIES



Summary of Updates

- ❖ Updated maps with future service limits
- ❖ Under “Guiding Principles” (p. 11.2):
 - “Watershed Management Guiding Principles”: added conservation design for new subdivisions
 - “Solid Waste Guiding Principles”: added enhance recycling efforts statement
- ❖ Under “Energy” (p. 11.3):
 - Updated language regarding the Cleaner Greener Lincoln Program
 - Included language regarding the City of Lincoln’s Nebraska Environmental Trust grant to install electric vehicle (EV) charging stations
 - Added language regarding Property Assessed Clean Energy (PACE) legislation passed by the State of Nebraska
 - Added language regarding Energy Savings Performance Contractors (ESPCs)
 - Added language regarding streetlight systems move to LED technology
 - Added other general energy projects that they City of Lincoln is undertaking
 - *NOTE* Figures 11.2 and 11.3 are still under review
 - “Renewable Energy”: updated LES generating capacity information and SunShares program
 - “Land Use and Development”: added conservation design for new subdivisions
 - “Transportation”: added technology and fiber capacity
 - “Transportation”: added expansion of transit services
 - “Buildings and Landscaping”: added Stormwater Quality Best Management Practices
 - “Public and Semi Public”: added conservation design for new subdivisions
 - Emphasized support for LES renewable energy efforts
 - Added note regarding the data from the Nebraska Energy Office Annual Report
 - Added a short paragraph acknowledging the draft “Sustainable Lincoln Plan”
- ❖ Under “Water Services” (p. 11.8):
 - “Lincoln Water System and County Water Resources”: updated miles of distribution and transmission mains, valves, and hydrants
 - “Lincoln Water System and County Water Resources”: added language regarding water bill rate and pricing structure
 - “Rural and Town Water Services”: added language regarding the Property Transfer Code on wells
 - “Groundwater Management Plan”: added language regarding LPSNRD annual review
- ❖ Under “Wastewater Services” (p. 11.11):
 - “Collection System”: updated number of lift stations and miles of sanitary sewer pipes
 - “Treatment Facilities”: updated language regarding biosolids
 - “Treatment Facilities”: added language regarding the RNG project at Theresa Street Facility

- ❖ Under “Watershed Management” (p. 11.14):
 - “Floodplain and Stormwater Management”: added language regarding the Clean Water Program
 - “Comprehensive Watershed Management”: added conservation design for new subdivisions
 - “Comprehensive Watershed Management”: updated language regarding Watershed Master Plan Studies
 - “Comprehensive Watershed Management”: updated language regarding detention facilities
 - “Strategies for Watershed Management”: added when right-of-way is vacated in the floodplain
 - “Strategies for Watershed Management”: added promote environmental stewardship
 - “Strategies for Watershed Management”: added two bullets regarding conservation design in new subdivisions
- ❖ Under “Solid Waste” (p. 11.17):
 - “Solid Waste Management”: updated language on Solid Waste Plan 2040
 - “Disposal”: updated capacity year and removed statement on handling construction and demolition debris that was out-of-date
 - “Environmental Services”: updated language on diversion of waste from landfill disposal
 - “Environmental Services”: included revenue bonds as a funding source for solid waste management programs
 - “Environmental Services”: added language regarding recycling and reducing waste
 - “Environmental Services”: updated information on recycling drop-off sites in the city and county
 - “Environmental Services”: updated language on curbside pick-up for recycling
 - “Landfill Gas Collection and Control”: updated information on active landfill gas collection system
 - “Strategies for Solid Waste Management”: updated language on review of Solid Waste Management Plan
- ❖ Under “Electric Service” (p. 11.19):
 - Added statement on maintaining a diverse generation portfolio
 - Updated LES peak load numbers and forecast reduction through Sustainable Energy Program and Air Conditioning Load Control
 - “Wind Energy”: updated wind turbine information with renewables
- ❖ Under “Natural Gas Service” (p. 11.21):
 - Updated customer numbers
 - “Strategy for Natural Gas Service”: updated strategy statement
- ❖ Completely revised section on “Information Technology” (p. 11.22)

Summary of Updates

- ❖ Under “Land Use Plan”: added the following language to Low Density Residential: “Existing Low Density Residential areas within the Future Service Limit with urban utilities available may also be appropriate to be considered for future Urban Residential development.” (p. 12.4)
- ❖ Updated the City and County future land use maps (pp. 12.2-12.3)
 - Revised bike trail locations to reflect the latest plans
 - Added Low Density residential to Roca’s jurisdiction to reflect their Comp Plan
 - Filled in a small gap between Roca and Hickman’s jurisdictions with Low Density residential due to their Comp Plans.
 - In general, updated future land use map to reflect existing land uses in developed areas and new approvals.
 - Made changes to an area near NW 48th and I-80 at the request of a developer.
 - Added some commercial land use at the NE corner of S. 70th and Yankee Hill at the request of a developer.
- ❖ Updated info on adopted city/village comprehensive plans (p. 12.5)
- ❖ Updated the Growth Tiers map (p. 12.6)
 - Some Priority A areas that are developed have been changed to “existing city”
 - A large area between Van Dorn and Holdrege has been changed from Priority C to Priority B in Stevens Creek (partly requested by developers)
 - A larger area west of Homestead Expressway was changed from Priority C to Priority B south of Pioneers Boulevard
 - Made changes to reflect annexations
- ❖ Updated years, time periods, and numbers under all “Future Growth Tier Map” subsections
- ❖ Under “Community Involvement & Consensus”: changed “simulcasts” to “streaming video”
- ❖ Under “Public Sector Contributions”: updated language regarding the two year budget cycle
- ❖ Under the list of subarea plans: updated with new plans and dates (p. 12.15)
- ❖ Deleted reference to “annual review” process. (pages 12.1, 12.8, and 12.17)
- ❖ Clarified that the TIP is prepared on an annual basis as opposed to the CIP’s two year cycle. (p. 12.12)

LINCOLN-LANCASTER PLANNING DEPARTMENT STAFF REPORT

For NOVEMBER 16, 2016 PLANNING COMMISSION MEETING

PROJECT #: 2040 Long Range Transportation Plan (LRTP) Update – MISC16004

PROPOSAL: Review and provide recommendations on the new ***2040 Long Range Transportation Plan*** (LRTP), advising the Mayor of the City of Lincoln, Lincoln City Council, Lancaster County Board of Commissioners, and the Lincoln Metropolitan Planning Organization (MPO) Technical and Officials Committees on the adoption of the new LRTP that will guide the future transportation improvements of the City of Lincoln and Lancaster County.

CONCLUSION: The Lincoln MPO LRTP covers the multimodal transportation systems of the Lincoln Metropolitan Planning Area, encompassing all of Lancaster County, and substantially addresses the vision for the transportation system in Lincoln and Lancaster County that is a safe, efficient, sustainable, and enhances the quality of life, livability, and economic vitality of the community.

The proposed Lincoln MPO LRTP is a 24 year multimodal transportation plan with a base year of 2016 and a planning horizon year of 2040. The 2040 LRTP lists roadway, transit, bikeway/pedestrian, and transportation enhancement projects that reflect the community's shared values from stakeholders, including local elected officials, planners, engineers, the business community, special interest groups, and the general public. The Plan also reflects current and projected land uses, demographics, economic conditions, traffic conditions, and Local/State/Federal priorities.

The proposed Lincoln MPO LRTP follows the federal requirements for preparing a long range transportation plan which is important because compliance with federal requirements must be met for the region to receive federal transportation funding. The long range transportation plan sets a vision for the transportation system and establishes funding priorities.

This Plan updates the previous LRTP and adds analysis of system-level performance measures that are linked directly to the goals and supporting objectives. The performance measures support the planning effort and the prioritizing transportation investments. Each performance measure demonstrates the current system performance and the trajectory of historic trends which provide insight into the value of projects, strategies, and policies for the Lincoln City-Lancaster County planning area through 2040.

<u>RECOMMENDATION:</u>	Finding that the new 2040 Long Range Transportation Plan meets the federal transportation requirements for the Metropolitan Area, is fiscally constrained, and will substantially guide the future multimodal transportation system improvements for the Lincoln City-Lancaster County planning area.
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GENERAL INFORMATION:**Lincoln Metropolitan Planning Organization (MPO)**

The Lincoln MPO is responsible for carrying out the federally-mandated transportation planning process in the Lincoln Metropolitan Planning Area which includes all of Lancaster County. Metropolitan transportation planning is the process of examining travel and transportation issues and needs in metropolitan areas, which includes a demographic analysis of the community in question, as well as an examination of travel patterns and trends. The planning process includes an analysis of alternatives to meet projected future demands, and for providing a safe and efficient transportation system that meets mobility needs while not creating adverse impacts to the social and physical environment.

Federal Aid Highway legislation, regulations and guidance require local governments to conduct cooperative, comprehensive, and continuing transportation planning (“3-C Planning Process”) to develop metropolitan area transportation plans and programs in order to receive federal funds for transportation system improvements. In 1973, the governor of Nebraska designated the City of Lincoln as the MPO to assume the responsibilities of coordinating the transportation planning for Lincoln and Lancaster County.

