

2030



Lincoln/Lancaster County Comprehensive Plan



Adopted November 16, 2006

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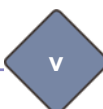
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BACKGROUND

INTRODUCTION

The next section outlines a Community Vision for the City of Lincoln and Lancaster County. The Vision speaks to hopes and dreams for the future of the City of Lincoln and Lancaster County, Nebraska. The Vision is a statement of where the community sees itself in twenty five years — and in the years beyond.

The sections following put details to that Comprehensive Plan Vision. They describe how the ideas and ideals expressed in the Comprehensive Plan Vision will come about.

Fourteen sections highlight the key elements of the flourishing, vibrant community sought by this Plan. Each section describes a particular facet of everyday life and how the Plan's Vision sees it in the future — Where will people work? How will they get there? Where will they shop? Where will their children go to school? Where will there be parks and open spaces for them to enjoy? How will existing roads, sewers, and waterlines be maintained and new ones built? How will the Plan be put into place?

- ◆ Community Vision
- ◆ The Economy
- ◆ Business and Commerce
- ◆ Environmental Resources
- ◆ Residential
- ◆ Utilities
- ◆ Mobility & Transportation
- ◆ Information Technology
- ◆ Community Facilities
- ◆ Parks, Recreation, and Open Space
- ◆ Historic and Cultural Resources
- ◆ Education
- ◆ Financial Resources
- ◆ Plan Realization

This section provides a discussion of the people and region that comprise Lincoln and Lancaster County. This background information will help to set the stage for the sections to follow.

OVERALL POPULATION GROWTH PROJECTION

This Comprehensive Plan embraces a growing, changing community. The Plan energetically recognizes the long term growth potential of the City of Lincoln and Lancaster County, and of the fundamental demographic changes being experienced by the community.

Lancaster County's population is assumed to reach over 390,000 persons by the year 2030 — that's over 140,000 more people than the County's year 2000 population base of 250,291 persons. By the year 2050, the County's population is projected to reach 527,000 people, or over 277,000 more people than reside in the county today.

This growth is based on an assumed rate of 1.5 percent per year throughout the fifty year period. While the rate exceeds what the community has experienced since the 1960's (i.e., 1.2 percent per year), it does generally mirror the 1.6 percent growth rate of the 1990s. The 1.5 percent annualized figure provides a firm foundation for planning and fostering the community's expansion.

As will be examined later in this document, it is anticipated that the rate of growth will be routinely monitored as the Plan's Vision is put into place. This monitoring will be based on an array of growth and development factors that go beyond a simple estimation of the community's population.

Within this expanding population base, changes are also envisioned to occur in the community's demographic mix. Although no specific projections have been made, it is assumed that the city and county's future population will mirror several recent local and national trends.

For example, within the planning period the face of the community will witness further growth among existing racial and ethnic minority groups. Lincoln and Lancaster County's minority community more than doubled between 1990 and 2000. This increase was witnessed across all segments of the minority community – with notable growth occurring among Black/African Americans, Asians, "Other" racial groups, and persons of Hispanic origin. Increases within the minority community — both in absolute numbers and as a percent of the area's overall population — are anticipated to continue into the future. This trend is embraced by the Comprehensive Plan's Vision and is to be considered as the Plan's policies and programs are implemented.

A second demographic trend of significance is the continuing growth in the area's senior population. Issues relating to an aging population will increase in importance as more and more individuals reach the age of 65 and above. Over the next twenty five years, this segment of the community will similarly grow in number and as a percent of the overall population base. This will place greater emphasis on the unique transportation, housing, economic, and recreational needs of this expanding demographic segment.



URBAN, RURAL, AND VILLAGE GROWTH

As the County's population grows over the next fifty years, the Plan anticipates the distribution of the people residing in certain geographic areas of the county will remain at their present levels.

The City of Lincoln's population will stay at about 90 percent of the County's population. This means that Lincoln's population will reach beyond 350,000 persons by the year 2030, and to almost 475,000 persons by the year 2050.

The balance of the projected population is expected to reside in the County's smaller cities and villages, on farms, and in the rural areas on acreages. For purposes of long term planning, the population of the incorporated cities and towns will stay a little under 3 percent. Persons living in these jurisdictions will grow from the current level of 6,500 persons, to around 11,700 in 2030, and near 13,700 in the year 2050.

While no specific count is available on the number of people living on "farms," it is assumed that about one percent of the County's population are part of the "farming community." This means that around 2,500 people resided on farms in the year 2000. This figure would grow to nearly 3,900 persons in the year 2030, and top 5,000 by the year 2050.

The remaining population was assumed to live on acreages (either free standing or as part of rural subdivisions), on other farmsteads, and in the County's handful of unincorporated towns. This demographic element was calculated at around 15,700 in the year 2000, and would grow to about 24,400 by the year 2030, and exceed 33,000 by the year 2050.

POPULATION DENSITY

Since about 1970, Lincoln's population density has remained relatively consistent at around 3,000 persons per square mile. Certainly within the urban fabric there are variations from this norm. Areas of residential concentration near the Downtown and many of Lincoln's older neighborhoods have levels of density greater than this average. Conversely, there are locations on the urban fringe with newer neighborhoods having population densities below this level.

As the city experiences additional urbanization, the Plan assumes that the overall city-wide population density will stay at a level comparable to this figure throughout the initial 25 year planning horizon. Reaffirmation of this population density figure should occur in the future whenever a new Comprehensive Plan is being prepared for the community.

While sufficient developable land is designated in the Plan to accommodate an overall city-wide density comparable to the current figure, the community should strive to maximize efficiency in development.

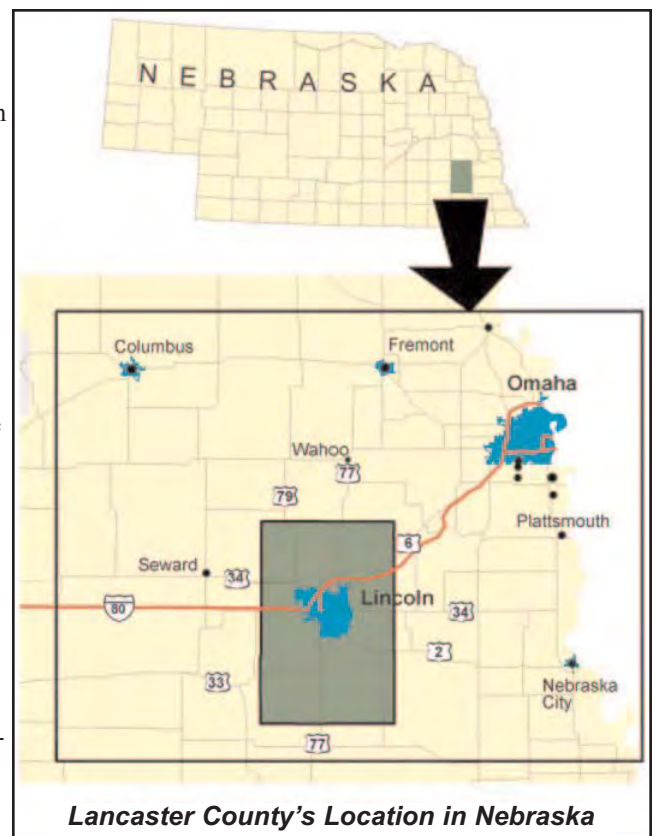
LONG RANGE REGIONAL PLANNING

Southeastern Nebraska is experiencing a growing sense of social, cultural, and economic interdependence. The Interstate 80 corridor in particular offers a major link between the State's two largest urban areas and the region as a whole. Strengthening ties between the two cities and the surrounding rural communities is integral to the region's future success in providing employment, recreational, and other opportunities.

Growth projections by the Lincoln-Lancaster County and Omaha Planning Departments envision a combined metropolitan population approaching 1.5 million people by the year 2050. Though beyond the nearer term planning horizon of this Comprehensive Plan, a fifty year perspective is not too long a period to use when viewing the growth and evolution of a region.

Sustaining a healthy natural environment, keeping a desirable quality of life for all, and forging a viable economy are but a few of this Plan's aspirations. To secure such ends for everyone in the larger region will mean a thoughtful coordination. Planning and growth issues will need to be approached with care. The communities involved need to reach a common understanding of the value to be placed on the region's natural, cultural, economic, and historic resources. Time will be needed to faithfully craft a vision for regional planning and development.

The City of Lincoln and Lancaster County are committed to further examining regional planning issues for southeastern Nebraska. Much public dialogue about the future of the region



Lancaster County's Location in Nebraska

is needed if core planning issues and potential solutions are to be fully explored. The time frame for completing such work extends into the implementation period of this Comprehensive Plan. As the fruits of this effort become available, they should be considered for incorporation into the Plan.

EMERGING REGIONAL PLANNING ISSUES

Based upon preliminary discussions completed so far, a number of regional planning issues have emerged. These issues are important to communities throughout the region as they intimately affect how each community views its future. While these issues will not dictate a particular city's or county's given destiny, they are harbingers of planning trends and development forces that will impact the collective future of the region. These issues include:

- ◆ Urban growth, edge development, and community densities
- ◆ Regional transportation planning and community mobility
- ◆ Cooperative planning of infrastructure and concerns of overlapping jurisdictions
- ◆ Cooperative planning of education and public facilities
- ◆ Historic preservation planning and central urban revitalization
- ◆ Conservation and protection of environmental and natural systems
- ◆ Cooperative planning of water resource management
- ◆ Preservation of agricultural lands and the "right to farm"
- ◆ Affordable and low-income housing
- ◆ Cooperative planning for regional economic development
- ◆ Cooperative planning for shared technologies
- ◆ Cooperative planning for multicultural equity and diversity
- ◆ Assessment of State, County and Local public policies for sustainable communities
- ◆ System of sustainable community indicators
- ◆ Mechanisms for implementing and maintaining a system of cooperative planning

COMMUNITY VISION

The Comprehensive Plan Vision provides a broadly painted horizon for the community's future. The following vision statements, principles and strategies provide guidance for individual land use decisions and other actions that collectively will determine the future of Lincoln and Lancaster County.



COMPREHENSIVE PLAN VISION

The core promise embedded in the Comprehensive Plan is to maintain and enhance the health, safety and welfare of our community during times of change, and to promote our ideals and values as changes occur. The Comprehensive Plan is specific to Lincoln and Lancaster County and it recognizes the factors that make us unique. The Plan therefore is a combination of practicality and vision, and provides guidelines for sustaining the rich mosaic that now characterizes our growing community.

✧ THE ONE COMMUNITY VISION

Lincoln and Lancaster County have many different components that are bound together physically, economically, and culturally, all within a prairie ecosystem.

The One Community Vision commits us to proactively, but cooperatively, acknowledge the sometimes competing interests of neighborhoods, small towns, and rural areas, our growing cultural diversity, and regional economic forces, as we address the future. This is the fundamental challenge of our Comprehensive Plan: to retain the characteristics of our individual parts while accommodating change within an increasingly interdependent world. As a decision-making tool, the Plan must accomplish both these tasks.

The following principles are based on this One Community Vision and describe the desired end state:

- ◆ All of the communities and people of Lancaster County work together to implement a common plan providing for mutual benefit.
- ◆ An important relationship exists between the urban, rural, and natural landscapes. Urban and rural development maximizes the use of land in order to preserve agriculture and natural resources.
- ◆ Policies of managing urban growth, maintaining an “edge” between urban and rural land uses, and preserving prime agricultural land, form a distinctive and attractive built environment for Lincoln and Lancaster County.
- ◆ Lincoln remains a single community. The policies of a single public school district, drainage basin development, and provision of city utilities only within the city limits continue to be a positive influence and help shape the City for decades to come. These policies are sustained in order to preserve our ability to move forward as one community.



QUALITY OF LIFE ASSETS

Lincoln and Lancaster County's easily accessible museums, rich architecture, historic places, sustainable neighborhoods, diverse and affordable housing opportunities, libraries, performing and visual arts, agricultural landscapes, trails, entertainment and recreational opportunities, and schools are truly major assets that enhance the quality of life for all residents. However, access to our quality of life assets is impossible without adequate physical and technological infrastructure. The Plan acknowledges this fact, and commits us to use access to quality of life assets as a decision-making criterion.

Strong neighborhoods, including a strong Downtown core, are one of Lincoln and Lancaster County's great assets and the conservation of existing, and creation of new, neighborhoods is fundamental to this plan. As the population continues to become more diverse, the richness and variety of Lincoln and Lancaster County's cultural assets will enrich the quality of life for all those living here.

The following principles are based on the Quality of Life Assets statement and describe the desired end state:

- ◆ Preservation and enhancement of the many quality of life assets within the community continues. For a true "good quality of life," a community has more than jobs, shelter, utilities and roads — there are numerous service, education, historic and cultural resources which are fundamental to enriching lives.
- ◆ The community continues its commitment to neighborhoods. Neighborhoods remain one of Lincoln's great strengths and their conservation is fundamental to this plan. The health of Lincoln's varied neighborhoods and districts depends on implementing appropriate and individualized policies. The Comprehensive Plan is the basis for zoning and land development decisions. It guides decisions that will maintain the quality and character of the community's established neighborhoods.
- ◆ The community continues its commitment to a strong Downtown. A strong, vital Downtown provides a common center for all Lincoln and Lancaster County and will be a catalyst for future growth. The Comprehensive Plan acknowledges Downtown's unique role and will guide decisions that will maintain Downtown's vitality and enhance its contribution to the quality of life of all Lincoln and Lancaster County.



ECONOMIC OPPORTUNITY

Lincoln and Lancaster County must have a sustainable tax base to provide quality services to residents. The Comprehensive Plan recognizes that technological change and global economic forces have a direct impact on local employment and quality of life. For this reason, the Plan seeks to improve physical and technological infrastructure, to maintain a healthy climate for locally owned and operated commerce and trade, to promote the recruitment of new companies, and to provide a variety of training and employment opportunities.



The following principles are based on this Economic Opportunity statement and describe the desired end state:

- ◆ Existing businesses flourish and there are opportunities for new businesses within Lincoln and the incorporated communities. The Plan provides new employment locations and supports retention of existing businesses.
- ◆ Residential, commercial, and industrial development take place in the City of Lincoln and within incorporated towns. This ensures that there are convenient jobs and a healthy tax base to support the public safety, infrastructure and services within the communities. While location in the cities and towns of the county is a priority, unique site requirements of a business may necessitate consideration of other suitable and appropriate locations in the county.
- ◆ The community has adapted and thrives in an ever changing world economy. A strong information technology infrastructure exists to support business growth and the community's information demands. New technologies have led to new modes of living and working. A skilled workforce continues to adapt to economic and cultural changes.

◆ ENVIRONMENTAL STEWARDSHIP

Clean air, clean water, parks and open space, mature trees, signature habitats, and prime and productive farmlands are valuable assets. Conservation areas, floodplains, green spaces, and parks define, and help create linkages between, neighborhoods and surrounding population centers. The Comprehensive Plan takes into consideration the effects of natural events and characteristics not only upon localized development, but also upon the community as a whole, upon private ownership issues, and upon recreational opportunities. The Plan thus commits Lincoln and Lancaster County to preserve unique and sensitive habitats and endorses creative integration of natural systems into developments.

The following principles are based on this Environmental Stewardship statement and describe the desired end state:

- ◆ Natural and environmentally sensitive areas are preserved and thrive. Wetlands, native prairies and stream (riparian) corridors are preserved to ensure the ecological health of the community.
- ◆ Other natural features, such as tree masses, in areas for future development, are integrated into new development to provide for green spaces within the built environment.

◆ DOWNTOWN LINCOLN - THE HEART OF OUR COMMUNITY

Downtown Lincoln is the heart of our community, a unique common ground for all Lincoln and Lancaster County residents. At the same time, Downtown Lincoln belongs to all residents of Nebraska because “downtown” is synonymous with the University of Nebraska, state government, and the State Capitol building. This state-wide ownership has strong economic implications, and for that reason, as well as the desire to maintain downtown as the “heart” of the community, the Comprehensive Plan will ensure that downtown remains a special place. The Plan will seek to preserve vistas and institutions of cultural importance, to reinforce the district as a center of entertainment, and to promote a rich diversity of activities and uses, including housing, education, government, offices and commerce.

The following principles are based on this Downtown Lincoln statement and describe the desired end state:

- ◆ Downtown Lincoln continues to serve as the heart of our community and is an asset for all Nebraska residents.
- ◆ Downtown Lincoln continues to serve its role as the central location for commerce, government, entertainment and the arts.
- ◆ Views to the State Capitol have been preserved, as they have in the past, as part of our community form.



◆ INTERACTION BETWEEN THE COMPREHENSIVE PLAN AND THE CITIZENS

Although the Comprehensive Plan is intended primarily to guide the physical development of our community, the results of such development are ultimately felt by individuals and their families. The planning process aspires to make this interaction between people and their physical landscape one in which all facets of our community can prosper, not only economically, but also intellectually, aesthetically, and spiritually. The Comprehensive Plan seeks to accommodate and encourage the participation of all citizens of the city and county in the making of public policies to implement the visions of the community. Comprehensive planning is a continuous process, requiring a continuing, equitable, and frequent interaction between the governments and their constituencies.

The following principles are based on this Interaction Between the Comprehensive Plan and the Citizen statement and describe the desired end state:

- ◆ The Comprehensive Plan continues to be updated regularly with extensive citizen participation.
- ◆ The Plan is a successful guide, shaping development, yet remaining responsive to changing conditions.

◆ SUSTAINABILITY

The Comprehensive Plan has long recognized the importance of building sustainable communities - communities that conserve and efficiently utilize our economic, social, and environmental resources so that the welfare of future generations is not sacrificed. This concept has grown in importance with increased understanding of the limits to energy supplies and community resources, the likelihood that energy costs will continue to increase in the future, and the climatic impacts of energy consumption. In a new century where these factors are likely to affect economic survival, we need to think about building communities that are resilient and adaptable to change. We should encourage economics that are sustainable, an attractive quality of life, and a healthy environment so that long-term benefits are derived for our community. Sustainability, as a part of the Community Vision, now requires added attention.

The community should be engaged in discussing how to more effectively approach this goal.

Specific topics for discussion could include:

- ◆ Creating stronger incentives to encourage more projects and neighborhoods that incorporate best practices for mixing uses and reducing vehicle trips.
- ◆ Building a stronger relationship between city and rural communities and more security of our food supplies by encouraging more “local food.”
- ◆ Encouraging reduced energy consumption in new building construction and in retrofitting existing buildings.
- ◆ Encouraging more re-use, recycling, and conservation of natural resources, such as water, and other natural and man-made materials.
- ◆ Attracting new and expanding industries that serve the emerging market for more sustainable products and services.
- ◆ Modify existing policies and regulations that act as barriers to furthering sustainable principles.



GUIDING PRINCIPLES FOR COMMUNITY FORM

In addition to the principles from the Vision Statement, there are further divisions of the principles into statements that are more specific to the rural and urban environments. The following core principles for the development of the rural and urban environment are further expanded upon within the various sections of the plan.

THE RURAL ENVIRONMENT

- ◆ Acknowledge the fundamental “Right to Farm.” Preserve areas throughout the county for agricultural production by designating areas for rural residential development — thus limiting

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potential conflicts between farms and acreages.

- ✧ Ensure that acreage and rural development preserve and protect environmentally sensitive areas. In the City and County, develop a strategy to maximize the preservation of our nonrenewable resources, such as land and fossil fuels.
- ✧ Preserve areas for the future growth of incorporated towns in the county, including areas outside of the current one mile zoning jurisdiction of certain towns.
- ✧ Support new commercial, residential, and industrial development within the incorporated towns in the county.
- ✧ Provide for about six percent of the total population in the County on acreages.

THE URBAN ENVIRONMENT: OVERALL FORM

- ✧ Lincoln's future urban growth should generally occur in multiple directions around the existing city. Lincoln will continue to have managed and contiguous growth, including strengthening our Downtown core. Lincoln's sense of community has been based on incremental, compact growth built on the foundations of established neighborhoods. Future growth will continue this traditional pattern and be linked to both the level of demand in the market and to the orderly extension of public improvements and services. Lincoln will continue to contain approximately 90 percent of the County's population.
- ✧ Maximize the community's present infrastructure investment by planning for residential and commercial development in areas with available capacity. This can be accomplished in many ways including encouraging appropriate new development on unused land in older neighborhoods, and encouraging a greater amount of commercial space per acre and more dwelling units per acre in new neighborhoods.
- ✧ In the City and County, develop a strategy to maximize the preservation of our nonrenewable resources, such as land and fossil fuels.
- ✧ Near and long term growth areas for the City of Lincoln should be preserved in order to facilitate future urban development. Acreage areas will be directed to areas outside of the future urban growth areas in order to minimize conflicts between urban and acreage uses and so that the City may provide urban services as efficiently as possible.
- ✧ Preservation and renewal of historic buildings, districts, and landscapes is encouraged. Development and redevelopment should respect historical patterns, precedents, and boundaries in towns, cities and existing neighborhoods.
- ✧ Natural and environmentally sensitive areas should be preserved within neighborhoods. Conservation areas and open lands should be used to define and connect different neighborhoods.
- ✧ Streams, trees, open space, and other environmentally sensitive features should be preserved

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within new development as design standards allow. The natural topography and features of the land should be preserved by new development to maintain the natural drainageways and minimize land disturbance.

- ✧ Parks, recreation, and open space corridors should be connected. Salt Creek Heritage Greenway should begin at Wilderness Park and be extended to the south. Natural and environmentally sensitive areas should be preserved along Interstate 80 and Little Salt Creek to the north, and a new “green space” should be developed along Stevens Creek to the east. Care should be taken that adequate future crossings of such corridors for roads, utilities, and other community facilities are ensured.

THE URBAN ENVIRONMENT: RESIDENTIAL NEIGHBORHOODS

- ✧ Home ownership is the foundation upon which successful neighborhoods and communities are built. Citizens should be able to afford to buy a safe and decent home. The plan should recognize the impact of policies and programs on community housing costs.
- ✧ Affordable housing should be distributed throughout the region to be near job opportunities and to provide housing choices within every neighborhood.
- ✧ Encourage different housing types and choices, including affordable housing, throughout each neighborhood for an increasingly diverse population.
- ✧ Elementary and middle schools should be sized and located to enable children to walk or bicycle to them. Child care centers should be located within neighborhoods and near schools and parks when possible.
- ✧ A range of parks and open space, from totlots to ballfields, should be distributed within neighborhoods and be within walking distance of the residents.
- ✧ Construction and renovation within the existing urban area should be compatible with the character of the surrounding neighborhood.
- ✧ Encourage mixed-use redevelopment, adaptive reuse, and in-fill development including residential, commercial and retail uses. These uses may develop along transit routes and provide residential opportunities for persons who do not want to or cannot drive an automobile. Promote residential development, economic development and employment opportunities throughout the City.



THE URBAN ENVIRONMENT: TRANSPORTATION

- ✧ Many activities of daily living should occur within walking distance. Neighborhoods should include homes, stores, workplaces, schools and places to recreate. Interconnected networks

of streets, trails and sidewalks should be designed to encourage walking and bicycling, reduce the number and length of automobile trips, conserve energy and for the convenience of the residents.

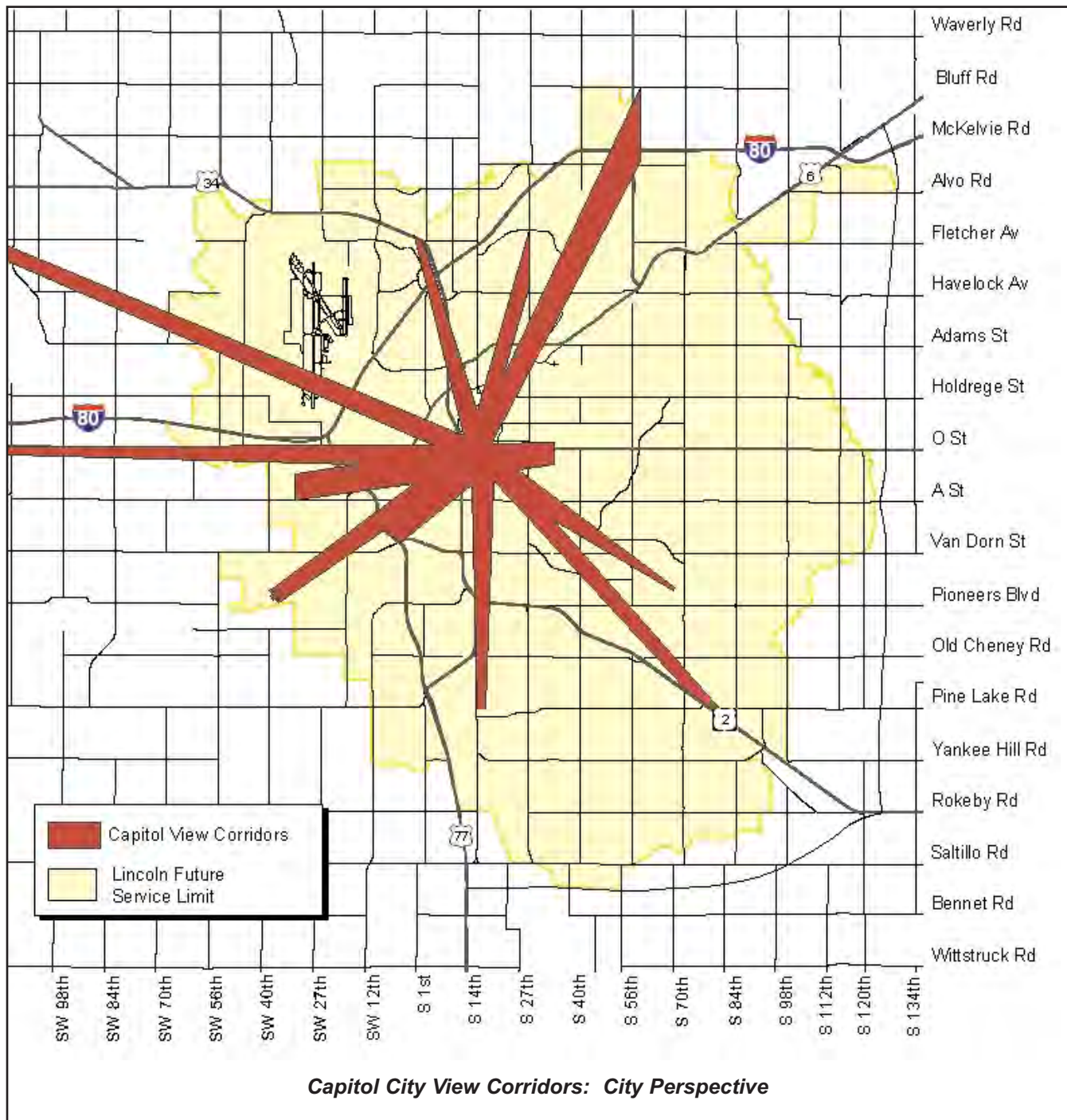
- ✧ Transit, pedestrian, and bicycle networks should maximize access and mobility to provide alternatives and reduce dependence upon the automobile.
- ✧ “Transit Corridors”, oriented to transit stops, when properly planned and coordinated, can help organize urban development and revitalize existing commercial centers. Transit corridors should be developed by providing transit stops and greater concentrations of commercial and residential uses along corridors, such as particular arterial streets, in order to minimize transit travel times and maximize ridership.
- ✧ Mixed-use centers, with higher residential and commercial densities, should provide for transit stops — permitting public transit to become a viable alternative to the automobile.
- ✧ Linear open space should be developed along major transportation corridors such as the Beltway (all portions) and Antelope Valley.
- ✧ The Beltways should become multi-use corridors which will include four lanes of roadway, trails and pedestrian facilities, linear open spaces integrated into development and open space patterns in the development of Lincoln, utility corridors, and a potential route for alternative transportation modes. The Beltway will not dictate the future – it is the community through its adopted plans that determines future growth patterns and form.
- ✧ Streets and public spaces should be safe, comfortable, and interesting to the pedestrian. Properly configured, they encourage walking and enable neighbors to know each other and protect their communities. The street network should facilitate calm traffic conditions, provide multiple connections within and between neighborhoods, using neighborhood development aspects such as four way intersections of residential streets, multiple connections to arterial streets, and reduced block lengths.
- ✧ Strip commercial development along transportation corridors is discouraged.
- ✧ Preserve and enhance entryway corridors into Lincoln and Capitol View Corridors.

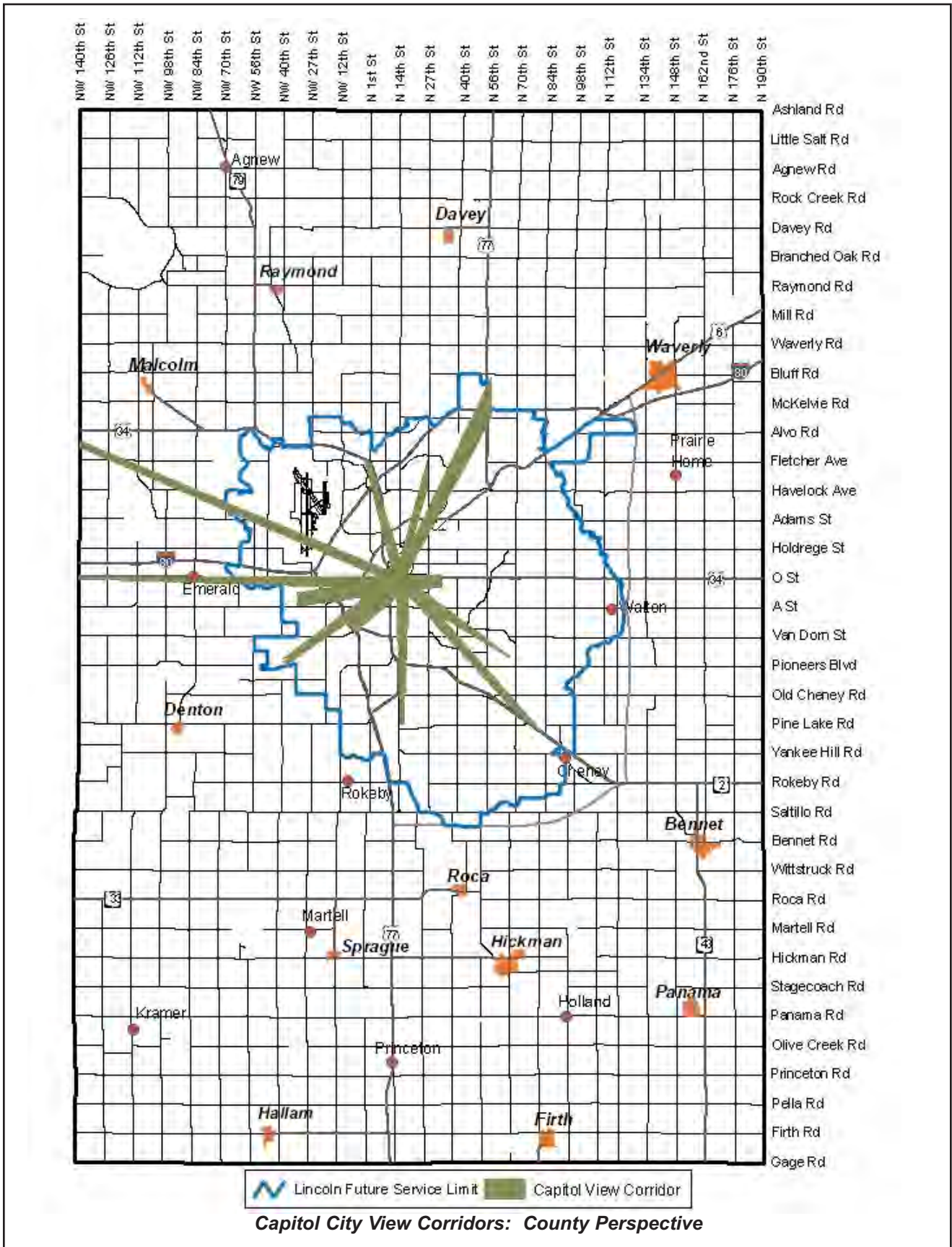


URBAN DESIGN AND PUBLIC ART

The American cities generally regarded as especially attractive, such as Charleston, Boston, San Francisco, Savannah, and New Orleans, are older communities with a strong sense of cohesiveness and space. These cities had the advantage that distinctive parts of their fabrics were constructed in previous eras where there were fewer building materials and techniques available, and stronger architectural traditions. In Lincoln, Haymarket and several older neighborhoods demonstrate similar cohesiveness. Today, technology offers much more variety in building materials and techniques. Many contemporary buildings are thought of as “products” that have a more limited economic life. The automobile has generated huge new space and functional demands. All of these factors make it more difficult for communities today to develop and redevelop in an attractive, cohesive manner.

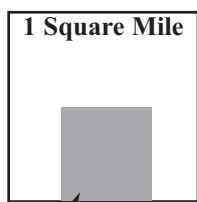
Most cities, including Lincoln, protect their cultural/architectural heritage through formal historic preservation efforts. Lincoln has taken further steps to protect and promote a positive physical character through special design requirements that protect the environs and views of the State Capitol Building -- our community's signature urban design asset -- and that encourage compatible infill in its older neighborhoods. The Capitol Environs Commission is unique in that its membership includes city and state appointees, and its authority extends to all public and private projects within its district, including State projects. Its authority to identify and protect important public vistas to the Capitol should be strengthened.



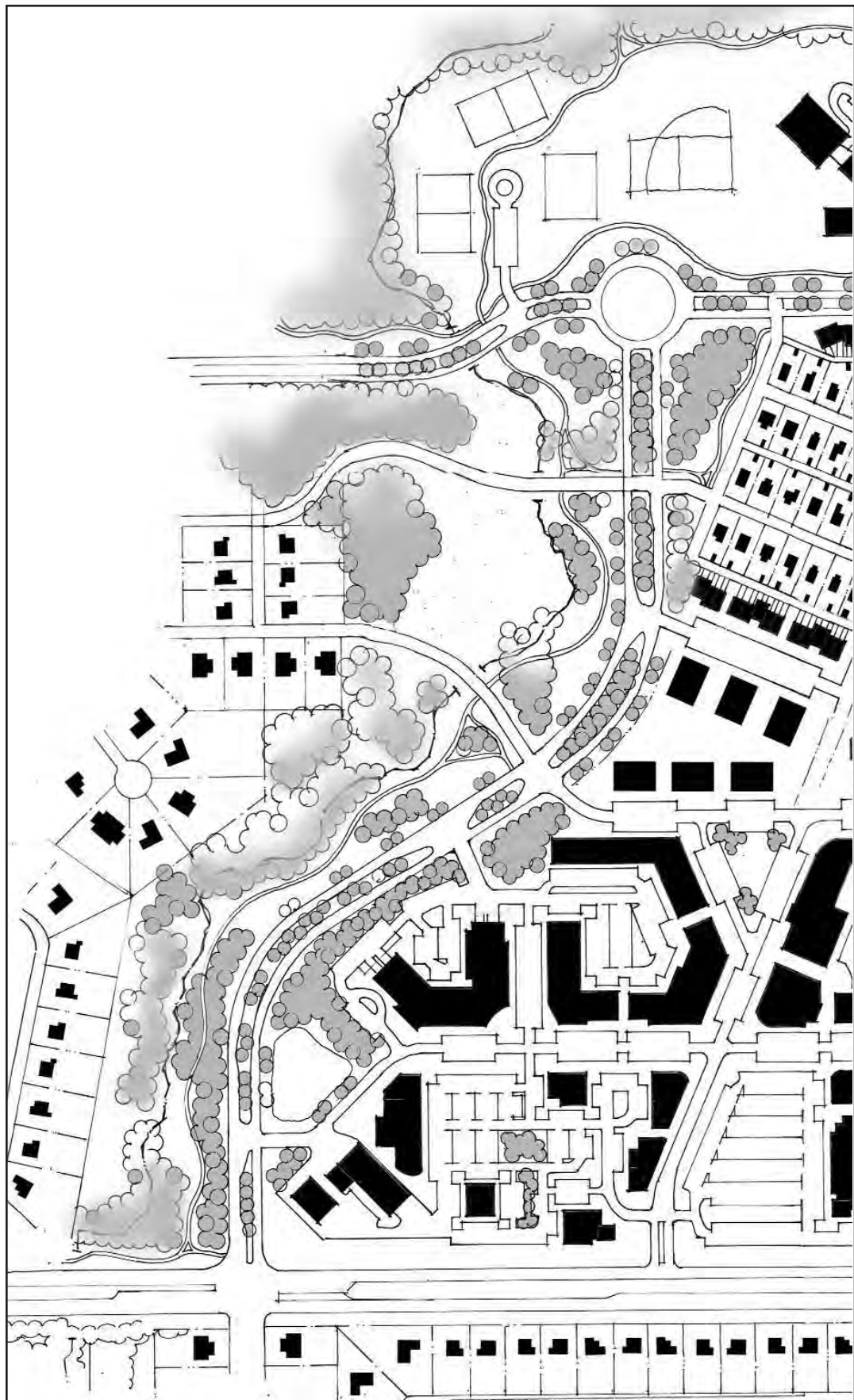


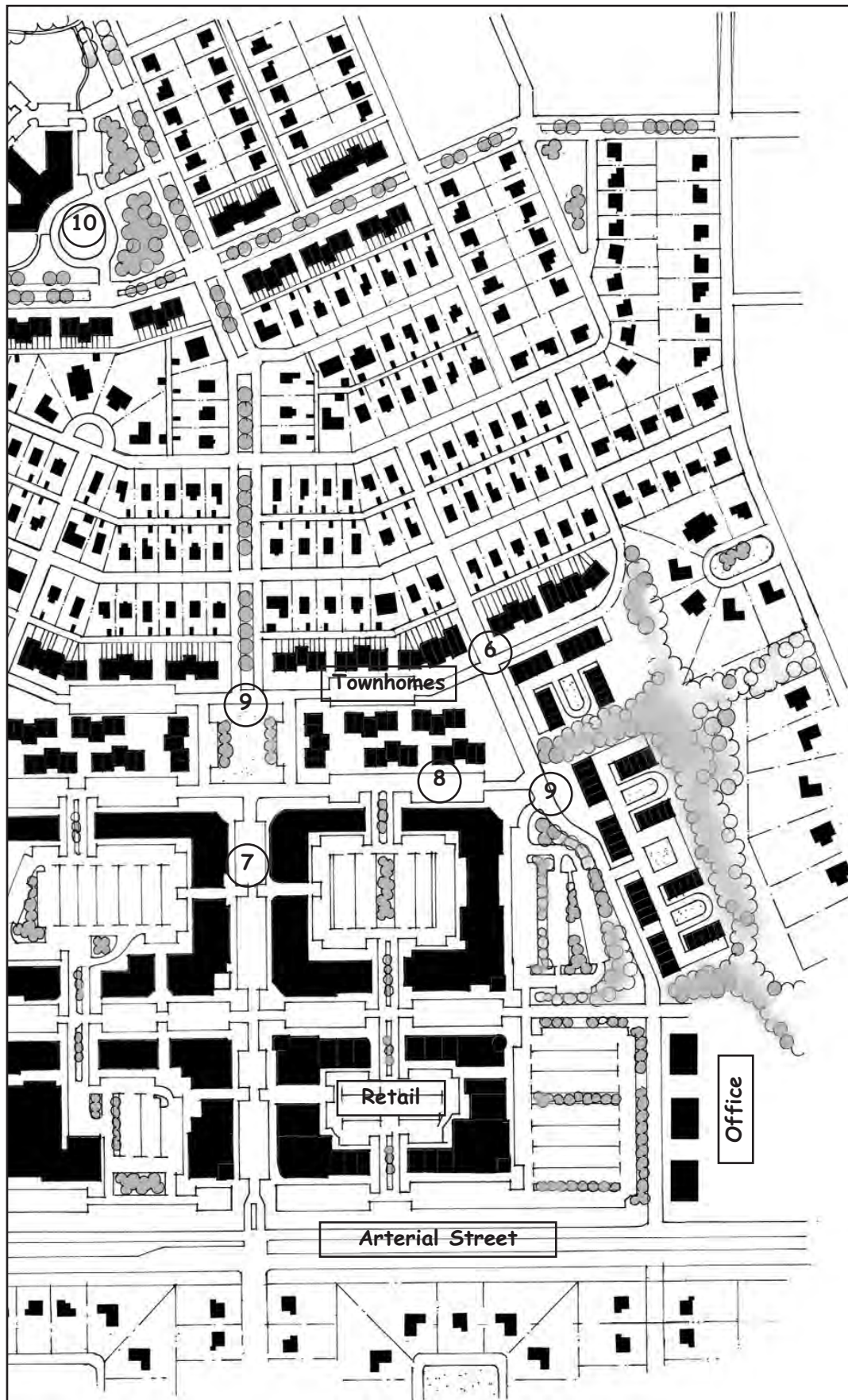
The accompanying image displays how these multiple development principles can be integrated. It includes principles such as:

- 1 Mix of office, retail and service uses
- 2 Floodplain preserved as open space, ballfields, trails, conservation areas
- 3 Natural environmentally sensitive areas preserved such as existing wetlands preserved & integrated into the development
- 4 Connected green space; encourage linear connected green spaces as much as possible
- 5 Transit stops integrated into commercial center, near arterial and near area of greater population



Area of Detail





6 Mix of housing types — single family, townhomes, apartments, elderly housing — all within one area

7 Pedestrian orientation with parking at rear, multiple pedestrian routes, and buildings and uses close to each other

8 Transition of uses; less intense office uses near residential areas

9 Multiple vehicular connections between residential neighborhood and commercial center and multiple access points in and out of area

10 Public uses (such as elementary schools) serve as centers of neighborhood

IMPLEMENTATION

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

1. the specific strategies found in this Plan;
2. the land use relationships of community in the land use plan; and,
3. the timing of development found in the future urban growth tiers.