Transportation planning in metropolitan areas is a collaborative process, led by the MPO and other key stakeholders in the regional transportation system. The process is designed to foster involvement by all interested parties, such as the business community, community groups, environmental organizations, and the general public through a proactive public participation process conducted by the MPO in coordination with state, county and city transportation agencies and transit operators.

MPO Organizational Structure and Administration

The Mayor of the City of Lincoln is the Executive Officer of the Lincoln MPO. Under the Mayor, the MPO functions through a committee structure comprised of an Officials Committee, a Technical Advisory Committee, Citizen Advisory Committees, and MPO administrative staff.

Officials Committee. The Lincoln MPO Officials Committee functions as the policy making arm of the MPO. The Officials Committee membership consists of elected officials representing the City of Lincoln, Lancaster County and the State of Nebraska. The voting members review and act upon transportation related programs and studies recommended by the MPO Technical Committee. This Committee also reviews and adopts planning documents that are in compliance with the established planning process and the policies of the general purpose governments and agencies which they represent.

Technical Advisory Committee. The Lincoln MPO Technical Committee is made up of representatives of various professional transportation and related planning disciplines and serves as the administrative and technical staff to develop and implement the plans and policies of the MPO. The Committee conducts the work necessary to produce and amend the Long Range Transportation Plan and makes recommendations to the Officials Committee on proposed programs, studies and planning documents that conform with appropriate regulations.

LRTP Project Oversight Planning Committee. The MPO Technical Committee established a 19 member subcommittee to function as the Project Oversight Committee to provide project oversight in developing the updated 2040 Long Range Transportation Plan. The planning team worked with a consultant to establish a vision for a Performance-Based Multi-Modal Long Range Transportation Plan, provide the expertise and resources needed for the project and the review the technical reports and documentation. The committee members include staff from the Lincoln-Lancaster Planning Department, City of Lincoln Public Works and Utilities, and GIS Programmer, Lincoln Urban Development, Lancaster County Engineering, StarTran, Lincoln-Lancaster Health Department, Lincoln Parks & Recreation Department, Nebraska Department of Roads and others as needed.

Lincoln/ Lancaster County Planning Commission. The Planning Commission acts as the citizen advisory committee for the MPO transportation planning process and provides the MPO with insight into local public opinion relating to general transportation issues. The Planning Commission assists in developing the LRTP and solicits general public input on MPO plans and programs. As part of the formal adoption process, the Commission reviews and provides recommendations at advertised public hearings and forwards the MPO documents to the Technical Committee and Officials Committee for review and approval.

MPO Administration. Administration of MPO activities is the responsibility of the Lincoln-Lancaster County Planning Department. The Planning Director is the MPO Administrator and with direction from the Mayor of the City of Lincoln and the MPO Officials Committee, is responsible for on-going coordination, direction, and supervision of the Lincoln MPO transportation planning process.

Staff Analysis:

Long Range Transportation Plan

The development of the Long Range Transportation Plan (LRTP) is a collaborative effort using input provided from state and local governments, agencies, citizens, committees and staff that focuses on promoting an integrated multi-modal transportation network. The LRTP guides investment in the Lincoln metropolitan area's transportation system for the next 24 years. It defines an overarching vision of the region's future transportation, establishes goals and objectives that will lead to achieving that vision, and allocates projected revenue to transportation programs and projects consistent with the Lincoln MPO's goals. The LRTP also is the basis for the development of the short-range Transportation Improvement Program (TIP) — a set of transportation improvement projects that the MPO expects to implement during the next four years.

The LRTP is updated every five years in order to accurately re-assess existing and projected travel conditions and needed improvements based on current population and socioeconomic data and to be responsive to the planning area's continuously evolving needs. The projects listed in the proposed LRTP are intended to reflect the community's values and visions for improving the overall transportation system while maintaining fiscal constraint. The policies, principles, and strategies in the Lincoln-Lancaster Comprehensive Plan are coordinated with transportation planning activities and are reviewed regularly to ensure the Plans remain current. The land use and growth patterns become an integral part of the technical elements in the

transportation plan and allows the Plans, working together, to preserve and even enhance valued natural and cultural resources and facilitate sustainable neighborhoods.

Federal Requirements

The most recent transportation act, Fixing America's Surface Transportation (FAST) Act of December 4, 2015 continues the previous requirements and provides long-term funding certainty for surface transportation infrastructure planning and investment. The FAST Act maintains our focus on safety, infrastructure, system reliability, movement of people and freight, economic vitality, environment, and reduced project delivery delays for the metropolitan planning process.

The planning strategies provided in the federal regulations of the law include:

- Support economic vitality of the metropolitan area to enable global competitiveness, productivity and efficiency;
- Increased safety of the transportation system for motorized and non-motorized users;
- Increased security of the transportation system for motorized and non-motorized users;
- Increased accessibility and mobility of people and freight;
- Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- Enhance integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient system management and operation; and
- Emphasize preservation of the existing transportation system.

Federal regulations require that public outreach efforts allow all interested parties with reasonable opportunity to comment, including citizens, affected agencies, representatives of public transit employees, freight shippers, providers of freight transit, private transportation providers, representatives of public transportation users, and representatives of pedestrian, bicycle, and disabled facility users. Methods of participation for the new 2040 LRTP included public meetings, focus groups, and web resources. The LRTP *Public Involvement Action Plan* was established to ensure that federal requirements for public participation are met during the development of the new 2040 LRTP and remain consistent with the MPO's adopted Public Participation Plan.

Federal Requirements for Performance-based Planning

Recent federal regulations have placed increased emphasis on performance management within the Federal-aid highway program and transit programs and require use of performance-based approaches in metropolitan transportation planning. This has been a critical element of consideration in this LRTP update. Specifically the regulations state:

*Metropolitan transportation planning in cooperation with the State and public transportation operators, shall develop long range transportation plans and transportation improvement programs through a **performance-driven, outcome-based approach to planning**. [23 USC § 134(c)(1); 49 USC § 5303(c)(1)] The metropolitan transportation planning process shall provide for the establishment and use of a performance-based approach to transportation decisionmaking.... [23 USC §134(h)(2); 49 USC § 5303(h)(2)]*

Development of the Proposed 2040 Long Range Transportation Plan

Development of the proposed 2040 Long Range Transportation Plan (LRTP) addressed all the major elements in the Plan. The project team has consistently received feedback from the committees and the general public about the importance of maintaining the transportation system and making the system function as efficiently as possible, given transportation funding limitations. This planning process took place over the last twelve (12) months in close coordination with the LRTP Oversight Planning Committee and the Lincoln/Lancaster County Planning Commission, and with extensive input from the community. Public input started with eight (8) focus group meetings with stakeholders, included three (3) open houses at different stages of Plan development and two (2) community surveys.

The major planning elements addressed in the LRTP and Technical Documentation include the following analysis.

Performance-based Planning – Performance-based planning provides for a structure for the LRTP to ensure that scarce resources are used effectively and equitably and forms the foundation of the LRTP. The community values of transportation are woven into the goals, objectives, performance measures, and ultimately, evaluation criteria, which are used to identify high-priority transportation projects. The LRTP is based on a set of goals intended to implement the vision and support the transportation needs and values of the community, while aligning with state and national goals.

The vision and goals for Transportation in Lincoln and Lancaster County aim to create a safe, efficient, and sustainable transportation system that enhances the quality of life, livability, and economic vitality of the community. Goals are the foundation for performance-based planning; the seven goals articulate the desired end state. The seven transportation goals, listed below, include related objectives that are specific, measurable statements that support achievement of the particular goal. There are seven (7) goals categories.

- Maintenance: A well-maintained transportation system.
- Mobility and System Reliability: An efficient, reliable, and well-connected transportation system for moving people and freight.
- Livability and Travel Choice: A multimodal system that provides travel options to support a more compact, livable urban environment.
- Safety and Security: A safe and secure transportation system.
- Economic Vitality: A transportation system that supports economic vitality for residents and businesses.
- Environmental Sustainability: A transportation system that enhances the natural, cultural, and built environment.
- Funding and Cost Effectiveness: Collaboration in funding transportation projects that maximize user benefits.

Thirty-two system-level performance measures are linked directly to the goals and supporting objectives. Performance measures support the planning process to develop policy, prioritize investments, and measure progress. For each performance measure, available current and historic data have been compiled to show the current system

performance and the trajectory of historic trends, which provide insight into the projects, strategies, and policies needed to meet the stated performance targets. Specific performance targets have been identified for some performance measures; in other cases, a desired trend (increase, decrease, or maintain) has been identified. Many of the performance measures are consistent with the Mayor's Taking Charge Initiative metrics.

Current and Future Needs – The LRTP covers all modes of surface transportation and includes an overview of the transportation needs. The current and future needs of Lincoln and Lancaster County's transportation system are compiled for the LRTP Update from a variety of sources that include; 1) Current planning studies, 2) MPO planning committees, 3) MPO technical tools (i.e.; updated 2040 Travel Demand Model, GIS analysis and engineering studies), and 4) Community input through Focus Group meetings, public meetings, and online surveys.

The transportation needs cover all modes of surface transportation: roadway, transit, bicycling, walking, and rail (specifically the railroad crossing needs). The current and future needs help to define a needs-based plan for the Lincoln MPO. This includes the transportation projects that could be constructed and programs that could be implemented to realize the transportation vision, if funding limitations were not a consideration. The needs-based plan includes more than \$1.2 billion in roadway capital projects and more than \$40 million in trail projects, among other needs.

Community Input – The LRTP Update included three phases of community outreach using various mechanisms at each phase of the project. The Public Involvement Action Plan for the LRTP Update includes three phases of community outreach, each of which focused on a key theme:

1. Transportation Needs (January and February 2016) – Identify current and future conditions including deficiencies and problems, and solicit ideas for transportation improvements, goals, and objectives.
2. Understanding Priorities (May and June 2016) – Input on investment priorities and project priorities.
3. Validating a Vision (September and October 2016) – Public feedback on draft LRTP Update recommendations and report.

The first phase of the community outreach (Transportation Needs) involved eight Focus Group meetings with stakeholders who represented various interests in the community, a public meeting on February 18, 2016, and an online survey.

The second phase (Understanding Priorities) included a public meeting on May 3, 2016 and an online survey that was open for two months and was completed by more than 820 community members. The input received during this community outreach phase has been instrumental in understanding the community's transportation priorities and has been integrated into the project prioritization process and the resource allocation scenarios. Community input has been integrated into each of the elements of the plan.

The Planning Commission has also provided direct input from the community throughout the planning process. The LRTP Project Team has met with the Planning Commission

monthly since the LRTP Update began in November 2015. All elements of the LRTP Update process have been presented and discussed with the Planning Commission; their input is reflected in the plan elements recommendations.

Additional public feedback on the draft LRTP Update was received at a Public Open House on September 27, 2016 and from staff presentations to 13 community groups. Comments were also received from an online survey attached to the draft LRTP report. This survey yielded 256 responses with 64% of people either somewhat agree or strongly agree with the funding objective. Comments Summary report is in the LRTP Technical Documentation appendix. (at: <http://www.lincoln.ne.gov/city/plan/lrtupdate/index.htm>)

Funding Outlook – Transportation funding in Lincoln and Lancaster County comes from a variety of local, state, federal, and private funding sources. Revenue projections are estimated using historic revenue information and represent the funding that can reasonably be expected over the life of the LRTP. In total, approximately \$2.4 billion in transportation revenues can reasonably be expected for the urban area roadway, transit, and trails programs over the 24-year planning horizon (2017–2040). One-third of the funding available for transportation is either restricted to certain project types or has already been committed to specific projects or programs as identified in the LRTP documentation. The remaining \$1.6 billion in funding is considered “flexible” and could be used for a variety of transportation-related purposes. However, the primary funding issue Lincoln is facing is that construction has been experiencing a 5% annual inflation, while current revenue sources that are projected to increase at 2.5% per year.

However, the transportation needs and opportunities in Lincoln and Lancaster County are great and current funding realities indicate that not all desired projects will be built within this plan’s time frame. The funding outlook analysis for the LRTP presents an overview of the revenue forecasts, describes the resource allocation process, and establishes a strategy to maintain the transportation system and to make the system function as efficiently as possible within the transportation funding limitations. A complete summary of the revenue forecasts available for transportation projects and programs is in the LRTP Technical Documentation. (at: <http://www.lincoln.ne.gov/city/plan/lrtupdate/index.htm>)

Resource Allocation – Resource allocation is the process that establishes how the Lincoln MPO intends to distribute the available funding for the urban area transportation system improvements to best achieve the vision and goals of this plan. Given the revenue forecasts and transportation needs, the planning process entertained several funding scenarios or funding for allocation options based on program categories and projects. Project and program categories allocate the available funding to categories of transportation projects and programs. Seventeen (17) categories of projects and programs are used in the LRTP Update, and they have been grouped into four major categories that represent the general types of activities included.

During the second phase of community outreach, both from the public meeting and the online community survey (with a total of 824 responses), participants were asked to identify how resources should be allocated. The top choice of the community was to maintain existing streets. Understanding that all categories are important, this reinforces the need for a balanced approach to funding transportation in Lincoln.

Based on the limited funding availability, the general public planning effort, and feedback from the Project Oversight Committee and Planning Commission, the project team established a recommended resource allocation for the LRTP to further maximize the system capacity. The funding plan recognizes the importance of maintaining the transportation system and making the system function as efficiently as possible. This funding program is enhanced with the potential for emerging technologies in transportation.

The recommended resource allocation allows increased emphasis on rehabilitation, technology, and intersection bottlenecks, while allowing construction of critical capital projects and continuation of funding for alternative modes. The proposed alternative approach to major widening projects includes greater emphasis on emerging technologies that enhance an intelligent traffic signal coordination system and strategic intersection improvements on major corridors rather than constructing more expensive widening projects that do not provide additional benefits.

This strategy does not eliminate the possibility of roadway widening, but is an initial response to better manage the transportation system with cost-effective means. The potential of additional travel lanes and other major corridor improvements is to be determined through a series of engineering and planning studies. This funding plan is highly compatible with the Lincoln MPO Congestion Management Process and is reflected in the Fiscally Constrained Plan.

Fiscally Constrained Plan Elements – The recommended resource allocation strategy establishes the framework for the fiscally responsible plan and what can reasonably be funded over the 24-year time horizon of the LRTP. By directing the available transportation revenues to cost-effective improvements and maintaining the existing infrastructure, the Fiscally Constrained Plan is able to address the region's most pressing needs.

Maintenance and System Operations Activities

- The **System Operations and Maintenance** program includes ongoing maintenance requirements (e.g., pavement maintenance, snow removal, street sweeping, stormwater management, and pothole repair) and operations (e.g., traffic signals) to keep the transportation system functional. The \$586 million allocation to this category will provide continuation of the current operations and maintenance activities.
- The **Road and Bridge Rehabilitation** program includes the repair of arterial and residential streets and bridges. A pavement condition rating system is used to help determine which road surfaces are in most need of repair. Also included in the Rehabilitation program is bridge rehabilitation and signal replacements. The Rehabilitation program has been funded at increased levels – a 58% increase since 2010 – resulting in 72.2 miles of arterials and 487 blocks of residential street improvements. This plan recognizes the rehabilitation program needs continued investments as the current system ages and expands with City growth. Community members identified maintaining the existing transportation infrastructure as the top priority and the \$398 million allocation significantly increases funding for Road and

Bridge Rehabilitation compared to the current funding levels. With targeted investments in this program, the result will be a measurable difference in roadway conditions. Resources invested today are expected to result in a significant savings in the future by avoiding the costs associated with full reconstruction of roadways and an increasing cost of construction.

- The \$8.3 million allocated to **Trail Rehabilitation** is composed of Keno funds, Park & Recreation Repair and Replacement funds, and other trail-specific funding sources. This allocation will allow a continuation of the current trail rehabilitation program.

Alternative Modes

- The **Transit** allocation of \$452 million in the plan will allow StarTran to implement the *Transit Development Plan* (TDP) Preferred Alternative routes and services and to maintain the vehicle fleet. The priority transit projects that are expected to be funded within the Fiscally Constrained Plan include:
 - Replacement buses, Handivans, other vehicles
 - Enhancements to bus shelters and stops
 - Security enhancements
 - Computer replacements and upgrades
 - Shop equipment upgrades
 - Building renovations and improvements

Additional transit enhancements (such as next bus information and transit signal priority) are addressed in the Technology Program.

- The **Bike/Pedestrian and Travel Demand Management** (TDM) program has a planned allocation of \$33.5 million which includes sidewalk repairs, ADA compliant ramps, on-street bike facilities, and the travel options program. The primary objectives of the program are to improve Lincoln's walkability and expand the on-street bike network. The future on-street bike facilities are assumed to be funded, to the extent possible, through the existing street improvement programs. On-street bike lanes can be done very cost-effectively, particularly if paired with planned street overlays or rehabilitation projects. Funding for larger projects like a north-south cycle track in Downtown Lincoln could be pursued through Tax Increment Financing (TIF) with redevelopment in the downtown area (similar to the funding for the N Street Cycle Track).

As travel behaviors change and transportation technologies evolve, there is an increased awareness of the need for strong **intermodal connections**. Advances such as Transportation Network Companies (TNCs), bike-sharing, car-sharing, pedestrian access to transit and driverless cars are making car-optional living more viable. This plan looks to proactively plan for these changes and begin developing an interface between travel modes, allowing a mix of mobility options that are well-coordinated. These may become competitive over time (in terms of travel time and cost) with private car ownership.