The land use plan for Lincoln and Lancaster County contains several general categories of land use types that are listed below. The maps displaying the land use plan are but one aspect of the Comprehensive Plan. The entire Comprehensive Plan should be referenced and considered when viewing the land use plan maps and for judging the appropriateness of the land uses they may display.

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

Commercial: Areas of retail, office and service uses. Commercial uses may vary widely in their intensity of use and impact, varying from low intensity offices, to warehouses, to more intensive uses such as gas stations, restaurants, grocery stores or automobile repair. Each area designated as commercial in the land use plan may not be appropriate for every commercial zoning district. The appropriateness of a commercial district for a particular piece of property will depend on a review of all the elements of the Comprehensive Plan.

Green Space: Areas predominately used for active recreational uses, such as parks, golf courses, soccer or ball fields, and trails. Green space areas may be either public or privately owned. While some isolated environmentally sensitive features may be within these areas, they are predominately for active recreation, with some passive recreation uses also possible.

Industrial: Areas where railroads, manufacturing, trucking and transportation facilities are the dominant land use. Some commercial activities may also take place in predominately industrial districts, such as office, retail or warehouses.

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

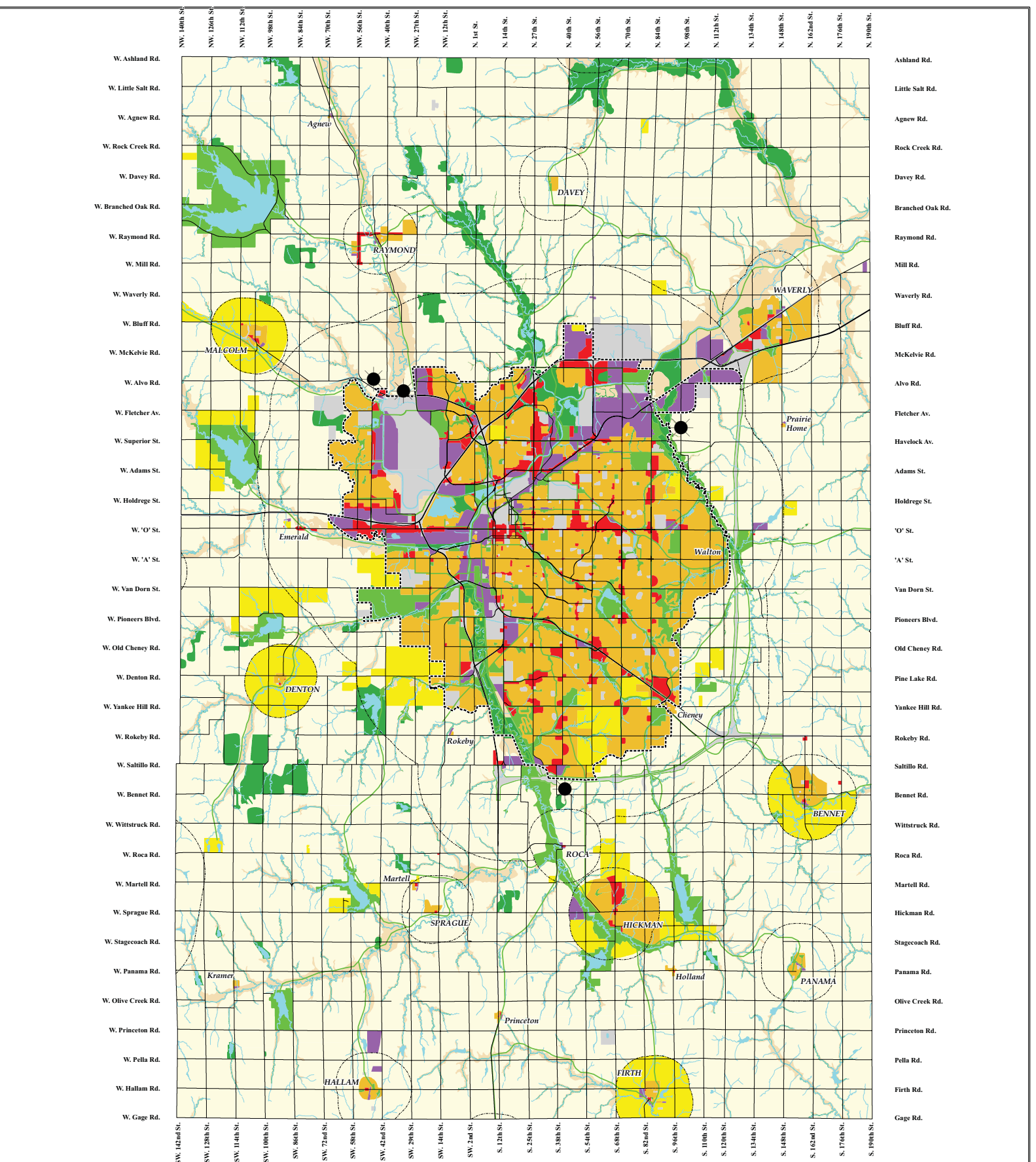
Environmental Resources: Land and water masses which are of particular importance for maintenance and preservation, such as saline wetlands, native prairie, and some floodway and riparian corridors. Such areas may be either publicly or privately owned.

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

Public and Semi-Public: Areas of public or semi-public land use and/or structures that serve the general public. Only the largest facilities are shown on the land use plan. Some small scale public and semi-public land uses may be found within all land use designations. Highways and interstates are also included in this category.

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

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



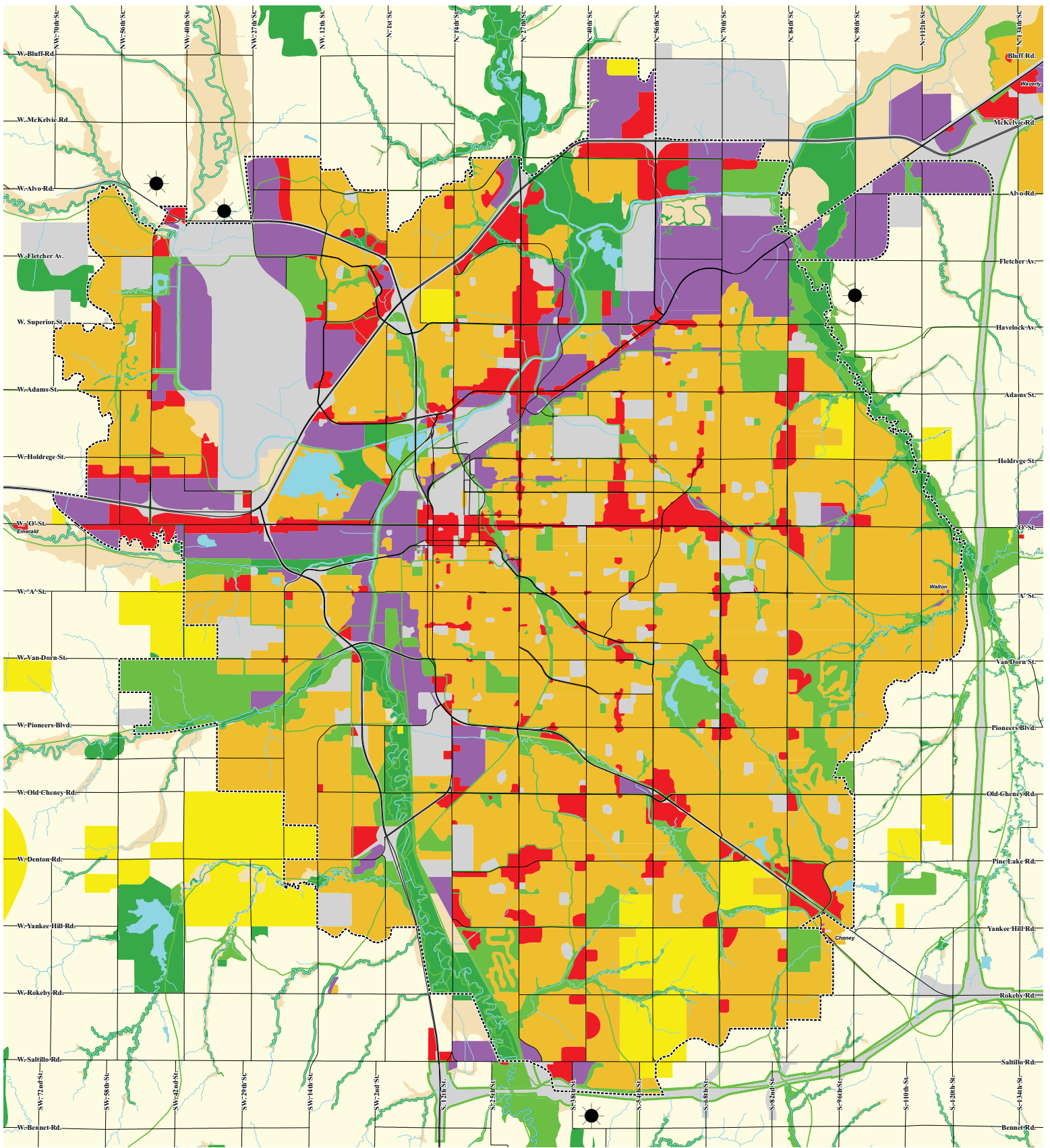
LANCASTER COUNTY FUTURE LAND USE

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

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.

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LINCOLN AREA FUTURE LAND USE

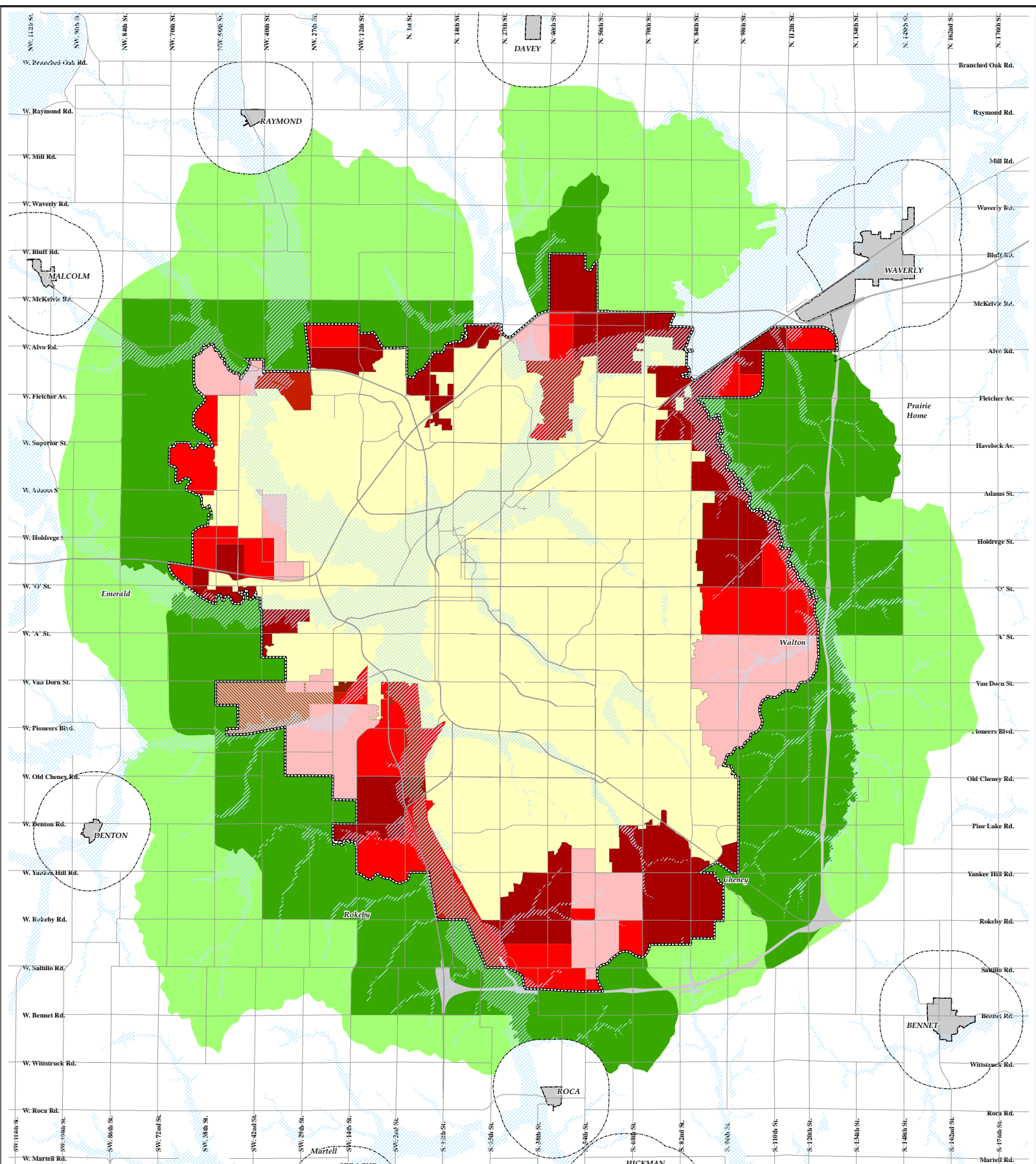
- Residential - Urban Density
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URBAN GROWTH TIERS WITH PRIORITY AREAS

- Public Land Not Available for Development
- Floodplain and Flood Prone Areas
- Lincoln City Limits (November 2005)
- Lincoln Future Service Limit
- Tier I Priority A
- Tier I Priority B
- Tier I Priority C
- Tier II
- Tier III

PRIORITY A: Identifies a future service area of approximately 20 square miles to serve with utilities in the next six years. The City's water and wastewater utility plans for operation and growth are based on serving the Priority A area. User fee increases and/or impact fees as projected for water and wastewater will require additional increases, or additional private financing if projects are added or staged earlier than previously identified.

The City is committed to building needed improvements concurrent with development, as well as maintaining the existing road network. However, this will require significant additional road funds.

PRIORITY B: The next areas for development, beyond Priority A, are those which currently lack almost all of the infrastructure required to support development. In areas with this designation, the community will maintain present uses until urban development can commence. Infrastructure improvements to serve this area will not initially be included in the City's CIP, but will be actively planned for in the longer term capital improvement planning of the various city and county departments.

PRIORITY C: Priority C is the later phase of development areas and is intended to be served after Priority A and B. Given current growth rates and infrastructure financing, development would not begin in this area until after 2020 or 2025.

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There is one land use plan for both the City of Lincoln and Lancaster County. The above land use categories are reflected in the single Lincoln and Lancaster County land use plan. This one land use plan is displayed in two figures for the purpose of permitting greater clarity of display within the Lincoln urban area. The first figure displays the entire Lincoln/ Lancaster County Land Use Plan. The second figure is a close up on the Lincoln urban area from the Lincoln/ Lancaster County Land Use Plan.

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

The land use plan also displays the generalized land use plans for other incorporated places within the county. These include the cities of Waverly and Hickman, and the villages of Malcolm, Raymond, Davey, Denton, Bennet, Sprague, Roca, Panama, Hallam and Firth.

In many circumstances the land use categories in these plans were different than the categories used in the Lincoln/ Lancaster County Comprehensive Plan. In such instances, adjustments were made for the purposes of this display so that the land uses followed those used in the City-County Comprehensive Plan. These communities and their specific adopted plans should be consulted as the source for decisions within their zoning jurisdictions. Their plans are displayed in order to better coordinate the land use plans for the County as a whole with those of individual towns.

In addition, Waverly and Hickman requested that their goals for the area two miles outside their community be included in the Lincoln/ Lancaster County Comprehensive Plan. These communities only have jurisdiction over a one mile planning area. Those land uses which are generally compatible with the principles of this Comprehensive Plan are reflected on the land use plan. It should be noted that these areas remain within the current planning and zoning jurisdiction of the city and county and are thus subject to reconsideration and change by Lincoln and Lancaster County.

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

TIMING

Tier I, II and III

The Comprehensive Plan includes three tiers of growth for the City of Lincoln. Tier I reflects the “Future Service Limit,” where urban services and inclusion in the city limits are anticipated by 2025 within the 25 year planning period. Infrastructure planning, especially for water and sanitary sewer facilities, can reach beyond the 25 year time horizon to 50 years and further. Tier II respects this extended planning horizon by showing areas where long term utility planning is occurring today with the expectation that these areas will follow Tier I as the next in line for urban growth. Tier III reflects an even more distant planning area — both in time and geography. Little active planning of utilities or service delivery is likely to occur in the near term in Tier III. A fuller description of each Tier is provided below:

Tier I: Defines the City of Lincoln’s near term growth area – a 52 square mile area which could reasonably expect urban services within the next twenty five year period. Land within this area should remain generally in the present use in order to permit future urbanization by the City.

Tier II: An area of approximately 70 square miles intended to serve the following purposes: (1) to define the geographic area the city is assumed to grow into immediately beyond the twenty-five year time frame of Tier I; (2) to serve as the basis for long term, advanced utility planning; and; (3) to act as a secondary reserve area for urban growth should the Tier I area development occur more quickly than assumed for the twenty-five year period. Owing to the intended purposes of this Tier and the uncertainty of when the city may begin providing services to these areas, Tier II should also remain in its present

use in order to provide for future urban development.

Tier III: Provides an approximately 85 square mile area for Lincoln's longer term growth potential – perhaps 50 years and beyond. While eventual urbanization of this area is expected, the Tier III area extends well beyond any urban-style development envisioned within the present Plan. Tier III should serve as a panoramic vision for City expansion in the distant future. No active development or infrastructure planning should occur within this Tier within the 25 year planning period of the Plan. Tier III should also remain in its present use in order to provide for future urban development.

PRIORITY AREA PLAN FOR TIER I

Setting Priorities

The top priority for infrastructure improvements is the existing city and areas that are currently under development. In order to provide for the orderly future growth of the city, additional land is identified in Tier I as the next area for improvement. However, the community does not have the financial resources, nor is it necessary, to provide urban services to all of the Tier I area within the next few years. So within Tier I, the community needs to prioritize areas for infrastructure improvements.

Priority A identifies a future service area of approximately 20 square miles to serve with utilities in the next six years. Developer interest exists in land in various areas which would require providing services to over 35 square miles. However, based on population and growth projections, development may begin on all of this land in the near term. The City's water and wastewater utility plans for operations and growth are based on serving the Priority A area. User fee increases and/or impact fees as projected for water and wastewater will require additional increases, or additional private financing if projects are added or staged earlier than previously identified.

The City is committed to building needed improvements concurrent with development, as well as maintaining the existing road network. However, this will require significant additional road funds.

While there are financing limitations, the economic development area north of Interstate 80, east of N. 40th Street, that drains into Little Salt Creek, is designated as Priority A and will be provided with infrastructure through Tax Increment Financing. However, an area along the South Beltway, which naturally drains to the south of the South Beltway, should remain Priority B or C until a sanitary sewer study concludes how this larger area can best be served and financing is addressed.

Top Priority Area

The top priority areas are those which are generally within the city limits at the beginning of the planning period. There are still significant infrastructure needs within the existing city and areas currently under development. Some larger projects, such as Antelope Valley, will be ongoing throughout the planning period and will require significant infrastructure resources.

Priority A of Tier I

Areas designated for near term development are generally contiguous to existing development and should be provided first with basic infrastructure within the next 6 years. Some of the infrastructure required for development may already be in place. This area includes some land already annexed, with City commitments to fund infrastructure improvements. In conjunction with annexation, the City should use other available zoning tools, such as residential density and floor area bonuses, to encourage growth and development in these areas. Some infrastructure improvements may be done in the near term while others, such as road improvements that are generally more costly, may take longer to complete.

Priority B of Tier I

The next areas for development, beyond Priority A, are those which currently lack almost all of the infrastructure required to support development. In areas with this designation, the community will maintain present uses until urban development can commence. Infrastructure improvements to serve this area will not initially be included in the City's CIP, but will be actively planned for in the longer term capital improvement planning of the various city and county departments.

Priority C of Tier I

Priority C is the later phase of development areas and is intended to be served after Priority A and B. Given current growth rates and infrastructure financing, development would not begin in this area until after 2020 or 2025.

The principles for prioritization and the individual priority areas are described as follows:

Principles for Priority Areas:

- ◆ The top priority for the City's Capital Improvement Program (CIP) is to maintain existing infrastructure, provide for new neighborhood improvements and to complete needed improvements for areas already under development.
- ◆ Infrastructure funding to serve the growing community relies upon adequate revenue from all sources, including gas tax allocation, wheel tax, impact fees, and water and wastewater fees.
- ◆ Initial urban improvements, such as electricity, water, sewer, pedestrian facilities and roads, should be made concurrent with development with public safety services provided from existing facilities and other improvements phased in over time as needs increase.
- ◆ In order to implement the Plan Vision, infrastructure should generally be provided in different directional growth areas, depending upon limited financial resources and if there is development interest in the area.
- ◆ Funds for improvements in new major drainage basins to the southwest and to the east should provide the opportunity for development to begin in these areas within the next 12 years.
- ◆ Development in the southwest should begin in the Priority A area in the general vicinity of the intersection of Warlick Blvd. and Highway 77. Further planning should proceed to identify initial staging of infrastructure and development in this area.
- ◆ The community should only approve development proposals that can be adequately served by the initial urban public facilities such as electricity, water, sewer, pedestrian facilities and roads and by all urban improvements and services in the long term. Initially, public safety services and schools may be provided to an area by facilities that are more distant.
- ◆ Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B areas.
- ◆ It is anticipated that there may be some unique circumstances to warrant consideration of development of land in Priority B or C, prior to the full completion of improvements in Priority A. Once a year, during the CIP public hearing, proposals for changes from Priority B and C to A should be evaluated and considered. That review should consider the following items:
 - 1) the project is contiguous to the City and proposed for immediate annexation, and is consistent with principles of the Comprehensive Plan,
 - 2) the developer provides information demonstrating how the necessary infrastructure improvements to serve the sub-basin would be provided and financed. The City shall contact other public agencies to obtain their report on the infrastructure necessary to serve the sub-basin including utilities, roads, fire service, public safety, parks, trails, schools and library needs,
 - 3) the impact that development in the sub-basin will have on capital and operating budgets, level of service, service delivery and Capital Improvement Programs is addressed, including impact of financing, utility rates, and other revenue sources and to what degree the developer is willing to finance improvements,

- 4) there is demonstrated substantial public benefit and circumstances that warrant approval of the proposal in advance of the anticipated schedule.
- ◆ Explore options to permit the City Council to annually adopt a six year Capital Improvement Program to serve as a planning and programming guide.
- ◆ Growth into most of the Priority B areas and all of Priority C areas are comparatively inefficient in terms of required capital investment as compared to the Priority A areas.

TIER II AREAS

The Plan's premise is that within the next ten years, if the anticipated growth expectations are realized, additional areas from Tier II will be added to Tier I. Such change would include amending the Future Service Limit accordingly to reflect the new 25 year planning time frame.

To support this objective, a "Public Infrastructure Investment and Growth Strategy" will be prepared for all of the Tier II area. This Strategy should be completed for public review within three years from the adoption of this Comprehensive Plan. The Strategy's purpose is to lay out the community's long term infrastructure requirements and growth objectives allowing for the eventual urbanization of the entire Tier II area. The public services to be considered as part of this process should include streets and highways, water, wastewater, watershed management, public transit, parks, open space, trails, schools, libraries, and other public services.

The process for formulating this strategy should begin with the crafting of "Planning Guidelines" for all drainage basins included in the Tier II area. These Guidelines have already been developed for the Stevens Creek Basin. The Stevens Creek Basin Planning Guidelines should serve as the template for creating the Guidelines for the other basins encompassed in Tier II.

Once Planning Guidelines have been completed for each basin, a unified strategy for urbanizing Tier II would be prepared. This unified Strategy would contain sufficient detail to describe the following for each basin within Tier II:

- ◆ General form and character of urban growth
- ◆ Major transportation facilities, including streets, highways, trails and pedestrian ways, and potential transit corridors
- ◆ Key environmental features and plans for sustaining their long term viability
- ◆ Locations for open space, parks, and natural areas
- ◆ Major water, wastewater and storm water system requirements
- ◆ Schools and educational facilities
- ◆ Means for addressing transitional issues as land is converted from agricultural to urban uses

The community desires the efficient use and maintenance of present infrastructure, while providing new infrastructure that supports continued growth and development. The proposed future service limit makes maximum use of existing and planned urban infrastructure. The community needs to pursue the timely development of additional infrastructure to support planned growth in the Comprehensive Plan.

The Plan Realization section further describes the mechanisms that will link urban infrastructure programming to local market and growth conditions. It is imperative that there be adequate funds for the maintenance of infrastructure and facilities in the existing urban area as future growth occurs.

SUBAREA PLANNING PROCESS

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

Subarea plans adopted as part of the Comprehensive Plan are discussed in the “Plan Realization” section.

SUMMARY OF COMPREHENSIVE PLAN ASSUMPTIONS

These assumptions represent the agreement of the Comprehensive Plan Committee which assisted in the development of the Comprehensive Plan. The following assumptions guide the planning process for Lincoln and Lancaster County:

1. A City and County population growth rate of 1.5 percent per year was used for the 25 and 50 year planning periods. This adds approximately 140,000 persons to the County over the next twenty five years and nearly 300,000 over the next fifty years. The assumed County population distribution would remain 90 percent in the City of Lincoln, 3 percent in other incorporated towns and villages, 6 percent on rural acreages, and 1 percent on farms. This would add approximately 52,100 dwelling units in the Lincoln urban area to support the additional population of 126,000 persons.
2. For transportation modeling purposes, an urban residential density factor of 3 dwelling units per acre was assumed for a majority of the designated future growth areas

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THE ECONOMY

This section examines the evolving nature of the city and county's economy and its relationship to comprehensive planning. It considers the area's labor resources and economic strengths for sustaining long term growth and development. The section also provides a vision for guiding the emergence of a local economic future that meets the challenges of the twenty first century.



GUIDING PRINCIPLES

- ✧ Lincoln will nurture the environment for existing businesses, pro-actively attract high impact industries, welcome a broad variety of businesses, develop its entrepreneurial capacity through public and private partnerships, while leveraging its unique strengths in quality-of-life and education.
- ✧ The community's primary focus for economic development should be retention and expansion of existing businesses — the key to Lincoln's job growth. (The greatest job growth in Lincoln is from existing businesses expanding.) In addition, attracting new businesses should be encouraged.
- ✧ Downtown is the heart of the City. A strong Downtown is important to the economic future of the community. Its role in the community is unique as the home of state government, the State Capitol Building and the flagship campus of the University of Nebraska. Together with Antelope Valley and the surrounding neighborhoods, Downtown forms a vital core for the City.
- ✧ The City should work with developers interested in providing new industrial and office development sites. These sites are important for new companies to come to town and to help existing businesses relocate within Lincoln.
- ✧ The City should emphasize the following in order to encourage economic development in the community:
 - ◆ The creation of office sites is an important aspect of job growth for the community.
 - ◆ Education and affordable housing are very important to employers considering Lincoln. (Employers want to be sure their employees will be able to afford homes in the community and that there is a well educated work force.)
 - ◆ Entertainment and recreational facilities are important to retain and attract young professionals. Outdoor recreational opportunities should be maximized through parks and trails.



- ◆ The City and County shall recognize the valuable role that sales tax contributes to the community, which provides a substantial portion of City budget funds; and to that end it shall work to preserve, protect, and promote retailing for the community, particularly retailers that bring out-of-town business and tourism to Lincoln.
 - ◆ A new Downtown Arena and Convention Center is important to the future of the community and should be pursued in the near term, in the Downtown/Haymarket area.
 - ◆ Economic development incentives should be offered for Primary jobs. (Primary employers means where 50% of the end product sales or services of a business occur outside Lancaster County.)
 - ◆ The success of the University's research and development is important to the future of the city. The City and private sector should continue to support UNL's efforts to obtain grants for research.
- ✧ A number of planning activities are presently underway to consider the long term planning implications of development along the I-80 corridor between Lincoln and Omaha. This Comprehensive Plan generally supports these efforts and encourages further dialogue among the many communities and jurisdictions within this area.
 - ✧ Capitalize on Public Infrastructure Investments – The community should seek to efficiently utilize the community's investments in existing and future public infrastructure (i.e., Homestead Expressway, Antelope Valley, Beltways) to advance economic development opportunities.
 - ✧ The City of Lincoln and Lancaster County promote and foster appropriate, balanced, and focused future economic growth that maintains the quality of life features the community values and seeks to protect. The City and County will actively pursue economic development with an emphasis on household sustaining jobs.
 - ✧ The community actively encourages public-private partnerships, strategic alliances and collaborative efforts (such as the Lincoln Partnership for Economic Development and the UN Technology Park including all relevant partners such as the University of Nebraska, City of Lincoln, Lancaster County, the Lincoln Chamber of Commerce, Lincoln Independent Business Association, Downtown Lincoln Association, small business representation, and Lincoln's working men and women) as a means to accomplish its future economic objectives.
 - ✧ Lincoln has traditionally been known as a government/college town; a small city with a small town feel. Its future as a growing metropolitan area is dependent on the ability to retain and attract a wide array of traditional and knowledge-based industries and to continue to diversify our economic base. While the community intends to emphasize these industries, the goal will remain to provide the citizens of Lincoln and Lancaster County with jobs and careers that sustain families and their future.
 - ✧ The City and County will foster responsible land use and development through the timely provision of infrastructure and transportation system improvements, while at the same time maintaining the environmental values and stewardship they wish to sustain.
 - ✧ The community also understands that establishing a regional partnership that includes all of southeastern Nebraska—including Omaha, Lincoln, Lancaster County and surrounding communities—will strengthen the entire region economically.

FUTURE LOCATIONAL AND LAND USE CONSIDERATIONS

The location of jobs can change as technology, product mix, and industrial organization change. Technology can be important to this process since it can alter the nature and mix of inputs, including type and quantity of needed labor materials, energy, land, information and buildings. As these inputs change, optimal locations also change.

The following offers a description of the primary target businesses for marketing and attraction purposes and locational considerations of companies and other business which are important for Lincoln and Lancaster County.

THE PRIMARY TARGET BUSINESSES FOR MARKETING PURPOSES AND ATTRACTION

- ◆ **Biotechnology:** need to focus on retention and expansion of existing local companies and start-up companies, particularly those utilizing UNL technologies. The national market has numerous empty facilities and many jobs going overseas.
- ◆ **Value Added Agriculture:** Primary interest is in existing space that is USDA approved. Food research at UNL is vital to attracting and retaining these industries to Lincoln. Category could include renewable energy development, such as ethanol plants, though these plants are primarily locating outside Lancaster County. Local and county government should encourage new locations.
- ◆ **Specialty Electronics:** Interested in smaller, existing space and mostly likely interested in buying land or existing space. Expanding or using the Foreign Trade Zone in Airpark area holds promise for this type of use and should be examined with the Airport Authority.
- ◆ **Technical Customer Support:** Often interested in retrofitting large vacant retail space (such as former grocery or discount stores). Interest in this category is returning after years of customer support jobs being sent overseas. New sites would be primarily smaller office space of 5 to 20 acres.
- ◆ **Logistics/Distribution/ Warehouse:** Growing industry, often asking for 100 to 200 acre sites. Often ask for land area that is double their need to address concerns about use of adjacent land. Want land adjacent or with easy access to Interstate 80.
- ◆ **Insurance and Financial Services:** The success with job expansion of several local insurance companies point out the attractiveness of Lincoln. (The State of Nebraska state statutes and taxation policies provide a competitive advantage for the state for insurance companies, as witnessed by several out of state companies also locating in Nebraska.) Insurance companies are looking for mostly suburban office park locations, of 10 to 50 acres, but will also consider Downtown sites.
- ◆ **Entrepreneurship:** Lincoln has benefitted from entrepreneurs starting new businesses which have grown rapidly adding many jobs to the economy. More should be done to encourage entrepreneurs, to encourage efforts to utilize technology from UNL in the marketplace, and to promote entrepreneur education at UNL and Southeast Community College and other educational institutions at all levels.



BUSINESS LOCATIONS CONSIDERATIONS AND STRATEGIES

The Comprehensive Plan currently identifies several larger sites for warehouse uses along I-80 at N. W. 48th Street and at N. 56th Street (Highway 77). Ultimately, the City may have to find a few new large warehouse sites, if the current sites are converted in the long term to residential, smaller warehouse sites or other uses.

Lincoln has had more success in attracting office users to Lincoln than any other employer type. Office sites are very

important to job growth for the community and more offices sites need to be developed over time. Office sites should be located in all areas of Lincoln. Sites identified in the Downtown Master Plan should be considered as locations for attracting new and expanding office employers. Office uses want to be near retail and residential areas and need services such as restaurants and services in close proximity.

Industrial sites should be focused on the beltway (I-80, Highway 77, South and East Beltways). Highway 77, the “West Beltway” has potential for industrial sites. The South Beltway will probably be more attractive for office and retail development, because it will develop far before the East Beltway. Without the East Beltway connection to Interstate 80, the South Beltway is not as attractive for industrial. Ultimately the East Beltway will be a good location for industrial. The City should encourage the State to adopt this project and get it built sooner. The intersection of the West and South Beltway might be a good location for industrial sites in the future.

The Downtown/ Antelope Valley area would benefit by having a single large 10 to 15 acre site to show major corporate office users. Adequate and affordable parking is a key to companies locating or expanding in the Downtown.

The West Haymarket offers a tremendous potential addition to the Downtown and should be pursued . In addition, the State Fair Park property could be future economic development site, if the Fair is relocated.

A new Downtown Arena and Convention Center is important to the future of the community and should be built as soon as possible. The City should think long term and build an arena with at least 15,000 seats. There are plenty of events and conventions that would consider Lincoln if we had a better arena. There has already been private sector interest in a new hotel and 60,000 sq. ft. of convention center space if a new arena were built.

Design standards or zoning overlays in the Downtown and Antelope Valley area should be implemented very soon. Design standards and overlay districts are tools that can encourage investment by providing some assurance of the quality of surrounding development.

A public entity or public/private partnership will probably be necessary to acquire and hold property in the Downtown/ Antelope Valley area for future development. Site acquisition and consolidation is key for some development projects.

Expansion of UNL research facilities on campus by the Beadle Center in Antelope Valley also provides an opportunity to retain students in the community and to attract private employers. Collaborations and interaction between the City, local businesses and UNL should continue. The University Tech Park is a great result of these partnerships, and interactions between UNL and the business community should expand.



Office uses want to be near retail and residential areas and need services such as restaurants and services in close proximity.

The new Airpark Rail Center, operated by the Airport Authority, offers a significant opportunity for companies needing rail and truck access.

Companies emerging from a “home-based office” configuration often move to an “office suites” facility with centralized administrative support. Fast expanding companies may require flexible space and lease terms to accommodate their rapid growth. Such businesses often want locations in close proximity to others in their industry or industry cluster, particularly in the soft information/technology groups. One-stop small business information, tools, and assistance can be invaluable to entrepreneurs. Access and proximity to university resources can be extremely important.

POTENTIAL LARGE EMPLOYER OPPORTUNITY AREAS

The Plan designates several sites outside the 2030 Future Service Limit as “Large Employer Opportunity Areas.” The purpose of these sites is to provide a “second tier” of potential sites for large “primary” employers to consider, if for some reason potential sites within the Future Service Limit are unsuitable. These second tier sites currently have limited infrastructure, however, some employers may find them desirable due to their large size, highway visibility (present or future) and low land costs. All economic development efforts should focus on land within the future service limit, which are the most viable sites, however, these Opportunity Areas can potentially provide a secondary option if needed for a large primary employer.

Initially, not all of the Opportunity Areas are viable locations, since many are remote from the city limits and infrastructure. Only the two sites in the northwest may be possible to serve in the near term, while the others are longer term possibilities. A selected site would develop only if annexed by the City after a decision to amend the infrastructure plans to provide service. Ultimately, it is possible these areas may not develop at all during the 2030 planning period.

The “Potential Large Employer Opportunity Areas” would not be supplied with infrastructure initially, which would help hold down land costs, making them more attractive for large employers. However, the City should identify the infrastructure needs to serve the sites within 18 months, so that if a large employer did select this site, the City would be in a position to react more quickly to the needs. Providing infrastructure to these sites would impact the City’s Capital Improvement Program, potentially requiring other projects to be delayed or rate increases to fund additional projects.

There are two “Potential Large Employer Opportunity Areas” along Highway 34 which could be possibly served in the next two years. A third site on N. 98th, between Fletcher and Havelock Ave (undeveloped land formerly owned by I. B. M.) may also have potential in the near term, but is not served with infrastructure today. A fourth site on S. 38th Street, south of the South Beltway, will not be available until after 2014 – the projected opening date of the beltway.

STRATEGIES FOR PUBLIC ROLE IN ECONOMIC DEVELOPMENT

- ◆ New Market Tax Credits (NMTC) provide a new tool to support development projects in specifically designated areas. NMTC is a federal program for designated low and moderate income areas in which projects can earn up to a 39% tax credit over six years. The City should encourage and pursue their use.
- ◆ A “one stop” area should be developed where you can find information on entrepreneurs, venture capital and research – small businesses need a focal point, one place to go for information and assistance.
- ◆ Incentives should be offered for “primary” employers – that is for companies where the majority of their business and sales come from outside Lancaster County. The City should develop a policy on the use of incentives, such as Tax Increment Financing, for primary employers.
- ◆ The City can play an important role in consolidating properties into larger and more desirable development parcels. The use of eminent domain may be necessary in order to assemble property. The City should do a better job of explaining how the process works to the public and property owners.
- ◆ The City should not need to waive design standards to attract companies. Good developers will fit the local standards. Developers want a quality project. (Employers want a quality working environment.)
- ◆ Government regulations should be reviewed for their impact on existing businesses and their potential for expansion and retention.
- ◆ Continue to coordinate the City’s Economic Development efforts with the Lincoln Partnership for Economic Development (LPED) and UNL.
- ◆ Utilize LES technology infrastructure as an economic development tool.

- ◆ Extending new water and wastewater lines and providing infrastructure to new growth areas is important to job growth. In addition, arterial streets are important to job growth. Lincoln needs to not only catch up on arterial street funding, but begin to build in advance which helps attract companies to a site.
- ◆ The City and LPED should continue to work together to maintain an inventory of potential economic development sites and their current status in terms of planning and infrastructure.
- ◆ The City or LPED should not develop and hold speculative sites – they should not compete with the private sector. However, both should support efforts by the private sector to develop sites, including marketing sites and city funding of infrastructure improvements.

FUTURE EMPLOYMENT BASE

Robust growth in the city and county's employment base is envisioned to occur during the 25 year time horizon of the Comprehensive Plan. On an overall basis, the community's employment is anticipated to grow at a rate of over two percent per year during the planning period. Employment in the industrial sectors such as manufacturing, construction, Transportation, Communications, and Utilities (TCU), and wholesale trade are considered the more rapidly growing sectors in terms of percentage increases. Growth in these sectors will occur at a pace approaching 2.5 percent per year. These employment sectors tend to drive the need for siting and supporting additional industrial land throughout the community.


Employment expansion in the retail, Finance, Insurance, and Real Estate (FIRE), and services sectors are also expected to post significant increases during this period, with annualized growth rates of around 2.0 percent. Government expansion will lag behind all employment sectors with a more modest expansion rate of around 1.5 percent. In combination these employment sectors are generally tied to the use and expansions of retailing complexes, office buildings, business parks, and service centers.

BUSINESS & COMMERCE

The Comprehensive Plan envisions a healthy expansion in the region's economic foundation during the planning period. This chapter lays out the Plan's strategy for securing the development of additional commercial and industrial activities.