- The **Trail Program** has an allocation of \$28 million that is expected to fund construction of approximately 55 miles of new trails, which includes trail projects with current funding commitments. There are five **Committed Trail Projects** included in the current Capital Improvements Program (CIP) which are assumed to be fully funded and completed within the first six years of the LRTP. These committed trail projects total \$6.85 million and include the Waterford Trail, the Fletcher Landmark Trail, the Wilderness Hills Trail, the Woodland Trail, and the Salt Creek Greenway Corridor Trails. (Shown on map 34)

The list of future **Trail Projects** was developed through a project prioritization process to evaluate and better understand which projects would provide the greatest contributions toward meeting Lincoln's transportation goals and achieve the desired trends in the performance measures. The Oversight Planning Committee along with input from a community survey (673 individual responses) evaluated over 40 trail projects using evaluation criteria that align with the seven goals. The priority trail projects that are expected to be funded within the time horizon of the LRTP are listed in the plan.

Fiscally Constrained Roadway Construction Activities

- **Roadway Capital Projects** in the LRTP have a total funding allocation of \$366 million, which include \$66.8 million for Committed Projects, \$25.6 million for Developer Commitments, and \$274 million for other Fiscally Constrained Roadway Capital Projects. Over the 24 year horizon of the LRTP, this will support construction of 27 high priority Roadway Capital Projects. (Shown on map 35)

A project prioritization process was developed to evaluate roadway capital projects and to better understand which projects would provide the greatest contributions toward meeting Lincoln's transportation goals and achieve the desired trends in the performance measures. The Oversight Planning Committee evaluated more than 70 roadway capital projects based on evaluation criteria that align with the seven goals. The public was asked during community outreach activities, which of the roadway capital projects are of most importance. The results from 738 individual responses were combined with the Committee's evaluation resulting in strong public input.

The **committed projects** in the plan are those listed in the current Capital Improvement Program (CIP) and projects committed to developers. There are also 42 lower ranked projects would be included in the fiscally constrained transportation plan and program if additional resources become available". These unfunded roadway capital projects would enhance the roadway system but as unfunded projects are considered as illustrative projects and not included in the fiscally constrained LRTP.

- **Committed Capital Projects** – There are five roadway capital projects included in the current Capital Improvements Program which are assumed to be fully funded and completed within the first six years of the plan. These committed capital projects total \$77.5 million and include:
 - Yankee Hill Road from 70th Street to Hwy 2
 - West "A" Street from SW 40th to Folsom

- South Beltway
 - 14th/Warlick/Old Cheney
 - Pine Lake Road from 61st to Hwy 2
- **Intersection Safety and Capacity** – The roadway capital projects include an increased allocation for intersection improvement projects totaling \$104.68 million. This project category will allow for construction of one intersection improvement per year that is in addition to the critical safety improvements. This increased emphasis on intersection projects aligns with the alternative approach to transportation corridor investments and will allow for expanded geographic coverage of this approach by addressing critical bottlenecks in the system through intersection improvements.

Several roadway corridors were originally contemplated as major six-lane widening projects but are treated differently in this new plan. In keeping with the LRTP funding objectives, improvements to these corridors will instead focus on a combination traffic signal technology improvements and intersection improvements to increase the efficiency of traffic flow. This approach is less costly and will therefore potentially fund more projects. This alternative approach is recommended for five corridors within the fiscally constrained plan:

- N. 84th Street between O Street and Adams Street
- O Street between Antelope Valley and 46th Street
- O Street between Wedgewood Dr and 98th Street
- Cornhusker Hwy between N. 20th Street and N. 33rd Street
- Nebraska Highway 2 between Van Dorn Street and 84th Street

The LRTP includes a **Highway 2 Corridor Study**, that could be a Planning and Environmental Linkages (PEL) study, to evaluate the benefits of six-lane widening compared to a less expensive approach of improving traffic flow with new signal technology and improvements at intersections. A \$20 million placeholder is included in the LRTP for construction of priority improvements that will be identified through the Corridor Study. This type of road-related strategic improvements to address **congestion and safety** at a moderate cost complements the Roadway Capital Projects within the fiscally constrained plan.

- **Developer Commitments** – The City has made commitments to developers to contribute a portion of the construction cost for some roadway projects. The timing of these projects depends upon when the associated development occurs. For the purpose of the LRTP, the City's contributions to these projects are treated similar to the Committed Capital Projects, and, they are assumed to be completed before funding is allocated to any new Roadway Capital Projects. The plan includes a total of \$25.55 million in developer commitments.
- **Two Plus Center Turn Lane Projects** – There are approximately 14 miles of Two Plus Center Turn Lane (2+1) projects remaining in Lincoln. The allocation of \$43.29 million would allow for construction of approximately 7.5 miles of 2+1 projects. This estimate accounts for the increasing cost of construction projects using a five percent annual inflation rate.

- **East Beltway Preservation** – The allocation of \$250,000 per year, or \$6 million over the 24-year time horizon, will be used to preserve approximately 170 acres of land along the future East Beltway corridor (approximately 20 percent of the total land needed). The East Beltway was identified as the highest priority roadway capital project by the public. However, a project of this size depends on additional funding from the state and/or federal government.

Intelligent Transportation System and Technology

- The **Green Light Lincoln** initiative uses smart technologies to improve traffic flow and reduce travel times. By using the next generation of traffic management systems, Lincoln travelers can expect less time waiting at red lights, fewer vehicle emissions, and a reduction in crashes. By maximizing the existing capacity of the City's streets through signal timing improvements, the need for major capacity expansions could be postponed or eliminated. The LRTP resource allocation includes a total of \$151.85 million in funding for Intelligent Transportation Systems (ITS) and Technology, which would allow full implementation of the City's Traffic Management Plan and Green Light Lincoln initiative and will help Lincoln to stay abreast of emerging technologies.

Categories with Variable Funding

- **RTSD and State Train Tax Projects** – The \$188.11 million to RTSD and State Train Tax Projects come from the two highly restrictive funding sources to be used for railroad crossing improvements. This amount is estimated to cover major railroad grade separation projects at 33rd Street and Adams Street and the South Lincoln Beltway, along with railroad crossing gates and flashers at two crossings per year, and six railroad crossing surface upgrades per year.
- **Studies, Project Engineering, Right of Way & Statutorily Required Records** – This program category covers pre-project level engineering studies, responses to non-project specific public inquiries, engineering standards and guidelines, staff coordination with private sector growth proposals, and legal requirements for record keeping. The \$70.7 million allocation would allow for continuation of these essential staff functions.
- The LRTP includes a \$70.7 million allocation to continue **essential staff functions** related to improving the transportation system, including:
 - Pre-project level engineering studies
 - Responses to non-project specific public inquiries
 - Engineering standards and guidelines
 - Staff coordination with private sector growth proposals
 - Legal requirements for record keeping

County Projects

- Lancaster County's **Rural Roads Program** identifies priority projects that are most likely to receive funding (separate from MPO funds) for paving improvements during

the 2040 planning period. The order and priority of the paving projects will be determined as traffic conditions warrant. The majority of the budget for the rural roadway network is devoted to maintenance of the network including grading, spreading gravel, snow removal and bridge and right of way maintenance. Approximately \$1-2 million per year can be devoted to the programming for new rural paving projects. The rural road program is coordinated with the urban area projects in the LRTP and reviewed for possible development within the *rural to urban transition street* (RUTS) program. Discussions on the best method for making the transition from rural to urban sections continue to evolve as traffic needs and intersection design (roundabouts) change. The City of Lincoln Public Works and Utilities Department and Lancaster County Engineer's Office are reviewing the RUTS standards to determine whether adjustments should be made to more efficiently transition from rural to urban.

State of Nebraska

- The **Nebraska Department of Roads** (NDOR) conducts a separate process to identify high priority state projects. The Build Nebraska Act (BNA) and Transportation Innovation Act (TIA) provide funding for state-significant transportation projects. Lincoln and Lancaster County actively work with NDOR to ensure the transportation needs of the Lincoln MPO are represented. Although state projects (other than the South and West Beltways) are not included in the Fiscally Constrained Plan, the rankings of these projects in the LRTP reflect where they fall within the Lincoln MPO's priorities. The **South Beltway** and **West Beltway** are committed improvements that are state projects being funded in part with BNA funds.

Summary and Next Steps

The planning objective for this Long Range Transportation Plan (LRTP) was to use a performance-based planning approach in developing a metropolitan transportation plan that conforms with the funding outlook which maintains the existing infrastructure, allows the transportation system function as efficiently as possible, constructs the highest priority capital projects and continues the funding for bike, pedestrian and transit modes. The result is a fiscally constrained LRTP that addresses the planning area's most pressing needs. A basic direction of this LRTP Update was to focus on maintaining the transportation system and making the system function as efficiently as possible with the most needed projects.

There are many transportation needs in the Lincoln MPO planning area that would be implemented if additional funding was available. These projects will remain in the LRTP but are identified as unfunded illustrative projects. These include roadway, transit, and trail projects that are desired but cannot be done within 24-year planning period due to funding limitations. However, unfunded illustrative projects will be able to move forward if and when funding becomes available. An ongoing community discussion about the need for additional funding is supported.

The public review period was open from September 20 to October 31, 2016 and all comments received are being forwarded to the Planning Commission for their consideration in the final review of the LRTP.

The Planning Commission review and comments along with additional comments received at the public hearing will be forwarded to the MPO Technical Committee and MPO Officials Committee for review and approval. The LRTP is anticipated to be approved by the end of the year.