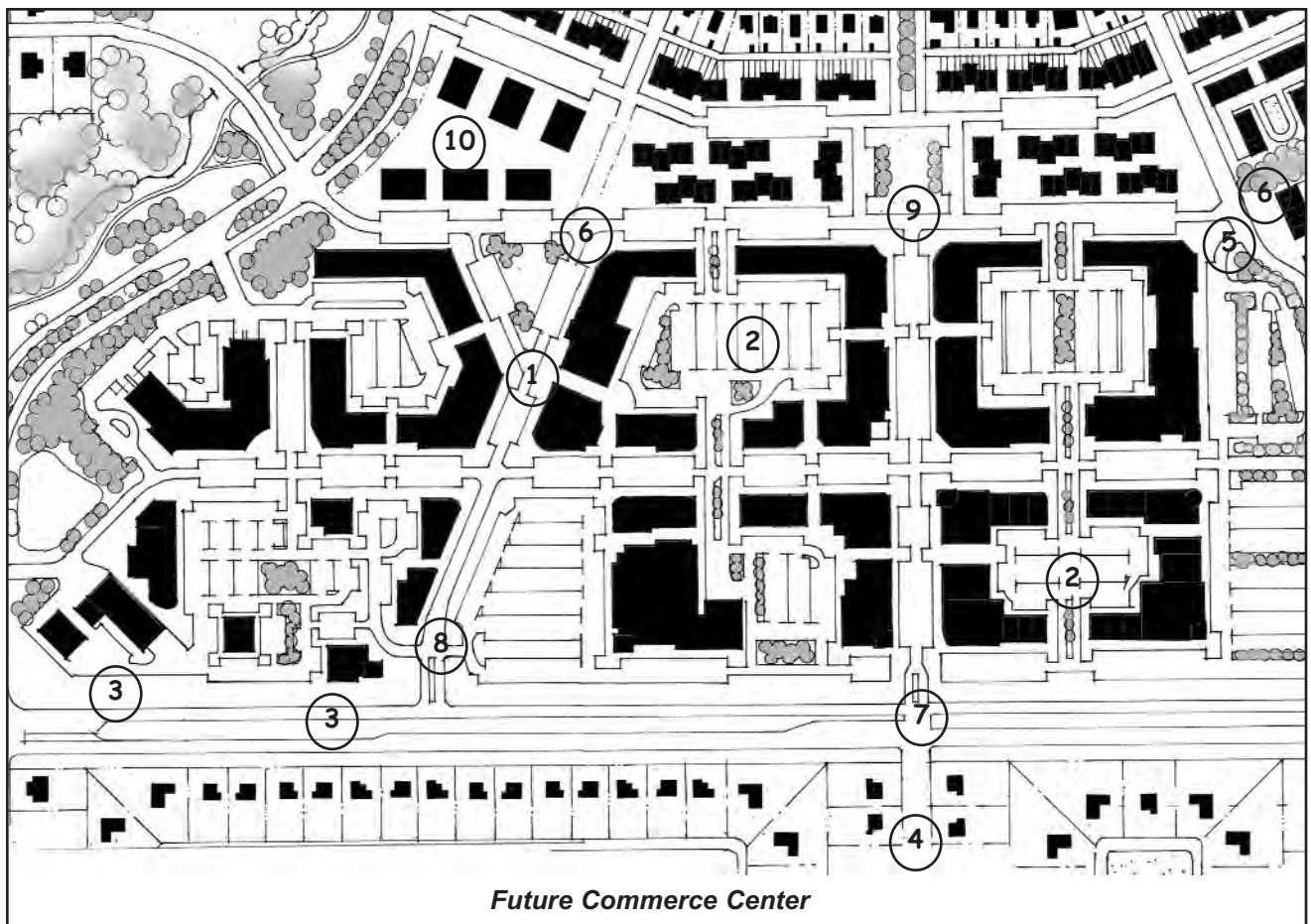
OVERALL GUIDING PRINCIPLES

- ◆ Commercial and industrial districts in Lancaster County shall be located:
 - ◆ within the City of Lincoln or incorporated villages
 - ◆ outside of saline wetlands, signature habitat areas, native prairie and floodplain areas (except for areas of existing commercial and industrial zoning)
 - ◆ where urban services and infrastructure are available or planned for in the near term
 - ◆ in sites supported by adequate road capacity – commercial development should be linked to the implementation of the transportation plan
 - ◆ in areas compatible with existing or planned residential uses
 - ◆ in areas accessible by various modes of transportation (i.e. automobile, transit and pedestrian)
 - ◆ so that they enhance entryways or public way corridors, when developing adjacent to these corridors
 - ◆ in a manner that supports the creation and maintenance of green space as indicated in the environmental resources section of this Plan.
- ◆  For newly developing areas, transitional uses (such as offices or commercial uses) should develop between industrial and residential uses. In redeveloping areas, lesser setbacks may be acceptable due to the existing conditions, as long as industrial zoning does not get closer to existing residences.
- ◆ Commerce Centers should develop as compact clusters or hubs with appropriate site design features to accommodate shared parking, ease of pedestrian movement, minimize impacts on adjacent areas, and possess a unique character.

- ✧ Strip commercial development is discouraged. Commerce Centers should not be developed in a linear strip along a roadway nor be completely auto oriented.
- ✧ New or established commercial uses should not encroach upon, or expand into, existing neighborhoods.
- ✧ The City should preserve and enhance Downtown's role as:
 - ◆ the major office and service employment center of the City
 - ◆ the focus of all levels of government
 - ◆ the City's principal cultural, entertainment, and tourism center
 - ◆ the hotel and convention center for the City
 - ◆ the City's financial center
 - ◆ the hub of higher education
 - ◆ a regional retail center geared toward employees, area residents, convention visitors and University population
- ✧ Encourage renovation and reuse of existing commercial centers. Infill commercial development should be compatible with the character of the area and pedestrian oriented. As additional centers are built, the City and developers should be proactive in redevelopment of existing centers to make sure that redevelopment is sensitive to the surrounding neighborhood and happens quickly to reduce vacancies.
- ✧ 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, or new facilities are located.

The adjacent image of the "Future Commerce Center" displays how these principles might work together in future commercial centers:

1. Mix of office, retail and service uses
2. Pedestrian orientation, parking at rear, multiple pedestrian routes, buildings and uses close to each
3. More intense commercial uses (gas stations, grocery store, car wash, fast food, etc.) nearer to arterial street
4. No four corner commercial corners at intersections of major arterial streets
5. Transition of uses; less intense office uses near residential areas
6. Multiple vehicular connections between residential neighborhood and commercial center
7. Encourage commercial development at ½ mile between major intersections
8. Provide for transit opportunities in the center design
9. Provide public amenities such as recreational facilities, plazas, squares and other types of facilities or meeting areas open to public
10. Provide for housing opportunities



Future Commerce Center

STRATEGIES FOR DOWNTOWN

Lincoln’s successful Theater Policy must be maintained and reinforced. New entertainment attractions should be encouraged to locate in the Downtown.

Support development and implementation of the Antelope Valley project which is to provide neighborhood revitalization, transportation and transit opportunities and stormwater improvements on the east side of Downtown, the UNL campus and surrounding neighborhoods. As the Antelope Valley project progresses, ensure that new development is compatible with the existing Downtown and is pedestrian oriented. Development in the existing and expanded Downtown will maintain the urban environment, including a mix of land uses and residential types. Higher density development with parking areas at the rear of buildings or on upper floors of multi-use parking structures is encouraged.

STRATEGIES FOR LANCASTER COUNTY, OUTSIDE OF LINCOLN

The majority of new development takes place within the City of Lincoln. However, it is important to strengthen existing commercial and support new development within the incorporated communities of Lancaster County. Commercial development in towns also provides space for businesses that support farm operators within the county.

Farm operations are an important part of the history and economy of the region. While agriculture is no longer the primary occupation nor major source of income in the County, agricultural production is still important to the community. It provides opportunities for produce to be sold at the local level and for large scale operations with sales world wide. Farm operators, while operating year round, often support their families with accessory home occupations. Development within the incorporated towns and their one mile zoning jurisdiction will be determined by the communities

themselves. However, the Lincoln/ Lancaster County Comprehensive Plan supports these communities and their efforts at maintaining and improving their commercial and industrial base.

All new commercial and industrial development should be within Lincoln or the incorporated communities.

Continue County's support for road improvements that accommodate commercial and other development within the towns.

Continue to encourage and permit accessory home businesses and explore options to assist in the expansion of legal and compatible home occupations. As home occupations may desire to grow further, they should locate within the commercial areas of incorporated towns.

COMMERCIAL AND INDUSTRIAL GROWTH STRATEGY

The commercial and industrial development strategy presented below seeks to fulfill two notable objectives: (1) the approach is designed to provide flexibility to the marketplace in siting future commercial and industrial locations; while at the same time (2) offering neighborhoods, present and future home owners, other businesses, and infrastructure providers a level of predictability as to where such employment concentrations might be located. Balancing these two objectives in a meaningful way will require diligence, mutual understanding, and an ongoing planning dialogue.

INDUSTRIAL GROWTH COMPONENT

Industrial employment is judged as an employment sector with clear growth potential for the city and county. Using the employment projections discussed earlier, the Plan foresees the demand for nearly 1,700 acres of additional industrial property over the planning period. The expressed desire has been to seek locations for future industries on land outside of the 100 year floodplain – areas that have traditionally been sites for such uses.

MODERATE TO HEAVY INDUSTRIAL (HI)

Size

Moderate to Heavy Industrial areas should be over 80 acres in size, with planned industrial centers of over 200 acres preferred.

Description

Moderate to Heavy Industrial areas are primarily for manufacturing, processing and assembly uses such as Goodyear, ADM, and Kawasaki. In the past, large industrial users were often located in isolation from each other; preferably industries should locate together in planned industrial centers. Many industrial centers also include some warehouse, storage and contractor yard uses with a minor amount of supporting commercial use — but they should be and usually are over 75% industrial use.

Spacing

Moderate to Heavy Industrial uses are encouraged to locate near each other in planned industrial centers. Planned industrial centers should generally be distributed throughout the community.

Criteria

Centers shall be sited in advance in the land use plan in order to ensure the public safety and adequate infrastructure. The Lincoln/ Lancaster County Health Department should be involved in all siting of new industrial centers to ensure the public's health and safety.

New industrial centers should be distant from existing or planned residential areas. Industrial uses should be located in close proximity to each other.

Proposed Locations

In addition to existing Moderate to Heavy Industrial centers, the following areas are proposed for development:

- ◆ N. W. 56th & West O/ Interstate 80
- ◆ N. 70th & Cornhusker

Each planned industrial district should be established only after further consideration of site characteristics, buffering and appropriate zoning.

LIGHT INDUSTRIAL (LI)

Size

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

Description

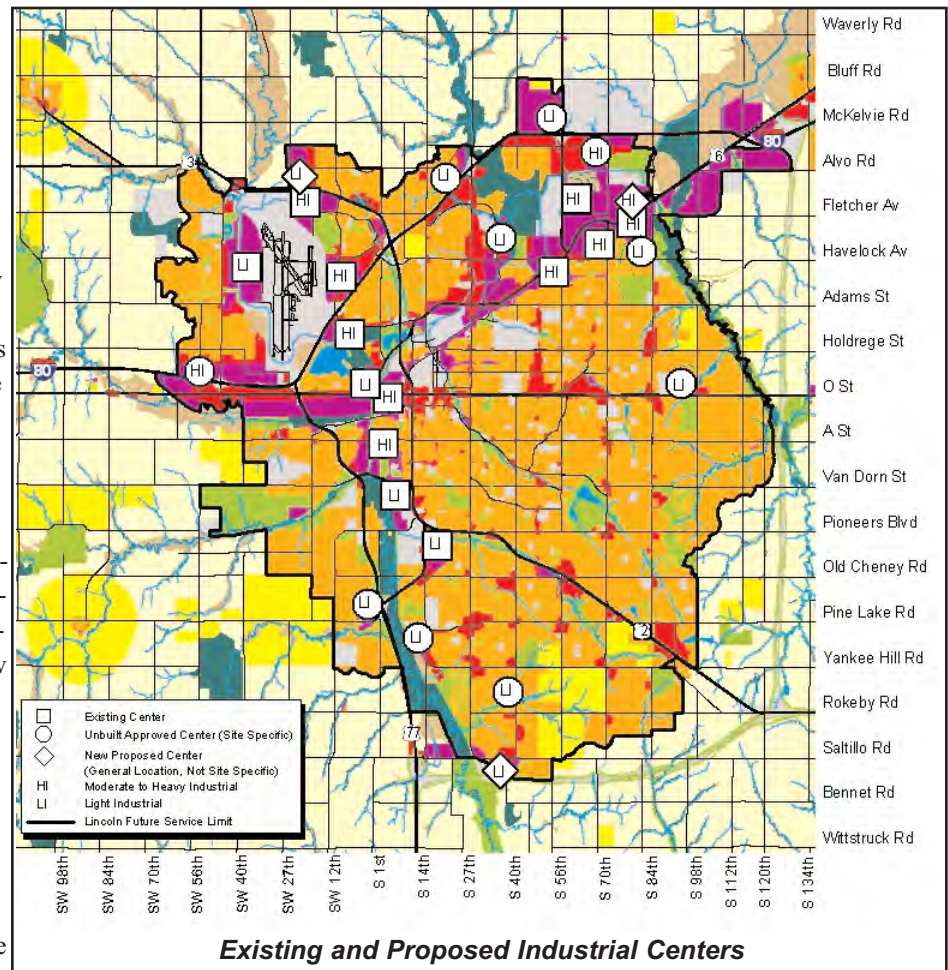
Light Industrial centers are primarily for lighter manufacturing uses with some additional office and retail uses located within the center, such as the Chamber Industrial Tract at S. 14th & Old Cheney Road.

Spacing

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

Criteria

Centers shall be sited in advance in the land use plan in order to ensure the public safety and adequate infrastructure. The Lincoln/Lancaster County Health Department should be involved in all siting of new industrial centers to ensure the public's health and safety.



Due to lesser potential impacts, the centers can be located closer to residential, though residential uses should be buffered through landscaping, large setbacks and transitional uses, such as office or open space.

DEVELOPING CENTERS

Centers are underway at Stonebridge Creek at N. 27th & I-80, Horizon Business Center at S. 14th & Pine Lake Road, and Landmark Employment Center at N. 33rd & Folkways Blvd.

Proposed Locations

New centers are proposed at:

- ◆ Homestead Expressway & West Denton Road
- ◆ S. 27th to S. 40th Street & Saltillo Road
- ◆ O Street, west of N. 98th Street
- ◆ N.W. 27th & Highway 34
- ◆ N. 56th Street (US Highway 77) and Interstate 80
- ◆ Cornhusker Corridor from N. 84th to I-80

STRATEGIES FOR INDUSTRIAL CENTERS

The “Economy” chapter of the Plan provides guidance on the location needs of various businesses. In addition to principles relating to the needs of businesses, there are considerations for industrial uses in regards to the potential impact on adjacent property. In 2005 a Joint Committee of the Board of Health and Planning Commission began to meet regularly to discuss issues of common interest, including industrial uses which use and store hazardous materials . The Joint Committee developed specific recommendations in regards to the “Use and Storage of Hazardous Materials” and “Pipelines Carrying Hazardous Materials.”

PUBLIC HEALTH & INDUSTRIAL USE PRINCIPLES

Industrial zoning districts should be primarily for industrial uses.

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

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

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

Joint Planning: Continue joint planning and health efforts between the Board of Health and Planning Commission. The specific objectives and recommendations developed jointly by them should be further reviewed and implemented.

COMMERCIAL GROWTH COMPONENT

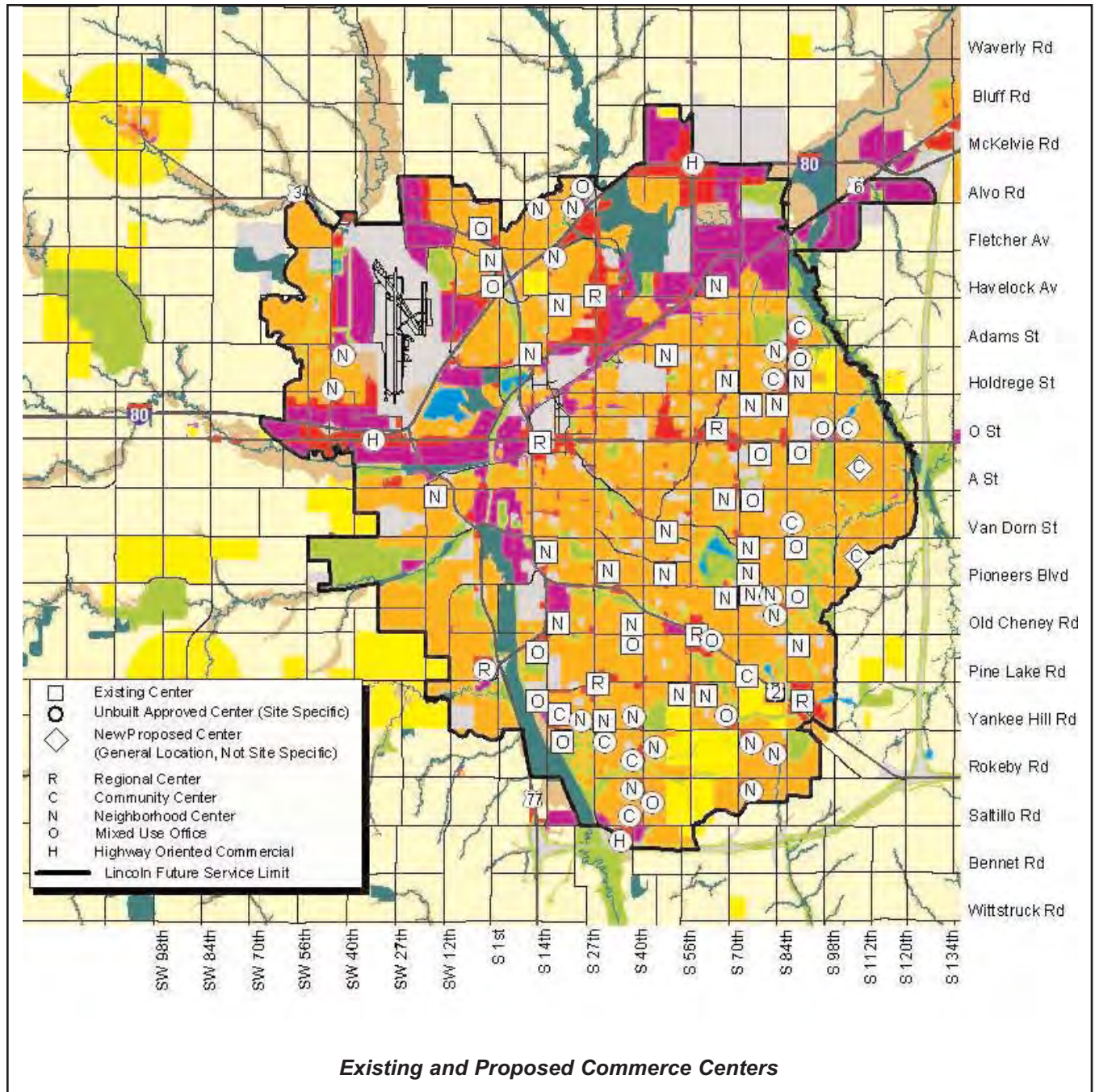
Based on the projected sector-by-sector employment growth rates, the Plan identifies the potential for 68.8 million square feet of retail, office, and service uses by 2030. In general this is split between three major activity categories: retail, office and service uses.

A substantial portion of this future commercial capacity will be accommodated on sites identified in past Comprehensive Plans that are not yet developed. The identification of new sites is also necessary for the urban fringe growth areas not included in previous Plans. A strategy for ensuring this additional commercial development – both private and public – is discussed in further detail later in this chapter.

COMMERCE CENTERS

“Commerce Centers” are defined as areas containing a mix of retail, office, services and residential uses, with some light manufacturing and warehousing in selected circumstances.

Commerce Centers can include shopping centers or districts (such as neighborhood centers, large scale retail malls, strip centers, and traditional store-front retail settings), office parks, business parks, stand-alone corporate office campuses, research and technology parks, and Downtown Lincoln. The term “commerce center” is meant to be inclusive, not prescriptive. Commerce Centers are distinguished from Industrial Centers in their dominance of commercial uses over industrial uses, and in the types of light industrial uses located in them — that is, the uses are less intrusive in terms of lighting, noise, odors, truck and vehicular traffic, and pollutants.



The Commerce Centers concept gives recognition to the evolving role of commercial and industrial uses in the life of cities. Commerce Centers encompass a broad range of land uses and are intended to encourage the mixing and integration of compatible land use types.

While the Commerce Center concept as applied within this Comprehensive Plan is intended to provide both land use guidance and predictability, it is also designed to allow private sector forces to locate and develop centers that are responsive to changing market demands.

For the purpose of the Comprehensive Plan, Commerce Centers have been divided into separate categories, depending on the type of center. The differences reflect the differing impacts that the centers have on adjacent land uses and the public infrastructure. The categories of Commerce Centers are:

1. Regional Centers (R)
2. Community Centers (C)
3. Neighborhood Centers (N)
4. Mixed Use Office Centers (O)
5. Highway Oriented Commercial (H)

The following section describes the general characteristics of each center, the locational criteria to be used in siting such centers, potential future locations, and compatibility guidelines for determining their applicability to a given location. Smaller commercial areas less than 5 acres in size need not be identified specifically in the Plan, but should still develop in accordance with the principles of the Plan.

REGIONAL CENTERS (R)

Center Size

Regional Centers typically contain one million or more square feet of developed building space.

Description

Regional Centers typically include a unique blend of commercial and other compatible land uses. Within this type of center, one may find retail shopping, restaurants, entertainment complexes, cultural and artistic institutions, offices, personal and business service facilities, and public institutions and governmental functions. The scale of such centers can offer a sense of place with a unique character or cohesive theme.

Many Regional Centers are large scale retailing centers that include a mall with several department store anchors and numerous small shops, as well as adjacent commercial development with stand-alone restaurants and stores, such as Westfield Shoppingtown Gateway or SouthPointe Pavilions.

Among existing Regional Centers, Downtown Lincoln stands as a unique community resource. Downtown is the county's most intensive center of activity, offering a broad mix of retail, office, industrial, residential, and governmental uses. It is home to numerous public facilities — including the Nebraska State Capitol, the University of Nebraska-Lincoln's main campus, and County-City Building — as well as private endeavors— including financing, insurance, and other business services. Downtown Lincoln has historically served as the community's dominant center of entertainment. A key element to this role has been the long standing and successful "theater policy." This policy has allowed Downtown to retain an appreciable share of the area's movie theaters. It is intended that this policy would continue as part of the present Plan.

Other examples of existing or developing Regional Centers include the Edgewood/ Trade Center in the vicinity of 56th & Highway 2, N. 27th and Superior Street Subarea, Southwest Village at West Denton Road & Highway 77 and S. 84th Street and Highway 2.

Market Area

The market area of Regional Centers may cover the entire planning area and even counties within several hours drive of the center.

Center Spacing

Regional Centers should be located approximately four to six miles apart, depending upon their size, scale, function and area population.

Location Criteria

The location of existing Regional Centers are shown in the Comprehensive Plan. Several of these centers are still under development. There are sufficient Regional Centers at this time for the community. Additional new Regional Center(s) are not designated at this time in the Plan.

Regional Centers should be geographically well dispersed throughout the Lincoln urban area based on the Center Spacing guidelines noted above. The community will not require market studies to determine the economic impact of new centers on existing development. However, new Regional and Community Centers will be sited in the Comprehensive Plan, so that the potential impact on existing centers may be considered as part of the siting process. (Market impact studies will still be required for movie theaters).

Developing Centers

Centers are planned or underway at:

- ◆ S. 84th and Highway 2
- ◆ N. 27th Street Corridor
- ◆ Southwest Village, West Denton Road & Highway 77

Proposed Locations

Since several Regional Centers are still under development and will take years to develop due to their size and scope, it is anticipated that they will serve the community's demand for Regional Centers well into the planning period.

COMMUNITY CENTERS (C)

Center Size

Community Centers may vary in size from approximately 250,000 to 600,000 square feet of commercial space. Typically, new Community Centers will range from 300,000 to 400,000 square feet, with those meeting the incentive criteria having up to 600,000 square feet.

Description

Community Centers are intended to be smaller in scale and intensity of uses than Regional Centers and serve a more targeted market and geographic area. Community Centers tend to be dominated by retail and service activities, although they can also serve as campuses for corporate office facilities and other mixed-use activities. When properly located, some light manufacturing or assembly when accessory to an office function may be allowed.

One or two department stores or "big box" retail operations may serve as anchors (a single store over 50,000 sq. ft.) to the Community Center with numerous smaller general merchandise stores located between any anchors or on surrounding site pads.

Market Area

Community Centers can have a community wide appeal but primarily serve a geographic subarea within Lincoln and surrounding areas within the County. Depending on the mix of stores and other shopping opportunities in the area, existing Community Centers can have a market area that is quite extensive, even rivaling some Regional Centers.

Center Spacing

Community Centers should be located approximately 1 to 1 ½ miles apart, depending upon their size, scale, function and area population. When located at intersections, they should also not be located across an arterial street from a Neighborhood Center or another Community Center.

Location Criteria

The general location of future Community Centers should be indicated in advance in the Comprehensive Plan. These locations are not intended to be site specific but rather to suggest a general area within which a Community Center might be developed. The Plan recognizes the strong need to further and support an evolving marketplace. Thus, the exact location of a Community Center should be designated in the Comprehensive Plan as part of the development review process.

The community will not require market studies to determine the economic impact on existing development. However, new Regional and Community Centers will be generally sited in the Comprehensive Plan so that the potential impact on existing centers may be considered as part of the siting process. Community Centers should be geographically well dispersed throughout the Lincoln urban area based upon the center spacing guidelines noted above.

Developing Centers

Centers are planned or underway at:

- ◆ Vavrina Meadows, S. 14th and Yankee Hill Road
- ◆ Wilderness Hills, S. 27th and Yankee Hill Road,
- ◆ Willowbrook, S. 70th and Highway 2
- ◆ Northern Lights, N. 84th & Holdrege, northwest corner
- ◆ S. 40th west side, ½ mile between Yankee Hill Road and Rokeby Road
- ◆ Waterford Estates, N. 98th and O Street, northeast corner
- ◆ S. 84th between South Street and Van Dorn Street

Proposed Locations

As urbanization occurs over the planning period, the demand for new, additional Community Centers will increase. Proposed generalized locations for the new Community Centers are as follows:

- ◆ S. 40th and Saltillo Road
- ◆ 98th - 112th, O to A Street
- ◆ 98th - 112th, Van Dorn Street to Pioneers Blvd.
- ◆ 84th and Adams, northeast corner

Siting Process

The locations of the Community Centers shown in the plan are generalized. It is anticipated that the center will develop somewhere within a ½ mile of the location shown in the Plan. As part of major development proposals that include proposed Community Centers, the exact location of the Community Center for that area should be determined and a Comprehensive Plan Amendment forwarded for consideration.

Floor Area Incentive

New Community Centers will typically range from 300,000 to 400,000 square feet, and should have a minimum of 10% of their total floor area in office use. However, centers that follow most, if not all, of the incentive criteria listed at the end of this section, may be appropriate to develop with up to 200,000 sq. ft. of additional space (as long as at least 20% of the total space in center is in office space) for a total of 600,000 square feet. A desirable example, for the total space in the center might be divided into a mix such as 120,000 SF in office space (minimum 20%), 360,000 SF of anchors (maximum 60%) and 120,000 SF in smaller stores.

NEIGHBORHOOD CENTERS (N)

Center Size

Neighborhood Centers typically range in size from 50,000 to 150,000 square feet of commercial space, with those meeting the incentive criteria having up to 225,000 square feet. Existing centers may vary in size from 50,000 to 225,000 square feet.

Description

Neighborhood centers provide services and retail goods oriented to the neighborhood level, with significant pedestrian orientation and access. A typical center will have numerous smaller shops and offices and may include one or two anchor stores. In general, an anchor store should occupy about a third to half of the total space. In centers meeting the incentive criteria, anchor store(s) may be larger noting that the goals of a Neighborhood Centers are to be diverse and not simply one store. Examples include such as Lenox Village at S. 70th and Pioneers Boulevard, and Coddington Park Center at West A and Coddington. These smaller centers will not include manufacturing uses.

Market Area

These centers typically serve the neighborhood level. It is anticipated that there will be two neighborhood centers per one square mile of urban use. For areas of less than one square mile, the number of the centers will be reduced.

Center Spacing

Neighborhood Centers should be located approximately a ½ mile apart, depending upon their size, scale, function and the population of the surrounding area. When located at intersections, they should also not be located across an arterial street from a Community Center or another Neighborhood Center.

Criteria

Neighborhood Centers are not sited in advance on the land use plan.

Neighborhood Centers should generally not develop at corners of intersections of two arterial streets due to limited pedestrian accessibility and impact on the intersection – locations 1/4 to ½ mile from major intersections are encouraged, particularly if there is to be more than one commercial center within a square mile of urban residential use. There may be circumstances due to topography or other factors where centers at the intersection may be the only alternative.

When a square mile of urban use contains a Community or Regional Center, and that center includes many of the uses found in a neighborhood center, then only one neighborhood center would be approved within that square mile.

Proposed Locations

During the planning period many additional neighborhood centers will be needed. These centers are not identified on the land use plan and will instead be located as part of plans for future neighborhoods based on the commercial guidelines.

Siting Process

As part of development proposals that include a proposed Neighborhood Center, the exact location and land use composition of the Center should be determined. If the neighborhood center is in conformance with the Comprehensive Plan and is approved, the Planning Director may administratively update the Comprehensive Plan to reflect the specific location.

Floor Area Incentive

New Neighborhood Centers will typically range from 50,000 to 150,000 square feet of floor area per square mile of urban use, and there will be two neighborhood centers within a square mile of urban use. For centers meeting the incentive criteria a bonus then a 50% floor area bonus of up to 25,000 SF of retail space and 50,000 SF of office space could be added to the 150,000 SF total, for a center total of 225,000 square feet.

MIXED USE OFFICE CENTERS (O)

Center Size

Centers will develop typically with 250,000 SF or more. Existing centers may be as small as 150,000 SF. New centers should have retail space to serve office tenants, which may also serve adjacent neighborhoods. In general, centers should have a tenth to a quarter of their space in retail uses.

Description

Mixed Use Office Centers are to provide a high quality office environment with some supportive retail and service uses. Centers are designed to encourage office uses to locate together, rather than dispersed on single sites, in order to maximize transportation access and have enough mass to support retail and services within the center. Office uses benefit from the mix and employees are more satisfied with the work environment when retail uses are within walking distance. A good example of a Mixed Use Office Center is Fallbrook which has within 560,000 SF of office uses around a 120,000 SF “neighborhood” type retail center – which is 18% of the total space. Existing office parks may have little or no retail space, but are encouraged to add retail and services space as they continue to develop or redevelop.

Center Spacing

Mixed Use Office Centers should be generally dispersed throughout the community. They may be across the street from a Neighborhood or Community Center. (Office uses across from a Regional Center, should be integrated into the Regional Center.) May include: 1) light industrial centers in I-3 Employment Center zoning which are developing with predominately office type uses; 2) up to 25% retail space and up to 150,000 square feet; and 3) single retail users less than 50,000 square feet.

Location Criteria

The general location of future Mixed Use Centers are indicated in advance in the Comprehensive Plan. New locations can be designated in the Comprehensive Plan as part of the development review process.

Locations

Centers are existing, underway or planned at:

- ◆ S. 62nd between Old Cheney Road and Highway 2
- ◆ S. 84th & Pioneers Blvd., Pioneer Greens office park
- ◆ 74th & O Street, Corporate Centre
- ◆ S. 14th & Old Cheney, I. T. I.
- ◆ S. 27th & Yankee Hill Road, Wilderness Woods Office Park
- ◆ S. 70th & A Street, Lincolnshire Office Park
- ◆ S. 84th and Van Dorn, Firethorn Office Park (Lincoln Benefit Life)
- ◆ S. 84th & O Street, State Farm Regional HQ
- ◆ S. 14th & Pine Lake Road, Horizon Business Center (incl. industrial)
- ◆ N. 27th and Interstate 80, Stonebridge Creek (incl. industrial)

- ◆ S. 40th ½ mile south of Rokeby Rd on east side,
- ◆ N. 98th & “O” Street ,Waterford Estates (incl. industrial)
- ◆ Highway 34 and N. 1st Street, Fallbrook
- ◆ S. 40th & Old Cheney Road, Williamsburg Village
- ◆ N. W. 1st & Highlands Blvd., University of Nebraska Technology Park
- ◆ 84th and Adams, southeast corner
- ◆ S. 70th and Yankee Hill Road, Village Gardens South

HIGHWAY ORIENTED COMMERCIAL AREAS (H)

Center Size

These commercial areas will range in size considerably depending on market potential and land availability.

Description

These centers are primarily oriented to the highway traveler and highway oriented distribution, warehouse and light manufacturing companies. They may include a variety of retail and service uses, including big box retail stores that have a regional draw or serve “community” center needs, restaurants, motel/hotels, gas stations, truck stops.

Since they are along entryways into the community, they should have landscaping and design standards. The highway oriented commercial areas identified in the Plan are not surrounded by large residential areas, so they are not typical locations for large discount and grocery stores or other types of anchors which serve local markets. However, these stores may be able to attract additional support from the population in rural areas and smaller towns in the region, along with the possibility of large specialty or destination stores such as sporting goods and furniture stores, which have the ability to attract consumers from one hundred miles and beyond.

Locations

Centers are existing, underway or planned in the vicinity of the :

- ◆ West O Street Corridor
- ◆ North 56th & I-80
- ◆ South Beltway and S. 27th Street

COMMERCE CENTER STRATEGIES

Commerce Centers should generally contain a mix of land uses, including residential uses. Higher density residential uses should be included in and/or adjacent to all commercial centers. Single use centers are discouraged – for example, office parks should include a supporting retail component, while shopping centers should include an applicable amount of office uses.

Developing smaller stores next to larger anchor stores in centers is important to encourage small businesses and to provide a variety of goods and services for customers within the centers.

Commerce Centers shall be designed and constructed to meet the intent of the environmental resources section of this plan. These centers shall in themselves include green space and enhance green space separation, where possible, among communities and mixed-use areas.

Commerce Centers should be developed as integrated centers – “four corner commercial development” should be discouraged. Centers should be appropriately dispersed throughout the community to support convenience of access and to lessen impacts on infrastructure.

Streets and public spaces should be designed within each center to enhance pedestrian activity and support multiple modes

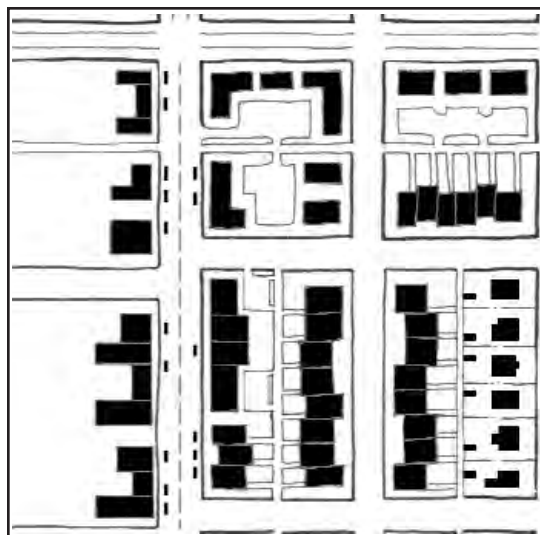
of transportation. Commerce Centers should have convenient access to the major roadway system and be supported by roads with adequate capacity.

Physical linkages (i.e., sidewalks, trails, roads) should be utilized to directly connect Commerce Centers with adjacent development, although undesirable traffic impacts on adjacent residential areas should be avoided or minimized.

Commercial locations should be easily accessible by all modes of transportation including pedestrian, bicycle, transit and automobiles. Centers should be especially accessible to pedestrians and bicycles with multiple safe and convenient access points.

Buildings and land uses at the edge of the center should be compatible with adjacent residential uses. Examples of compatible land uses include offices or child care centers. Buildings should be compatible in terms of height, building materials and setback. Small compatible commercial buildings at the edge could include retail or service uses. Buildings with more intrusive uses should have greater setbacks, screening requirements and be built of more compatible materials.

The most intensive commercial uses, such as restaurants, car washes, grocery stores, gasoline/ convenience stores and drive thru facilities should be located nearer to the major street or roadway and furthest from the residential area. Citizens of the community have become increasingly concerned about “light pollution” and its affects upon neighborhoods and the environment. Lighting, dumpsters, loading docks and other service areas should be shielded from the residential area.



Adjacent residential neighborhoods should have two or more vehicle access points to the center. In general, the major access points to the commercial center should not bring outside traffic through the residential area.

Centers should contain a mix of residential, office, service and retail uses. In addition, other “residential” uses such as multi-family, single family attached, child care centers, and recreational facilities should be integrated within the development. Single use projects, such as office parks, are to be discouraged. Where properly sited, light manufacturing uses may be a part of larger commerce centers, except for neighborhood centers. Centers should create a pedestrian oriented environment in the physical arrangement of their buildings and parking.

Development of design standards for commercial centers should be reviewed.

STRATEGIES FOR EXISTING COMMERCIAL CENTER

Maintain and encourage retail establishments and businesses that are convenient to, and serve, neighborhood residents, yet are compatible with, but not intrusive upon residential neighborhoods.

Expansion of existing commercial and industrial uses should not encroach on existing neighborhoods and must be screened from residential areas.

The priority in older areas should be on retaining areas for residential development. Prior to approving the removal of housing in order to provide for additional parking to support existing centers, alternatives such as shared parking, additional on-street parking or the removal of older commercial stores should be explored.

Encourage mixed-use commercial centers, including residential uses on upper floors and at the rear of commercial buildings.

Encourage efforts to find new uses for abandoned, under utilized or “brownfield” sites that are contaminated. Brownfield sites should be redeveloped and the environmental hazards associated with them mitigated.

Develop and maintain an ongoing citywide floor area and land-use space survey and analysis for office, service and retail commercial uses. The survey and analysis should be used to monitor growth and measure vacancy rates and to provide baseline information for decision making.

Maintain and encourage ethnic commercial establishments that are convenient to existing neighborhoods.

INCENTIVE CRITERIA

These criteria will serve as a guide to future actions until they are formalized and included in the zoning ordinance (for use with Community and Neighborhood Centers):

- ◆ The center shall be located in a neighborhood with greater residential density than is typical for a suburban area, and the center itself contains higher density residential uses (density above fifteen dwelling units per acre) integrated within the development. This criteria is mandatory for any center proposing to utilize the incentive.
- ◆ Provide a significant mix of uses, including office, service, retail, residential and open space — far more than typical single use centers. Multi-story buildings are encouraged, including residential above stores.
- ◆ Integrate some light industrial or manufacturing uses within the center (does not apply to neighborhood centers).
- ◆ Provide public amenities such as recreational facilities, significant open space, plazas, public squares and other types of public facilities or meeting areas.
- ◆ Are supported by a street network with significant traffic capacity in the future, rather than on streets that already have significant commercial development.
- ◆ Provide for even greater pedestrian orientation in their layout, physical arrangement of buildings and parking — buildings shall be oriented to pedestrians. Utilize “Floor Area Incentive Pedestrian Standards” from the Lincoln design standards.
- ◆ Provide a “town center” orientation to the overall center plan. This emphasis is to create a quality shopping environment, by having design elements such as a “main street” environment with a row of parking on both sides, slower traffic speeds, most of the parking at the rear with buildings, sidewalks, benches and other amenities oriented to customers walking from store to store.
- ◆ Plan traffic and pedestrian circulation and utilities layout to permit a future intensification of the center, if parking needs and requirements are reduced and traffic capacity allows for additional space in the center in the long term.
- ◆ Locate 1/4 to 1/2 mile from major intersections in order to facilitate traffic movements.
- ◆ Provide for transit opportunities in the center design.

These criteria should be further detailed and incorporated into the zoning ordinance.

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ENVIRONMENTAL RESOURCES

This section includes an outline of the guiding principles for environmental resources, a review of the key features, a discussion of “Core Resource Imperatives,” and a long range planning and implementation approach with associated strategies, entitled “The Greenprint Challenge.”



GUIDING PRINCIPLES

- ◆ **MAINTAIN THE RICHNESS AND DIVERSITY OF THE COUNTY’S URBAN AND RURAL ENVIRONMENTS**
 - ◆ Lancaster County boasts a diverse set of environmental resources and landscape types that should be respected and maintained.
 - ◆ Lancaster County is home to a distinctive association of threatened and endangered species of plants and animals that represents a highly valued environmental legacy.
 - ◆ Environmental resources reside within a broad range of settings that should be considered as policy and development decisions are made.
- ◆ **BE BROADLY INCLUSIVE**
 - ◆ The impact of the actions taken by the community extend beyond the borders of Lancaster County, and oftentimes influence the natural resource features of adjacent counties, states, nations, and the world.
 - ◆ Urban and rural areas should receive equal priority in the planning process as the natural resources features are found throughout Lancaster County.
 - ◆ Public-private alliances and partnerships should be built upon, with an emphasis on the natural resources features rather than the patterns of ownership or land use on which the resources exist.
 - ◆ The community should capitalize upon both the environmental and economic benefits that the natural resources features provide.
 - ◆ Well managed environmental resources generate and reinforce business opportunities.
- ◆ **FOCUS ATTENTION ON UNIQUE LANDSCAPES**
 - ◆ Signature landscapes provide visual images of the community’s natural and cultural history and serve as a reminder of the ecosystem that forms the community’s urban and rural economic base.
 - ◆ Signature landscapes will require thoughtful management if their long term viability is to be ensured.

Environmental Stewardship

“Clean air, clean water, parks and open space, mature trees, signature habitats, and prime and productive farmlands are valuable assets. Conservation areas, floodplains, green spaces, and parks define, and help to create linkages between, neighborhoods and surrounding population centers. The Comprehensive Plan takes into consideration the effects of natural phenomena not only upon localized development, but also upon the community as a whole, upon private ownership issues, and upon recreational opportunities. The Plan thus commits Lincoln and Lancaster County to preserve unique and sensitive habitats and endorses creative integration of natural systems into developments.”

Comprehensive Plan Vision

ENVIRONMENTAL RESOURCE FEATURES

Lancaster County lies within a large portion of the central plains of North America dominated by certain shared characteristics – e.g., topography, climate, soils, surface water, ground water, vegetation, and wildlife.

As a Comprehensive Plan land use category, “environmental resource features” represent an important part of today’s urban and rural landscapes. Such features need to be valued and sustained as part of the overall planning process if they are to remain as vital parts of the natural heritage left for succeeding generations. These features help to define the County’s unique sense of place — geographically, culturally, and temporally. The Plan fully recognizes the harmony and connections that exist within and between these features.

Thirteen separate environmental resource features are recognized in the Plan. They can be viewed individually in order to understand their importance and function in the natural environment, and to determine how actions taken as part of the planning and development process may impact or influence their future viability. Conversely, each resource feature can be viewed as joined together with others to form a comprehensive, interconnected system. Decisions, plans, and policies that are made regarding one resource feature will undoubtedly impact others – and it can often be hard to distinguish or understand these connections.

A brief description of each of the Plan’s environmental resource features is provided below.

Native Prairie – This feature refers to the tallgrass prairie areas that are dominated by big bluestem, little bluestem, indian-grass, and sideoats grama grass species. Numerous wildflowers and forbs are also found in these prairies, including purple coneflower, purple prairie clover, and black-eyed susan. Though historically they were the region’s prevailing natural condition, native prairies are an increasingly rare feature on the Nebraska landscape. Lancaster County is fortunate to have about 8,640 acres of native prairie remaining, 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 and Spring Creek Prairie are two of the larger massings of native grasslands in the county.



Photo: Keith Johnson, Purdue Forage

Saline Wetlands – This feature refers to those locations in the county where wetlands having a high salt content can be found. Saline wetlands have four distinguishing characteristics: a type of soil usually associated with damp or soggy areas; the presence of water during most of the year; a high occurrence of saline (otherwise know as salt); and plants that are adapted to wet, salty soils. Eastern Nebraska saline wetlands are rare, with perhaps 1,200 acres remaining in the county. They tend to be found along Little Salt Creek and Rock Creek to the north and northeast of Lincoln. They provide habitat to a number of threatened and endangered species of plants and animals – the Salt Creek Tiger Beetle and the Salt Wort in particular.

Parks, Trail Corridors and Other Recreational Areas – While the Comprehensive Plan recognizes parks, trails, and recreational areas as a separate, distinctive land use category, they are an important part of the overall county’s natural resource base. They include a diverse collection of sites and facilities owned, managed, and maintained by public entities and accessible to the general community. They accommodate a variety of recreational uses including passive and active recreation, hunting, fishing, and boating.

Floodplains – This feature refers to land that is susceptible to flooding or that has flood prone soils. Floodplains provide multiple benefits to both the natural (flood storage, habitat, water quality) and built (recreation, public health and safety, economic) environments.

Agricultural Lands – This feature refers to land — about 77 percent of the county — utilized for growing crops, raising livestock, or producing other agricultural produce. Though agricultural activity is identified as a separate land use category in the Comprehensive Plan, 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 being a basic piece of the County’s historic signature landscape.

Cultural and Historic Landscapes – This feature refers to places that are significant because of their unique character, because significant activities or events occurred at those sites, or because persons who have had a significant impact in culture are associated with the sites. As with several other natural resource features, Cultural and Historic Landscapes are also considered in other parts of the Comprehensive Plan. However, they individually and collectively add value to the community’s sense of place and hold an important place in affirming memorable images of the County’s heritage.

Freshwater Wetlands – This feature refers to areas that have hydric (i.e., water-bearing) soils, are frequently if not regularly moist, and are home to water tolerant plants. These types of wetlands are distinguished from “saline wetlands” by the lack of salt in the water that keep them wet. Freshwater wetlands are more prevalent in the county than are saline wetlands. This does not make them a less worthwhile natural resource feature as they provide important water quality and habitat functions. The use of many freshwater and saline wetlands are regulated under Section 404 of the Federal Clean Water Act.

Riparian Areas – This feature refers to spaces immediately adjacent to water courses on each side of a stream. They are most often located in the floodplain. They frequently contain a large amount of woody vegetation. Riparian areas can serve as linear connections between natural and built areas, as well as serve as boundaries and edges to a variety of adjacent land uses. They offer numerous benefits including flood storage, storm water conveyance, habitat, recreation, visual appeal, and shaded areas.

Basins and Streams – This feature refers to the region’s watersheds and the waterways they produce. These areas are demarcated by ridge lines that define the top of each basin. The primary basins and streams within Lancaster County include but are not limited to Salt Creek, Antelope Creek, Dead Man’s Run, Lynn Creek, Middle Creek, Haines Branch, Oak Creek, Stevens Creek, Beal Slough, and the upper tributaries of the Nemaha River. Most of the county is within the Salt Creek basin.

Urban Forest – This feature refers to the trees and other woody plants that have been planted or grow naturally within the limits of the communities in Lancaster County. Though many may not consider the urban forest to be part of the “natural environment,” it represents a significant community investment — exemplified in Lincoln being a “Tree City” — with its elimination or neglect having substantially detrimental consequences.



Threatened and Endangered Species – This feature refers to those plant and animal species whose continued existence have been identified by Federal and/or State officials as being threatened or endangered. In Lancaster County these include the Salt Creek Tiger Beetle (State and Federal Endangered), Western Prairie Fringed Orchid (State and Federal Threatened), Saltwort or Western Glasswort (State Endangered), Least Bittern (State Threatened), and the Massasauga Rattle Snake (State Threatened). Other 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), and American Burying Beetle (State and Federal Threatened).

Views and Vistas – This feature refers to important or unique natural resources, places, structures, and landmarks. The views of these features can be from nearby or afar. Vistas refer to areas that afford significant views. Views and vistas provide key points of reference and help create the County’s signature landscape, such as the State Capitol.

Woodlands – This feature refers to the County’s natural wooded areas, especially those exhibiting bur oak/hickory associations. Woodlands in this context exclude the numerous stands of trees dominated by elm species, red cedar, mulberry, etc. This feature is also distinct from the riparian areas discussed earlier in this chapter.

CORE RESOURCE IMPERATIVES

The thirteen resource features described above all represent greatly cherished elements of the city and county’s natural environment. Based upon further assessment and review of these features, three “Core Resource Imperatives” were identified. These imperatives were selected as those that should receive the greatest consideration in the long range planning process. Their selection does not mean that the other features are unimportant, inconsequential, or expendable.

The “Core Resource Imperatives” uniquely contribute to the natural resource heritage of the region and whose safeguarding for future generations is indispensable. The other features remain important to the long term environmental and economic viability of the community and should not be inordinately discounted.

The three “Core Resource Imperatives” called for in the Comprehensive Plan are as follows:

Saline and Freshwater Wetlands – Wetlands provide distinctive habitat opportunities for various plants and animals, as well as offering flood control and water filtration benefits. Lancaster County is home to about 1,200 acres of very rare Eastern Nebraska Saline Wetlands. These wetlands offer a specialized habitat to several threatened and endangered species, including the Saltwort and Salt Creek Tiger Beetle. Lancaster County is the only place in the world where the Tiger Beetle exists. Owing to a dwindling Beetle population and the growth of the city, the U.S. Fish and Wildlife Service has placed the Beetle on the Federal Threatened and Endangered Species list. As a member of the Saline Wetland Conservation Partnership, the City of Lincoln and Lancaster County is working with the Lower Platte South NRD, NE Game and Parks Commission, The Nature Conservancy, and the USDA Natural Resource Conservation Service to develop management plans to help protect and preserve the unique habitat offered by the saline wetlands. This may include a blend of land uses stressing education, parks, floodplain, and low intensity development.



Native Prairies – Prior to the European settlement period, tallgrass prairies dominated the Nebraska landscape. Native prairie remnants remain scattered throughout the County, providing a home to numerous grasses, wildflowers and forbs. The remaining native prairies are becoming rarer and thus are increasing in value as an ecological amenity. The prairies are a key component of the signature landscape the first Europeans encountered when they settled in Nebraska and remain a visual clue to Lincoln and Lancaster County’s “sense of place.”

Riparian, Floodplains, and Stream Corridors – Streams and their adjoining corridors snake their way through much of Lancaster County. Throughout the region, surface water runoff flows into these stream corridors that typically consist of floodplains and riparian areas. These are instrumental in providing habitat and water infiltration benefits, along with serving as connectors to natural areas.

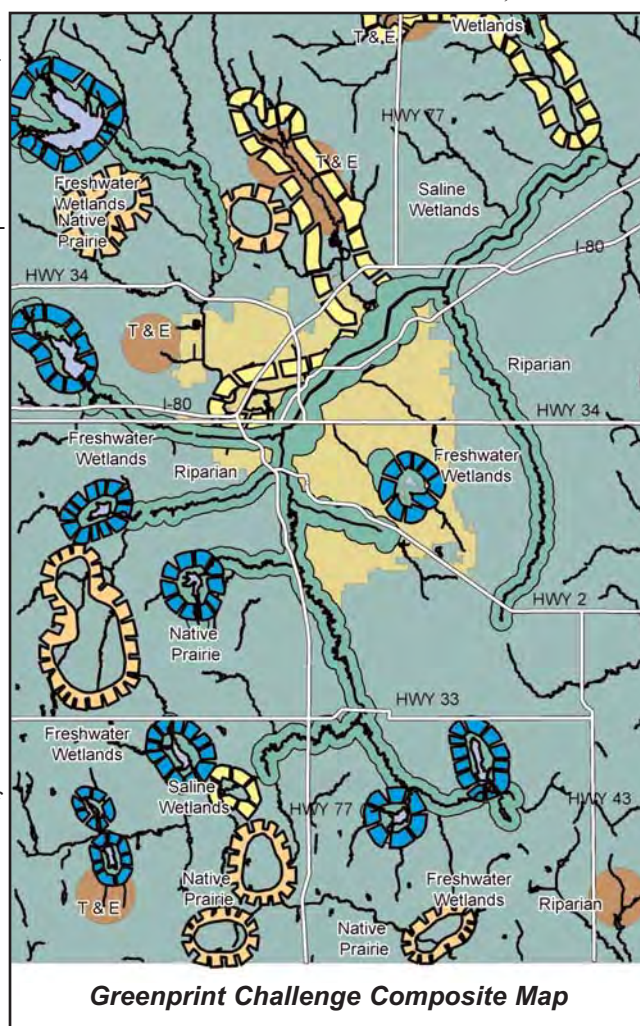
THE GREENPRINT CHALLENGE: OVERVIEW

The purpose of the Comprehensive Plan's Greenprint Challenge is to assure the long term health and integrity of the ecosystem upon which Lancaster County is superimposed, and to capture the community-wide quality of life and economic benefits that can be derived from the area's environmental resource features.

Proper land use planning and plan implementation can aid in maintaining a healthy natural environment. While ultimately focusing on three "Core Resource Imperatives," the Greenprint Challenge offers a basis within which crucial planning decisions concerning the wide range of environmental resource features can be effectively pursued.

Five levels of green space comprise the basic structure within which to view the Greenprint Challenge. All five levels play an important role in helping the community experience and understand the benefits of environmental resources, and in advancing the value placed on these resources by the community today and into the future. The five Greenprint Challenge levels are as follows:

1. *"Kitchen Window"*
Every home and place of work is surrounded by some sort of green space. This includes planted vegetation, birds, animals, etc. At the lowest level, green space is the view from each and every window. That view should be an enjoyable one.
2. *Parks, recreation areas, and green partitions*
Parks, recreation areas, and green partitions between communities provide a diverse landscape important to a comfortable and acceptable community.
3. *Urban forest*
In its totality, the urban forest consists of all vegetation, insects, animal life, etc., in the city. The urban forest plays an important ecological as well as an aesthetic role.
4. *Natural recreation areas*
Disconnected or shielded from the community, these areas are set aside for the enjoyment of the natural environment. Hiker/biker trails and the Salt Valley Lakes are examples of such spaces.
5. *Preserve ecological protection areas*
Protect areas that are biologically interconnected to support bird, animal, and insect migration and supporting vegetation. Examples are stream beds and wooded corridors, prairie land, and saline wetlands.



THE GREENPRINT CHALLENGE: IMPLEMENTATION PRINCIPLES

The true challenge of the Greenprint Challenge will ultimately be its implementation. The principles to be followed in implementing the Greenprint Challenge are:

Seek early identification of areas to be preserved – While planning for future growth is integral to this Comprehensive 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 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.

Obtain reasonably constrained regulations – Maintaining a balance between the natural and human built environment is always a delicate one. Planning policy and regulatory approaches employed in achieving the Plan’s Vision and Greenprint Challenge should strive to be effective, tempered, pragmatic, circumscribed, and respectful of private property rights.

Provide biological interconnection – Plants and animals do not exist in isolation. They interact with each other and reside within an integrated habitat. Implementation of the Comprehensive Plan needs to respect biological connections that exist today and provide responsive means for maintaining those associations.

Promote diversity of vegetation – Plants are a basic environmental building block. They provide habitat and food for animals, as well as aid in sustaining other vegetation that holds the soil and protects the water quality. Maintaining a diverse range of plants ultimately supports a healthier environment for all plants and animals.



Make “green space” an integral part of all environments – “Green space” can come in a wide variety of forms. The policies of the Comprehensive Plan should strive to incorporate such uses in the full range of urban and rural landscapes.

Prevent the creation of a “wall-to-wall city” through the use of green space partitions – As cities and villages expand, establishing corridors and districts of green should be part of the growth process. This often requires the advance delineation of these areas and the means for securing their on going maintenance.

Establish effective incentives for natural resource feature preservation – Securing the long term permanence of green space is a basic dilemma in natural resources planning. The use of “green space development incentives” (e.g., setting aside non-buildable areas, creating green space preserves, density bonuses) should be a primary consideration in implementing this Plan.

THE GREENPRINT CHALLENGE: IMPLEMENTATION STRATEGIES

Strategies for implementing the Greenprint Challenge are presented below within five major groupings:

- ◆ Environmental Resource Features
- ◆ Comprehensive Planning
- ◆ Current Planning and Development
- ◆ Program Implementation and Funding
- ◆ Public Agency Administration

ENVIRONMENTAL RESOURCE FEATURES

Wetlands: Saline and Fresh Water

Provide appropriate incentives — in addition to regulatory mechanisms such as the Federal Section 404 process — to encourage landowners to preserve saline and freshwater wetlands. Incentives to be used or considered further include: (a)

fast track approval of developments that preserve and protect this resource; (b) special density credits or bonuses within a Community Unit Plan for wetland conservation; (c) special allowances under provisions of contract zoning; (d) transfer of development rights; (e) wetland bank mitigation; (f) technical assistance for wetland preservation and enhancement; and (g) conservation easements with tax incentives.

Research and seek implementation of procedures for managing lands containing and that are located near saline wetlands. Desirably this research would be conducted at the watershed level to provide a broad perspective of how area-wide development will interact with this natural resource. A special treatment buffer along the perimeter of saline wetlands could reduce the impact of increased runoff, sedimentation, and other pollutants. Such buffers could also serve to provide support for the preservation of habitat areas for the county's threatened and endangered species.

Pursue stormwater management practices that consider both water quality and quantity approaches near fresh water wetlands. Buffer areas should be encouraged at their perimeters to decrease the effects of adjacent future uses.

Salt Creek Tiger Beetle

In conjunction with research into saline wetland preservation, determine measures that could be taken to enhance and maintain these areas as Salt Creek Tiger Beetle habitat. This may 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. A recovery plan for the Salt Creek Tiger Beetle is being prepared by the US Fish and Wildlife Service and should be completed by 2007. A critical habitat determination is expected to follow the plan.

Landowners in the specifically targeted saline wetlands and accompanying 500 foot buffer zone areas identified by baseline research should be offered assistance concerning existing programs to preserve wetlands and transition lands occurring on private property.

Continue to investigate incentives allowing land owners to pursue voluntary purchases, conservation easements, or other similar preservation options according to the land acquisition prioritization plan.

Continue to explore grant opportunities for saline wetland preservation and enhancement.

Seek better coordination (or centralization) of development and construction permits so a more effective assessment can be made of any development plans that might negatively impact Tiger Beetle habitat.

Continue the public education effort to raise awareness of the Salt Creek Tiger Beetle and its unique habitat.

Native Prairies and Grasslands

Develop planning guidelines, management techniques and supporting policies for preserving native prairies and grassland. For example, these areas remain healthiest when periodic burning is done to support plant regeneration. Notification to adjacent property owners of possible burnings and smoke occurrences must occur as title to property changes. Research into such issues should examine how the implementation of necessary management guidelines can best occur; particularly options for balancing the inherent needs of natural resources features (such as grasslands) with surrounding properties.

Acquire buffer areas around prairies and other natural areas for management and resource protection.

Investigate means for encouraging native prairie restoration by private entities.

“Section 404” of the Federal Clean Water Act established a national program to regulate the dredging and filling of wetlands. The program's objective is to maintain and restore the quality of waters of the United States. It is jointly administered through the U.S. Army Corp of Engineers and the Environmental Protection Agency. A “Section 404 permit” allowing for a wetland to be dredged or filled can be issued if certain conditions are met. A land owner must show that steps have been taken to avoid wetland impacts where practical.

Utilize the University of Nebraska Center for Grassland Studies in assessing alternatives for grassland preservation and restoration.

Greenways and Open Spaces: General

Continue to develop a county-wide open space plan as identified on the Parks Master Plan Map. (Also see the strategies discussed under Public Agency Administration.)

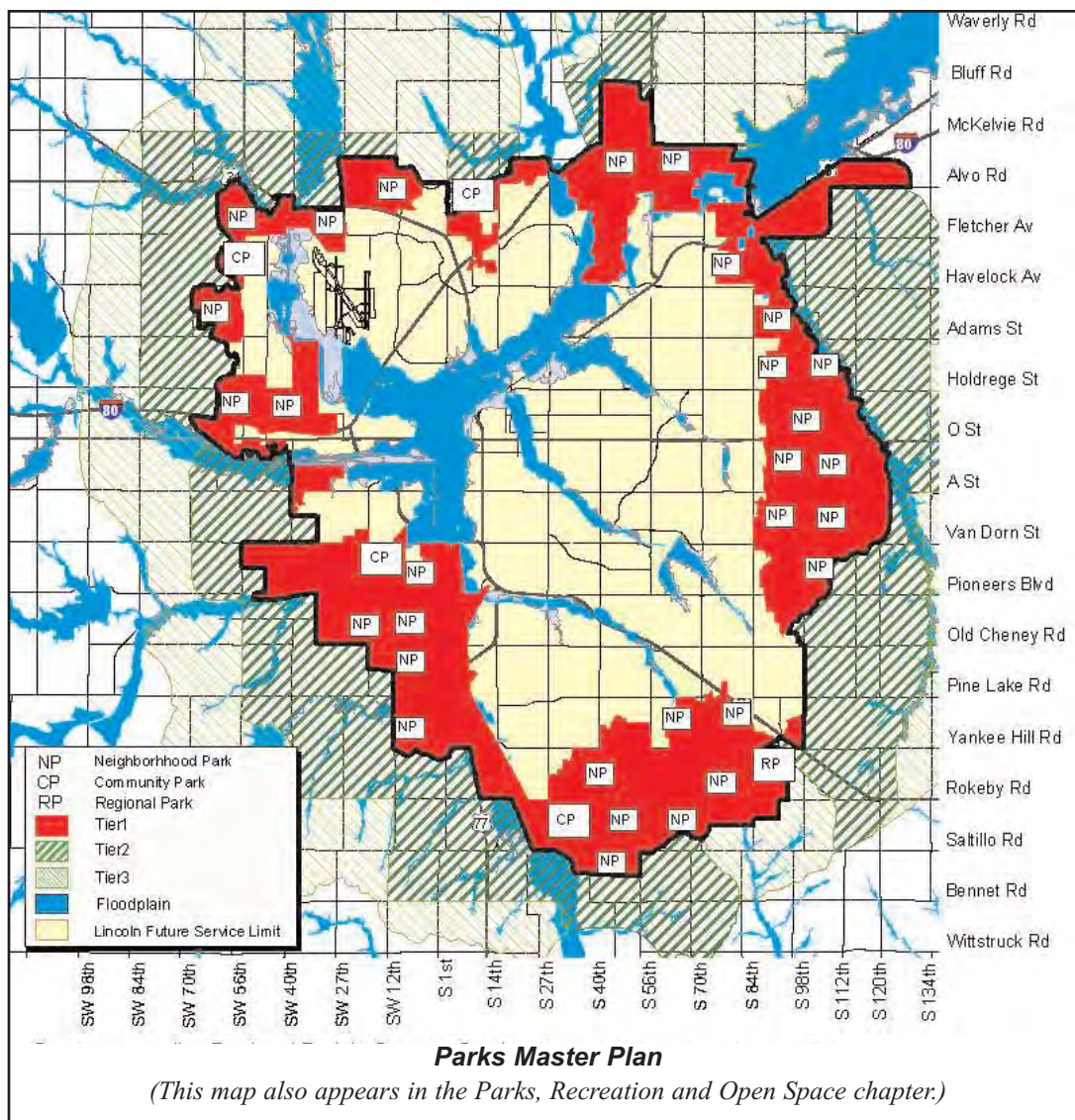
Continue development of the “Crescent Green” concept to provide a continuous greenway and open space corridor around the west and northern part of Lincoln.

Encourage linear connection of green spaces where possible. Efforts should be made to preserve small stream corridors throughout future developments. When the new crossings of riparian ways are proposed or existing ones expanded, care should be given to ensure that the connectivity is not diminished.

Pursue Greenways connecting urban and rural areas. Such corridors should follow stream courses (particularly along floodplains) and connect valuable resource areas (such as the Salt Valley Lakes, points with special vistas or views, prairie grasslands, cultural and historic sites, and the county’s towns and villages).

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.

Buffer areas should be sought, as ecologically appropriate, along Greenway stream corridors with significant natural values worthy of continued preservation, and/or to decrease impacts from adjacent future land uses; such impacts may include natural areas protection strategies and/or stormwater management considerations.



Crescent Green – The concept of a linear greenway along Salt Creek as it runs through the Lincoln urban area has been in the City’s Comprehensive Plan since 1961. The name “Crescent Green” was first used in 1964 as part of an architectural design class. A plan formally describing a “Crescent Green Park” was prepared by the firm of Clark & Enersen in 1977. This plan called for a park to be created along Salt Creek from Wilderness Park north to the city’s former landfill near North 56th and Fletcher Avenue. This park would also extend to the west along Middle Creek and Haines Branch.

Further the continued development of the urban forest through design standards and other current planning mechanisms.

Preserve existing tree masses as much as possible by integrating them into future development plans.

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.

Greenways and Open Space: Salt Creek South/Wilderness Park

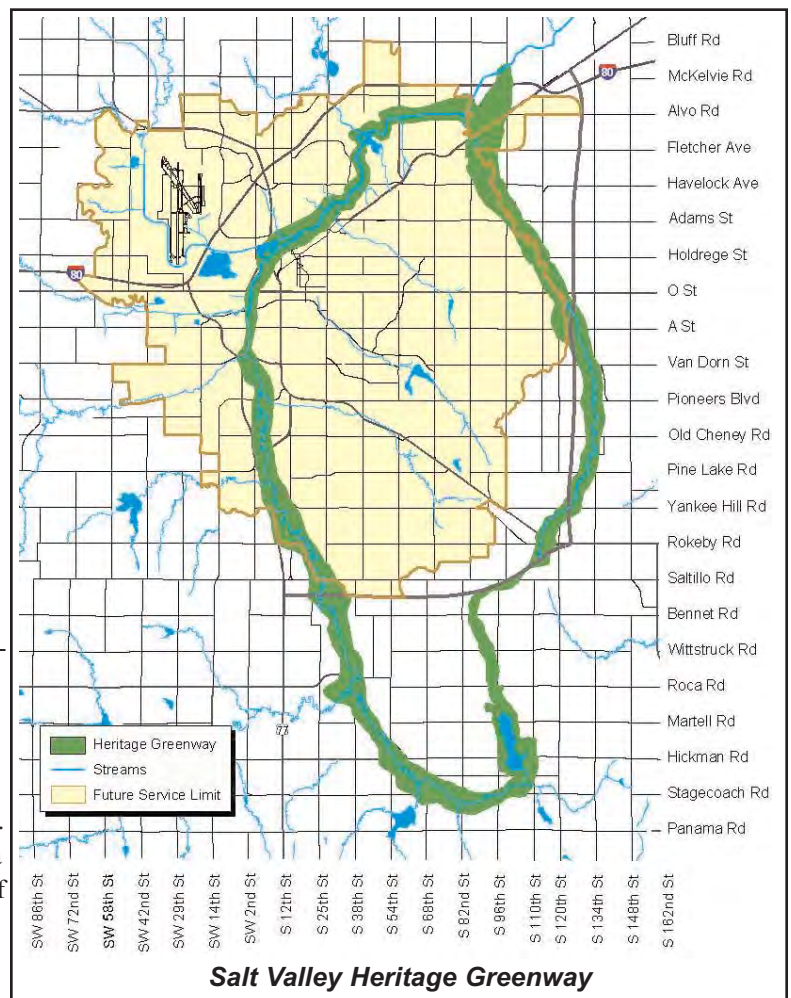
Pursue the acquisition of additional greenway south from Saltillo Road along Salt Creek. This future greenway should generally follow the 100-year floodplain along Salt Creek, and incorporate the right-of-way of the abandoned Union Pacific rail line. This area could eventually connect a network of trails that would extend into northern Kansas. 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.

Greenways and Open Space: Salt Valley Heritage Greenway

The Salt Valley Heritage Greenway is a proposed continuous open space “loop” around Lincoln providing a connection with both the urban and rural communities. The Greenway is envisioned to be comprised of conservation easements and fee simple acquisition of selected sites with unique environmental features or recreational opportunities. It would include parks and open space, trails, both active and resource-based recreation, riparian and stream corridors, floodplains, saline and freshwater wetlands, agricultural land, signature landscapes, wildlife corridors, lakes and streams, abandoned rail lines, and transportation corridors. It could be as narrow as a few hundred feet in some places to as wide as a mile around state recreation areas.

This corridor would include the Crescent Green linear greenway along Salt Creek beginning on the north and then proceeding along Salt Creek on the west, including Wilderness Park. It would proceed south of Wilderness Park along the Salt Creek floodplain connecting with the community of Roca. It would follow the Hickman Branch south of Roca and proceed east connecting with the community of Hickman. From Hickman, the corridor would proceed easterly connecting with Wagon Train Lake



tributary to the South Beltway. Following linear open space along the South Beltway east and then north along the East Beltway to the Stevens Creek connection near Walton. The Greenway would follow the Stevens Creek corridor to the north and connect back in with Salt Creek including saline wetlands, Salt Creek Tiger Beetle habitat and the Crescent Green Corridor on the north, forming a continuous open space system.

The Salt Valley Heritage Greenway would provide connectivity with current and future green corridors that extend out from Lincoln such as the MoPac Trail corridor, Murdock Trail corridor, Antelope Valley, Dietrich Bikeway, and Billy Wolff Trail Corridor. It would provide a destination for additional trails as Lincoln continues to grow. The Greenway would also provide access to green corridors that then would extend out into the county to State Recreation Areas (SRA) and natural resource areas and beyond including the following:

- ◆ Cardwell Branch corridor to Yankee Hill SRA
- ◆ Middle Creek corridor to Pawnee SRA
- ◆ Haines Branch corridor to Conestoga SRA
- ◆ Salt Creek corridor to Killdeer and Bluestem SRA
- ◆ Oak Creek corridor to Branched Oak Lake
- ◆ Salt Creek corridor east and up the Rock Creek corridor

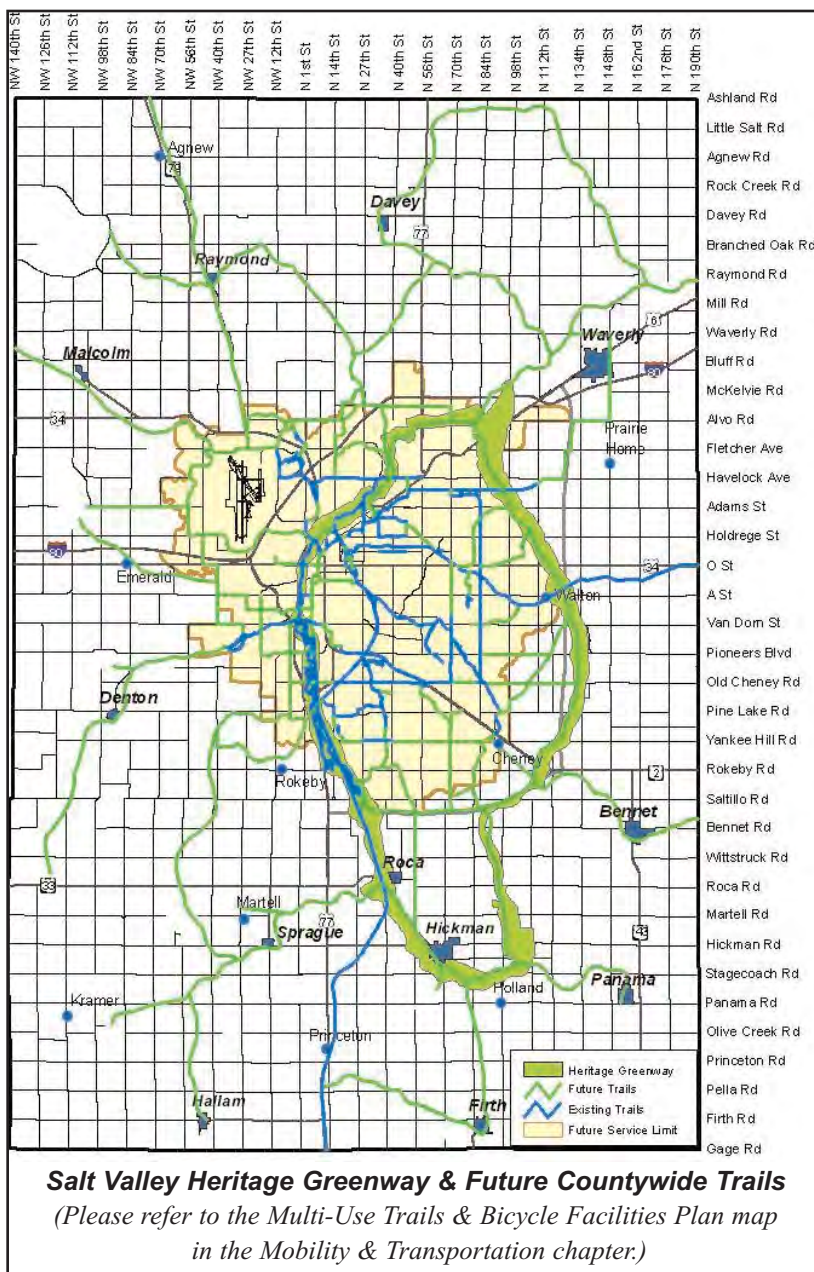
The Salt Valley Heritage Greenway would also provide connectivity with the Homestead Trail that goes to Beatrice and south to Kansas. It would connect with additional rail lines that are acquired for trails in the future.

Use the Salt Valley Heritage Greenway concept to embody the Comprehensive Plan’s Vision and environmental resource guiding principles, including:

- ◆ Conserve flood-prone areas for storm water management
- ◆ Preserve signature landscapes
- ◆ Create a continuous commuter and recreational trail loop
- ◆ Connect urban neighborhoods, as well as urban and rural areas with unbroken corridors of open space
- ◆ Provide links of wildlife habitat and movement areas
- ◆ Enhance the value of properties adjacent to and served by the Greenway

Develop a strategic plan for acquiring and conserving lands within the Salt Valley Heritage Greenway corridor through cooperative efforts of public agencies, private organizations, and individuals.

Prepare and distribute information to communi-



ty residents regarding the functions and value of the Salt Valley Heritage Greenway, and of the plans for its creation.

Identify and pursue funding sources for the acquisition of significant properties forming the Greenway.

Coordinate the planning of the Salt Valley Heritage Greenway with county-wide trails planning and any other relevant on-going planning activities.

Greenways and Open Space: South and East Beltways

Explore alternatives for creating a greenway corridor along the South and East Beltways. This work would occur as the more detailed planning of those facilities takes place. The activities could range from park-like areas existing today along Interstate 180 and Highway 2 in Lincoln, to more riparian settings as are found in Wilderness Park and the Crescent Green areas. The corridor could connect with historic and cultural assets, regional and community parks, lakes, and other recreational areas. It could also provide potential habitat and corridors for animal movement.

Greenway and Open Space: I-80 Corridor (N. 27th to Waverly)

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 City's wetlands mitigation bank. The area is a major entryway into the City of Lincoln and provides associated trail and open space opportunities.

Greenways and Open Space: Stevens Creek Basin

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.

Greenways and Open Space: Haines Branch Corridor

Enhance the Haines Branch Corridor extending from the City to Pioneers Park, and then to Conestoga Lake. This includes accenting the visual appeal from and of the Bison Trail. From Conestoga, there is the opportunity to connect with the Village of Denton, and then south along the riparian corridor to the Spring Creek Nature Center.

Greenways and Open Space: Trails in General

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. Trails should be an integral part of the community's green spaces and corridors. (See Transportation section of the Plan.)

Seek establishment of trail easements or comparable options along selected county roads. (See Transportation section of the Plan.)

Endeavor to acquire abandoned rail lines for trails as part of an overall open space and recreation system for the county. These may include the Union Pacific line running north-northwest out of Lincoln to Valparaiso and Wahoo, and the Lincoln to Nebraska City Burlington Northern line.

Floodplains

In April of 2003, the Mayor's Floodplain Task Force developed policy standards for floodplains that took into consideration the natural functions played by these areas. These policy recommendations have been incorporated into the watershed management strategies included in the Utilities section of the Comprehensive Plan. Many recommendations have also been incorporated into the zoning and subdivision codes.

Seek the routine use of “Best Management Practices” in implementing stormwater management policy so that the potential for sedimentation problems are minimized.

Further discussion of floodplain and stormwater management considerations and strategies is provided within the Utilities section.

Views and Vistas

Investigate the availability of several locations in the county that offer distinguished views and vistas. These could be acquired through fee simple title or easements. 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.

Unique Features

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, a small waterfall south of Denton, and historic pits and grasslands around Hickman and Roca.

COMPREHENSIVE PLANNING

Integrate the “Core Resource Imperatives” and natural resource feature concepts into future city and county studies that implement the Comprehensive Plan. Examples of such studies would be watershed master plans, subarea plans, transportation planning studies, utility master plans, wetland bank development analysis, and floodplain management studies.

Incorporate scientific data on flora, fauna, geology and other natural resources features into the Planning Department’s “Natural Resources-Geographic Information Systems” (NR-GIS) database. This may include the targeted collection of pertinent baseline data on plants and wildlife.

Document historic, cultural and archeological sites throughout the city and county.

Research the long term land value effects of natural areas and parks on adjacent uses.

CURRENT PLANNING AND DEVELOPMENT

Include the consideration of the “Core Resource Imperatives” and other natural resource features in the plan review process — i.e., subdivision plats, changes of zone, use permits, etc. This may involve preparing written guidelines for looking at site vulnerability, habitat fragmentation, long term land manageability, green space connectedness, and other elements that implement the Plan’s natural resources concepts.

Update City and County zoning and subdivision regulations to encourage the application of concepts identified in the environmental resources section of the Comprehensive Plan Vision.

Develop and adopt planning policies and procedures for acreage developments that are consistent with the environmental resources Vision of the Comprehensive Plan.

Where setback and buffer provisions are provided for, the Planning Commission will consider requests for exception only if no economically viable use allowed within the designated area could occur as a result of the application of the setback and buffer provision, and that this circumstance is not purposefully brought about by any deliberate action of the owner or developer of the property.

PROGRAM IMPLEMENTATION AND FUNDING

Investigate the possible use of easements (e.g., conservation, preservation, public access, etc.), incentives (e.g., density bonuses, conservation overlay zones, buffer/transition zones), purchases (e.g., development rights, land acquisition), and impact fees to manage land with environmental resource interest.

Investigate the establishment of a land trust to enable donations of land and funding to occur on a systematic basis. This may include encouraging estate planning to support further expansion of environmental resource areas in the county.

Conduct outreach efforts bringing together private land owners, environmental interests, and the development community to seek a common understanding and approach regarding natural resource features and the vision described in this Plan.

Develop a capital improvements programming approach providing for further acquisition of park property and natural areas to ensure the preservation and protection of sensitive environmental features.

Pursue a variety of grant funding sources on a continuing basis. These may include the Land and Water Conservation Fund, various floodplain and water quality funding programs, and the Nebraska Environmental Trust.

Cooperatively plan for the long term preservation of existing and future public and private conservation areas.

Lend policy support to Federal and State programs retaining land in agricultural production.

PUBLIC AGENCY ADMINISTRATION

Determine the appropriate agency or agencies to manage and/or hold title to resources obtained through the Greenprint Challenge implementation process. Although it is envisioned that many of these resources will remain in private ownership with special protections, public acquisition of property and/or easements will also need to be employed.

Identify a governmental entity with specific authority to maintain and operate a parks and recreation program and natural areas at the county level. 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.

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RESIDENTIAL

This section discusses the desired pattern of development in new neighborhoods, established neighborhoods and rural neighborhoods and strategies for meeting future housing demand.



OVERALL GUIDING PRINCIPLES

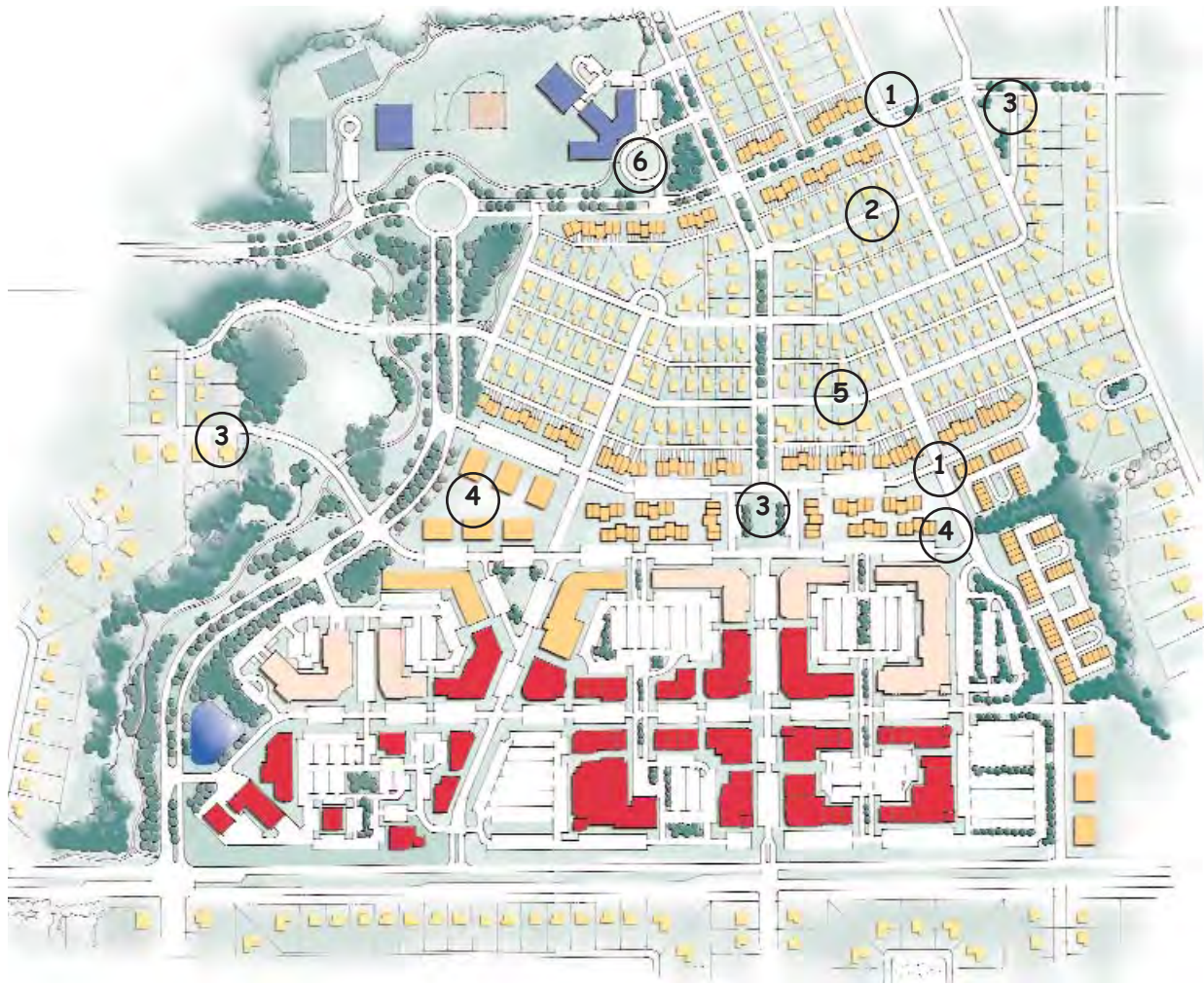
- ✧ Affordable housing should be distributed throughout the region to be near job opportunities and to provide housing choices within every neighborhood. Preserve existing affordable housing and promote the creation of new affordable housing throughout the community.
- ✧ One of Lincoln’s most valuable community assets is the supply of good, safe, and decent single family homes that are available at very affordable costs when compared to many other communities across the country. Preservation of these homes for use by future generations will protect residential neighborhoods and allow for many households to attain the dream of home ownership.
- ✧ A safe residential dwelling should be available for each citizen: the efficiency apartment and the country estate, the small single family “starter” home and the large downtown apartment suite, the most affordable and the most expensive dwelling unit, completely independent living and living within the care of others. Provision of the broadest range of housing options throughout the community improves the quality of life in the whole community.
- ✧ Diversity of housing choices directly depends upon achieving affordable housing. Housing affordability is not merely important for the community, it is imperative. Lack of affordable housing directly impacts citizens’ assets and opportunities, which in turn shape the community’s assets and opportunities. Failure to achieve housing affordability reduces the quality of life for income groups disproportionately, creates widespread hardships and stress, and retards the City’s collective abilities to address community problems and objectives.
- ✧ Encourage the development, maintenance, and preservation of safe and decent affordable and special needs housing for ownership and rental by low- and moderate-income households; remove barriers to fair housing and home ownership; and strengthen our policy and institutions to support affordable housing throughout the City as identified in the goals and objectives found in the FY 2005 - 2009 City of Lincoln Strategic Plan for HUD Entitlement Programs.
- ✧ New residential development is generally discouraged in areas of environmental resources such as endangered species, saline wetlands, native prairies and in floodplain corridors. It is also strongly encouraged that adequate spacing be provided from pipelines and areas where hazardous chemicals could be used and stored. Property owners and residents along the pipeline should be notified about hazards and emergency actions.
- ✧ Provide different housing types and choices, including affordable housing, throughout each neighborhood for an increasingly diverse population.