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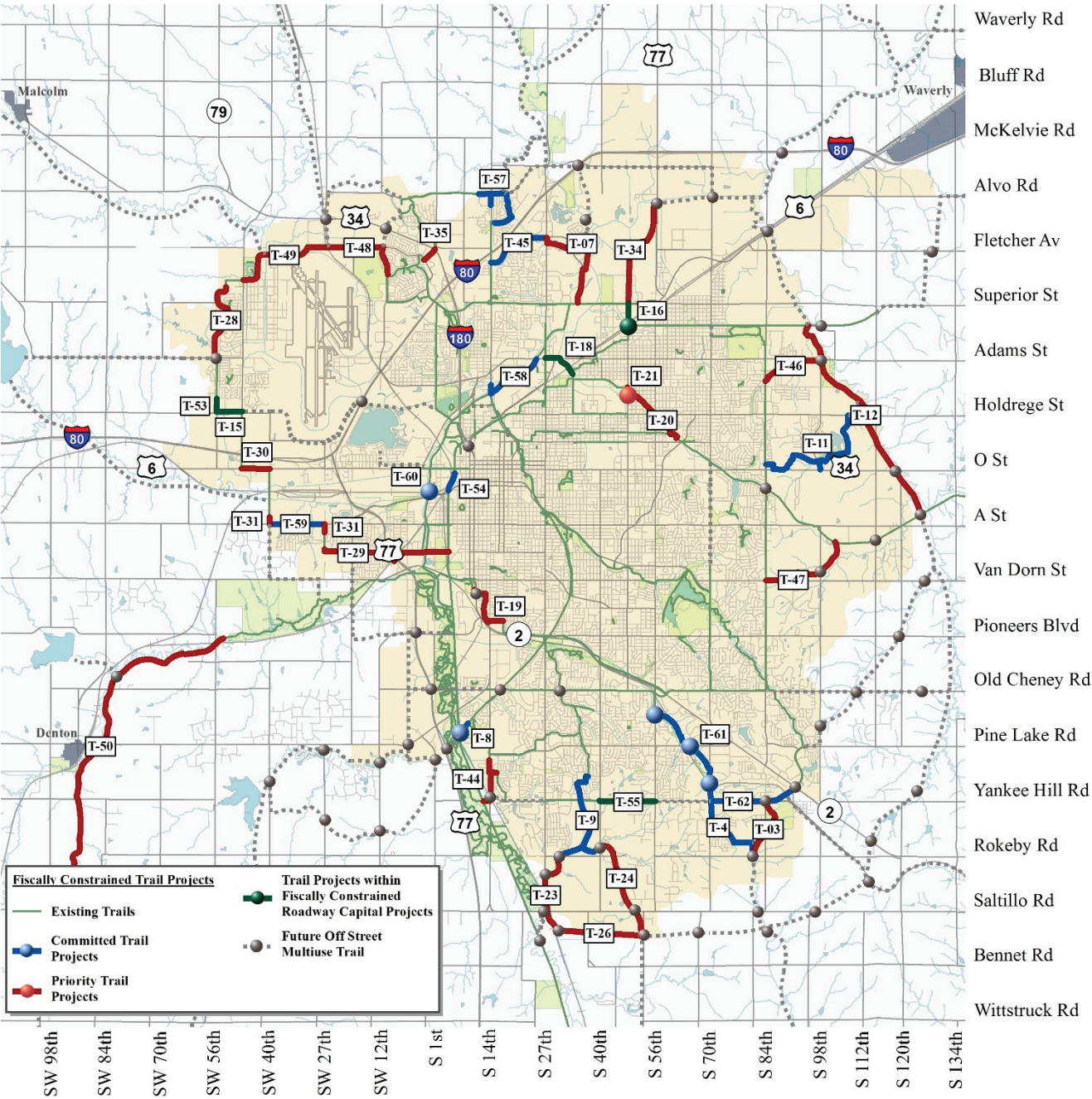


Figure 34. Priority Trail Projects

Table 23. Priority Trail Projects

Project ID	Trail Name	Limits	Project Cost (2016\$)
Funded/Committed Trail Projects			
T-54	Jamaica North – Arena Connector Trail	J Street to N Street	
T-57	Stonebridge Trail	N 14th and Humphrey to N 11th and Alvo Rd.	
T-58	Salt Creek Levee Trail	14th and Salt Creek to 27th and Salt Creek	
T-59	A Street Trail	SW 40th to SW 27th	
T-60	Salt Creek Levee Trail Underpass	RR Underpass at J Street	
T-61	Beal Slough Trail	S 56th and London Rd to S 70th and Yankee Hill	
T-62	Yankee Hill Rd Trail	S 70th to Highway 2	
T-08	Rock Island Connection	Viaduct over BNSF to Jamaica	\$900,000
T-27	Greenway Corridor Trail/Haines Branch - Phase I	SW 56th St to Saltillo Rd	\$3,000,000
T-04	Woodlands	Rokeby Rd to 70th St to Yankee Hill Rd	\$900,000
T-11	Waterford	84th to Stevens Creek	\$850,000
T-09	Wilderness Hills	Yankee Hill Rd to Rokeby Rd	\$1,150,000
T-45	Landmark Fletcher	Fletcher Ave from N. 27th St to N. 14th St	\$950,000
Trail Projects Within Fiscally Constrained Roadway Capital Projects			
T-16	N. 48th St Trail	Murdock Trail to Superior St	\$170,000
T-18	N. 33rd St and Adams Trails	Murdock Trail to Cornhusker Hwy	\$200,000
T-15	W. Holdrege Street Trail	NW 48th St to NW 56th St	\$140,000
T-53	NW 56th Street Trail	W Holdrege to W Partridge	\$80,000
T-55	Yankee Hill Road	S. 40th St to S. 56th St	\$310,000
Priority Trail Projects			
T-19	10th Street Trail	Van Dorn St to 17th St/Burnam St	\$300,000
T-35	N. 1st St	N. 1st St crossing of Hwy 34	\$400,000
T-21	East Campus Trail	Leighton St to Holdrege St	\$150,000
T-31	A Street Connectors	SW 40th: A St to F St, SW 27th: Shane Dr to A St	\$90,000
T-07	Landmark Fletcher	33rd St & Superior St to 27th St	\$600,000
T-29	South Street	SW 27th to Jamaica	\$730,000
T-30	O Street	SW 40th St to SW 48th St	\$240,000
T-20	Deadmans Run Trail	48th St to Mo Pac Trail	\$410,000
T-46	Prairie Village Trail	84th St. to Stevens Creek, South of Adams	\$450,000
T-47	Van Dorn Trail	84th and Van Dorn to 106th and MoPac Trail	\$725,000
T-50	Greenway Corridor Trail/Haines Branch – Phase II	SW 56th to Saltillo Rd	\$1,000,000
T-44	14th & Yankee Hill Connector (w/RTSD project)	South LPS Property Line to Yankee Hill	\$320,000
T-23	27th St Connector	Rokeby Rd to South Beltway	\$460,000
T-24	56th Connector	Rokeby Rd to South Beltway	\$1,200,000
T-26	South Beltway Trail - Phase I	27th St to 56th St	\$1,500,000
T-28	NW 56th	W. Adams to NW 56th to W. Superior	\$550,000
T-03	Woodlands	Jensen Park to Rokeby Rd	\$470,000
T-34	N. 48th St/Bike Park Trail	Superior St to N. 56th St	\$680,000
T-48	Air Park Connector - Phase I	NW 12th to Fletcher to NW 27th	\$530,000
T-49	Air Park Connector - Phase II	NW 48th to NW 31st	\$550,000
T-12	Stevens Creek	Murdock Trail to MoPac Trail	\$2,300,000