- ✧ Encourage convenient access to neighborhood services (stores, schools, parks) from residential areas.
- ✧ Create housing opportunities for residents with special needs throughout the city that are compatible with residential neighborhoods.
- ✧ Transit, pedestrian, and bicycle networks should maximize access and mobility to provide alternatives and reduce dependence upon the automobile. Sidewalks should be provided on both sides of all streets, or in alternative locations as allowed through design standards or review process.
- ✧ Many activities of daily living should occur within walking distance. Neighborhoods should include homes, stores, workplaces, schools and places to recreate.
- ✧ Interconnected networks of streets, trails and sidewalks should be designed to encourage walking and bicycling and provide multiple connections within and between neighborhoods.

Special Needs -- generally include, but are not limited to the following uses: elderly housing, assisted living centers, group homes, domestic shelters and single room occupancy housing.

GUIDING PRINCIPLES FOR NEW NEIGHBORHOODS

- ✧ The guiding principles for new neighborhoods are a combination of principles found in this section in addition to the principles for all other sections within the plan, such as Business and Commerce and Mobility and Transportation. A neighborhood is more than housing – great neighborhoods combine all the elements of parks, education, commercial areas, the environment and housing together in one place.
- ✧ The image is an example of how the principles might work together in a neighborhood, including the following principles:
 1. Encourage a mix of housing types, single family, townhomes, apartments, elderly housing all within one area;
 2. Similar housing types face each other: single family faces single family, change to different use at rear of lot;
 3. Parks and open space within walking distance of all residences;
 4. Multi-family and elderly housing nearest to commercial area;
 5. Pedestrian orientation; shorter block lengths, sidewalks on both sides of all roads;
 6. Public uses (elementary schools, churches) as centers of neighborhood – shared facilities (city parks & school sites);
 7. Encourage shopping and employment uses to be at within the neighborhoods and within walking distance to most residences (which may also serve as locations for transit stops.)

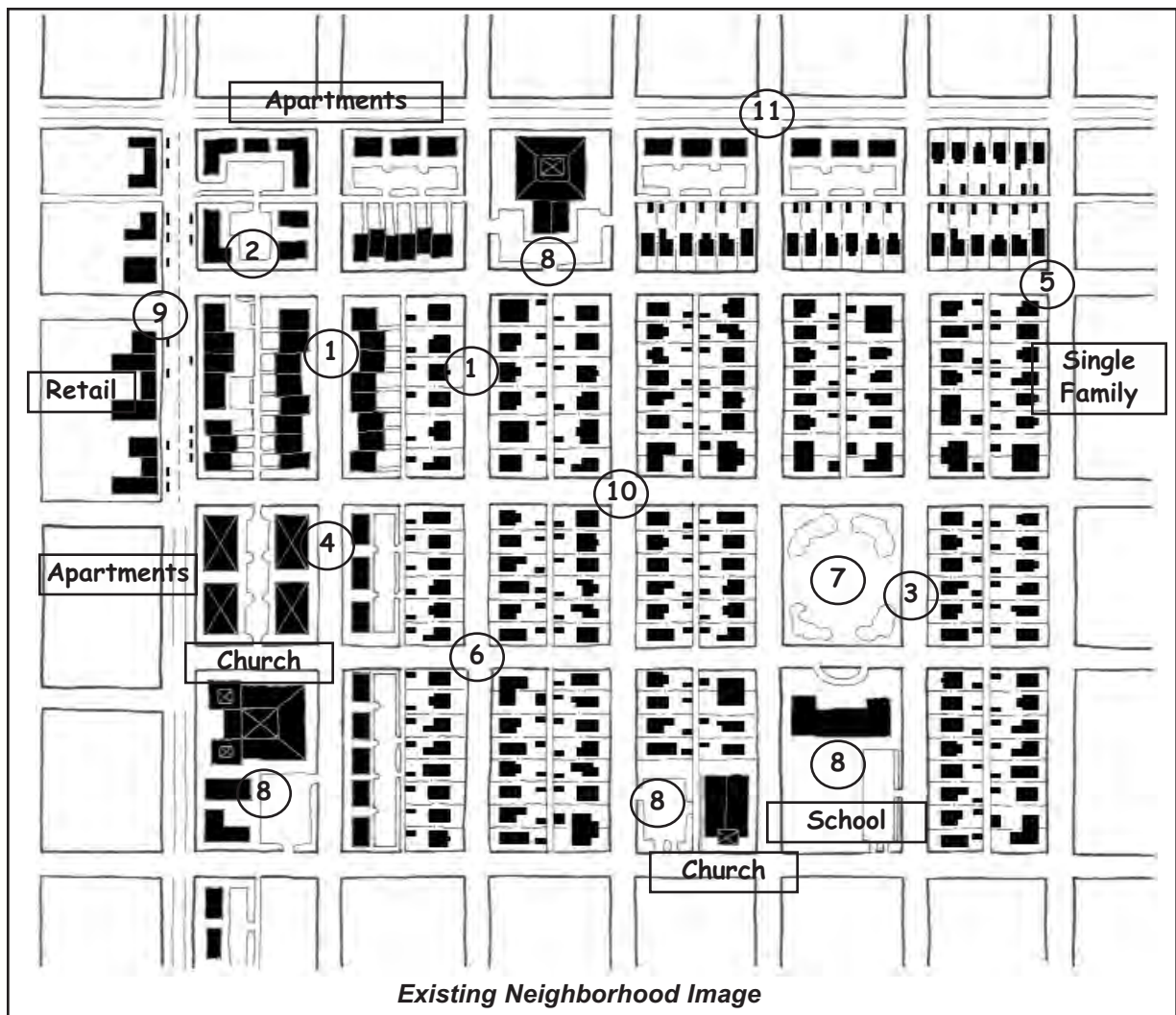


New Neighborhood Image

GUIDING PRINCIPLES FOR EXISTING NEIGHBORHOODS

- ✧ Promote the preservation, maintenance and renovation of existing housing and neighborhoods throughout the city, with special emphasis on low and moderate income neighborhoods. Maintain and enhance infrastructure and services in existing neighborhoods. While acknowledging the need for affordable housing, recognize that broad economic diversity within existing neighborhoods encourages reinvestment and improves quality of life for all residents.
- ✧ Preserve, protect, and promote city and county historic resources. Preserve, protect and promote the character and unique features of rural and urban neighborhoods, including their historical and architectural elements.
- ✧ Promote the continued use of single-family dwellings and all types of buildings, to preserve 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.

- ✧ Preserve the mix of housing types in older neighborhoods.
- ✧ The image is an example of how these principles might work together in an existing neighborhood, including the following principles:
 1. Encourage a mix of compatible land uses in neighborhoods, but similar uses on the same block face. Similar housing types face each other: single family faces single family, change to different use at rear of lot. Commercial parking lots should not intrude into residential areas where residential uses predominate a block face. More intense commercial uses (gas stations, big box stores, car wash, fast food, etc.) may not be compatible due to impact on nearby housing. Expansion in existing centers should not encroach, or expand to encroach, on existing neighborhoods, and commercial areas must be screened from residential areas.
 2. Encourage pedestrian orientation with parking at rear of residential and neighborhood commercial uses.
 3. Require new development to be compatible with character of neighborhood and adjacent uses (i.e., parking at rear, similar setback, height and land use).
 4. Encourage a mix of housing types, including single family, duplex, attached single family units, apartments, and elderly housing all within one area. Encourage multi-family near commercial areas.
 5. Encourage retention of single family uses in order to maintain mix of housing.
 6. Encourage historic preservation and the rehabilitation and maintenance of buildings.
 7. Maintain small parks and open space within walking distance of all residences.
 8. Support retention of public uses (elementary schools, churches) as centers of neighborhoods – encourage shared parking whenever possible — permit minor incursions of accessory parking for public/semi-public uses into neighborhoods if properly screened.
 9. Transit stops integrated into commercial center, near arterial.
 10. Maintain existing pattern of streets.
 11. Maintain arterial streets that are compatible with the existing neighborhood character with two through lanes and a center turn lane.



GUIDING PRINCIPLES FOR RURAL AREAS

- ✧ The Comprehensive Plan supports the preservation of land in the bulk of the county for agricultural and natural resource purposes. But it recognizes that some part of the County are in transition from predominantly agricultural uses to a mix which includes more residential uses. Balancing the strong consumer demand for country style living and the practical challenge of integrating acreages with traditional land uses will continue. Land in the county should be managed so that the historic segment of six percent of the county's population can continue to choose an acreage lifestyle, while minimizing conflicts between land uses. Rural development policies should be written plainly and followed consistently, to provide landowners and developers with clear expectations about their development options.
- ✧ Future challenges may arise when a growing city or town needs to annex rural acreage areas, such as; acreage infrastructure systems that are not compatible with urban standards, the potential change in the lifestyle of rural acreage owners, financial implications of higher property taxes, and impact on acreage parents and children when the annexation leads to a change in school districts.

✧ Residential, commercial and industrial growth should be directed to the incorporated municipalities of the county, and the areas beyond city and town boundaries in their extra-territorial jurisdiction should be preserved for future urban growth by designating them for agricultural use. However, each town should determine if and how much acreage development should be permitted within their jurisdiction. Some towns have established plans to permit acreages within some or all of their jurisdiction, and these are reflected on the future land use map for the county.

✧ New acreage development generally is not encouraged in the Urban Growth Tiers for Lincoln's three-mile extra territorial jurisdiction, except for areas already platted, zoned, or designated for low density residential development. Development in these tiers should only be permitted under the "build-through" model that has been established, and without use of Sanitary Improvement Districts (SIDs). This model includes provisions that are intended to facilitate a later transition to urban densities when city services are extended, including:



- ◆ a preliminary plan lot layout that accommodates first phase subdivisions on a portion of the land area with rural water and sewer systems, and shows how future urban infrastructure will be built through the land to permit further subdivision and annexation when appropriate.
- ◆ a development agreement that runs with the land and acknowledges that the acreage development is not entitled to extra buffering protection and waives the right to protest the creation of lawful assessment districts for sewer, water and paving in the future.

✧ All proposals for acreages on land not already designated on the future land use map for acreages should be evaluated based on factors such as water quality and quantity, soil conditions, roads, availability of emergency services, agricultural productivity, land parcelization, pattern of existing acreages, and plans for future urban development.

✧ Applications for acreage designation on the future land use map or rezoning to AGR, if planned for on-site wells, should be accompanied by information on water quality and quantity. If information becomes available that land already designated in the Plan for acreages is not suitable for acreage development, that designation should be reconsidered as part of the annual review.

✧ Areas not designated for acreages should remain agriculturally zoned and retain the current overall density of 32 dwellings per square mile (1 dwelling unit per 20 acres)

✧ Grouping acreages together in specific areas will limit the areas of potential conflict between farms and acreages. It also may enable services to be provided more efficiently, by reducing the amount of paved routes, reducing the number and distance of school bus routes, and taking advantage of more effective rural water district service.

✧ Clustering lots in one portion of a development site, while preserving both farmland and environmental resources on the remainder, should continue to be encouraged in agricultural-zoned

areas. A considerable supply of acreage lots has been platted in recent years in this manner.

- ✧ The County also should continue to pursue state enabling legislation to enable clustering lots by "transfer of development rights" between non-contiguous parcels of land. This would enable rural area developers to purchase the rights to develop more home sites on more suitable land from owners of less suitable land who wish to preserve their land for farming and open space. This transfer of rights could occur within short distances or from one portion of the county to another, such as from the northeast to the southeast part of the county, where rural water districts are established, more roads are paved, and towns are closer by. It is important, however, to note that the value of this tool, by which property owners "buy" and transfer rights to develop additional lots, will be negated if the owners simply are "given" those additional lots through rezoning.
- ✧ Private nonprofit land trusts are operating successfully in other rural areas seeing pressure for development to preserve farmland. They accept donations, and in some cases have funds to pay in part for land to be conserved including land that is cropped or pastured as well as land that is held for its natural value as prairie or wetland or forest. The donation of these easements qualify as charitable deductions to federal income tax. Other states which are very interested in protecting farming close in to cities also have adopted tax credit programs to help encourage the donation of agricultural easements. City and county officials should encourage the expansion of an existing private trust or formation of a new one to encourage more of these donations.
- ✧ City and county officials should continue to look at ways to contain public costs and coordinate public resource allocation, especially in the area of road construction. A variety of management techniques could be used, including the shared engineering and funding of road projects that aid urban expansion.
- ✧ Many families are not well-informed of all the implications of country living before they make that lifestyle choice. This includes an understanding of the state's "Right to Farm" law, which protects farmers from nuisance claims when conducting normal agricultural practices, a comparison of public services (e.g.road maintenance, emergency medical, fire protection, and police) in urban versus rural areas. Objective information on the pros and cons of "country living" should be provided to the public through continuing educational efforts by the County's extension service, handouts available to county departments and local realtors, and possibly, documents filed of record with new platted lots for disclosure to prospective buyers.

STRATEGIES FOR NEW & EXISTING URBAN NEIGHBORHOODS

The key to both new and existing urban neighborhoods is diversity. For new neighborhoods, it is having a greater mix of housing types and land uses. New neighborhoods should have a variety of housing types and sizes, plus commercial and employment opportunities. Developing a pedestrian orientation of buildings and streets is also a priority for new areas.

For existing neighborhoods, the diversity is often already in place, but efforts must focus on maintaining this balance and variety. The diversity of architecture, housing types and sizes are central to what makes older neighborhoods great places to live. New construction should continue the architectural variety, but in a manner that is sympathetic with the existing neighborhoods. Infill development also needs to respect the street pattern, block sizes and development standards of the area, such as having parking at the rear and front porches, windows and doors on the front street side. The diversity of land uses,

including commercial and congregate living facilities are important to the diversity of any area, provided they fit within the character of the block and neighborhood.

- ◆ Single family homes, in particular, add opportunities for owner-occupants in older neighborhoods and should be preserved. The rich stock of existing, smaller homes found throughout established areas, provides an essential opportunity for many first-time home buyers.
- ◆ Plan for sufficient and varied choices for the location of elderly housing. Encourage elderly housing to locate in areas designated for mixed-uses where the elderly housing would serve as a transitional use to less intensive residential development.
- ◆ There are notable differences between elderly housing and traditional multiple-family residential developments. Typically, elderly housing will have fewer occupants per unit and will generate less traffic than housing built for the general marketplace. Thus, a location that is deemed appropriate for elderly housing may not be deemed appropriate for other types of higher-density housing such as multiple-family or town homes.
- ◆ Evaluate the provisions for accessory dwelling units in residential areas.
- ◆ Revise standards to ensure that residential and commercial development more efficiently provide night time lighting, minimizing glare and without intruding on adjacent uses or casting significant lighting skyward.
- ◆ Encourage public/private partnerships with housing entities including Lincoln Housing Authority, Nebraska Housing Resource, and Neighborworks.
- ◆ The congregate living facility codes and regulations were recently updated in order to continue to provide housing opportunities for residents with special needs throughout the city that are compatible with residential neighborhoods. Congregate facilities should be designed and located to enhance the surrounding neighborhood. Reasonable spacing, design, and operational requirements were established for all congregate facilities to preserve the neighborhood character while providing for those with special needs.
- ◆ Support policies that encourage affordable housing in all areas. Look at options such as incentives to encourage housing or a program to allow density to be transferable between properties.

STRATEGIES FOR NEW RESIDENTIAL AREAS

- ◆ Structure incentives to encourage more efficient residential and commercial development to make greater utilization of the community's infrastructure. Incentives may include financial, process and/or regulatory conditions.
- ◆ Revise pertinent codes and regulations in order to remove impediments to achieving mixed-use residential and commercial development.
- ◆ Develop standards for residential, commercial and industrial development along entryway corridors into Lincoln.
- ◆ Develop new design standards that encourage density, optimize infrastructure costs, and help lower the overall cost of property development.
- ◆ Provide for an adequate supply of affordable land, and timely infrastructure improvements.
- ◆ Revise the regulations or procedures to provide notice to potential buyers about the location of pipelines and hazardous chemical use & storage as well strongly encourage adequate spacing be provided from pipelines and areas where hazardous chemicals could be used and stored.

STRATEGIES FOR EXISTING RESIDENTIAL AREAS

- ◆ Implement the housing and neighborhood strategies as embodied in the 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.
- ◆ In existing neighborhoods, retain existing predominately single family blocks in order to maintain the mix of housing types. The current mix within each neighborhood provides ample housing choices. Because existing neighborhoods have significantly greater populations and residential densities than other areas of the community, intensification will be detrimental to the neighborhoods and exceed infrastructure capacities. Codes, zoning and regulations that encourage changes in the current balance of housing types, should be revised to retain the existing character of the neighborhoods and to encourage maintenance of established older neighborhoods, not their extensive conversion to more intensive uses.
- ◆ Encourage a variety of housing types in the Downtown and Antelope Valley area.
- ◆ Develop and promote building codes and regulations with incentives for the rehabilitation of existing buildings in

order to make it easier to restore and reuse older buildings. Encourage deconversion of single family structures in multi-family use to single family use.

- ◆ Modify design standards and code requirements that impede affordable housing development, while remaining consistent with the character of the existing neighborhood.
- ◆ Structure incentives to preserve the existing housing stock.

STRATEGIES FOR RURAL AREAS

- ◆ Continue to reflect adopted town plans on the future land use map for the county.
- ◆ 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.
- ◆ Require applicants seeking plan designation or rezoning for acreages, if planning to use on-site wells, to provide information on water quality and quantity.
- ◆ Consider all proposals for new acreage developments in undesignated areas at one time, annually, as part of the Comprehensive Plan.
- ◆ Pursue state legislation to enable the County to establish a transfer of development rights program that helps encourage acreage development in more suitable locations.
- ◆ Encourage an existing private land trust or a new one to pursue the donation of agricultural easements on prime farmland in the county.
- ◆ Expand education for prospective home buyers on the implications of country living.

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This section first looks at a number of guiding principles, and then considers the future of individual utilities including water, wastewater, stormwater management and flood control, solid waste, electric services, street maintenance, natural gas service, cable, and telecommunications.



OVERALL GUIDING PRINCIPLES

- ✧ Continue the City's growth policy of contiguous urban growth. Urban development will occur in areas immediately abutting the city that reflect a logical and timely extension of urban infrastructure.
- ✧ The City of Lincoln shall only provide water and wastewater service to properties located within the corporate limits of the city. This policy provides for contiguous growth, allows for efficient long range planning and cost-effective construction and management of the system.

WATER GUIDING PRINCIPLES

- ✧ Development proposals should ensure that there is adequate quantity and quality water available to serve their project without impacting adjacent customers.
- ✧ Development actions should not impact Wellhead Protection areas or the municipal water wells serving towns.
- ✧ Utility improvements shall 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.

WASTEWATER GUIDING PRINCIPLES

- ✧ The City's collection system, in general, will continue to be a gravity fed system that is designed to accommodate urbanization of drainage basins and sub-basins. This system encourages orderly growth within the natural drainage basin boundaries. This policy encourages urban growth from the lower portion of the drainage basin and prohibits pumping of wastewater across basin boundaries.
- ✧ Development proposals should ensure that there is an adequate on-site wastewater system to serve their project without impacting adjacent properties. However, in urban areas, it may be necessary to create assessment districts if a sewer line crosses abutting properties.
- ✧ Utility improvements shall be in accordance with the Lincoln Wastewater Facilities Plan and the Comprehensive Plan. The Lincoln Wastewater Facilities Plan will guide future actions and serve as the basis for facilities planning and improvements.

Best Management Practices (BMP) are defined as measures that remove or prevent pollutants from entering stormwater. Examples of BMP include stabilizing all areas disturbed during construction and preserving natural drainageways. It is the City's policy to encourage the use of BMP in new development and redevelopment.

WATERSHED MANAGEMENT GUIDING PRINCIPLES

- ✧ Watershed planning will continue in order to be proactive and integrate stewardship principles for land conservation, stream and wetland buffers, better site design, Best Management Practices (BMP), and erosion and sediment control. The natural drainage system can serve multiple benefits, including wildlife habitat and recreation.
- ✧ The community should encourage site designs that are compatible with the natural characteristics of the site, clustering development, minimizing grading and impervious cover, and preserving site hydrology to the maximum extent possible. Naturalized or bioengineered solutions to drainage issues should be used wherever possible.
- ✧ In new growth areas, the City of Lincoln and Lancaster County should have a policy of No Adverse Impact, with a goal of ensuring that the action of one property owner does not adversely impact the flooding risk for other properties.
- ✧ In concert with the findings of the Mayor's Floodplain Task Force and the assumptions used in crafting this Plan, future urban development will be outside of the floodplain and floodway.

SOLID WASTE GUIDING PRINCIPLES

- ✧ No out-of-county waste is accepted for landfill disposal. This policy reserves landfill capacity for city and county residents and allows administration of programs under existing authorities.
- ✧ The City policy of privately owned and operated collection of refuse and recyclables coupled with public ownership, operation and financing of disposal and selected integrated solid waste management services will continue during the planning period.

ELECTRICAL GUIDING PRINCIPLES

- ✧ Lincoln Electric System will be the sole electrical utility within the City of Lincoln.
- ✧ Norris Public Power and Lincoln Electric System should continue their cooperative effort in regards to future growth areas of Lincoln and changes in service boundaries between the two utilities.

WATER SERVICES

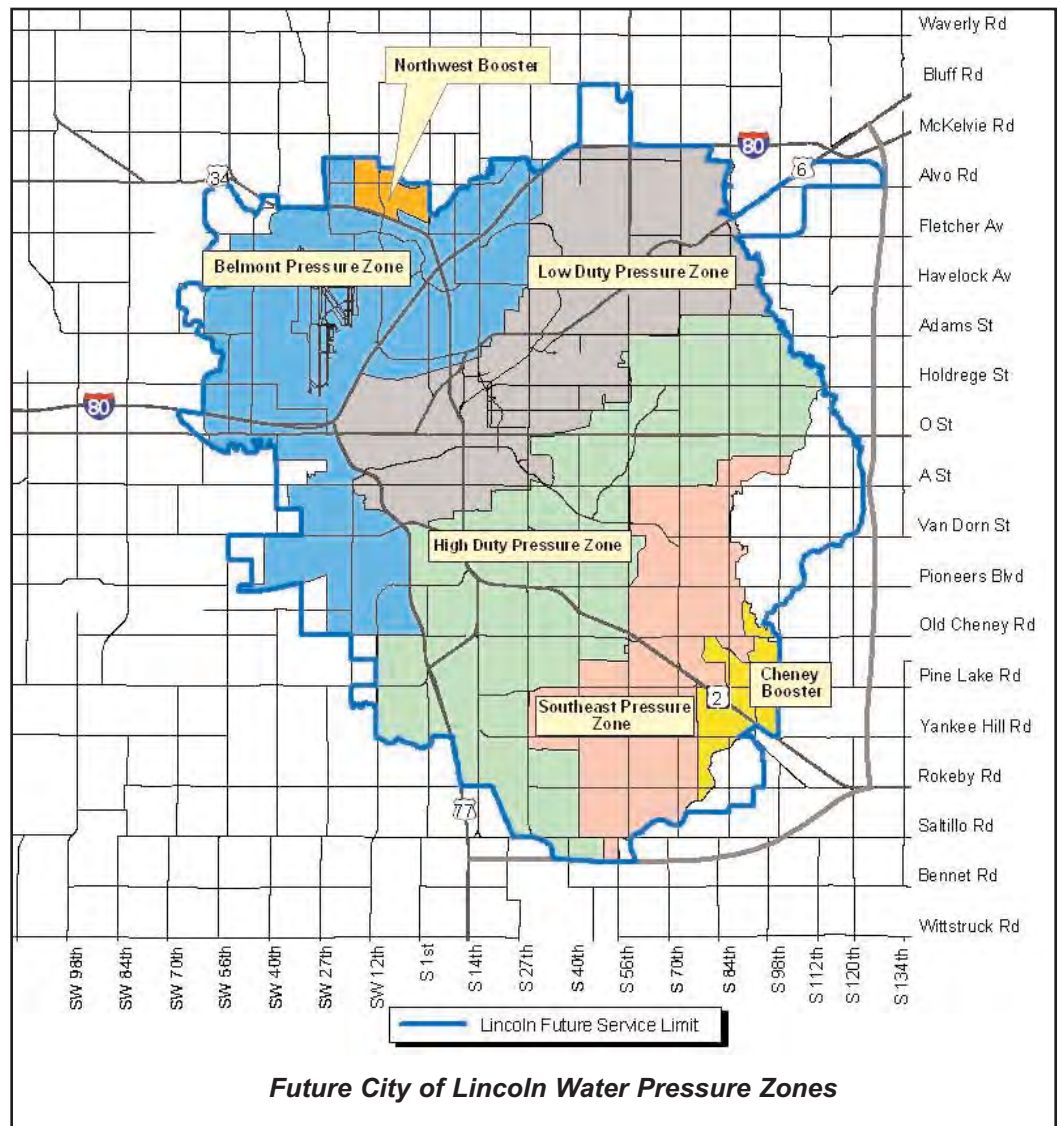
LINCOLN WATER SYSTEM AND COUNTY WATER RESOURCES

The Public Works and Utilities Department has completed the Lincoln Water System Facilities Master Plan in 2007. The plan is a guide for short term and long term improvements to the infrastructure of the Lincoln Water System during the planning period. The projected maximum day water demand for year 2032 is 154.7 million gallons per day (MGD), and for 2057 is 223.9 MGD based on the assumed population growth rate of 1.5% per year. Additional supply, treatment, and transmission improvements will be necessary to meet these growing demands. The well fields currently owned by the Lincoln Water System have a projected maximum capacity of 210 MGD. Additional well field property and water rights will need to be acquired in the planning period to meet these demands.

Lincoln's drinking water currently meets all of the Federal regulations regarding water quality. As new drinking water regulations are implemented, additional treatment may be required.

If substantial additional residential development occurs on acreages and in the towns served by the Rural Water Districts, additional improvements to their systems will probably be necessary.

Many Lancaster County water users are on private well systems. The Lincoln-Lancaster County Health Department enforces standards on wells. The Lower Platte South Natural Resources District is maintaining a Groundwater Management Plan for the County to ensure the protection of this resource.



STRATEGIES

- ◆ Property owners are responsible for the cost to alter the boundaries of the Rural Water District and have their land removed from the district's service area, prior to annexation. The City of Lincoln will be the sole public water district within the city limits. The City of Lincoln and Lancaster Rural Water District No. 1 and Cass County Rural Water District No. 2 should work toward a cooperative agreement regarding changes in service boundaries between the two utilities.
- ◆ Continue to encourage water conservation practices with the development of the City and County.

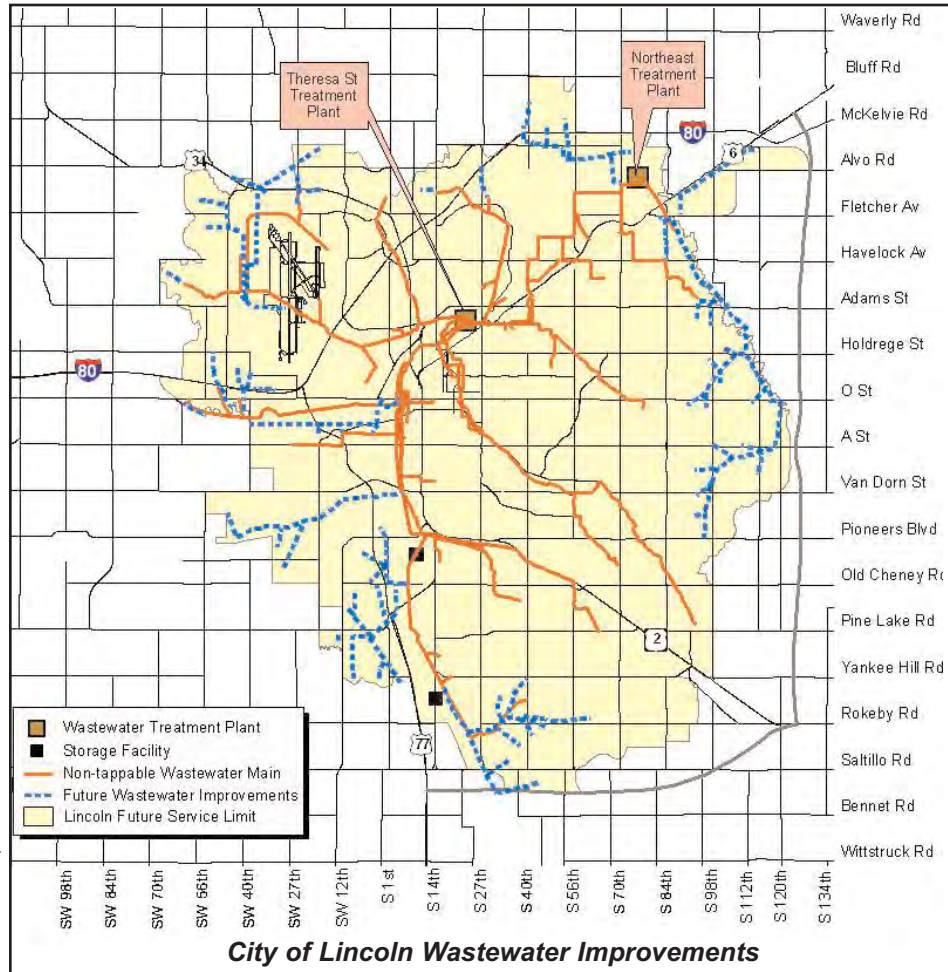
LINCOLN WASTEWATER SYSTEM AND COUNTY AREAS

The Public Works and Utilities Department has completed the Lincoln Wastewater Facilities Plan. The plan is a guide for short term and long term improvements to the infrastructure of the Lincoln Wastewater System during the planning period, as well as potential service extensions beyond Lincoln’s anticipated future service limits.

STRATEGIES

Much of Lancaster County is not on a community wastewater system, but is served by private, on-site, waste disposal through septic systems and lagoons. Lancaster County has adopted standards for on-site wastewater standards for on-site wastewater treatment systems that are enforced through the Lincoln-Lancaster County Health Department. Larger point sources and community systems are reviewed and approved by the State of Nebraska Department of Environmental Quality.

- ◆ Maintain and expand programs to recycle and reuse treated wastewater effluent and bio-solids where appropriate.
- ◆ Encourage programs to minimize impacts of treatment facilities on adjacent properties and natural resources.



WATERSHED MANAGEMENT

COMPREHENSIVE WATERSHED MANAGEMENT

The City of Lincoln is in the process of developing an integrated watershed management program combining 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 watershed management program will need to incorporate a range of strategies including land use planning, conservation efforts, appropriate standards for floodplains and stormwater, flood warning system development/expansion, stream stabilization, stormwater storage basins, and other structural flood control efforts.

As part of the overall watershed management program, the City is also developing a Master Watershed Management Plan. This plan will provide information and computer models to aid in analyzing stormwater management alternatives. A Beal Slough Stormwater Master Plan has already been prepared and adopted by the City. Similar management plans for other basins will be created and implemented by the City. Such plans are formulated in cooperation with other local, state and federal agencies.



A comprehensive approach to basin planning is crucial as development expands into new watersheds around the Lincoln city limits. Basin master plans ultimately need to be integrated into a unified watershed management master plan for the City of Lincoln and its projected growth areas. Ideally, a watershed master plan would be completed and adopted prior to urban development occurring within a new basin. This would allow projects and recommendations in the master plan to be considered during the review of specific development proposals.

Regional detention sites should be identified and sites reserved in early planning stages. Master planning and the performance and adequacy of stormwater storage basins to prevent increases in peak flows will require continued assessment with the growth of the City. Upstream detention is critical to preventing further increases to the floodplain. Detention facilities should be identified and developed in a manner that causes minimal adverse impact to existing residential, agricultural and other land uses.

FLOODPLAIN MANAGEMENT

In April of 2003, the Mayor's Floodplain Task Force concluded 20 months of work that resulted in floodplain recommendations for the City and County. The Task Force made a clear distinction between recommendations for the "Existing Urban Area" versus "New Growth Areas." "Existing Urban Area" was defined as those areas inside the City limits at the time a new standard is adopted as well as those areas outside the City limits which have a zoning designation other than AG - Agricultural or AGR - Agricultural Residential at the time a new standard is developed. "New Growth Areas" were defined as those areas outside the City limits and zoned AG -Agricultural or AGR - Agricultural Residential at the time a new standard is adopted.

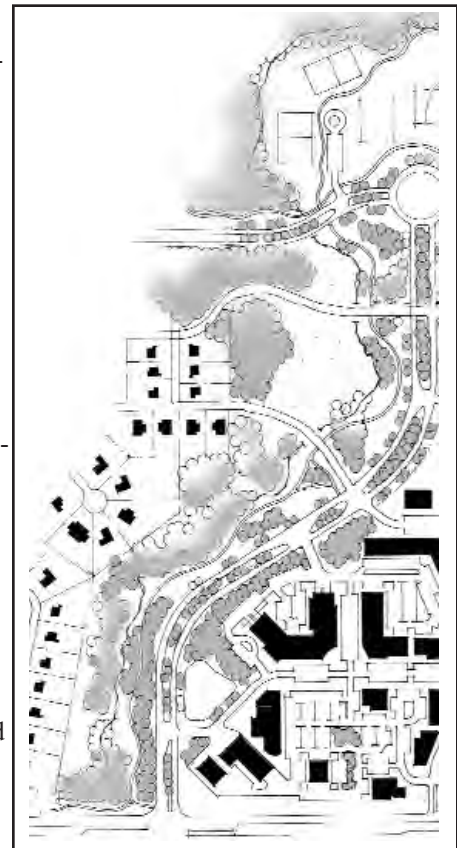
There was general consensus on the Task Force that there would be additional challenges and a greater burden to meet higher floodplain standards within the existing urban area, where pre-existing zoning, lot size, existing homes and businesses, and the built environment in general would be expected to have greater constraints than newly developing areas.

An important consideration for New Growth Areas was the current designation in the Comprehensive Plan of the majority of floodplain areas as Green Space, Environmental Resources, or Agricultural Stream Corridors to identify that future urban development will be outside of the floodplain and to designate land uses compatible with the functions of the floodplain. This supports the opportunity to reduce the risk of flood damages to life and property and to preserve the important functions of floodplains by designating areas for future urban development outside of floodplain and floodway areas. Designating areas for development outside of floodplains and floodways would have the additional benefit of reducing the extension of public infrastructure to develop flood prone areas where future flood damages may occur.

Fifteen policy area recommendations were ultimately proposed by the Mayor's Floodplain Task Force for New Growth Areas, and they are embodied in the strategies herein. 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. The majority of other policy area recommendations relate back to and support this umbrella concept. An important next step will be to bring forward floodplain policies and standards that address the Existing Urban Area.

STRATEGIES

- ◆ Create a stormwater utility, as a division of the Public Works and Utilities Department, to provide for a steady revenue source as well as an organizational structure to address the growing needs of the stormwater and watershed management system.
- ◆ Use public projects as an opportunity to set positive examples for the community relative to stormwater and floodplain management. Seek opportunities for “Rain to Recreation” project approaches that reduce flood damages, protect water quality and natural areas, while providing for recreational and educational opportunities so as to realize multiple benefits.
 - ◆ 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 run-off.
- ◆ Designate areas for future urban development outside of floodplain and floodway areas to avoid introducing new development to flood risks and to preserve the important functions of the floodplain.
- ◆ Opportunities should be sought for the reclamation of floodplain functions through the acquisition and relocation of structures and the re-establishment of natural or open space areas.
- ◆ Give special consideration to the Salt Creek floodplain from Van Dorn Street to Superior Street where the FEMA Flood Insurance Study recommends preserving flood storage so as not to increase flood heights greater than one foot.
- ◆ Utilize naturalized or bioengineered solutions to drainage issues wherever possible.
- ◆ Develop a Watershed Management Master Plan for Lincoln and future growth areas. Integrate existing neighborhoods and growth areas into watershed planning.
- ◆ Utilize basin master plan recommendations and components as analysis tools to be referenced and compared with proposed development within the basin, and as a guide in the preparation of future capital improvement projects.
- ◆ Seek broad public participation in the location and design of specific watershed management projects. The relative benefits of the projects to be evaluated should include impacts on the flood hazards, water quality, channel integrity, natural character, bridges, culverts, and existing public and private structures.
- ◆ Future master planning efforts for largely undeveloped basins will rely more heavily on proactive better management practice (BMP) measures and the conservation of existing natural drainage features to most effectively manage stormwater and floodplains. Designs of human-made features should seek to utilize bioengineering and other naturalized techniques, incorporating trail systems and other linear park features where possible.
- ◆ Improve the accuracy of floodplain mapping and make it a priority to which specific resources are dedicated. Continue to develop a comprehensive, watershed approach to floodplain mapping.
- ◆ Preserve and enhance vegetative buffers along stream corridors to slow the flow of stormwater, filter pollutants, protect the biological health of the stream, and conserve other natural functions of the floodplain.
- ◆ Retain City or County property in the floodplain in public ownership, and consider the purchase of easements or land when other publicly-owned property in the floodplain is proposed for surplus. Retain conservation easements to protect floodplain functions where unusual circumstances merit the consideration of surplus floodplain property.
- ◆ Develop and implement a floodplain buyout program for the City and County, which is sensitive to the need to minimize impacts on neighborhoods and historic districts and places a special emphasis on sites that provide multiple benefits.
- ◆ Reinforce accountability and disclosure laws regarding real estate transactions, enhance education efforts to notify prospective buyers, and improve methods for assessing and taxing floodplain properties, especially land held in conservation easements.



The following watershed studies are adopted in order to provide guidance to watershed management activities within the basin.

- ◆ Stevens Creek Watershed Study and Flood Management Plan, 1998 (for rural watershed).
- ◆ Beal Slough Stormwater Master Plan, May 2000.
- ◆ Southeast Upper Salt Creek Watershed Master Plan, 2003.
- ◆ Stevens Creek Watershed Master Plan, 2005.
- ◆ Cardwell Branch Watershed Master Plan, 2007.
- ◆ Deadmans Run Watershed Master Plan, 2007
- ◆ Little Salt Creek Watershed Master Plan, 2009

SOLID WASTE

SOLID WASTE MANAGEMENT

The Bluff Road Sanitary Landfill is projected to be at capacity near the year 2030 based on current generation rates and the projected population growth rate of 1.5 percent per year. Planning for expansion of the Bluff Road Landfill on City owned property just east of the existing site is anticipated. The City policy of public ownership, operation and financing of integrated solid waste management services is anticipated to continue during the planning period. This additional landfill area has not been permitted by the State of Nebraska Department of Environmental Quality.