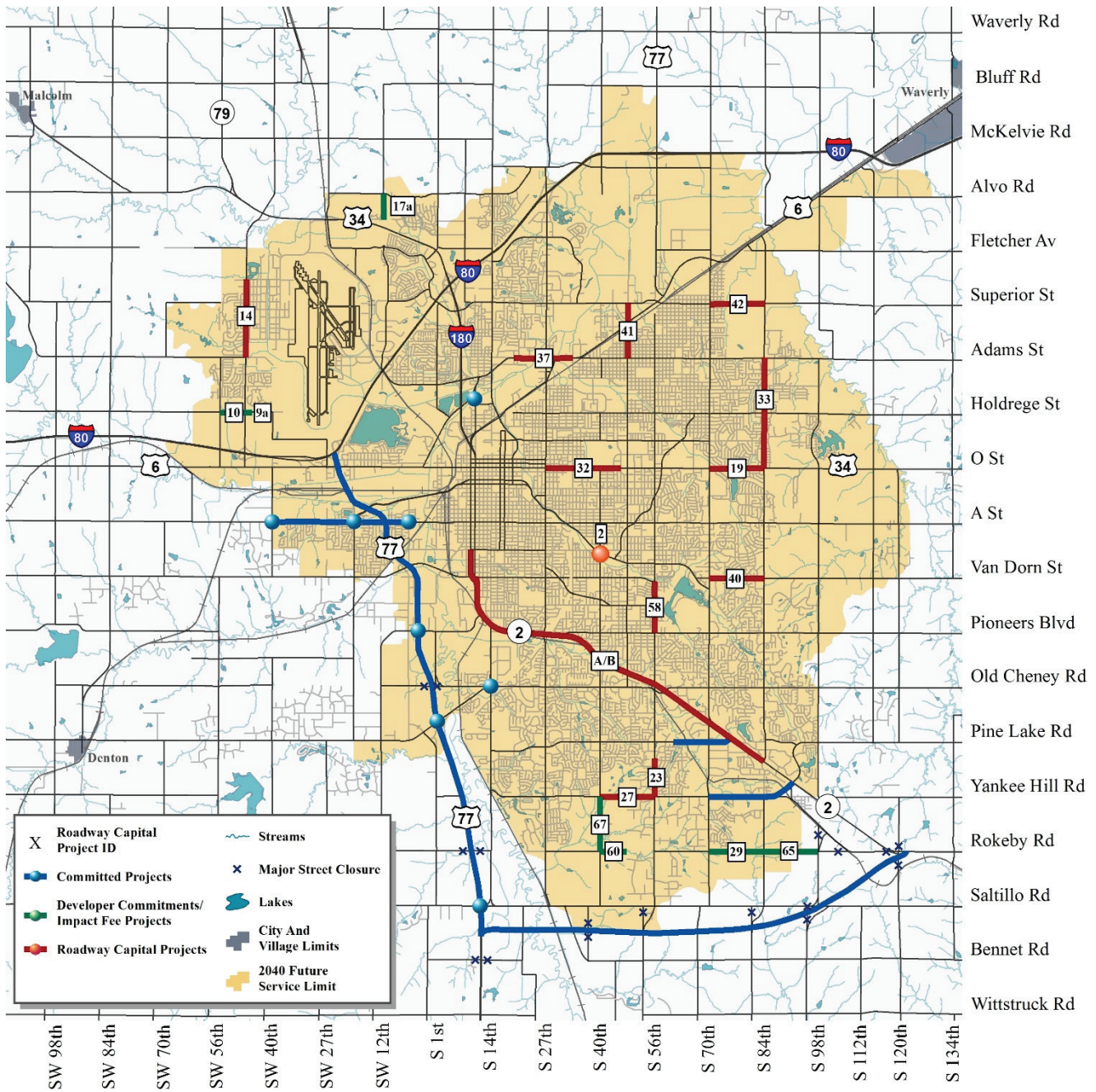


Figure 35. Fiscally Constrained Roadway Capital Projects

Table 24. Fiscally Constrained Roadway Capital Projects

RANK	Project ID	Street Name	Limits	Description	Lead Agency	Project Cost (2016\$)	Local Portion (2016\$)	Year of Expenditure (YOE)			Refer to Notes Below Table
								YOE	YOE Project Cost	Cumulative Cost (YOE)	
Committed		West Beltway (US 77)	I-80 to Saltillo Rd	Freeway with new interchanges	State	\$15,700,000					1
Committed		N. 10th St	N. 10th St and Military Bridge over Salt Creek	Bridge replacement	Local	\$3,500,000					1
Committed		Yankee Hill Road	70th Street to Hwy 2	2 lanes + roundabouts	Local	\$14,790,000	\$9,980,000				1
Committed		West A Street	SW 40th to Folsom	2 lanes + intersection improvements	Local	\$16,980,000	\$16,980,000				1
Committed		South Beltway	US 77 to Hwy 2	4 lane freeway	State	\$200,000,000	\$15,400,000				1, 6
Committed		14th/Warlick	14th/Warlick/Old Cheney	Intersection improvements and grade separation	Local	\$24,930,000	\$15,020,000				1
Committed		Pine Lake Road	61st St to Hwy 2	4 lanes + turn lanes	Local	\$10,850,000	\$9,450,000				1
Impact Fee/LES	65	Rokeby Rd	84th St to 98th St	2 lanes + intersection improvements	Local	\$5,000,000	\$1,500,000	2017	\$1,575,000	\$1,575,000	2, 5
Impact Fee	29	Rokeby Rd	S. 70th Street to S. 84th Street	2 lanes + intersection improvements	Local	\$7,400,000	\$7,400,000	2018	\$8,158,500	\$9,733,500	2
	A	Nebraska Hwy 2	84th Street to South Street	Corridor Study	Local	\$1,500,000	\$1,500,000	2019	\$1,736,438	\$11,469,938	3
Impact Fee	60	Rokeby Rd	S. 40th St to S. 48th St	2 lanes + intersection improvements	Local	\$3,500,000	\$3,500,000	2023	\$4,924,851	\$16,394,789	2
Impact Fee	9a	W. Holdrege St	NW 48th St to Chitwood (east ¼ mile)	2 lanes + intersection improvements	Local	\$925,000	\$925,000	2023	\$1,301,568	\$17,696,357	
Developer Commitment	67	S. 40th St	Yankee Hill Rd to Rokeby Rd	2/4 lanes + intersection improvements	Local	\$8,800,000	\$8,800,000	2024	\$13,001,608	\$30,697,965	2
Developer Commitment	17a	NW 12th St	W. Alvo Road to Aster	2 lanes + turn lanes	Local	\$2,800,000	\$2,800,000	2024	\$4,136,875	\$34,834,840	2
Developer Commitment	10	W. Holdrege St	NW 56th Street to NW 48th Street	2 lanes + intersection improvements	Local	\$3,100,000	\$3,100,000	2025	\$4,809,117	\$39,643,957	2
1	41	N. 48th St	Adams St to Superior St	4 lanes + intersection improvements	Local	\$12,400,000	\$12,400,000	2026	\$20,198,293	\$59,842,251	
	B	Nebraska Hwy 2	84th Street to South Street	Priority improvements (TBD by Corridor Study)	Local	\$20,000,000	\$20,000,000	2028	\$35,917,127	\$95,759,377	3
3	2	S. 40th St	Normal Blvd and South St	Major intersection area work	Local	\$8,600,000	\$8,600,000	2029	\$16,216,583	\$111,975,960	
4	27	Yankee Hill Rd	S. 40th Street to S. 56th Street	2/4 lanes + intersection improvements	Local	\$10,200,000	\$10,200,000	2030	\$20,195,302	\$132,171,262	
6	58	S. 56th St	Van Dorn St to Pioneers Blvd	4 lanes + intersection improvements	Local	\$10,500,000	\$10,500,000	2032	\$22,920,183	\$155,091,445	
7	33	N. 84th St	O Street to Adams Street	Intersection improvements	Local	\$4,125,000	\$4,125,000	2032	\$9,004,358	\$164,095,803	4
8	32	O St (US-34)	Antelope Valley N/S Rdwy (19th St) to 46th St	Intersection improvements	Local	\$14,000,000	\$14,000,000	2034	\$33,692,669	\$197,788,472	4
11	19	O St (US-34)	Wedgewood Drive to 98th Street	Intersection Improvements	Local	\$4,100,000	\$4,100,000	2035	\$10,360,496	\$208,148,968	4
12	37	Cornhusker (US-6)	N. 20th Street to N. 33rd Street	Intersection Improvements	Local	\$4,500,000	\$4,500,000	2036	\$11,939,840	\$220,088,808	4
13	14	NW 48th St	Adams Street to Cumming Street	2 lanes + intersection improvements	Local	\$10,300,000	\$10,300,000	2037	\$28,695,415	\$248,784,223	
14	40	Van Dorn St	S. 70th Street to S. 84th Street	Intersection improvements	Local	\$2,900,000	\$2,900,000	2038	\$8,483,256	\$257,267,479	4
16	42	Havelock Ave	N. 70th Street to N. 84th Street	2 lanes + intersection improvements	Local	\$6,300,000	\$6,300,000	2039	\$19,350,600	\$276,618,078	
17	23	S. 56th St	Thompson Creek Blvd to Yankee Hill Rd	4 lanes + intersection improvements	Local	\$7,400,000	\$7,400,000	2040	\$23,865,740	\$300,483,818	

¹ Committed projects are included in the 2016–2022 CIP and/or the current TIP and are assumed to be fully funded and constructed prior to allocation of resources to other Roadway Capital Projects.

² The timing of the Impact Fee/Developer Commitment projects depends on development; for the purpose of the LRTP, they are assumed to be complete prior to allocation of resources to other Roadway Capital Projects.

³ Rather than assuming the widening of Hwy 2 to six lanes, a Corridor Study is recommended to evaluate alternative improvements for the corridor. A \$20 M placeholder for construction of priority improvements is included as a high priority; the specific improvements will be identified in the Corridor Study.

⁴ These corridor projects include the alternative approach to six-lane widening (or four-lane widening in the case of Van Dorn) – traffic signal coordination and key intersection improvements to address bottlenecks.

⁵ The Rokeby Road project (84th St to 98th St) is being partially funded by Lincoln Electric System (LES) (\$3.5 M) and partially by directed impact fees (\$1.5 M).

⁶ The \$15.4M local portion for the South Beltway project is the Wheel Tax funding only.

L RTP Update

Public Review Summary of Survey Comments Received between September 20 and October 31, 2016

Draft L RTP Public Review Process

- Public review period:
 - September 20 – October 31, 2016
- Joint public meeting
 - September 27, 2016
- Email notice to over 1,800 contacts
- Draft L RTP Technical Report and Executive Summary available online
- Online survey (259 responses)
- Meetings with stakeholder groups

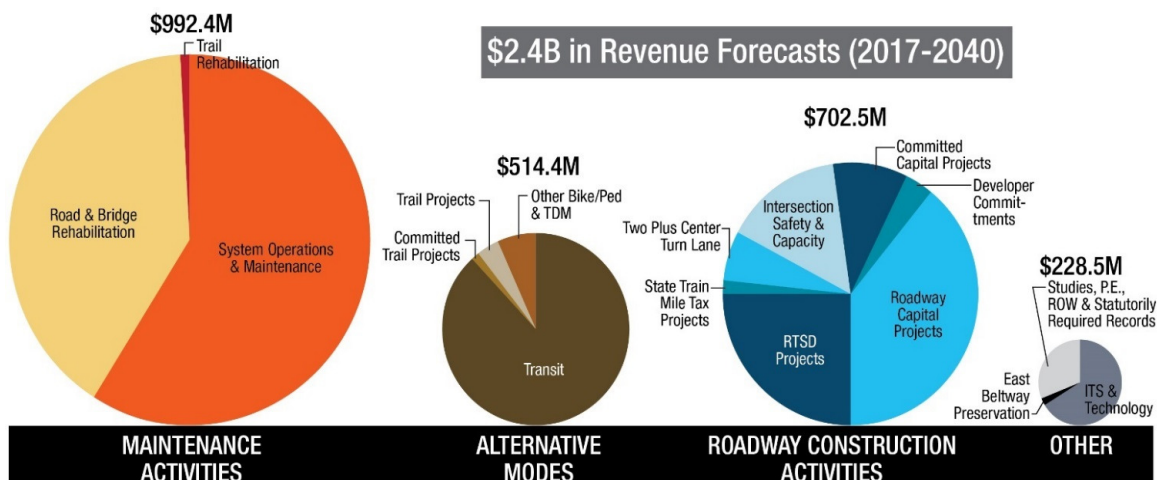


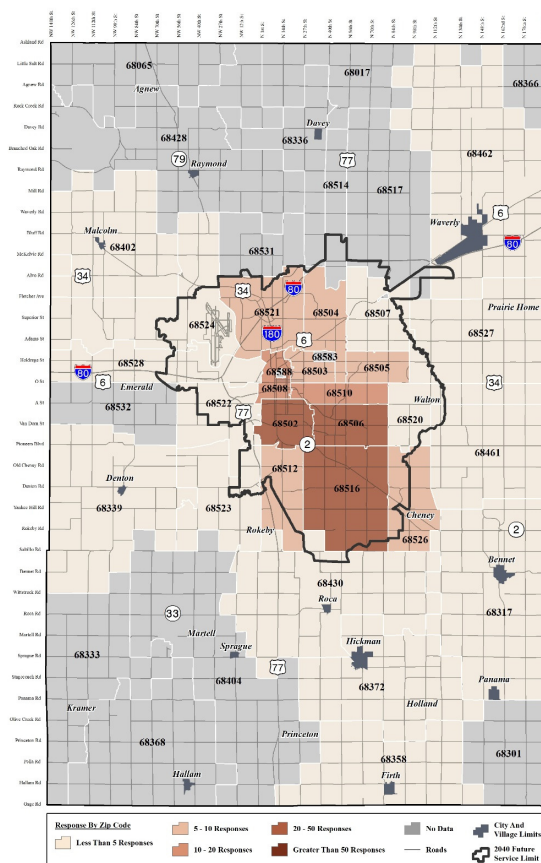
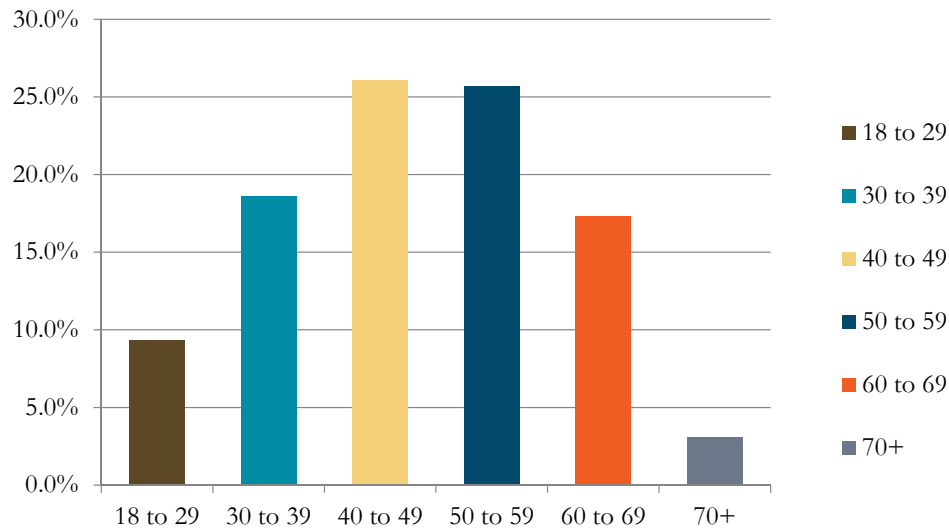
Funding Objective

- Recognizes that increasing construction costs necessitates a thoughtful approach
- Maximize the existing system's capacity
 - Increased emphasis on rehabilitation, technology, and intersections bottlenecks
 - Construction of critical capital projects
 - Continuation of funding for alternative modes
- Alternative approach to major widening projects
 - Traffic signal coordination
 - Intersection improvements



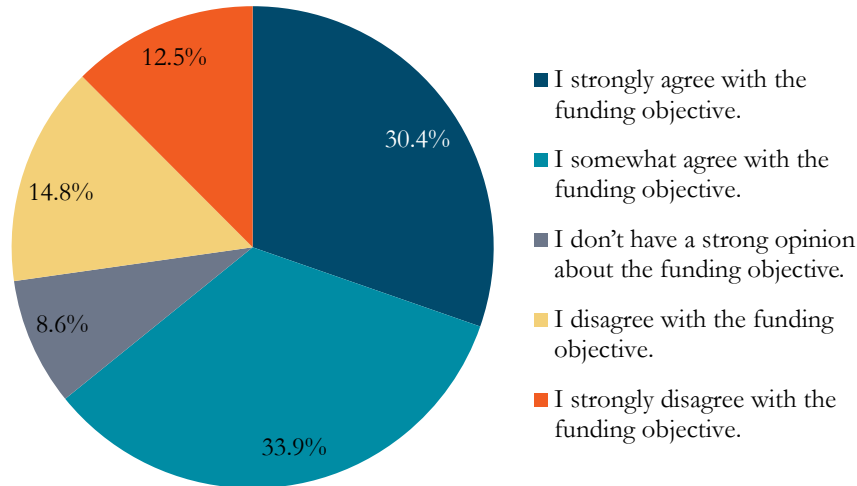
Resource Allocation





Public Input: Funding Objective

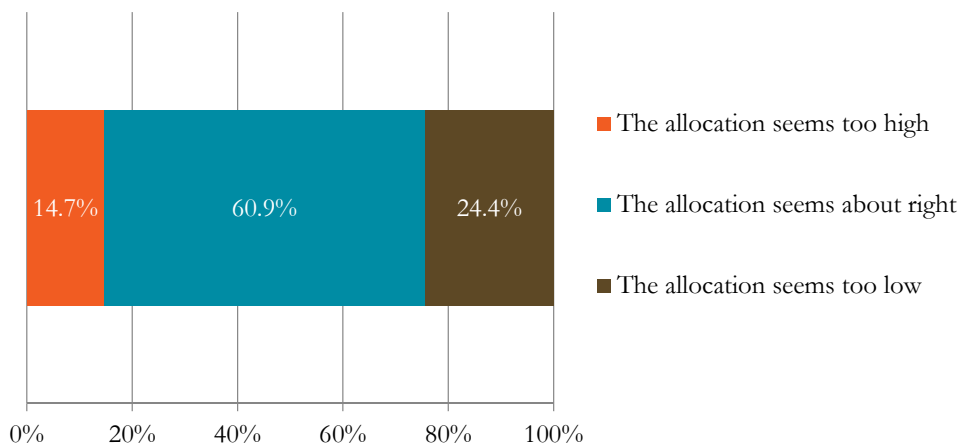
Do you agree with the LRTP funding objective?