The North 48th Street construction and demolition landfill is estimated to be at capacity in the year 2021 based on current generation rates and projected rates of growth. Thus, a new facility for handling construction and demolition debris will need to be sited during the planning period, starting in 2014. During the planning period the North 48th Street construction and demolition landfill and the old solid waste landfill closure shall be completed and may be returned to public use. The N. 48th Street transfer station and recycling areas are scheduled to remain.

Additional multi-material recycling sites will be required in each new development area to provide for convenient use by residents in growth areas. The growth of population in the County will also require additional recycling sites in villages in the County. Southwest Lancaster County would have the higher priority for new sites.

Other methods for the collection of recyclables, such as expansion of a curbside pick-up program to a city and county-wide basis may become economically feasible during the planning period and will continue to be evaluated on a periodic basis throughout the planning period.

Development, maintenance and ultimate closure of the Bluff Road Landfill, as well as daily operations, are funded by a fee collected for disposal of wastes in the landfill. Other solid waste management programs, such as recycling drop off program, composting, transfer station, construction and demolition debris landfill, closure of the old 48th Street landfill, household hazardous waste collections and the special waste permitting program are funded by a combination of user fees and an occupation tax assessed to refuse haulers collecting refuse in the city or in the county and utilizing the Bluff Road Landfill for disposal. These forms of financing for solid waste management are anticipated to continue during the planning period.

STRATEGIES

- ◆ Develop standards for future commercial and industrial development to ensure proper space for separation and handling of recyclables and solid waste. Investigate amending zoning ordinances to encourage new commercial developments to provide space for recycling drop-off facilities.
- ◆ Discourage future urban acreage developments in the area around the Bluff Road landfill and LES power generating operations, which are located between N. 56th and N. 84th Streets. Acreage development could impact the current and future landfill and LES operations.
- ◆ Coordinate development proposals with the Lincoln-Lancaster County Health Department, Environmental Health Division.
- ◆ Create a county-wide integrated, efficient, environmentally safe and conservation-oriented recycling and waste management system. Promote and support markets for waste materials and recycled products.

ELECTRIC SERVICE

In January 2001, Norris Public Power District (Norris) and Lincoln Electric System (LES) formalized a Joint Planning and Service Area Adjustment Agreement which both utilities support as a way to more efficiently serve their customers and to allow for the expansion of Lincoln and the LES service area.

The Norris/ LES Agreement established a “Joint Use Area” which is primarily east and southeast of Lincoln. LES will provide all of the power, but both LES and Norris will own facilities in the area. The proposed growth areas will entail some additional joint efforts, but basically would still be covered under the Norris/LES Agreement. LES and Norris may amend this joint area in the future, without needing to amend this figure in the Plan.

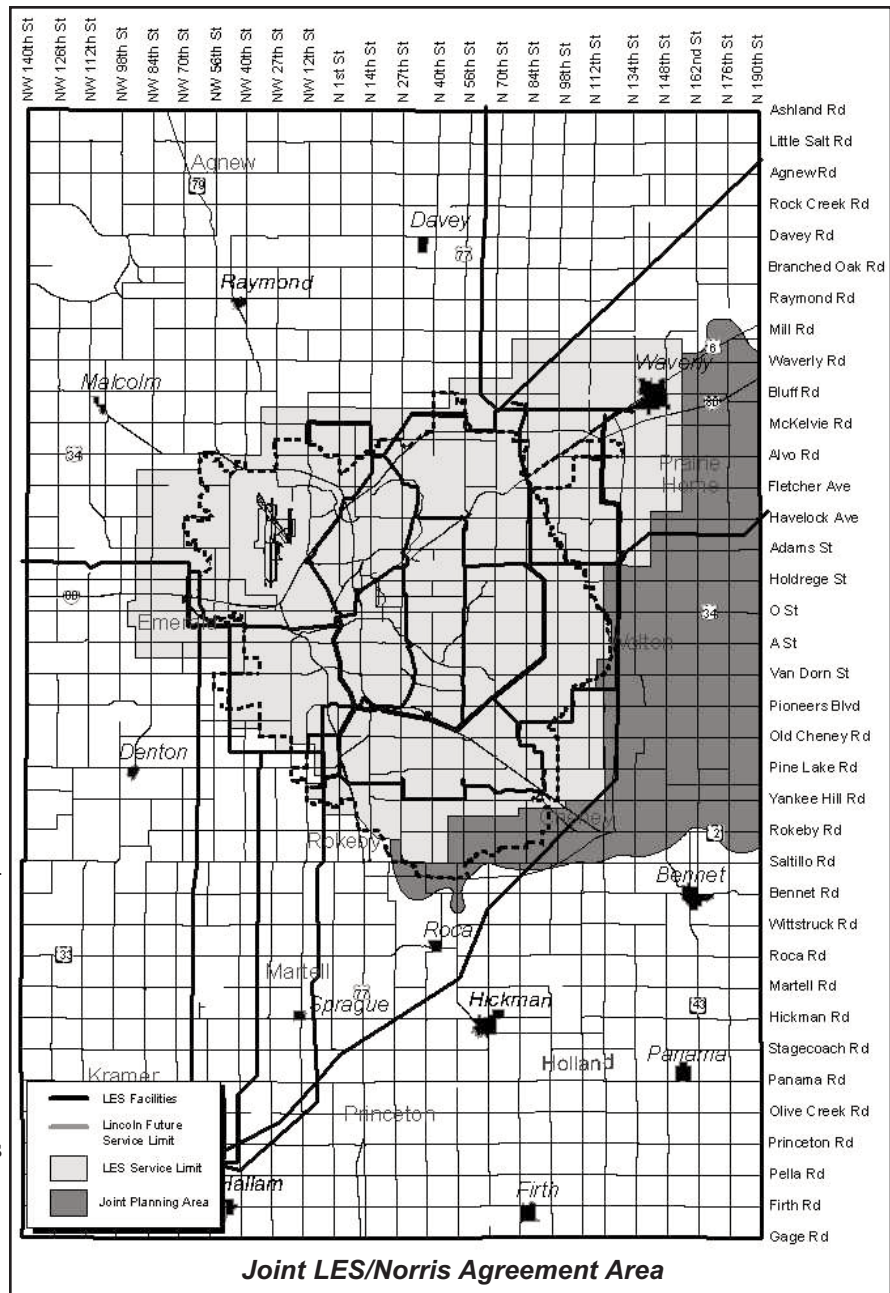
By the year 2030, the LES peak load is projected to increase by about 470 megawatts (MW) to a peak load of 1235 MW. LES will need to build new 115 kilovolt (kV) lines in growth areas in order to serve the new development. In addition, LES will need to build several new substation sites to serve these new growth areas.

STRATEGIES

- ◆ 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 on residential and agricultural uses as much as feasible.
- ◆ Continue, and amend as necessary, the Norris/LES Agreement which provides for cooperative planning and utility service in Lincoln and Lancaster County.
- ◆ Within the City of Lincoln, wherever feasible and affordable, implement a phased program to relocate overhead utility lines underground.
- ◆ Continue to encourage energy conservation practices with the development of the City and County.

WIND ENERGY

Lincoln Electric System currently operates two wind turbines in the county. LES is encouraged to take advantage of available federal and state incentives to pursue the



development of wind and other renewable generation technologies to the extent they are feasible, economical, and consistent with LES power supply needs.

S TREET MAINTENANCE

As the City grows, additional maintenance services facilities will be needed. These facilities often require 24 hour operation and space for heavy equipment and trucks. The siting of new facilities will be done after examining multiple options and conducting public forums on proposed sites in order to minimize the impact of facilities on future or existing residential uses. Locations near or in heavy commercial districts may be necessary, though this may entail additional land costs.

N ATURAL GAS SERVICE

As the community and the nation grow, additional pipeline facilities will be required. Most of these lines are proposed and developed by private companies. The Health Department has expressed concerns about the location of current and future pipelines and their potential impact during an accident on adjacent residential land uses. Residential land uses will be discouraged from directly locating adjacent to existing or planned pipelines. However, pipeline locations are necessary and should be accommodated within the County in locations that will not impact the public health.

C ABLE FRANCHISE

Continued cable television and data services access to residential and business customers in the city, rural areas, towns and villages is important to the economic health of the community. Future lines and facilities will be accommodated within the community, as long as these facilities do not significantly impact adjacent land uses or other utilities.

Within the City of Lincoln, wherever feasible and affordable, implement a phased program to relocate overhead utility lines underground.

T ELECOMMUNICATIONS

Expansion of residential and business services, including wireless communication networks, broadband internet access, and fiber optic networks will continue throughout the area.

Within the City of Lincoln, wherever feasible and affordable, implement a phased program to relocate overhead utility lines underground.

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MOBILITY & TRANSPORTATION

This section considers a full complement of transportation components, namely – roads, pedestrian, bicycles, trails, transit, parking, railroads, airports and airfields. It describes a dynamic local transportation system built upon the comprehensive plan's vision.

This section not only serves as the City and County's Long Range Transportation Plan (LRTP) but also fulfills the requirements of the Federal transportation planning process. The process includes goals, objectives and strategies to meet the community's vision. The result of this endeavor is a "Preferred Plan" that identifies transportation needs believed necessary to address the community's vision during the next 25 year planning period.

T RANSPORTATION PLANNING PRINCIPLES

The transportation system for Lincoln and Lancaster County involves different modes of transportation to achieve the safe, efficient and convenient movement of persons and goods. The transportation system includes streets and highways, public transportation, railroads, trails, sidewalks, and airport facilities. The transportation system is primarily influenced by land use, facility cost, operating cost, the environment and the socio-economic factors of the community.

The Mobility & Transportation section of the Comprehensive Plan guides decisions that will support the Plan's overall objectives by allowing Lincoln and Lancaster County's transportation system to move people and goods around the community in a safe, efficient, and convenient way. However, the roles and effects of the transportation system are far more complex than simply moving people and vehicles. The characteristics which contribute to this complexity include:

- ◆ The size of capital investment in the transportation system. This system represents the community's largest single public works investment. Transportation projects are significant community investments, requiring that every dollar be spent to maximum advantage.
- ◆ The level of public interest in transportation issues. People in American communities, including Lincoln, value their ability to move freely about their cities. We expect our transportation systems to respond to our needs with a minimum of inconvenience and delay. We also interact with the transportation system every day during work, shopping, recreation, and social trips. Because of this, the transportation system attracts a high level of public interest and debate.
- ◆ The relationship between land use and urban development patterns. The transportation system both serves and shapes development. When most trips were made by walking and public transportation, cities exhibited relatively dense development patterns. The convenient access to all parts of the City provided by the automobile allowed people to live, work, and shop in more dispersed locations, creating lower density cities. The construction of roads opens areas to development, helping to mold the City's directional growth. Just as the transportation system is influenced by land use, land use is also influenced by transportation.
- ◆ The environmental impact of transportation facilities. Of all public infrastructure investments, transportation facilities probably have the greatest visible effects on most people. Roadway improvements can influence the quality of neighborhood environments, making residents extremely sensitive to these projects. Transportation is also a major energy user in American cities. The character of the transportation system can help to determine the long-term viability of a community.
- ◆ Conflicts between transportation constituencies. Generally, people have different expectations of the transportation system, which frequently creates conflicts. A resident of a newly developing area expects the system to provide a quick, convenient way to work. However, the expectations of this commuter can conflict with the concerns of an established neighborhood along the commuter's route.

As a result, transportation planning must balance a variety of needs and priorities of the community. The transportation system provides the links that knit Lincoln and Lancaster County together as one community. Yet, the impact of that same transportation system can create physical barriers and conflicting interests that can also erode this sense of community. The following four principles guide Lincoln and Lancaster County's transportation planning:

- ◆ A Connected City. In Lincoln and Lancaster County, the unifying qualities of transportation will be emphasized. Neighborhoods, activity and employment centers, rural communities, and open lands should be connected by a continuous network of public ways. The transportation network needs to sustain the One Community concept by linking neighborhoods together
- ◆ A Balanced Transportation System. Transportation planning in Lincoln will be guided by the principle of balancing needs and expectations. It will recognize that transportation is a means to the goal of a unified, liveable, and economically strong community. The system needs to effectively move people and goods around the community, while minimizing impacts on established neighborhoods and investments. The concept of balance also applies to modes of transportation. While the system must function well for motor vehicles, it should also promote public transportation, bicycling, and walking as realistic alternatives now and into the future.
- ◆ Transportation as a Formative System. Transportation and land use are linked systems, that are subject to change by growth and development. The land use plan, which includes projections of future development, determines the character of the transportation plan. On the other hand, transportation has a major impact on the form of the City. Lincoln and Lancaster County will use major road projects to reinforce desirable land use development patterns.
- ◆ Planning as a Process. Transportation planning is a dynamic process, responding to such factors as community growth, development directions, and social and lifestyle changes. Therefore, the Comprehensive Plan should also establish an ongoing process that responds to these changes.

The overall objectives of the transportation plan include:

- ◆ Developing a balanced transportation system that meets the mobility needs of the community and supports Lincoln and Lancaster County's land use projections and plan.
- ◆ Using the existing transportation system to its best advantage.
- ◆ Developing and maintaining a sustainable transportation network that minimizes energy consumption and environmental pollution.

Federal Planning Requirements for the Long Range Transportation Plan

- ◆ Address at least a twenty year planning horizon and updated every five years;
- ◆ Include long-range and short-range strategies/actions for operation and management activities;
- ◆ Provide an integrated intermodal transportation system for the safe and efficient movement of people and goods;
- ◆ Use latest estimates and assumptions for population, land use, travel, employment, congestion, and economic activity;
- ◆ Maintain consistency with the projected transportation demand of persons and goods in the metropolitan planning area over the period of the plan;
- ◆ Identify management and operations strategies, such as traveler information, traffic surveillance, incident response, freight routing, work zones management, weather response, pricing, fare payment alternatives, public transportation management, demand management, alternative routing, telecommuting, and parking management;
- ◆ Plan pedestrian walkway and bicycle transportation facilities;
- ◆ Consider and provide for congestion management system alternatives;
- ◆ Assess capital investment and other measures to preserve existing system and to make the most efficient use of existing facilities;
- ◆ Include design concept and scope descriptions of all existing and proposed transportation facilities in sufficient detail to develop cost estimates;
- ◆ Reflect a multimodal evaluation of the transportation, socioeconomic, environmental, and financial impact of the overall plan;
- ◆ Reflect consideration of local long-range land use plans, housing goals and strategies, community development and employment plans, and environmental resource plans, work force training and labor mobility plans, energy conservation goals, and the metropolitan area's overall social, economic, and environmental goals and objectives;
- ◆ Indicate proposed transportation enhancement activities;
- ◆ Include a financial plan demonstrating the consistency of proposed transportation investments with already available and projected sources of revenue.
- ◆ Include an intelligent transportation systems (ITS) strategy.

- ◆ Increasing the use of under-utilized means of transportation, including public transportation, bicycling, and walking, by improving and expanding facilities, services and by encouraging compact, walkable land use patterns and project designs.
- ◆ Continuing Lincoln’s street and trails network into newly developing areas.
- ◆ Designing a street and road improvement program that is both physically attractive and sensitive to the environments of urban neighborhoods.
- ◆ Maximizing the safe and efficient movement of railroad traffic, while minimizing at grade street conflicts and reducing the creation of barriers by rail corridors.
- ◆ Enhancing aviation facilities, while minimizing their impact on surrounding land uses.
- ◆ Investigating and securing additional resources to implement the proposed transportation system.

The maintenance, improvement and expansion of the Long Range Transportation Plan is fiscally constrained. The benefits and costs of alternative transportation improvements must be evaluated on an ongoing basis to assure that the public interest is best served.

The transportation planning process establishes a framework within which all possible transportation improvements are evaluated and prioritized for implementation. This process establishes a series of refinements that move projects from the general to the specific and from concept to construction.

T RANSPORTATION PLANNING REQUIREMENTS

Federal legislation dramatically affects the way transportation planning is conducted in the United States:

Clean Air Act Amendment (CAAA) of 1990: This legislation asks communities to explore modes of travel other than single occupant vehicles to improve air quality while meeting the population’s mobility needs.

SAFETEA-LU promotes more efficient and effective Federal surface transportation programs by focusing on transportation issues of national significance, while giving State and local transportation decision makers more flexibility for solving transportation problems in their communities. It is the intent of this transportation plan to meet or exceed the principles of SAFETEA-LU planning provisions in addressing the changing transportation needs and many challenges facing the Lincoln Metropolitan Planning Area.

The Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) lists eight factors to be considered in the Long Range Transportation Plan:

- ◆ Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- ◆ Increase the safety of the transportation system for motorized and non-motorized users;
- ◆ Increase the security of the transportation system for motorized and non-motorized users;
- ◆ Increase the accessibility options available to people and freight;
- ◆ Protect and enhance the environment, promote energy conservation, and improve quality of life;
- ◆ Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- ◆ Promote efficient system management and operation; and
- ◆ Emphasize the preservation of the existing transportation system.

The Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) became law on August 10, 2005 and is the most recent authorization for surface transportation investment in the United States. This builds upon the two previous national transportation bills, the Inter-modal Surface Transportation Efficiency Act of 1991 (ISTEA) and the Transportation Equity Act for the 21st Century (TEA-21) which established a new agenda for maintaining and investing in the nation's transportation infrastructure. SAFETEA-LU carries forward many of the principles and accomplishments of previous legislation and builds on and refines many existing efforts. This legislation also introduces new measures to meet the many challenges facing our transportation system which include improving safety, reducing traffic congestion, improving efficiency in freight movement, increasing Inter-modal connectivity, and protecting the environment.

The key elements and directives of SAFETEA-LU, as they pertain to the long range transportation plan, are:

1. **Planning Cycle for Metropolitan Transportation Plans.** Metropolitan Transportation Plans in air quality non-attainment or maintenance areas are now required to be updated every four years. Plans in areas that are in attainment (ie; Lincoln) must be updated at least every five years.
2. **Annual List of Projects.** Two new project types must be included: pedestrian walkways and bicycle transportation facilities. The Metropolitan Planning Organization's (MPO's) intention to build such facilities must be written into the Metropolitan Transportation Plan and Transportation Improvement Program (TIP).
3. **Planning Factors.** SAFETEA-LU requires the metropolitan transportation planning process to provide for consideration of projects and strategies that will address eight key planning elements.
4. **Creation of Strategic Highway Safety Plans (SHSP).** Metropolitan Transportation Plans must reflect the goals and objectives of the adopted SHSP. States are responsible for drafting the SHSP, but MPOs must refer to and have consistent objectives with the SHSP.
5. **Environmental Mitigation.** The Metropolitan Transportation Plan must include a discussion of the types of potential environmental mitigation activities, and potential locations for these activities, to restore and maintain environmental functions that could be affected by the Metropolitan Transportation Plan.
6. **MPO Consultation with Environmental Agencies.** Metropolitan Transportation Plans should include a textual provision for consulting with state and Federal environmental protection, tribal government, wildlife management, land management, and historic preservation agencies. This should include a comparison of maps and inventory lists.
7. **Existing Transportation Facilities.** Metropolitan Transportation Plans should include operational and management strategies that improve the performance of existing facilities. These strategies should reduce overall congestion and facilitate the flow of people and goods.
8. **Congestion Management Process.** Traffic Management Areas (TMAs) should rename their Congestion Management System to Congestion Management Process. SAFETEA-LU requires that the Congestion Management Process be a key element of the Metropolitan Transportation Plan. This indicates the intent of Congress is for Congestion Management Processes to be of greater emphasis to MPOs.
9. **Public Participation Plan.** MPOs must develop a written public participation plan. This is a plan that lays out the process for ensuring public review and input on MPO documents.
10. **Coordinated Public Transit Human Services Transportation Plans.** These plans must be developed to receive certain types of Federal Transit funding. These plans must be developed through a process that includes representatives from public, private, and non-profit transportation providers.

SAFETY AND SECURITY

A significant portion of the City's urban transportation planning process involves the collection of transportation related crash data. Crash data and analysis is an important transportation engineering tool that provides a foundation for improving the safety and security of the transportation system. The City's annual crash report provides a source of information through which local and state officials examine and respond to changing transportation conditions. During the year 2004 approximately 9000 crashes were reported, involving pedestrians, bicyclists, buses, trucks, trains, motorcycles and automobiles, within the City limits. These total crashes resulted in an estimated monetary loss of \$184 million.

The State of Nebraska's highway traffic fatality rate of 1.4 fatalities per 100 million vehicle miles of travel (MVMT) generally parallels the National average of 1.5 fatalities per 100MVMT. The State's goal is to achieve a rate of 1.0 fatalities per MVMT by the year 2008. Accordingly, the City's goal should mirror that of the state to reduce overall fatalities and injury crashes during and beyond the planning period. To achieve these fundamental goals, it is important that national, state and local standards along with education, enforcement, engineering and evaluations be pursued.

Nationally the Federal Highway Administration (FHWA) continues to emphasize transportation safety. As a result the primary focus of highway planning and investment is on improving the safety of the transportation system. In accordance with the new provisions in SAFETEA-LU each state is required to develop, prepare, submit and implement a comprehensive safety plan. The Nebraska Safety Plan developed in collaboration with public and private agencies has identified the following Critical Emphasis Areas that will require the continuation of existing or implementation of new programs:

- ◆ To reduce the number of alcohol-related crashes
- ◆ To reduce young drivers' involvement in fatal and injury crashes
- ◆ To increase occupant restraint use
- ◆ To reduce the number of speed-related crashes
- ◆ To improve the accuracy, timeliness and completeness of traffic records data
- ◆ To reduce the number of run-off-the-road crashes
- ◆ To improve roadway intersection safety
- ◆ To increase roadway work zone safety
- ◆ To increase commercial vehicle safety

The City's Annual Crash report and Transportation Crash records system are intended to address the requirements of SAFETEA-LU and the state-wide Critical Emphasis areas. It is anticipated that the City's transportation safety program will continue to emphasize education, enforcement, engineering and evaluation to help mitigate crashes. It is imperative that all funding opportunities be pursued to help mitigate and improve Lincoln's transportation safety program.

The safe, secure and continuous movement of people and goods during emergencies depends upon well coordinated operations plans and policies. The full capability of the transportation system must be harnessed and optimized. To address the security needs of our community and the transportation system infrastructure, it is anticipated that a greater emphasis would be placed on the funding and implementation of Intelligent Transportation System(ITS) technologies. Applicable ITS technologies will be of enormous benefit, particularly when they are integrated with information and communication systems of our public safety agencies. These ITS technologies would be supplemented by enforcement strategies, dissemination of real-time information and education.

It is envisioned that all activities pertaining to the Safety and Security of the transportation infrastructure and the community will remain a high priority throughout the 2030 planning period.

P EDESTRIANS

Walking is an essential part of our daily activities, whether it be trips to work, shop, or play. Often pedestrian facilities are overlooked or merely added onto street improvement projects. However, to preserve and enhance the quality of life for Lincoln, consistent maintenance and rehabilitation of the existing pedestrian system and additional facilities are needed. Planning and developing pedestrian facilities should consider many factors:

- ◆ Location of existing and planned activity centers and districts, such as shopping malls, older neighborhood centers, libraries, community centers and schools.
- ◆ Programs to retrofit established sections of town with pedestrian amenities.
- ◆ Design standards for pedestrian facilities in new residential and mixed-use developments.
- ◆ Location of existing and planned multi-use trails.
- ◆ Requirements from the Americans With Disabilities Act (ADA).
- ◆ Needs of a growing senior population.

**Pedestrian and Bicycle
Workshop Vision Statement**

“Elevate status of
pedestrians and bicyclists
in the community to be an
integral part of the
Transportation Plan.”

The Comprehensive Plan's Pedestrian Plan serves to make pedestrian facilities an integral part of the planning and development from the earliest stages of the planning process.

PEDESTRIAN FACILITIES PLAN FOR ADA COMPLIANCE

The City of Lincoln Public Works & Utilities Department will update the current Pedestrian Facilities ADA Transition Plan (1992) with the development of a supplemental planning document (Pedestrian Master Plan). This plan will address the requirement to install curb ramps at existing pedestrian walkways, to repair sidewalks and to meet the expectations of pedestrians. The objective is to comply with ADA regulatory requirements and standards for pedestrians and follow guidance given in the U.S. Department of Justice Investigation Report (DOT # 2006-0094), May, 2006. The Pedestrian Master Plan is to include a schedule of pedestrian facility improvements for the continued implementation of ADA requirements that will be updated and kept current with available budget and public input.

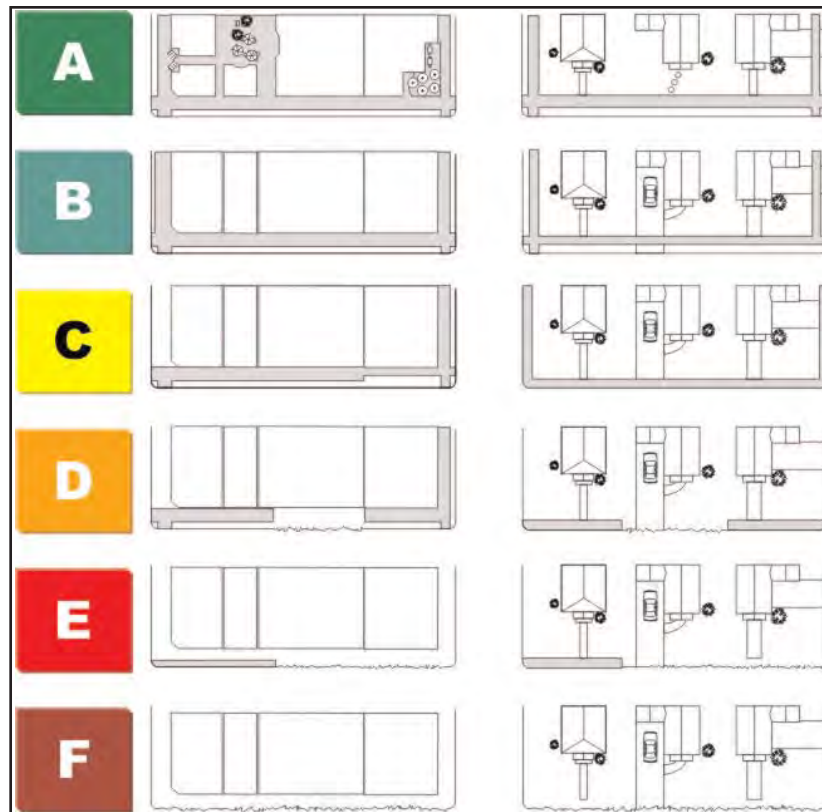
The draft Pedestrian Master Planning document is to be completed by May 1, 2007. An advisory committee or task force may be created, as deemed appropriate, to assure public involvement by special interest groups. The City of Lincoln will be hosting Civil Rights Training for staff to assure sensitivity and knowledge of laws governing the stewardship of the American with Disabilities Act as it relates to pedestrian transportation issues.

The intent of the **American with Disabilities Act** of 1990 (ADA) [42 U.S.C. 12181] is to provide persons with disabilities with accommodations and access equal to, or similar to that available to any other persons. The ADA gives civil rights protections to individuals with disabilities, guarantees equal opportunity for individuals with disabilities in public accommodations and is enforced as other civil rights laws are enforced.

PEDESTRIAN LEVEL OF SERVICE FACTORS

Five factors make up the quality of the pedestrian environment and define pedestrian level of service:

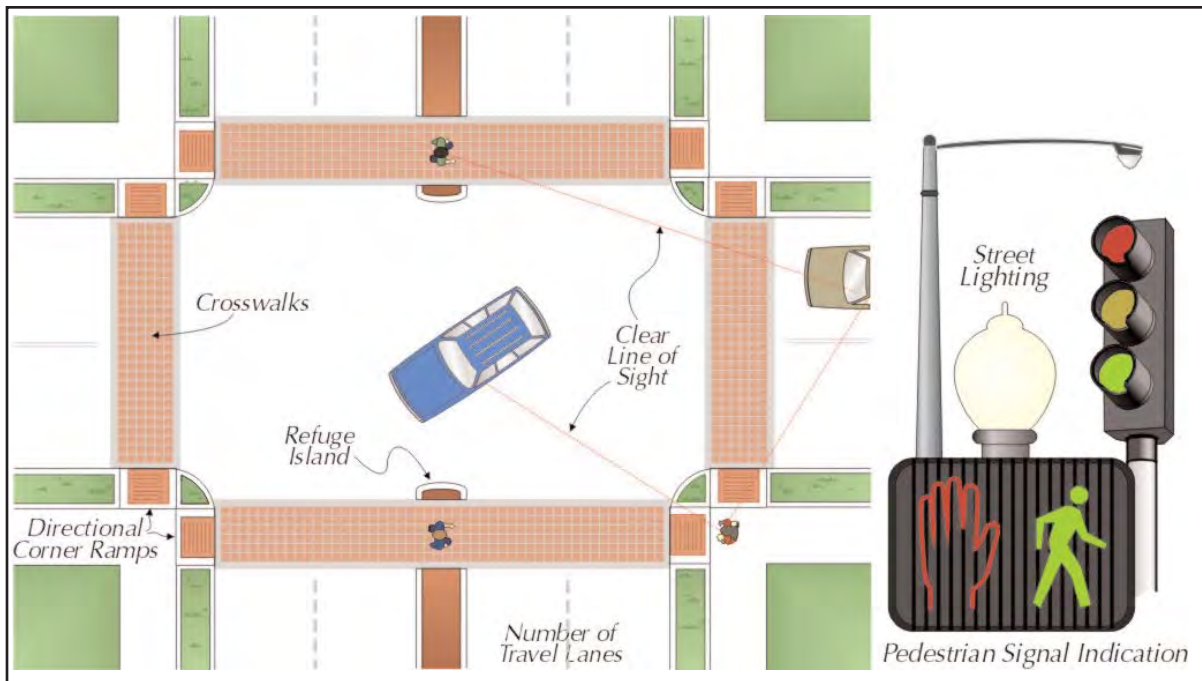
- ◆ Continuity - The sidewalk system should be complete, without gaps, and maintained in good repair. The pedestrian network in shopping centers should be integrated with adjacent activities.
- ◆ Security - Pedestrians should be visible to motorists and other pedestrians. Pedestrians should be separated from motorists and bicyclists. Adequate lighting should be provided.
- ◆ Visual Interest - Pedestrians enjoy a visually appealing environment. Street lighting, fountains, and benches should match the local architecture. Pedestrian amenities should include landscaped parkways with street trees between the street and sidewalk while being sensitive to existing areas and uses.



- ◆ Directness - Pedestrians should be able to walk in a reasonably direct path to destinations like transit stops, schools, parks, and commercial and mixed-use activity centers. Directness is the ratio of actual distance along a sidewalk or pathway divided by the minimum distance the trip would take on a grid system.



- ◆ Street Crossing - Street crossings should feel safe and feel comfortable. Factors to consider are number of lanes to cross, traffic volumes, turning movements, speed of traffic, signal indication, curb radius, crosswalks, lighting, raised medians, visibility, curb ramps, pedestrian buttons and convenience.



PEDESTRIAN ACTIVITY CENTERS PLAN

Pedestrians are found throughout the community. Their needs can vary by where they are located:

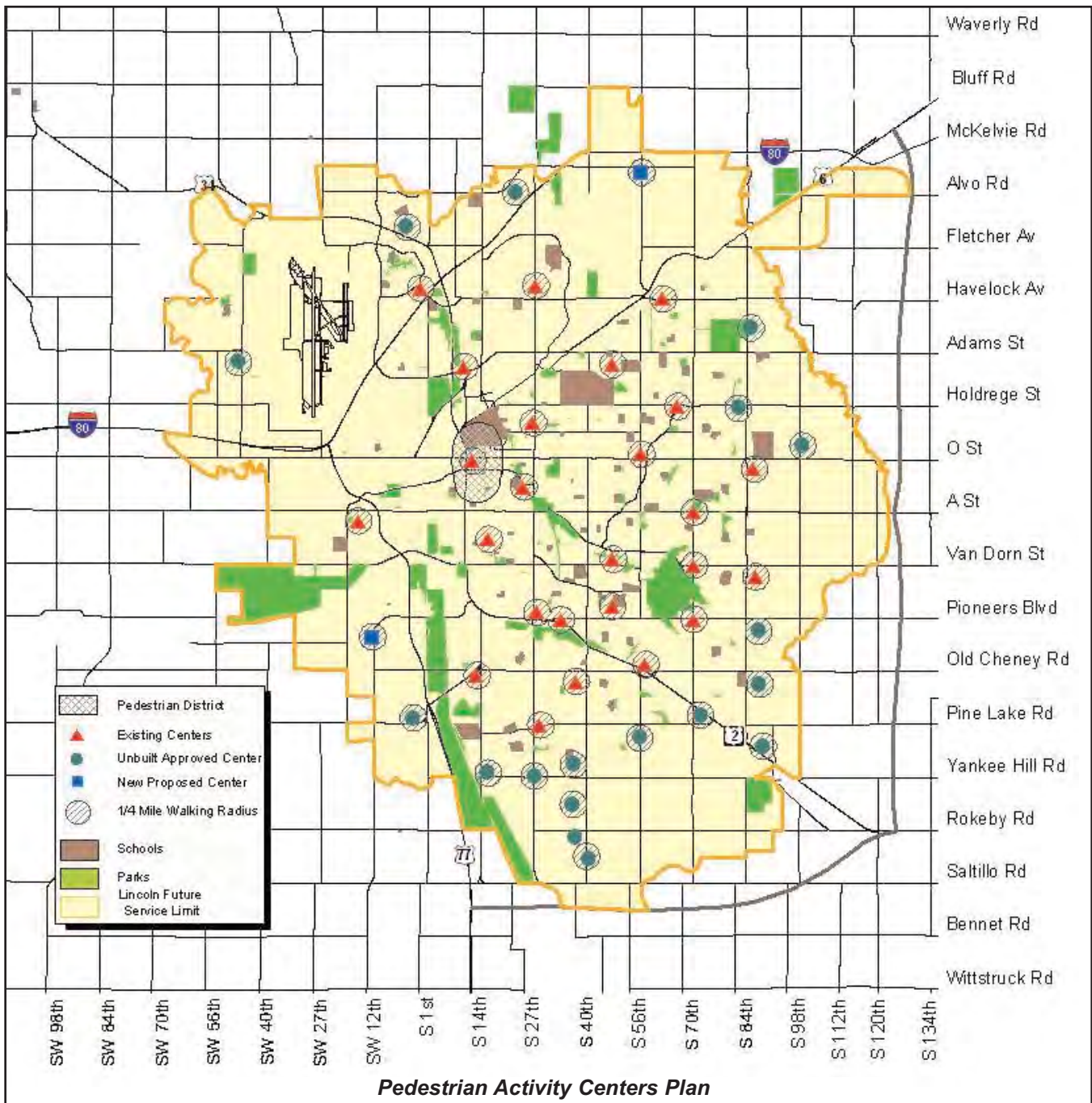
- ◆ Pedestrian Districts - These areas are typically located in settings where people go to walk around, shop, eat, or conduct business.

These districts attract large numbers of pedestrians on a regular basis. They include the Downtown (along with the main campus of the University of Nebraska-Lincoln), University Place, College View, and Havelock. Pedestrian level of service standards in these areas should be high. These areas should have direct, continuous sidewalks with safe street crossings. Visual interest and amenities should serve to attract people to these districts. Future large scale, mixed-use activity districts should be considered members of this category of pedestrian activity centers.
- ◆ Activity Corridors and Centers - These areas tend to be located along arterials, particularly where two major arterials might intersect. These locations often have strip commercial or “L” shaped neighborhood shopping centers. Directness and safety for pedestrians going to, from, and within these corridors and centers should be stressed.
- ◆ Schools - While it might not be critical for the route to school to be picturesque and visually captivating, a safe and secure environment must be provided for students going to and coming from schools. Sidewalks should be direct and continuous with safe street crossings.

- ◆ Transit Corridors - Transit trips begin and end as pedestrian trips. Directness and safety are critical elements.
- ◆ Other Areas - All areas of the community should have safe, secure, and reasonably direct pedestrian connections. Activities of daily living should be available within walking distance. Neighborhoods should include homes, stores, workplaces, schools, and places to recreate. Interconnecting streets, trails, and sidewalks should be designed to encourage walking and bicycling, reduce the number and length of automobile trips, and conserve energy.

Strategies: Pedestrian Activity Centers Plan

- ◆ Encourage, promote, and coordinate land use that supports pedestrian activity.
- ◆ Target pedestrian improvements in areas shown on the Pedestrian Activity Centers Plan. Refine map as necessary. Use pedestrian standards.



- ◆ Establish dedicated funding.
- ◆ Give priority consideration to funding pedestrian facilities within the capital improvements programming process.
- ◆ Maintain and improve the existing school crossing protection program and develop and implement Safe Routes to School projects.

In order to create greater pedestrian opportunities, particularly in the construction of new “multi-modal” roads and the reconstruction of existing roads, sidewalks and safe street crossings should give consideration to pedestrian push buttons, crosswalk enhancements, median refuge islands, bulb-outs, and other design features. In the older built environment, design considerations should be given to similar options with special flexibility sought to minimize impacts to adjacent uses.

MULTI-USE TRAIL SYSTEM

The existing and planned multi-use trail system that serves the community is a critical resource for pedestrian users as well as other users such as bicyclists. As a strength of the community and a foundation to further meet the needs of pedestrians and other users, the maintenance, rehabilitation, and expansion of the multi-use trail system should be a priority.

Strategies: Multi-Use Trail System

- ◆ Extend the multi-use trail system into new neighborhoods as the city grows. Connections should be made to schools, parks, and other activity areas.
- ◆ Explore options to establish a dedicated funding plan to complete the multi-use trail facilities plan, and for the continued maintenance and rehabilitation of these facilities.
- ◆ Identify critical segments offering greater system continuity and connections for major activity centers and schools. Undertake projects to complete identified gaps in the system.
- ◆ Promote the usefulness of multi-use trails for various users including pedestrians.

PEDESTRIAN STANDARDS

Pedestrian standards should be prepared for public and private developments. These standards should consider existing and future pedestrian activity centers. The standards should be realistic and easy to understand. Checklists may be used to implement the standards.

Pedestrian standards should identify key destinations and plan for pedestrian facilities to and from these locations. Key destinations include schools, parks, trails, and activity centers.

Strategies: Pedestrian Standards

- ◆ Develop minimum pedestrian standards for all new public works projects, including new roadways and reconstruction of existing roadways. These standards should include street crossing treatment, sidewalk design, and landscaping.
- ◆ Continue to develop and implement pedestrian standards for private developments to provide pedestrian facilities connecting key destinations such as schools, parks, trails, and activity centers.
- ◆ Select a short-term public works demonstration project embracing best practice pedestrian design standards.
- ◆ Develop a city-wide database of pedestrian facilities and crosswalks. Develop a dedicated funding mechanism and prioritization process for implementing repairs and improvements.

		Directness	Continuity	Street Crossings	Visual Interest and Amenity	Security
+++ Extremely Important ** Very Important * Important						
Pedestrian Districts	Routes to/within	+++	+++	+++	+++	+++
Activity Corridors and Centers	Routes to/within	++	++	++	++	++
School/Parks	Routes to	+++	+++	+++	+	+++
Public Facilities	Routes to	+	+	++	+	++
Transit	Routes to	+++	+	++	+	+

- ◆ The planning process is to develop standards that define pedestrian level of service concepts.
- ◆ Include pedestrian/bicycle access in the design and construction of bridge and roadway projects.

PEDESTRIAN FACILITIES COORDINATION

There is currently not a single clearing house for pedestrian planning, design, and engineering in the City of Lincoln. Instead, a number of departments address pedestrian mobility and sidewalks with varying perspectives as part of other job assignments. Often either these conflict with the objectives for pedestrian design, or the specific job descriptions put pedestrian planning, design, and engineering at a lower priority than other tasks.

The City should clearly identify the organizational responsibility for pedestrian facility planning, design, engineering, and implementation. This should include responsibility for reviewing and developing pedestrian policies and standards for public and private developments, addressing pedestrian improvements needs, developing and updating the Pedestrian Activities Center Plan map, applying for state and federal grants, and prioritizing pedestrian improvements.

Strategies: Pedestrian Facilities Coordination

- ◆ Identify the City agency (or agencies) responsible for coordinating pedestrian and bicycle planning activities and for overseeing all pedestrian and bicycle activities within the City.

PEDESTRIAN EDUCATION AND ENFORCEMENT

The Pedestrian Plan should also contain an ongoing educational element regarding air quality, vehicular laws, the health benefits of pedestrian activities, and the potential contribution of pedestrian activities to the reduction of congestion. This should be part of an overall city communication and education program. In addition, enforcement of the vehicle code for both the pedestrian and automobile driver is necessary to promote a safe environment.

Strategies: Develop a Pedestrian Education Program and Enforce Traffic Laws

- ◆ Develop a pedestrian education program as part of the City’s overall communication and education program.
- ◆ Provide police resources and manpower to enforce pedestrian and vehicular traffic laws.

BICYCLES

Bicycles can play an important role in the community by providing a healthy alternative to the automobile, reducing traffic congestion, improving air quality, and creating a more balanced transportation system. In the planning, engineering, maintenance, and rehabilitation of all streets and roads, cyclists should be considered “design users,” with each street being considered a “bicycle facility.” Education and enforcement are also key to encourage cycling as viable transportation and creating an environment which is safe and convenient for cyclists and motorists.

Improvement of existing street and trail facilities that are presently suitable for bicycles and other users, and the development of an expanded system of bicycle-friendly roads and trails for the City of Lincoln and

Bicycle Facilities Planning Lingo

Bikeway – Any street or trail specifically designated for bicycle travel. May be designated exclusively for use by bicycles or may be shared with other transportation modes.

Multi-Use Path and Trail – Bikeway or trail that is physically separated from motor vehicle traffic by open space or a barrier. May be within the road right-of-way or have its own right-of-way. Also referred to as a “shared use” or “multi-use path,” “recreational trail,” or Class I bikeway.

Bicycle Lane – Bikeway on a street designated for preferential or exclusive use of bicycles by striping, signage, and pavement markings. Also referred to as a Class II bikeway.

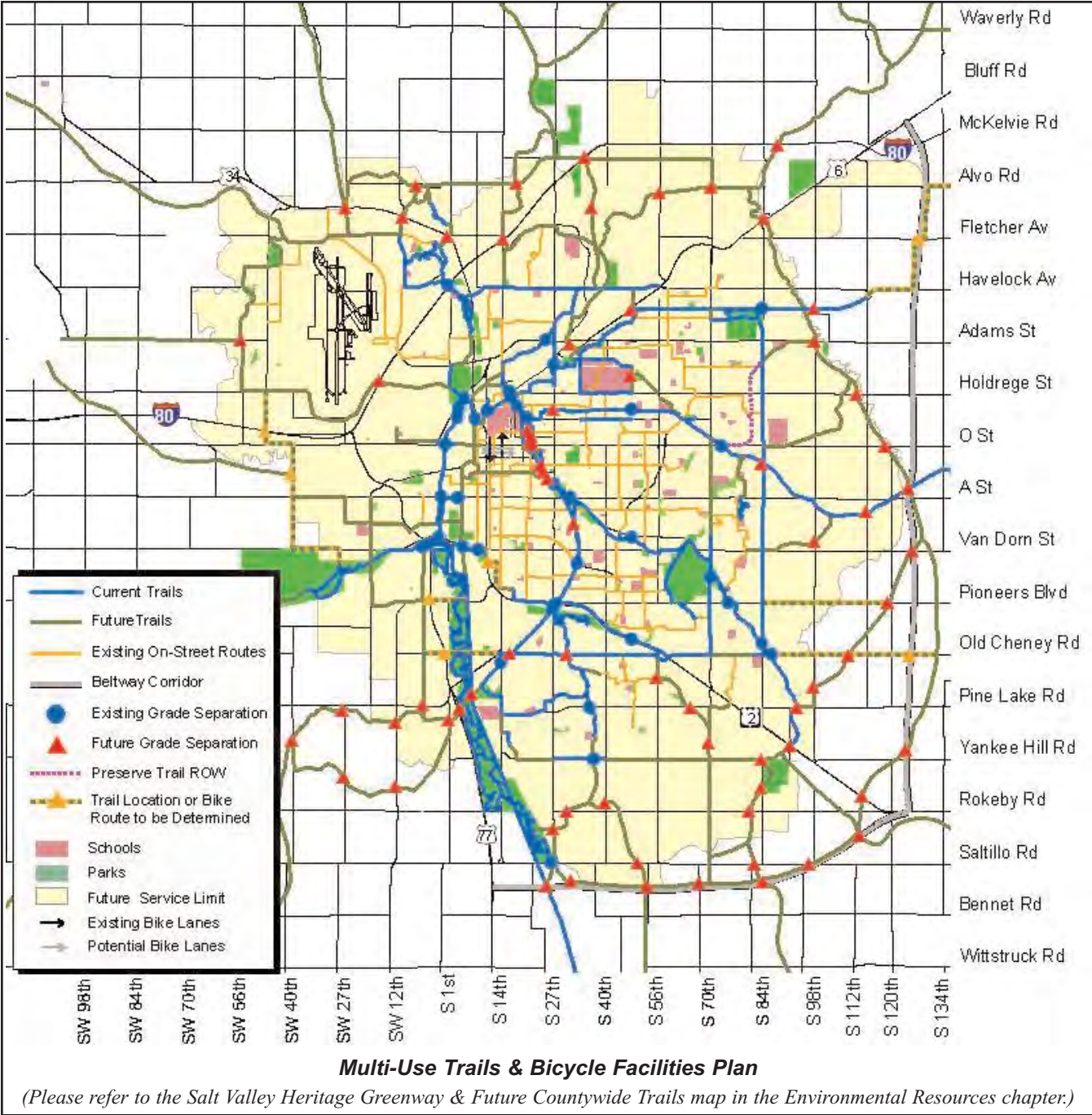
Bicycle Route – Streets with “Bike Route” signs installed along them. Intended for the shared use of automobiles and bicyclists without striping or pavement markings. Sometimes referred to as a Class III bikeway.

Trail Head – Major entry point onto a trail system often providing public facilities, such as parking, water fountains, bicycle racks, picnic facilities, and restrooms. A trail head is not necessarily at the beginning or end of a trail.

Lancaster County’s future have been expressed as strong community goals. This is emphasized by the Pedestrian and Bicycle Workshop Vision Statement: “Elevate status of pedestrians and bicyclists in the community to be an integral part of the Transportation Plan.”

MULTI-USE TRAILS AND FACILITIES STANDARDS

The community has an existing system of multi-use trails and on-street bike routes. The present system serves both commuter bicyclists who use their bicycles daily for work and shopping trips and tend to travel from point to point, and recreational bicyclists who tend to ride their bicycles on a more occasional basis, seeking attractive and safe routes. The system also serves other users such as pedestrians. Planning for future multi-use trails should be guided by the goal of having a multi-use trail within one mile of all residences in the city.



The future system should include a combination of multi-use trails, bike routes, and bicycle lanes that serve the entire community. As a strength of the community and a foundation to further meet the needs of bicyclists, pedestrians, and other users, the maintenance, rehabilitation, and expansion of the multi-use trail system should be a priority.

Strategies: Multi-Use Trails and Bicycle Facilities Standards for Existing Areas

- ◆ Extend the multi-use trails system into the new and redeveloping neighborhoods as the city grows. Connections should be made to schools, parks, and other activity areas.
- ◆ Explore options to establish a dedicated funding plan to complete the multi-use trails and bicycle facilities plan, and for the continued maintenance and rehabilitation of these facilities.
- ◆ Identify critical segments offering greater system continuity and connections for major activity centers, schools and the University of Nebraska. Undertake projects to complete identified gaps in the system.
- ◆ Evaluate existing bicycle routes and other travel corridors for opportunities to provide bicycle lanes throughout the entire community.
- ◆ Promote the usefulness of trails for various users including pedestrians.
- ◆ Provide cyclists safe, direct, and convenient access to all destinations served by the Lincoln area streets and roads network, and provide bike racks for commuters and shoppers.
- ◆ Maintain existing route maps for all trails, lanes, and routes and provide appropriate signage.
- ◆ Implement a public information and education program encouraging bicycles as an alternative mode of transportation.
- ◆ Develop an Activity/Trail Center that promotes active and healthy living.

BICYCLES IN THE DOWNTOWN

Providing for the mobility needs of motorists and bicyclists in the Downtown will require careful planning and engineering.

Strategies: Bicycles in the Downtown

- ◆ Continue to implement the Bicycle Framework plan as adopted in the Downtown Master Plan.
- ◆ Work with the Downtown Lincoln Association, the Lincoln Public Works and Utilities Department, the Lincoln Parks and Recreation Department, the City/County Planning Department, and other agencies interested in the implementation of the Bicycle Framework plan as adopted in the Downtown Master Plan.

MULTI-USE TRAILS AND BICYCLE FACILITIES STANDARDS FOR DEVELOPING AREAS

Multi-use trails and bicycle facilities standards should be prepared for public and private developments. These standards should consider existing and future activity centers. The standards should be realistic and easy to understand. Checklists may be used to implement the standards.

Multi-use trails and bicycle facilities standards should identify key destinations, and plan for bicycle and trails facilities to and from these locations. Key destinations include schools, parks, trails, and activity centers.

Strategies: Multi-Use Trails and Bicycle Facilities Standards for Developing Areas

- ◆ Develop minimum multi-use trails and bicycle facilities standards, including bike lanes, for all new roadways and reconstruction of existing roadways.
- ◆ Encourage minimum multi-use trails and bicycle facilities standards for private developments to provide bicycle facilities and amenities connecting and serving key destinations such as schools, parks, and activity centers.
- ◆ Select and implement a near term bicycle facilities demonstration project embracing best engineering practices, bicycle design standards, and minimum Federal guidelines.
- ◆ Explore opportunities to develop multi-use trails within rail corridors proposed to be abandoned as an interim transportation use.
- ◆ Explore opportunities to combine multi-use trails within active rail corridors where linkages are needed, and rail traffic volume is low.
- ◆ Develop an interconnected system of multi-use trails that utilizes drainage channels and greenway corridors when



feasible. Trail routes adjoining major streets should only be considered in establishing trail connections over ridge-lines between drainage basins.

- ◆ Consider the location and alignment of multi-use trails and bike lanes in reviewing development applications. Request that the platform for trails be graded in conjunction with the associated development.
- ◆ Provide cyclists safe, direct, and convenient access to all destinations served by the Lincoln area streets and roads network, and provide bike racks for commuters and shoppers.
- ◆ Grade separated crossings are to be considered in conjunction with all new construction and reconstruction of transportation projects at all trail/arterial street intersections that do not coincide with arterial/arterial street crossings.

MULTI-USE TRAILS AND BICYCLE FACILITIES COORDINATION

The City should clearly identify the organizational responsibility for multi-use trails and bicycle facility planning, design, engineering, and implementation. This should include responsibility for reviewing and developing multi-use trails and bicycle facilities policies and standards for public and private developments, addressing bicycle and trail improvements needs, developing and updating the Multi-Use Trails and Bicycle Facilities Plan Map, applying for state and federal grants, and prioritizing improvements.

Strategies: Multi-Use Trails and Bicycle Facilities Coordination

- ◆ Identify the City agency (or agencies) responsible for coordinating each aspect of the Multi-Use Trails and Bicycle Facilities Plan.

LANCASTER COUNTY BIKEWAYS

The community should seek to expand bicycling opportunities throughout all of Lancaster County.

Strategies: Lancaster County Bikeways

- ◆ Identify potential bicycle corridors in rural areas of the County based upon existing and planned activity centers and land uses.
- ◆ Identify corridors linking County bikeways to existing and planned City bicycle facilities.
- ◆ Explore opportunities for widening the shoulders of County roads adjacent to the City of Lincoln. This should occur when reconstruction or resurfacing of the road is planned. Safety should be a primary consideration.

BICYCLE AMENITIES

A major element of the overall bicycle plan is the provision for adequate bicycle facilities as part of the built environment. For example, while parking for cars is routinely planned for, rarely is there a place where the bicyclists can lock or store their bicycle. These facilities can be public facilities or part of private development. In addition to basic bicycle locking and storage facilities, many communities and larger mixed-use centers provide basic shower facilities for commuter bicyclists.

Bicycle amenities should be considered during the planning of public and private developments.

Strategies: Bicycle Amenities

- ◆ Develop bicycle rack and storage requirements for new developments. Requirements should address design, location, and number. Requiring locker facilities in major developments should be considered.
- ◆ Provide functional bicycle racks and storage facilities in all major destination areas.
- ◆ Explore opportunities for trail head facilities for heavily used trails.

BICYCLE EDUCATION AND ENFORCEMENT

The potential environmental, health, and traffic reduction benefits of bicycles should be promoted. Enforcing the vehicular code for both bicycles and motorists should also be pursued.

Strategies: Bicycle Education and Enforcement

- ◆ Develop a bicycle education program to promote bicycle awareness and safety.
- ◆ Provide police resources to enforce bicycle and vehicular traffic laws.
- ◆ Use the City and County's Internet sites and Cable Access Channel 5 to inform and educate the community about bicycles.

PUBLIC TRANSPORTATION

Public transportation is an essential component of the transportation system and should be integrated with all other transportation modes. StarTran - the City operated transit system - provides fixed-route service, para-transit (Handi-Van), and brokerage or contracted transportation service that is door-to-door demand responsive disability service. These public services are critical to those persons that are dependent on public transit services. These services are necessary for compliance with the Federal Americans with Disabilities Act. In addition to providing services for the transit dependent, StarTran also offers services as an alternative to the automobile for the non-transit dependent.

As a public service, StarTran transit service should be funded and supported similar to any other public service. A public transit system of a size and quality commensurate with the needs of future City of Lincoln and Lancaster County residents and businesses is an important element of the Transportation Plan.

Transit service, whether fixed-route or demand-responsive service, is intricately linked to many other governmental and planning actions. Providing transit fixed-route service relies upon direct pedestrian connections from the place where the trip begins to where the trip ends. Transit service reacts to the density of the City, transportation corridors and activity centers, as well as to the design of activities along those corridors and centers it serves. High travel corridors and activity centers with a mix of uses provide the demand that can effectively support higher levels of transit service.



Public investment and future development must balance all transportation modes. This balance includes accommodating the pedestrian and the private automobile - through construction of arterial roadways and construction and subsidies for high cost multi-level parking structures - while also investing in fixed-transit and demand-responsive services. The design of the City's infrastructure and roadway system must consider all transportation modes, including transit. An example of public investment that will be implemented during the first half of the planning period is an "Automatic Vehicle Location System" and "Smart Card" Fare-box technology. This Intelligent Transportation Systems technology should help increase overall efficiency, security and operation of the transit system.

The evolution of an auto-oriented Lincoln has occurred over decades. It will similarly take time to restructure development patterns and land uses to achieve an environment which can promote productive transit service.

To achieve viable long range transit service for the City of Lincoln and Lancaster County in the year 2030, a number of broad policies and actions are needed to guide successful implementation and expansion of public transit. These policies and action items are guided by the results of the approved Transit Development Plan (TDP) Study. The TDP is the guide for near and mid-term transit planning for the 2030 Long Range Transportation Plan. Included in the Transportation Development Plan is a comprehensive operations analysis, near and long term transit service alternatives, updated service standards and policies, and management and funding options.

BALANCED TRANSIT SYSTEM

Providing transit services throughout the city requires balancing the number of routes, the frequency of service, and the hours of service. The TDP provides a framework for monitoring and modifying transit services in response to changes in development patterns and user needs, and is based on adopted service standards and policies.

TRANSIT-FRIENDLY DEVELOPMENT

Effective public transportation service requires good pedestrian connections to and from transit stops, density of activities, and development designs supportive of transit riders. Pedestrian connections to transit must be direct and the sidewalk system must have continuity. Street crossings to transit stops must be safe. Productive transit service requires high-density land development patterns which link residential areas and employment, retail, and service centers. Development design needs to be transit friendly providing convenient access to transit services. This would be important in ensuring that new development contain transit-oriented standards.

MAXIMIZE TRANSIT PRODUCTIVITY

The 2030 Plan needs to address both the coverage requirements for serving the transit dependent population as well as productive routes for capturing new riders and reducing congestion. Achieving higher productive routes requires a strategic planning effort to direct growth patterns along transit corridors and concentrate activity into mixed-use activity centers.

Maximum transit coverage and maximum transit productivity forms the continuum of options for the transit provider. At one end of the continuum is the provision of fixed route transit services which should strive to balance geographic coverage with ridership productivity. Monitoring and modifying transit services to maximize transit ridership is a key element of the TDP.

MAXIMIZE TRANSIT CONNECTIONS WHEN STRUCTURING ROUTES

As the city develops the need to serve additional populations and destinations will change and grow. StarTran routes should be modified to recognize this change in ridership and transit user needs. The TDP helps reallocate less productive services to emerging activity centers and corridors.

ACCOMMODATE TRANSIT WHEN DESIGNING ROADWAY IMPROVEMENTS

Roadway design should consider the needs of public transit, including bus turnouts, sidewalk connections to transit stops, safe street crossings, street lighting for security, and bus stops and benches.

EXPLORE REGIONAL AND COMMUTER TRANSIT SERVICE OPTIONS

Travel between Lincoln and regional destinations such as the Omaha metropolitan area will increase during the planning period. This travel will include routine commuter trips as well as other discretionary travel. Public transportation may support this travel using a variety of transit delivery options including various vehicle types and service configurations. Planning and improvements might be considered to help promote and support the possibility of commuter rail for Lincoln beyond 2030. These strategies might include developing a multi-modal center in the Downtown area with immediate access to the existing rail service.

STARTRAN TRANSIT CONTRACT SERVICE

Contract transit services typically operate with a higher level of ridership productivity and generate greater revenues than do traditional fixed route services. Contract transit services funded by various local and federal government funds and rider fares need to abide by federal regulations and should be explored to the extent possible.

Contract service is common in university cities as it (1) provides the transit operator a large and compact ridership base to

service, and (2) provides university students and faculty with convenient transit access. This type of contract also benefits a city in which the university is located by reducing congestion.

SPECIAL NEEDS DEMAND RESPONSIVE TRANSIT

StarTran provides special transportation services for persons with disabilities in compliance with the Americans with Disabilities Act. Services include accessible fixed route buses, the Handi-Van service, and brokerage program.

Special needs transit services are also offered to their clients by various local private organizations. Area-wide coordination efforts of all special transportation services are currently underway that would make better use of available equipment and better meet the needs of persons with disabilities.



PARK-AND-RIDE OPPORTUNITIES

Establishing park-and-ride locations along outlying areas of the community could support transit connections to the Downtown and other mixed use centers. As Lincoln grows and expands its urban boundary, trip numbers will increase. Shifting some automobile trips to transit can reduce traffic impacts within the existing community, reduce the cost of parking in the central core, and provide increased mobility options for both future and existing development. The TDP provides future park-and-ride route concepts and other transit related services and enhancements.

LONG TERM PUBLIC TRANSPORTATION FUNDING APPROACH

Enhancing transit usage should consider ways to ensure that public transportation service has committed, adequate financial support over the entire planning period.

StarTran fixed-route and demand-responsive transit services account for less than two percent of the current six-year City of Lincoln Transportation Improvement Program (TIP). While this level of funding might be adequate to provide for the basic transit services for the disabled and transit dependent, the funding level is not sufficient to provide the frequency, route coverage, and structure to compete with the level of service offered by the automobile.

Public funds and policies subsidize parking in the Downtown area against which transit then competes. Transit funding is not seriously considered as a way to provide mobility along congested travel corridors. There are significant fiscal, neighborhood, and environmental impacts when those corridors are widened. The long term strategy to enhance mobility through a wide range of alternative transportation modes requires long term funding commitments for StarTran. The TDP reviews potential funding sources and alternatives that help support and increase StarTran's stability and viability during the planning period and beyond. The TDP also explores organizational options, state enabling legislation, and state funding policies.

PARKING IN THE DOWNTOWN AREA

Downtown Lincoln will continue as the largest commercial district within the city and county. As both new construction and reuse of existing structures occurs, the demand for parking services will remain strong. These parking services will be needed to support office workers, students, residents, and entertainment goers. Parking planning and management will include:

- ◆ New parking facilities are programmed in the near term for the eastern vicinity of Downtown.
- ◆ The Antelope Valley Project will alter the long term land use and traffic patterns in the Downtown area. The provision of parking and other transportation services in and around Downtown will need to be considered as this redevelopment project moves forward.
- ◆ Pending further study on its future, the Pershing Auditorium complex could require the expansion of parking in its current location Downtown. If a new auditorium or arena is called for, further study would be needed to identify appropriate parking supplies.
- ◆ Comprehensive and subarea studies will need to be completed on a periodic basis to determine the need for additional parking or managing existing parking as new employment, residential, and entertainment centers arise.



Strategies: Parking in the Downtown Area

- ◆ Employ management techniques to promote the efficient use of parking facilities in the Downtown – by promoting parking facilities, monitoring occupancy levels and market-structured parking fees to offset high and low demand areas, evaluate and revise current validation and discount parking programs, and conduct periodic parking studies to evaluate parking conditions.
- ◆ Consider a comprehensive approach to managing and maintaining Downtown parking by encompassing management of off-street, on-street, enforcement, and collections of all parking activities.

FUTURE STREET AND ROAD NETWORK

Cars and trucks will continue to be the primary mode of travel for Lincoln and Lancaster County residents throughout and beyond the planning period of this Plan. These vehicles depend upon the expansion and continued maintenance of a street and road network allowing ease of mobility throughout the region. In addition, much of the area's freight movement occurs on local streets and highways; StarTran buses use local streets to transport their patrons around the City; and bicyclists often utilize the street system for their travel.

Although investment in other modes of transportation may decrease reliance on the automobile, streets and highways will continue to form the backbone of the entire region's transportation system. However, evaluation, consideration and planning needs to be undertaken to promote and accommodate other alternative modes of transportation.

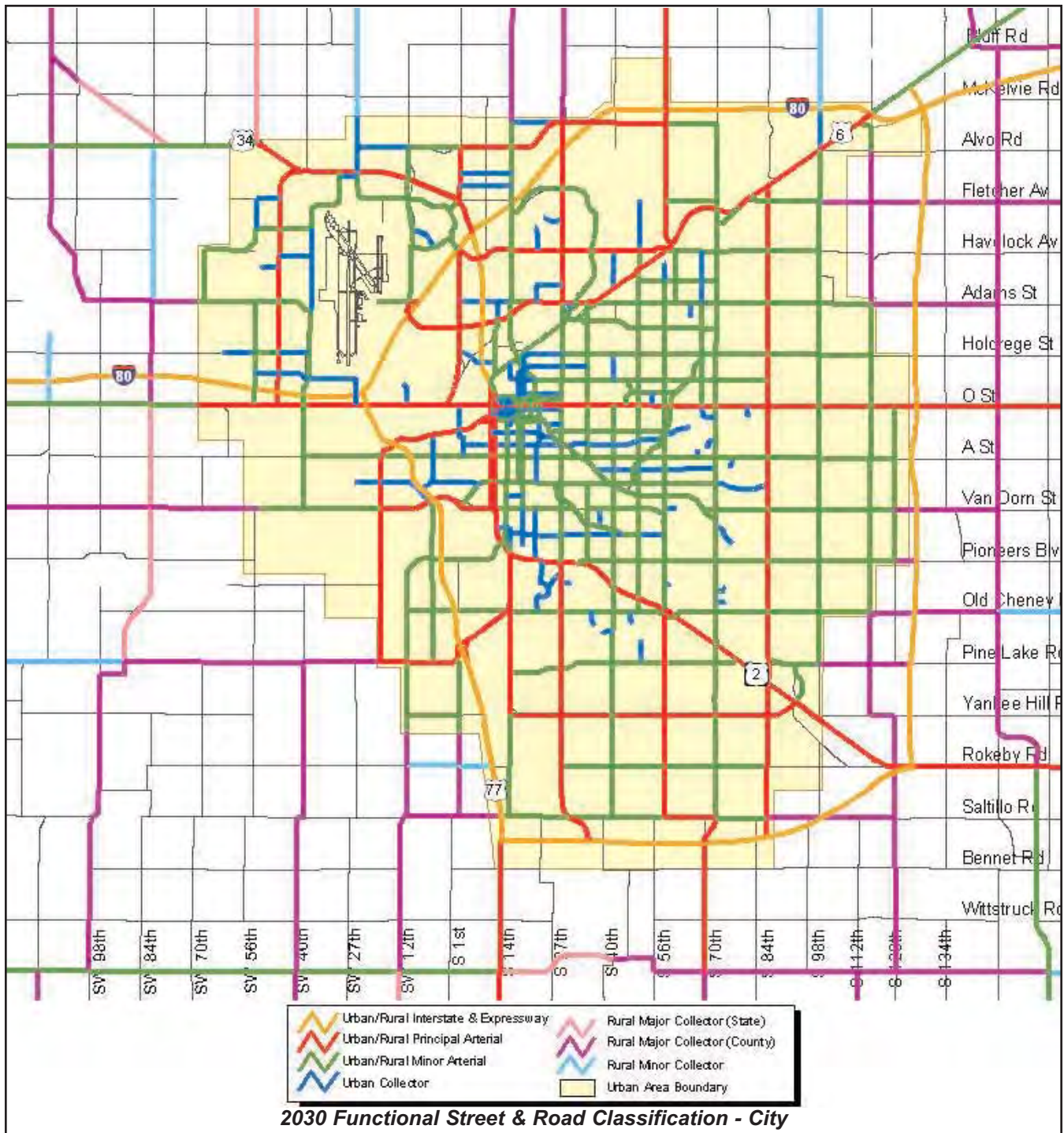
This subsection examines the future streets and highway system designed to serve the future community form of the City of Lincoln and Lancaster County as presented in this Comprehensive Plan. This subsection describes the future roadway projects, studies, and programs forming the Plan's transportation element in terms of:

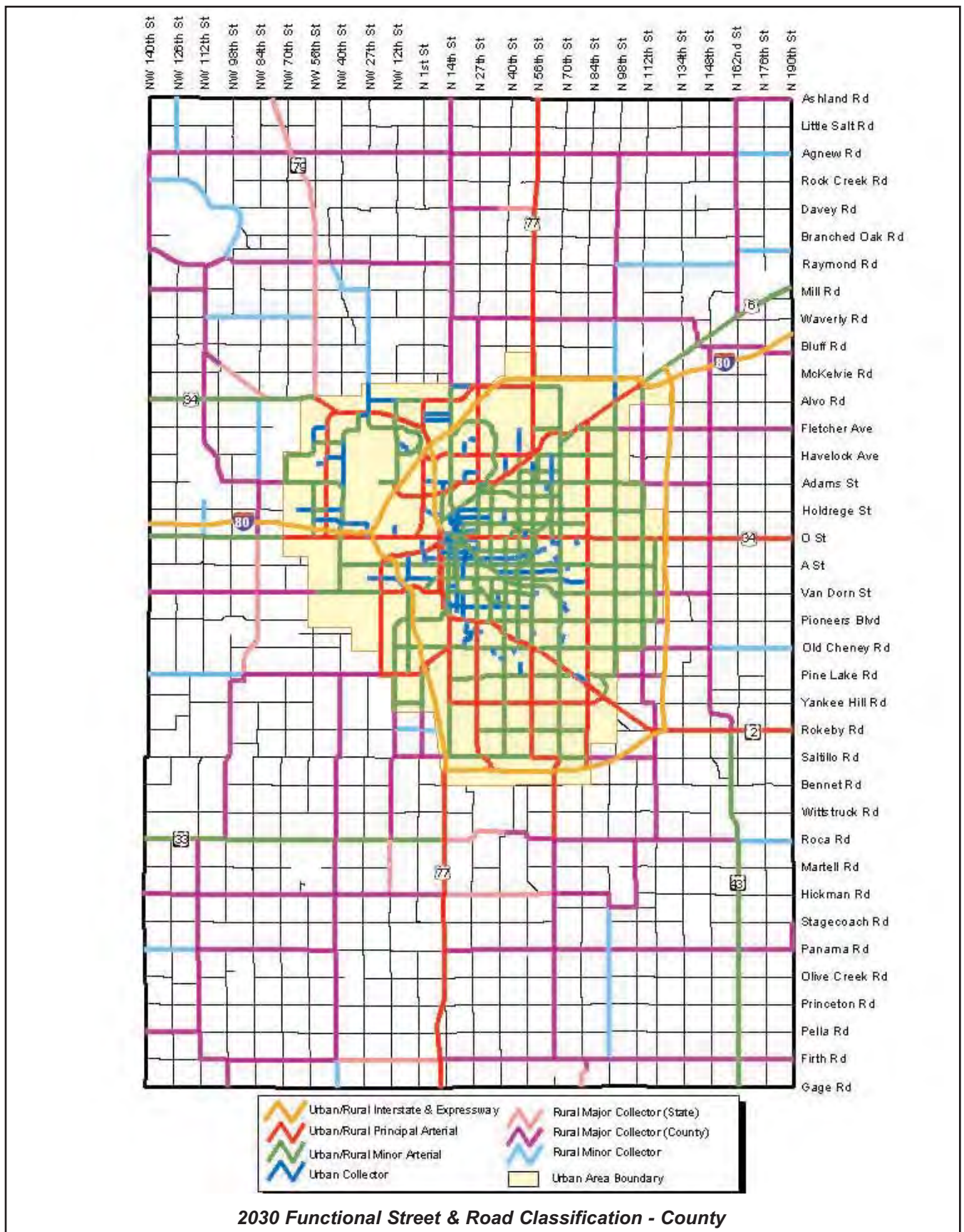
- ◆ Functional Classification
- ◆ Urban Area Street System
- ◆ County Rural Road System

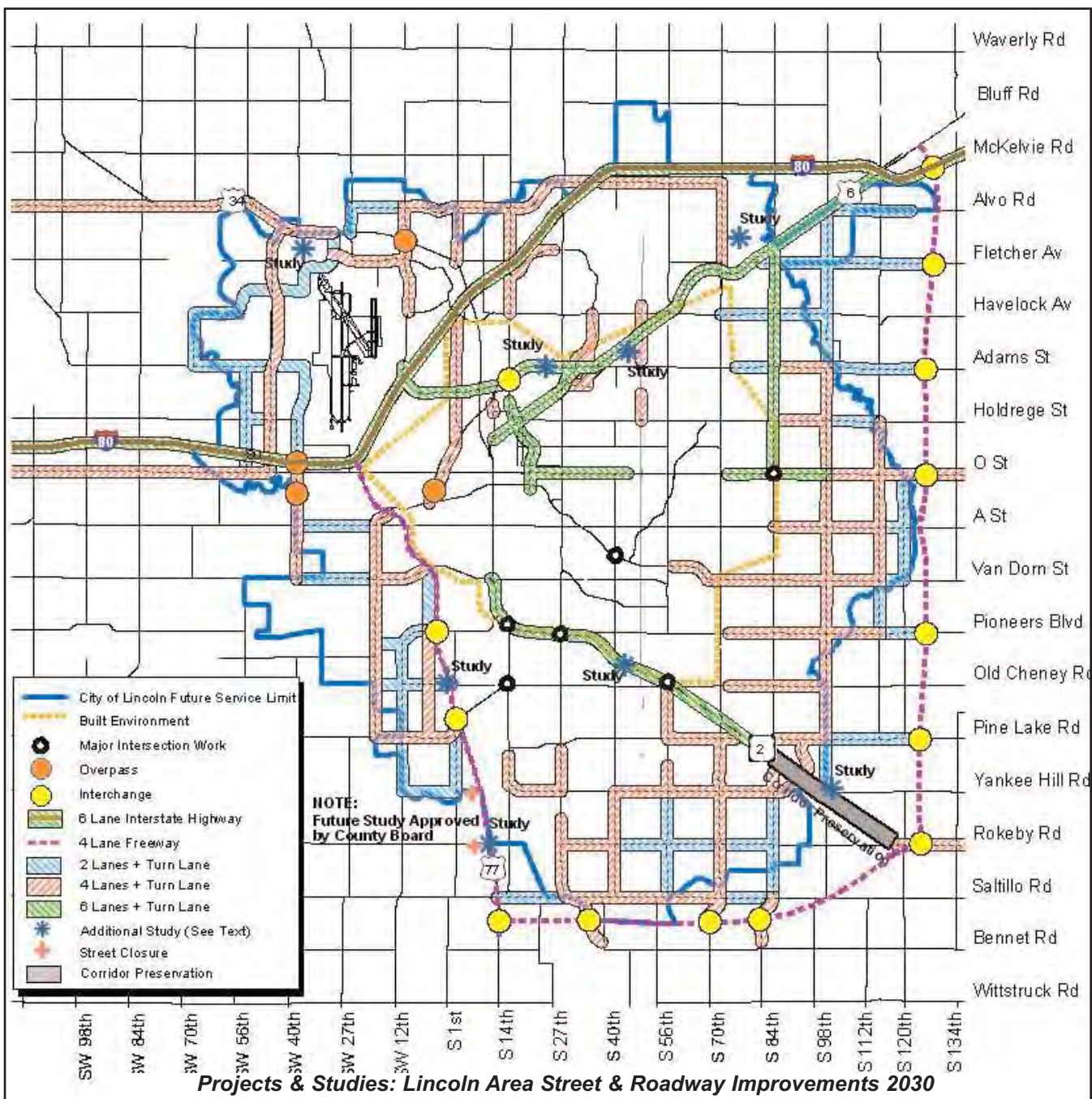
FUNCTIONAL CLASSIFICATION

Roadways are classified based on the function they serve. All roadways fall under one of four broad categories: principal arterial, minor arterial, collectors or local streets.

“Arterials” are multiple use corridors that carry large volumes of through traffic. “Collectors” equally serve to carry traffic but also provide access to neighborhoods and abutting properties. “Local” streets primarily provide access to abutting properties. Each classification performs an important function in making the transportation system work effectively. The fol-







Following describes the functions of the various street classifications used in the Lincoln-Lancaster County transportation planning area:

A. Principal Arterial: This functional class of street serves the major portion of through-traffic entering and leaving the urban area and is designed to carry the highest traffic volumes. These serve intra-area traffic such as between the downtown and outlying residential areas or traffic between major inner-city communities or suburban centers. Managing and controlling access to these types of roadways is very important. This access must respect and reflect the land uses and development context adjacent to each principal arterial. For example, managing and controlling access to and from a roadway in the “built environment” differs from that in developing locations, because of the varying character of these areas. The principal arterial system is stratified into the following two subsystems:

- ◆ Interstate Highway, Freeway and Expressway: These are divided, limited access facilities with no direct land

access. The freeway does not have at-grade crossings or intersections. The expressway is similar to a freeway except it may have some cross streets that intersect at grade and access is either full or partially controlled. Both the freeway and expressway are intended to provide the highest degree of mobility serving potentially large traffic volumes and long trip lengths.

- ◆ Other Principal Arterial: This functional class of street serves the major portion of inter-community and intra-community traffic movement within the urban area and is designed to carry high traffic volumes. Facilities within this classification are capable of providing direct access to adjacent land but such access is incidental to the primary functional responsibility of moving traffic within the system.
- B. Minor Arterial: This functional class serves trips of moderate length and offers a lower level of mobility than principal arterial. This class interconnects with and augments principal arterials, distributes traffic to smaller areas, and contains streets that place some emphasis on land access. These are characterized by moderate to heavy traffic volumes.
- C. Collector Streets: These streets serve as a link between local streets and the arterial system. Collectors provide both access and traffic circulation within residential, commercial, and industrial areas. Collector streets also provide more direct routes through neighborhoods for use by transit, pedestrians and cyclists. Moderate to low traffic volumes are characteristic of these streets. There should be one north/south and one east/west continuous, but not straight, collector street within a developing square mile.
- D. Local Streets: These are composed of all lower order facilities that essentially serve as a conduit between abutting properties and higher order streets. Local streets provide the lowest level of mobility and generally exhibit the lowest traffic volumes.

URBAN AREA STREET SYSTEM

The long range program for improving the urban area street system is detailed below. This effort involves numerous projects and studies taking many years and costing millions of dollars to complete. Close planning and coordination among various Federal, State and local government agencies and departments will be needed. The planned future urban area street system is presented within the following elements:

- ◆ Federal and State Improvements
- ◆ South and East Beltway
- ◆ Antelope Valley Roadway Project
- ◆ “Two Plus Center Turn Lane” Program
- ◆ Additional Urban Area System Improvements
- ◆ Proposed Studies
- ◆ Highway 2 Corridor Preservation
- ◆ Right of Way Consideration

FEDERAL AND STATE IMPROVEMENTS

During the planning period, improvements are planned for Interstate 80 and many of the existing Nebraska State Highways in Lincoln and Lancaster County. These improvements can generally be categorized as the widening of roadways or construction of interchanges. All of the projects listed below are considered to have funds committed for design and construction during the 25 year planning period:

Interstate Highway 80, between east and west county lines	6 lanes
US-34 East, 84th Street to east county line	4 lanes + turn lanes
US-34 West, west city limits to west county line	4 lanes + turn lanes
US-6 West, west city limits to west county line	4 lanes + turn lanes

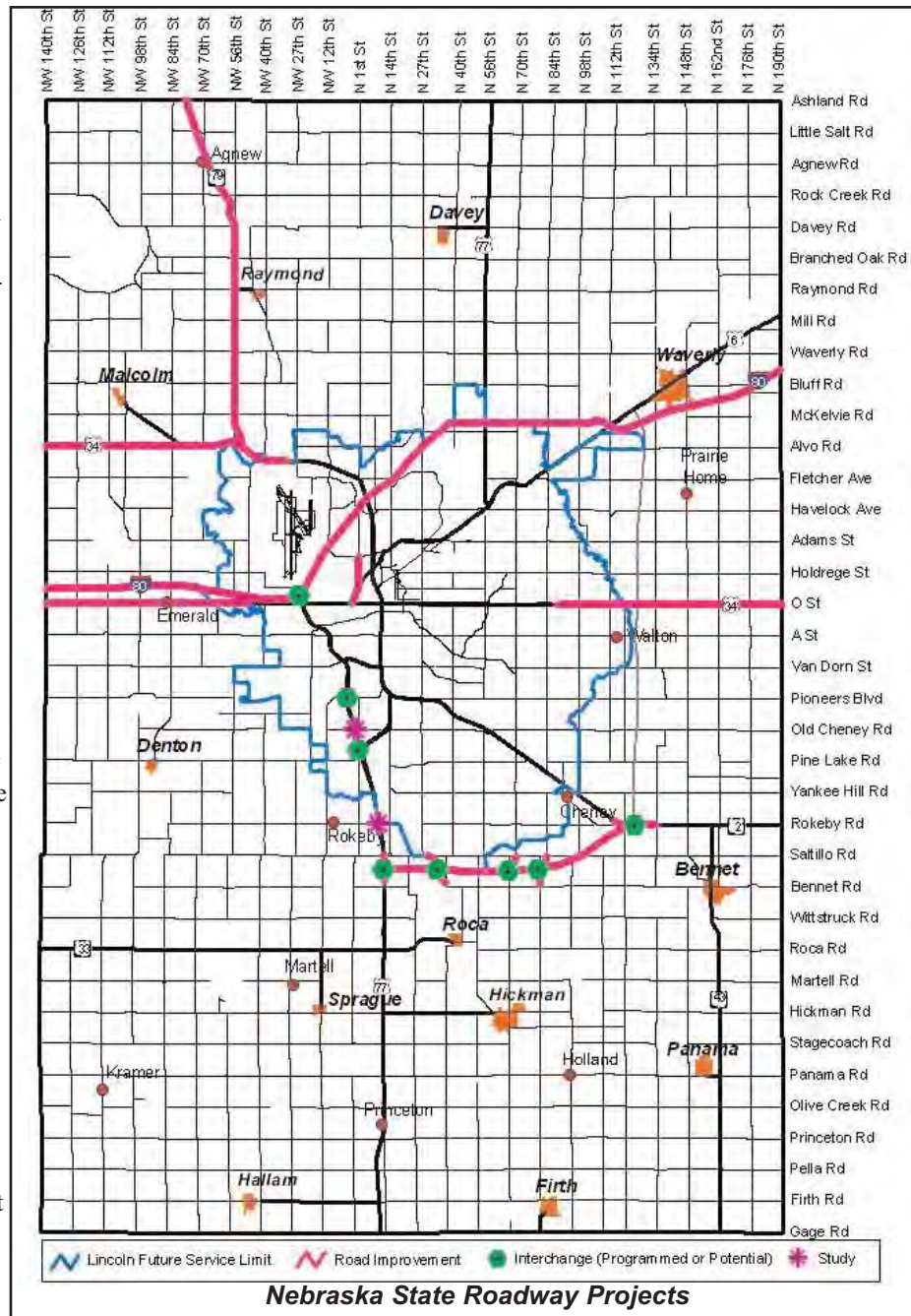
US-6 (Sun Valley Boulevard), "O" Street to Cornhusker Highway
 US-77 and Warlick Boulevard Intersection
 US-77 and West Pioneers Boulevard Intersection
 South Beltway, US-77 South to Nebraska Highway 2
 US-79, US-34 to County Line

4 lanes + turn lanes
 Interchange
 Interchange
 4 lanes
 Paving Improvements

The Interstate 80 project is part of the Nebraska Department of Roads' intent to ultimately widen this facility to six lanes from Omaha on the east to Grand Island on the west. This widening will include reconstructing several interchanges and overpasses as the Interstate passes through Lancaster County. This project could also involve the relocation of certain interchanges and the possible elimination of existing overpasses.

The Nebraska Department of Roads has completed study of portions of US-77 as it passes through Lincoln. This study gave consideration to upgrading the facility to freeway status from its present classification as an expressway from I-80 to the South Beltway. This upgrade will require eliminating existing at-grade intersections. These intersections could be replaced with interchanges, overpasses or the road connection could be eliminated altogether with no crossing provided. As part of the US-77/West Beltway project, study for potential overpasses at US-77 and Old Cheney Road and Rokeby Road will be conducted as a joint State/County/City feasibility study, including a traffic analysis, a citizen participation element, and an appropriate environmental review. The study will be started no later than one year prior to the contract letting of the US-77 (West Bypass) freeway upgrade. The study will comply with FHWA procedures for Federal Aid projects and will attempt to maintain an Old Cheney connection to 1st Street.