Number of Responses = 257

Public Input: Maintenance Activities

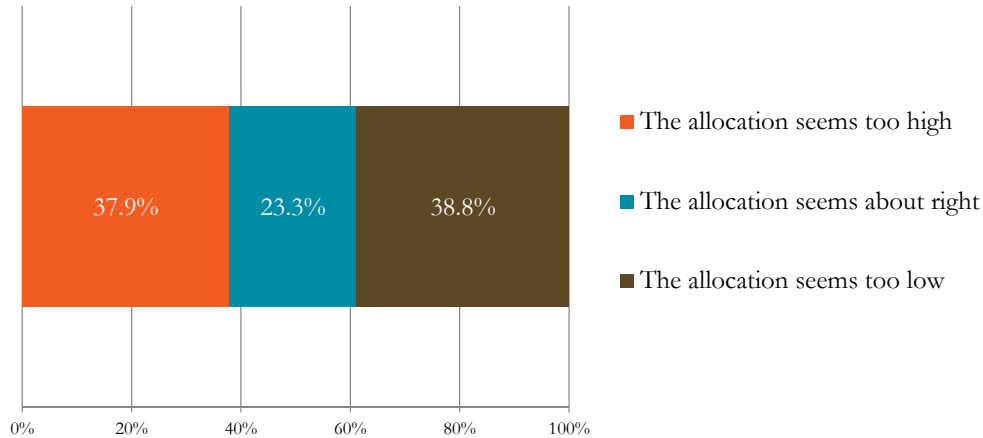
Do you feel that the LRTP adequately funds maintenance activities?



Number of Responses = 225

Public Input: Alternative Modes

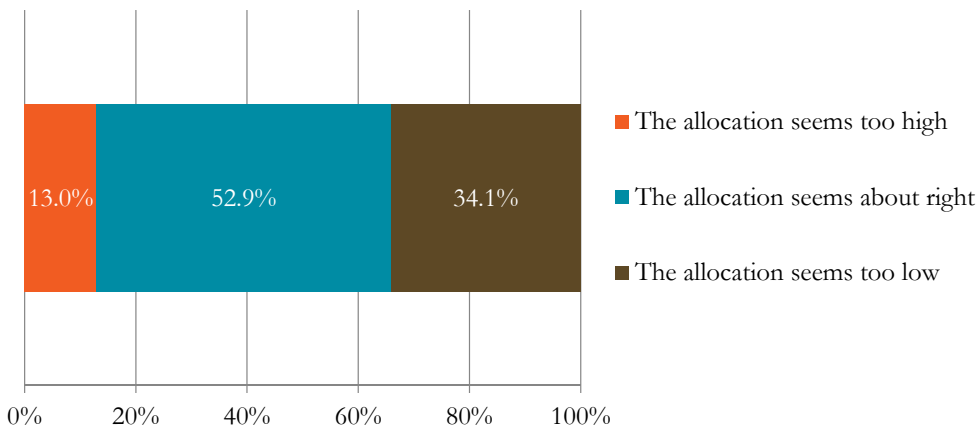
Do you feel that the LRTP adequately funds alternative modes (bicycle, pedestrian, and transit)?



Number of Responses = 227

Public Input: Roadway Construction

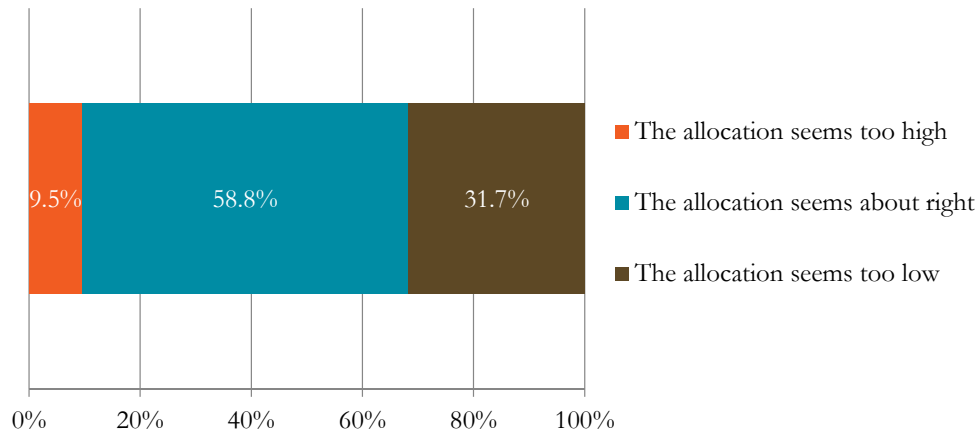
Do you feel that the LRTP adequately funds roadway construction activities?



Number of Responses = 223

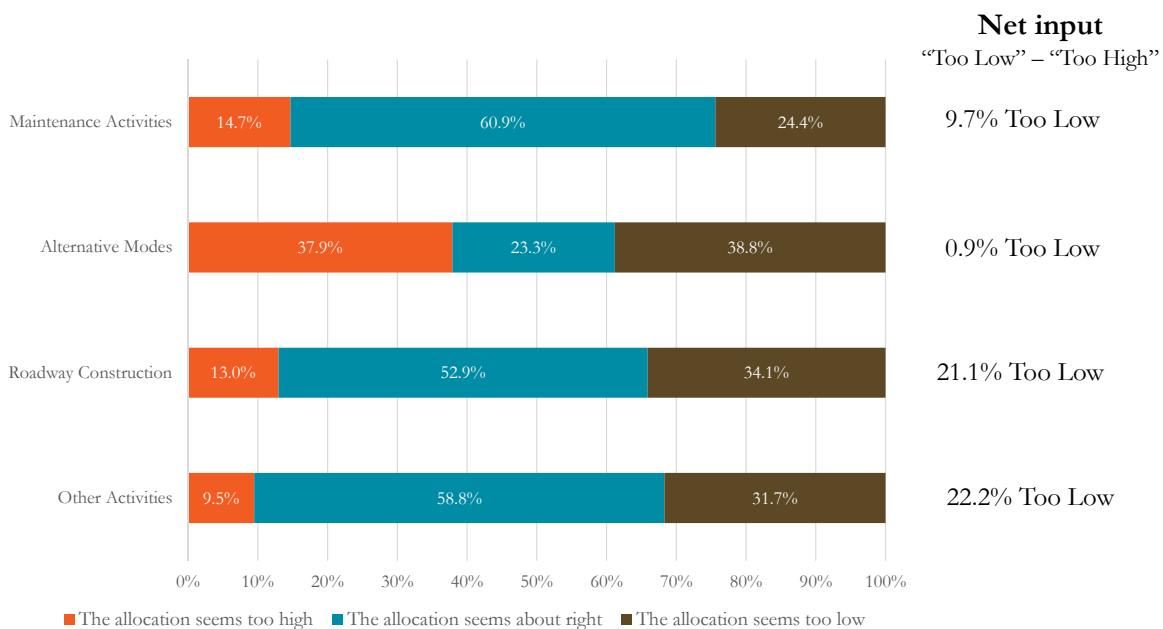
Public Input: Other Activities

Do you feel that the LRTP adequately funds other activities (including ITS and technology, East Beltway corridor preservation, and essential staff functions)?



Number of Responses = 221

Public Input: Resource Allocation



DRAFT Lincoln MPO Long Range Transportation Plan Questionnaire

The Long Range Transportation Plan (LRTP) establishes a funding objective that recognizes the importance of maintaining the transportation system and making the system function as efficiently as possible, and includes:

- An increased emphasis on rehabilitation, technology, and intersection bottlenecks, while allowing construction of critical capital projects and continuation of funding for alternative modes.
- An alternative approach to major widening projects including traffic signal coordination and intersection improvements on major corridors.

Do you agree with the LRTP funding objective?

- ☐ I strongly agree with the funding objective
☐ I somewhat agree with the funding objective
☐ I don't have a strong opinion about the funding objective
☐ I disagree with the funding objective
☐ I strongly disagree with the funding objective

Please elaborate on your response:

The LRTP recommends allocating the available transportation revenues to project and program categories as shown on the LRTP Funding Plan board.

Do you feel that the LRTP adequately funds maintenance activities?

- ☐ The allocation seems too high
 ☐ The allocation seems about right
 ☐ The allocation seems too low

Please elaborate on your response:

Do you feel that the LRTP adequately funds alternative modes (bicycle, pedestrian, and transit)?

- ☐ The allocation seems too high
 ☐ The allocation seems about right
 ☐ The allocation seems too low

Please elaborate on your response:



Do you feel that the LRTP adequately funds roadway construction activities?

☐ The allocation seems too high ☐ The allocation seems about right ☐ The allocation seems too low

Please elaborate on your response:

Do you feel that the LRTP adequately funds other activities (including ITS and Technology, East Beltway Corridor Preservation, and Essential Staff Functions)?

☐ The allocation seems too high ☐ The allocation seems about right ☐ The allocation seems too low

Please elaborate on your response:

Please share any additional comments you have on the draft LRTP:

Demographic Questions (Optional)

Home zip code: _____

What is your age?

☐ Under 18 ☐ 30 to 39 ☐ 50 to 59 ☐ 70+
☐ 18 to 29 ☐ 40 to 49 ☐ 60 to 69

If you would like to be on our contact list and receive updates on the Long Range Transportation Plan, please provide your contact information.

Name: _____

Address: _____

Email address: _____ Phone number: _____

Thank you for providing feedback!