As part of the implementation of this project to upgrade US-77 to freeway status the needs of pedestrians and bicyclists will be addressed. It was affirmed during the study process that the proposed pedestrian and bicycle crossing points at the planned



Pioneers Boulevard interchange and at the abandoned railroad right-of-way south of the planned Warlick interchange would be provided. The existing US-77 bridge structures over the abandoned railroad right-of-way are intended to remain and be used to separate US-77 traffic from pedestrians and bicyclists, and the design of the new Pioneers interchange is to contain a multi-use trail facility. An extensive system of trail facilities is planned within this area extending along both the east and west side of the US-77 corridor. The US-77 trail connections will allow pedestrians and bicycle movement between the new growth area to the west and the existing urban area and the Wilderness Park Trails system to the east of US-77. Also, the City, County, and State will work together to resolve bicycle access issues that will result from the upgrading of this segment of US-77 to freeway status. The City, County, and State will collectively work together to provide a comparable alternative for cyclists.

SOUTH AND EAST BELTWAY

The South and East Beltway are essential components of a regional transportation network. They will aid in moving car and truck traffic around and through congested urban areas, thus reducing travel delays and improving traffic flows across the entire street system. Protecting the beltway corridors, acquiring the right-of-way, and obtaining funding has begun for these routes.

In addition to their four lanes of freeway, the beltway corridors are assumed to be multi-use areas incorporating the following features:

- a. trails and pedestrian facilities
- b. open spaces, including linear green ways, parks and natural areas
- c. utility corridors
- d. potential routes for alternative transportation modes

Their ultimate development as city-county multi-use corridors will require significant advance planning and coordination among many agencies. The planning and financing of the roadway and the other activities should be done concurrently. Maintaining open space along the corridors is in keeping with the Comprehensive Plan's Vision and serves as one way to address the impact the Beltway will have on the natural environment. The planning for these corridors should also consider their future role in bringing about the Salt Valley Heritage Greenway.

A beltway corridor of approximately 1,320 feet in width is assumed in this Plan. While this area is more than is ultimately needed (or obtained) for the project, this planning assumption will allow greater flexibility in the facility's final design. This will also allow the multi-use corridors outside of the roadway to vary in width, with the final design of the roadway corridor being approximately 300 feet wide. During the design phase, every effort should be made to reduce the impact on adjacent residences and other sensitive uses where and whenever possible.

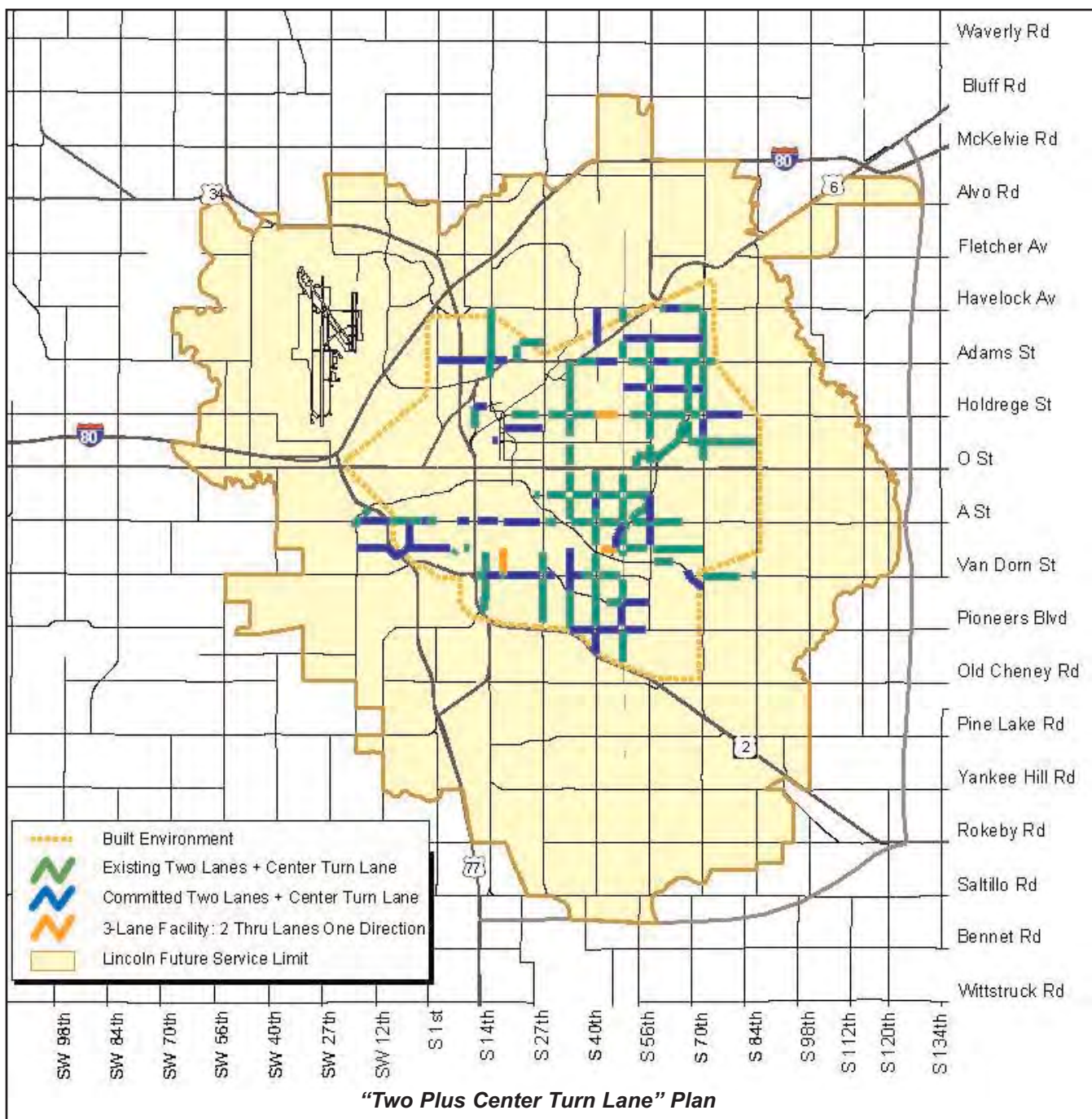
Of the two beltway alignments, the South Beltway must be built first, with construction coming within the first half of the planning period. The South Beltway is considered a committed City project. Planning and programming for the East Beltway should continue, with studies completed in the Stevens Creek Basin to address preservation of salient natural, cultural, and historic features, and the sensitive integration of these features into the basin. In the interim, corridor protection efforts for the South and East Beltway multi-use corridors should be initiated. Plans and funding for the open space, trails, and other components of the South and East Beltway multi-use corridors should be established as soon as possible.

ANTELOPE VALLEY ROADWAY PROJECT

The Antelope Valley Roadway Project involves a partnership of the City of Lincoln, the Lower Platte South Natural Resource District and the University of Nebraska-Lincoln. Initiated in the early 1990's, this effort was designed to address the concerns of traffic/pedestrian circulation, community revitalization needs, and storm water drainage and flood control associated with a portion of the Antelope Creek drainage basin.

The Antelope Valley Roadway project envisions a multi-lane (four to six lanes) boulevard with turn lanes and a landscaped

Proposed Beltway Interchange Locations
South Beltway
- US-77
- 27th Street
- 70th Street
- 84th Street
- Nebraska Highway 2
East Beltway
- Interstate 80
- Fletcher Avenue
- Adams Street
- "O" Street
- Pioneers Boulevard
- Pine Lake Road
- Nebraska Highway 2



center median. When complete, the first phase of implementation will include community revitalization elements, construction of the north/south roadway from approximately N. 14th Street and Salt Creek south to K Street, construction of the east-west diagonal road from the 9th/10th Street connection to a point east of 27th Street, and construction of the storm water and flood control elements. The overpass for the Burlington Northern-Santa Fe railroad tracks will be constructed to carry six lanes of through traffic, dual left turns and one right turn lane. Phase 1 of the “Draft Single Package” is under construction and is considered a committed City project.

Implementation of the Antelope Valley Roadway project will be conducted through the Joint Antelope Valley Authority (JAVA), which includes representatives from all three of the study’s original participants listed above.

“TWO PLUS CENTER TURN LANE” PROGRAM

As the community seeks low impact ways to minimize traffic congestion while preserving the character and viability of the established neighborhoods and other components of the built environment, it renews its commitment to an essential program implementing the “two plus center turn lane” concept in the “built environment.”

Under this concept, designated arterial streets in the “built environment” are to be improved with a street design that includes two through travel lanes and a single common center turn lane. This approach increases the street’s efficiency to move traffic and improves safety, while minimizing the impacts on the adjacent neighborhood. This design can usually be accommodated within the existing right of way. The Comprehensive Plan recognizes though that occasionally small portions of right of way may need to be acquired in order to complete this program’s objectives.

While all arterial rehabilitation projects should be done to a width that can accommodate two lanes plus a center turn lane, actual striping may vary depending on the particular neighborhood circumstance.

This program is considered a priority and is assumed to be fully in place well before the end of the planning period.

ADDITIONAL URBAN AREA SYSTEM IMPROVEMENTS

In addition to those projects described above, numerous other streets and roadway projects are identified for construction or programming during the 25 year planning period.

These projects will generally be the responsibility of the City of Lincoln, although participation from other governmental entities will occur.

These include a wide range of projects for which the City has already committed funds, as well as longer term projects that do not have specifically earmarked funding.

Committed Projects

Pioneers Boulevard., S. 70th Street to S. 84th Street	4 lanes + turn lanes
Antelope Valley Phase I Projects	
Antelope Valley P1, Big "T" Overpass, includes West Leg	6 lanes + turn lanes
Antelope Valley P1, North/South Roadway, "Y" St. to Vine Street	6 lanes + turn lanes
Antelope Valley P1, North/South Roadway, "Q" Street to "K" Street	6 lanes + turn lanes
Antelope Valley P1, East Leg, Overpass to west of N. 27th Street	6 lanes + turn lanes
Antelope Valley P1, North/South Roadway, Vine Street. to "Q" Street	4/6 lanes + turn lanes
Antelope Valley P1, "P", "Q", "O", "N", "J" and South Street	Bridges

Proposed Projects

W. Adams Street, NW. 70th Street to NW 48th Street	2 lanes + turn lanes
W. Adams Street, NW. 48th Street to NW 38th Street	2 lanes + turn lanes
Adams Street, N. 75th Street to N. 84th Street	2 lanes + turn lanes
Adams Street, N. 84th Street to N. 98th Street	4 lanes + turn lanes
Adams Street, N. 98th Street to East Beltway	2 lanes + turn lanes
Arbor Road, N. 27th Street to N. 70th Street	4 lanes + turn lanes
Alvo/Arbor, N. 14th Street to N. 27th Street	4 lanes + turn lanes
W. Alvo Road, NW 27th Street to NW 12th Street	2 lanes + turn lanes
W. Alvo Road, NW 12th Street to N. 1st Street	4 lanes + turn lanes
Alvo Road, N. 1st Street to N. 7th Street	4 lanes + turn lanes

Alvo Road, N. 7th Street to N. 14th Street	4 lanes + turn lanes
Alvo Road, N. 98th Street to 1/4 mile east of N. 120th	2 lanes + turn lanes
Antelope Valley P2, Adams Street, 35th St. area over 33rd to Huntington Ave.	AV 4 lanes + turn lanes
Antelope Valley P2, Ant.Valley Rdwy, N/O Corn. Hwy. to Superior, Salt Creek.Bridge	AV Bridge
Antelope Valley P2, Huntington Ave., P1 connection to N. 33rd Street	AV 4 lanes + turn lanes
Antelope Valley P2, Hunt. Ave., P1 connection to N. 33rd St., RR Rdwy Underpass	Underpass
Antelope Valley P2, P1 East Leg Project End to N/O US-6 (Corn. Hwy)	AV 6 lanes + turn lanes
Antelope Valley P2, P1 N/O US- 6 (Corn. Hwy) to Superior Street	AV 4 lanes + turn lanes
Antelope Valley P2,N. 33rd St. US-6 to Huntington Ave. RR Rdwy Underpass	Underpass
W. "A" Street, SW. 40th Street to Coddington Avenue	2 lanes + turn lanes
"A" Street, S. 112th Street to S. 120th Street	2 lanes + turn lanes
"A" Street, S. 84th Street to S. 112th Street	4 lanes + turn lanes
S. Coddington Avenue, US.-77 to Denton Road	4 lanes + turn lanes
US-6 (Corn. Hwy), I-80 Exit 399 to I-80 Exit 409	6 lanes + turn lanes
W. Cummings Street, NW 56th Street to NW 48th Street	2 lanes + turn lanes
W. Cummings Street, NW 48th Street to NW 38th Street	2 lanes + turn lanes
W. Denton Road, Coddington Avenue to Folsom Street	4 lanes + turn lanes
Denton Road, S. Folsom Street to US-77	4 lanes + turn lanes
East Beltway, I-80 to Hwy-2, “ Corridor Protection”	Freeway Corr. Protection
East Beltway, I-80 to Hwy-2	Freeway
W. Fletcher Avenue, NW 31st Street to NW 27th Street	4 lanes + turn lanes
W. Fletcher Avenue, NW 27th Street to NW 13th Street	additional 2 lanes
Fletcher Avenue, N. 14th Street to Tellride Drive	4 lanes + turn lanes
Fletcher Avenue, US-6 to N. 84th Street	2 lanes + turn lanes
Fletcher Avenue, N. 84th Street to East Beltway	2 lanes + turn lanes
S. Folsom Street, Pioneers Boulevard to Denton Road	4 lanes + turn lanes
S. Folsom Street, W. Van Dorn Street to Pioneers Boulevard	2 lanes + turn lanes
Havelock Avenue, N. 70th Street to N. 84th Street	2 lanes + turn lanes
Havelock Avenue, N. 84th Street to N. 98th Street	2 lanes + turn lanes
Hwy-2, S 84th Street to East Beltway, "Corridor Preservation"	Corridor Preservation
Hwy-2, Old Cheney Road to S. 84th Street	6 lanes + turn lanes
Hwy-2, Van Dorn Street to Old Cheney Road	6 lanes + turn lanes
W. Holdrege Street, NW 56th Street to NW 48th Street	2 lanes + turn lanes
Holdrege Street, N. 86th Street to N. 98th Street	4 lanes + turn lanes
Holdrege Street, N. 98th Street to N. 112th Street	2 lanes + turn lanes
Normal Boulevard, S. 58th Street to Van Dorn Street	4 lanes + turn lanes
US-34 ("O" St.), Antelope Valley N/S Rdwy. (19th St.) to 46th Street	6 lanes + turn lanes
US-34 ("O" St), Wedgewood Drive to 98th Street	6 lanes + turn lanes
W. Old Cheney Road, Coddington Avenue to SW 12th Street	2 lanes + turn lanes
W. Old Cheney Road, SW 12th Street to US-77	2 lanes + turn lanes
Old Cheney Road, Parkridge Circle to S. 82nd Street	4 lanes + turn lanes
Old Cheney Road, S. 88th Street to S. 98th Street	4 lanes + turn lanes
Pine Lake Road, S. 57th Street to Hwy-2	4 lanes + turn lanes
Pine Lake Road, S. 84th Street to S. 91st Street	4 lanes + turn lanes
Pine Lake Road, S. 91st Street to S. 98th Street	4 lanes + turn lanes
Pine Lake Road, S. 98th Street to East Beltway	2 lanes + turn lanes
W. Pioneers Boulevard, Coddington Avenue to SW 12th Street	2 lanes + turn lanes
W. Pioneers Boulevard, SW 12th Street to US-77	2 lanes + turn lanes
Pioneers Boulevard, S. 86th Street to S. 98th Street	4 lanes + turn lanes

Pioneers Boulevard, S. 98th Street to S. 112th Street	4 lanes + turn lanes
Pioneers Boulevard, S. 112th Street to East Beltway	2 lanes + turn lanes
Rokeby Road, S. 27th Street to S. 40th Street	4 lanes + turn lanes
Rokeby Road, S. 40th Street to S. 56th Street	2 lanes + turn lanes
Rokeby Road, S. 56th Street to S. 84th Street	2 lanes + turn lanes
Saltillo Road, US-77 to S. 27th Street	2 lanes + turn lanes
Saltillo Road, S. 27th Street to S. 40th Street	4 lanes + turn lanes
Saltillo Road, S. 40th Street to S. 56th Street	4 lanes + turn lanes
Saltillo Road, S. 56th Street to S. 70th Street	4 lanes + turn lanes
Saltillo Road, S. 70th Street to S. 84th Street	2 lanes + turn lanes
South Beltway, US-77 to Hwy-2	Freeway
US-6 (Sun Valley Blvd.), Corn. Hwy (US-6) to W "O" St.(US-6), including R.R Overpass	4 lanes + turn lanes
Sun Valley Blvd. Extension, US-6 to Capital Parkway West , including Overpass	4 lanes + turn lanes
W. Superior Street, NW 70th Street to NW 56th Street	2 lanes + turn lanes
W. Van Dorn Street, SW 40th Street to Coddington Avenue	2 lanes + turn lanes
W. Van Dorn Street, Coddington Avenue to US-77	4 lanes + turn lanes
Van Dorn Street, Normal Boulevard to S. 84th Street	4 lanes + turn lanes
Van Dorn Street, S. 84th Street to S. 112th Street	4 lanes + turn lanes
Van Dorn Street, S. 112th Street to S. 120th Street	2 lanes + turn lanes
W. Webster Street, NW 38th Street to NW 31st Street	2 lanes + turn lanes
W. Yankee Hill Road, SW 12th Street to S. 1st Street	2 lanes + turn lanes
Yankee Hill Road, S. 14th Street to S. 27th Street	additional 2 lanes
Yankee Hill Road, S. 40th Street to S. 56th Street	4 lanes + turn lanes
Yankee Hill Road, S. 56th Street to S. 70th Street	4 lanes + turn lanes
Yankee Hill Road, S. 70th Street to S. 84th Street	4 lanes + turn lanes
Yankee Hill Road, S. 84th Street to Hwy-2	4 lanes + turn lanes
NW 70th Street, W. Superior Street to W. Adams Street	2 lanes + turn lanes
NW 56th Street, W. Adams Street to W. "O" Street	2 lanes + turn lanes
NW. 56th Street, W. Cummings Street to W. Superior Street	2 lanes + turn lanes
NW 48th Street, US-34 to US-6	4 lanes + turn lanes
NW 40th Street, W. Holdrege Street to W. Vine Street	2 lanes + turn lanes
NW 40th Street, W. Vine Street to US-6, including I-80 Overpass	Overpass
SW 40th Street, US-6 to W. "A" St, Railroad Overpass & Middle Crk Bridge	Overpass
SW 40th Street, US-6 to W. "A" Street	4 lanes + turn lanes
SW 40th Street, W. "A" Street to W. Van Dorn Street	4 lanes + turn lanes
NW 38th Street, W. Cummings Street to W. Webster Street	2 lanes + turn lanes
NW 38th Street, W. Adams Street to W. Holdrege Street	2 lanes + turn lanes
NW 31st Street, W. Webster Street to US-34	2 lanes + turn lanes
NW 12th Street, W. Alvo Road to Fletcher Avenue	4 lanes + turn lanes
NW 12th Street, W. Alvo Road to Fletcher Ave., US-34 Overpass	Overpass
NW 12th Street, W. Fletcher Avenue to Highlands Boulevard	additional 2 lanes
SW 12th Street, W. Pioneers Blvd. to Yankee Hill Road	2 lanes + turn lanes
N. 1st Street, Alvo Road to US-34	4 lanes + turn lanes
N. 1st Street, Benton Street to W. Dawes Avenue	4 lanes + turn lanes
N. 1st Street, Superior Street to Benton Street	4 lanes + turn lanes
S. 1st Street, Denton Road to Yankee Hill Road	2 lanes + turn lanes
N. 10th Street, US-6 to Military Road, including Salt Creek Bridge	4 lanes + turn lanes
N. 14th Street, Alvo Road to Fletcher Avenue	4 lanes + turn lanes
N. 14th Street, Fletcher Avenue to Superior Street	4 lanes + turn lanes

N. 14th Street and US-6, Interchange	Interchange
S. 14th Street, Garrett Lane to Yankee Hill Road	additional 2 lanes
S. 27th Street, Porter Ridge to Yankee Hill Road	4 lanes + turn lanes
S. 27th Street, Whispering Wind Boulevard to Rokeby Road	4 lanes + turn lanes
S. 27th Street, Rokeby Road to Saltillo Road	4 lanes + turn lanes
S. 40th Street, Yankee Hill Road to Saltillo Road	4 lanes + turn lanes
N. 48th Street, Doris Bair Circle to Superior Street	4 lanes + turn lanes
N. 48th Street, Superior Street to Fremont Street	4 lanes + turn lanes
N. 48th Street, Fremont Street to Greenwood Street (*)	4 lanes + turn lanes
N. 48th Street, Leighton Avenue to Holdrege Street	4 lanes + turn lanes
S. 56th Street, Old Cheney Road to Shadow Pine Drive	4 lanes + turn lanes
S. 56th Street, Thompson Creek Boulevard. to Yankee Hill Road	4 lanes + turn lanes
S. 56th Street, Yankee Hill Road to Saltillo Road	2 lanes + turn lanes
N. 70th Street, Arbor Road to US-6	4 lanes + turn lanes
S. 70th Street, Pine Lake Road to Yankee Hill Road	4 lanes + turn lanes
S. 70th Street, Yankee Hill Road to Saltillo Road	4 lanes + turn lanes
N. 84th Street, US-6 to US-34	6 lanes + turn lanes
S. 84th Street, Amber Hill Road to Yankee Hill Road	4 lanes + turn lanes
S. 84th Street, Yankee Hill Road to Saltillo Road	2 lanes + turn lanes
S. 91st Street, Pine Lake Road to Hwy-2	additional 2 lanes
N. 98th Street, US-6 to Fletcher Avenue	2 lanes + turn lanes
N. 98th Street, Fletcher Avenue to Adam Street	2 lanes + turn lanes
N. 98th Street, Adam Street to Holdrege Street	4 lanes + turn lanes
N. 98th Street, Holdrege Street to US-34	4 lanes + turn lanes
S. 98th Street, US-34 to "A" Street	4 lanes + turn lanes
S. 98th Street, "A" Street to Pioneers Boulevard	4 lanes + turn lanes
S. 98th Street, Pioneers Boulevard to Pine Lake Road	4 lanes + turn lanes
S. 98th Street, Pine Lake Road to Nebraska Highway 2	2 lanes + turn lanes
N. 112th Street, Holdrege Street to US-34	4 lanes + turn lanes
S. 112th Street, US-34 to Van Dorn Street	4 lanes + turn lanes
S. 112th Street, Van Dorn Street to Pioneers Boulevard	2 lanes + turn lanes
S. 120th Street, US-34 to Van Dorn Street	2 lanes + turn lanes
S. 14th Street and Hwy-2	Major Intersection Work
S. 14th Street / Warlick Boulevard / Old Cheney Road	Major Intersection Work
S. 27th Street and Hwy-2	Major Intersection Work
S. 40th Street / Normal Boulevard / South Street	Major Intersection Work
S. 56th Street / Hwy-2 / Old Cheney Road	Major Intersection Work
84th Street and US-34	Major Intersection Work

*The Planning Commission notes that there is existing housing on both sides of 48th Street and regrets the negative effect that this widening may have, but concludes that this relatively short segment needs to be widened since there are 4 lanes both north and south of this segment.

PROPOSED STUDIES

The following areas are designated for study to determine if any facility improvements or road closings will be planned for these locations:

- ◆ North 44th at BNSF RR
- ◆ Beltway and Fringe Arterial - Explore options for promoting the maximum utilization by local traffic of the west,

south, and east Beltway, Interstate 80, and major urban fringe arterial in order to minimize the impact of future traffic growth on existing interior roadways within the built environment.

- ◆ North 70th to North 84th Streets and Havelock Ave. to Bluff Road Area Study.
- ◆ Highway 2 Corridor Study from 9th Street to 84th Street, including grade separations.
- ◆ Cornhusker Highway Corridor Study from I-80 Exit 399 to I-80 Exit 409, including grade separations.
- ◆ 98th Street and Highway 2 Area Study, including grade separation.
- ◆ A study that encompasses the general area bounded by NW 48th Street and NW 27th Street, West Webster to US-34. The study is to include north/south and east/west roadway needs and alignments, including the West Fletcher corridor and US-34 access considerations.
- ◆ As part of the US-77/West Beltway freeway project, study for a potential overpass at US-77 and Old Cheney Road and Rokeby Road. The study is to be a joint State/County/City feasibility study, including a traffic analysis, a citizen participation element, an appropriate environmental review, and will be started no later than one year prior to the contract letting of the West Bypass freeway upgrade. The study will comply with FHWA procedures for Federal Aid projects and will attempt to maintain an Old Cheney connection to 1st Street. (Study for a potential overpass at Rokeby Road has been approved by the County Board only.)

NEBRASKA HIGHWAY 2 CORRIDOR PRESERVATION

Nebraska Highway 2 is a major existing link on the urban street network. This diagonal roadway carries significant traffic volumes today and is projected to remain as the busiest thoroughfare along the city's southern tier. As an existing State Highway, the public right-of-way along this corridor as it runs through Lincoln varies widely — from 150 to 350 feet in width. The Long Range Transportation Plan calls for widening Nebraska Highway 2 from four to six through lanes from Van Dorn Street on the west, through the intersection of 84th Street on the east.

The Plan calls for looking at the feasibility of installing grade separations along Highway 2 at existing at-grade intersections. As traffic volumes continue to increase along the corridor, intersection operations will continue to degrade. In order to maintain safety and efficiency, grade separations may become necessary.

Conflicts currently exist between local commuter traffic and highway truck traffic. The South Beltway, when completed, will become Highway 2 and will be the official truck route. Existing Highway 2 will become a City/County street. When the South Beltway is opened, policies should be implemented to deter through truck traffic.

Though no projects are shown in the Plan for the area, the existing corridor along Nebraska Highway 2 from 84th Street through the location of the future South and East Beltway interchange on Highway 2 should be protected and preserved. The roadway within this corridor could be further improved or the corridor could serve as a multi-modal or multi-use area in the future.

Corridor preservation should include retention of all property within the State's present right-of-way, denial of any additional access points to the roadway, elimination of existing access points should such opportunities arise, and the acquisition of additional right-of-way should it become available.

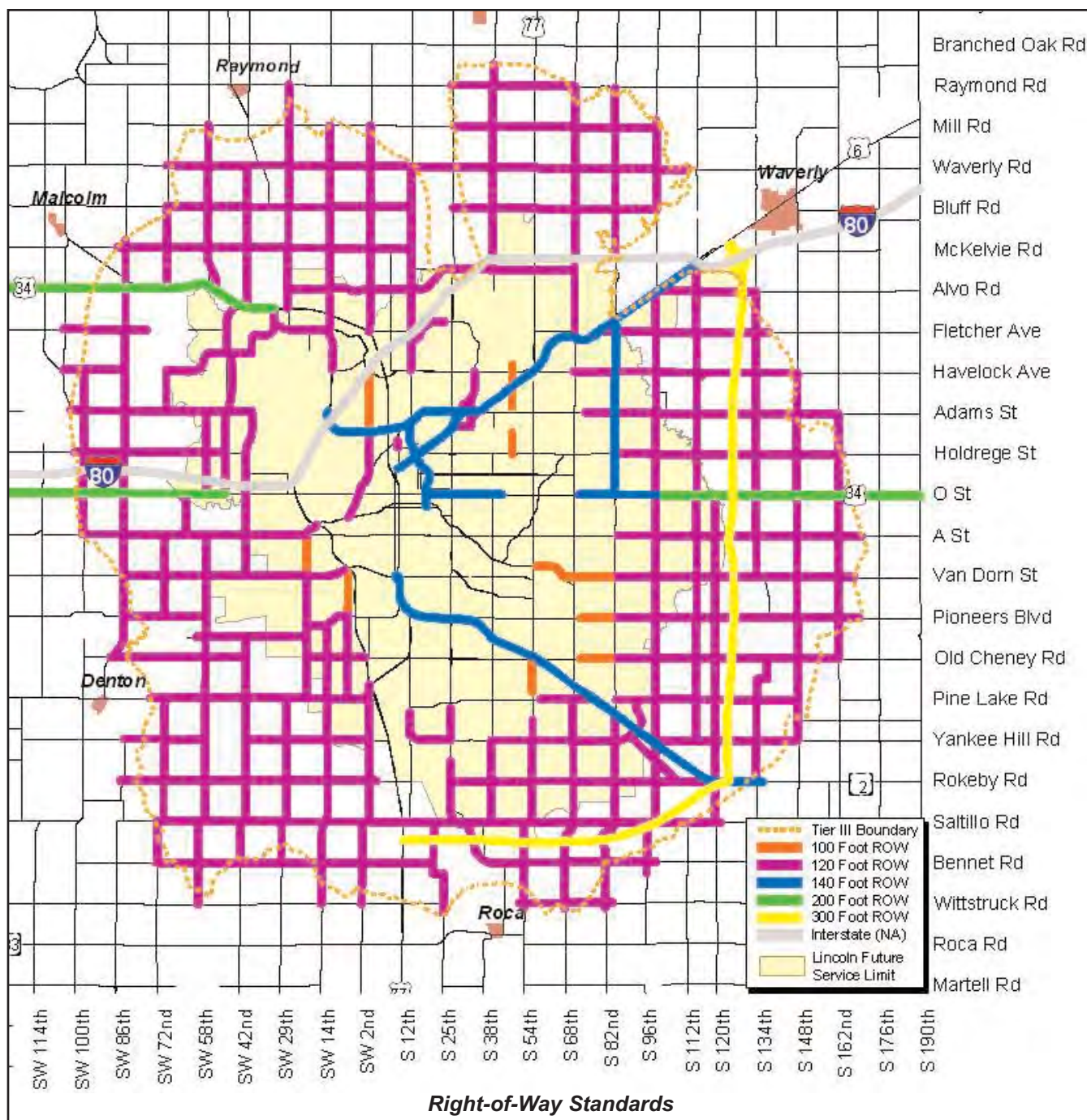
RIGHT-OF-WAY CONSIDERATION

Right-of-Way (ROW) widths for projects on the Year 2030 Street and Highway Improvements Plan are displayed on the Right-of-Way Standards Map.

Projects occurring at the intersection of two arterial streets or at locations where right turn lanes are required will warrant the further dedication of public right-of-way up to 130 feet in width for the "2+1 at 120 feet of ROW" and "4+1 at 120 feet

of ROW” projects, and 150 feet in width for the “6+1 at 140 feet of ROW” projects, for a distance extending two blocks from the centerline (approximately 700 feet) of the intersection. The length of the intersection improvement should consider the existing and proposed land uses in the general area, traffic studies, and other pertinent information. Signalized intersections occurring along an arterial but not crossing another arterial may also fall under these ROW standards. The standard applies when land uses or other factors demonstrate the need for a wider right-of-way at the location.

Within Lincoln’s future growth Tiers I, II and III, a public right-of-way (ROW) width of 120 feet for any potential future arterial street is considered the standard for this Plan. This may include, but is not necessarily limited to, the existing section and half-section line roads in these future growth Tiers. Any ROW obtained to extend or otherwise complete the section line road system in the future growth area should also be done at this standard.



There are instances — mostly but not always in newer areas — where trails are to be placed along an arterial street. This may occur in order to provide trail connections and to allow safe trail crossings at arterial streets. When a future trail or bike lane is designated along an arterial roadway then the corridor should be expanded by six (6) additional feet on the side where the trail will be located. This additional right-of-way should be obtained in advance of development.

Within the “built environment” area of the city, 66 feet of rights-of-way are typical. This is normally adequate for a two lane or a two plus center turn lane street design, which is typically 33 feet wide (back of curb to back of curb). Where impacts from even minor widening would be significant, 31 feet (back of curb to back of curb) is an acceptable width.

COUNTY RURAL ROAD SYSTEM

Improvements to the rural road system will occur throughout the county. The amount of new pavement installed will depend upon the growth in traffic and population, and the fiscal resources available in the future to make the improvements.

The future County Paved Road Network is subject to extreme impacts from the more dense development (close to the City) to those roads experiencing slow to moderate growth (generally outside the three mile limit). These impacts and the resulting improvements vary from simply grading and graveling a road to a 4-lane facility.

Road improvements for the County are triggered based upon daily traffic volumes with the amount of traffic dictating the type and degree of improvement necessary.

The first level of traffic volume is in the range of 300 vehicles per day. At this level, the County acquires a minimum of 100 feet of right of way, with additional ROW acquisition standards applying as appropriate. Once the ROW is acquired, the County then grades and installs new drainage structures. The process of grading and graveling provides a road profile that is safer and wider. This profile can accommodate the next level of improvement, which would be pavement, provided the traffic counts continue to increase to the second level.

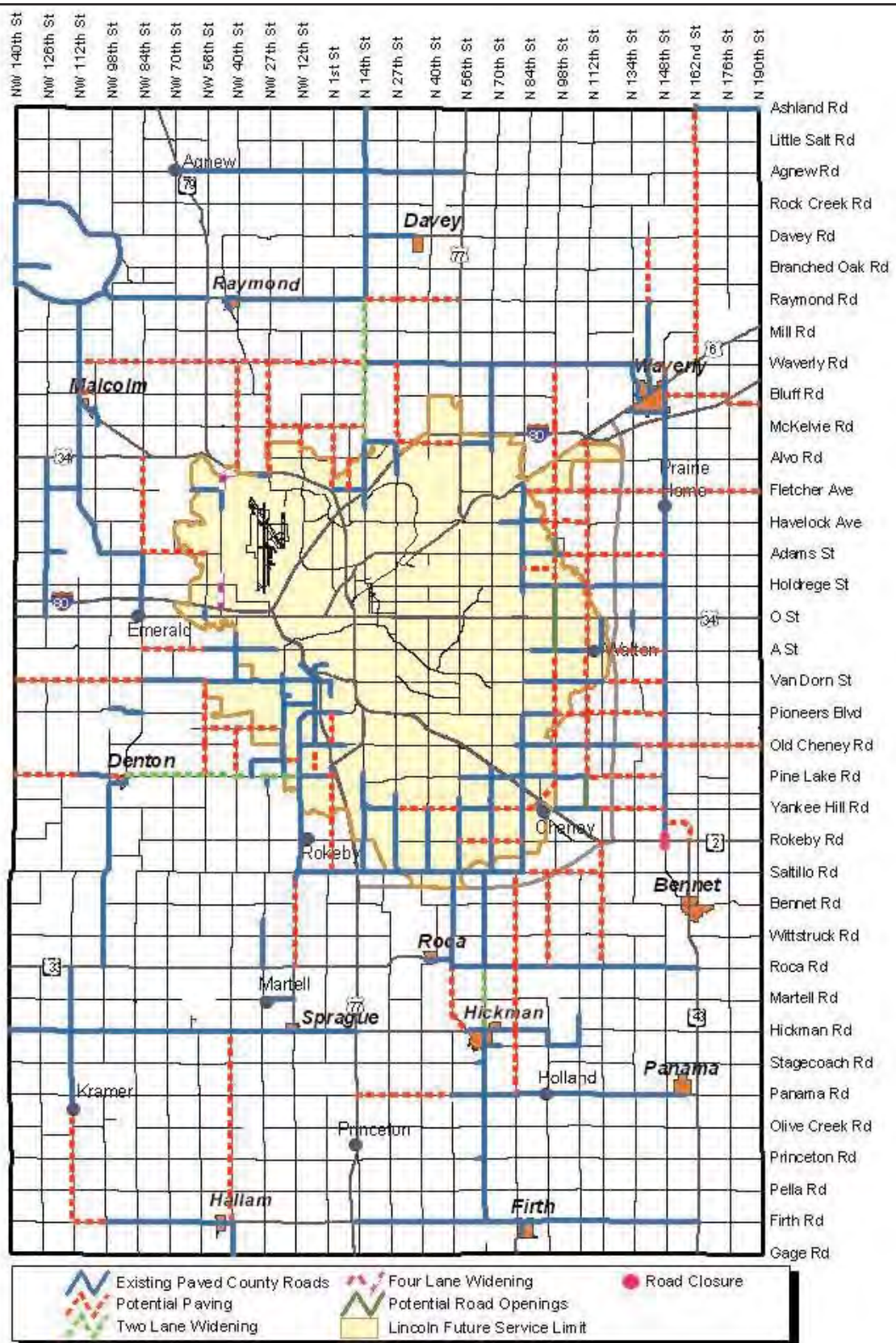
The acquisition of the required right-of-way will also preserve the future corridors for the larger and more expansive street improvements that will come with the growth of Lincoln. The second level of improvement, which is pavement, is triggered at a traffic volume level of about 400 vehicles per day. This second level should remain as an effective transportation facility, with the exception of routine maintenance and pavement overlays, until the traffic volumes reach the level of 6,000 vehicles per day. This final level would be the target for looking at the need to install a four-lane divided facility.

The County Road Plan indicates some “road widenings” for those existing two lane paved roads that are no longer adequate for today’s traffic volumes. The County’s road improvement plan also includes new railroad viaduct planned near Hickman to address increasing competition at rail crossings from both rail and vehicular traffic. New roadway openings included in this Plan provide for continuity in the road system and better serve the adjacent areas. These segments include:

- ◆ 98th Street, A Street to “O” Street
- ◆ 98th Street, “O” Street to Holdrege Street
- ◆ 98th Street, Adams Street to Fremont Street
- ◆ 112th Street, Pine Lake Road to Yankee Hill Road

This brief explanation of County road improvements and the different levels of traffic volumes that trigger those improvements is an attempt to show that, generally, there exists a fairly orderly approach to project planning, programming and completion of the appropriate improvement.

This methodical approach does, however, become threatened when development precedes the improvements and becomes the controller of priorities and the limited fiscal resources available for road improvements. New development should



Future Road Improvements in County

locate along those facilities that have already received improvements capable of supporting such development. The Future County Road Improvements Plan shows county roads which are candidates for paving in the future.

A new program adopted in 2006 is the Rural-to-Urban Transition for Streets (RUTS). Lancaster County and the City of Lincoln agree it is mutually beneficial to provide better transition from county roads located within the three mile zoning jurisdiction of the City to City streets at the time of annexation. This process provides a more useful life from the public investment in these County roads while at the same time accommodating future growth of the City by establishing right-of-way and construction standards to allow these County roads to transition from rural to urban standards without disruption to the existing through traffic and the surrounding property.

FINANCIAL ANALYSIS

Financing sources for current and planned roads and streets are chronically inadequate.

Federal transportation planning regulations call for Long Range Transportation Plans to, “include a financial plan that demonstrates the consistency of proposed transportation investments...with already available and projected sources of revenues.”

This standard – some times referred to as the “fiscal constraint requirement” – ensures a balance between the costs of proposed transportation projects in the long range plan with likely funding sources. This standard minimizes the potential for infrastructure programs being adopted that are not likely to be implemented.

As part of this comprehensive planning process, the Lincoln Public Works and Utilities Department completed a detailed review of the financial requirements needed to undertake the City’s transportation improvements. These figures show the projected revenues and expenses of \$2.43 billion respectively.

These options involve a number of additional revenue sources potentially including proposed State gasoline and City sales tax increases along with discretionary Federal and State funds likely requiring the submittal of project specific requests and the staging of improvements allowing for the incremental construction of road improvements. The combination of these factors is projected to allow for the eventual construction of the roadway program as shown in this Plan.

In the event that actual revenues fall short of projected levels, the City will need to determine which of the projects currently shown in the LRTP will be constructed after 2030. This determination will be based upon the direction the community is growing, demand for types of land uses, limitations on how certain funds may be used, and the impact of these factors on near term and long term transportation and development needs. It is envisioned that an annual determination for roadway priority that coincides with available funding will be required throughout the planning period. Therefore, the proposed roadway improvement projects identified in the LRTP should be considered as illustrative and subject to an annual determination for an implementation priority. Also, every effort will be made to leverage Federal and State Funds to augment the available local funds. Regardless of any potential funding shortfall, the City is committed to funding the operations, maintenance and rehabilitation of the existing street system.

2030 Long Range Transportation Plan Revenues/Expenditures

<i>Projected Revenues</i>	<i>Millions of Dollars</i>
1. City Road Funds (WC, WR, RR, HB, GR, IF 5% inflation factor after FY12, SO 1% inflation factor prior to adding LB904 dollars)	\$ 1,065
2. Federal Highway Funds (BR funds, PC funds no inflation factor, FA funds after 5th year constant with no inflation, CMAQ funds constant after 2nd year with no inflation, PP funding source only identified in 6 year plan.)	\$ 430
3. Other State/Federal Aid (SF and TM funds no inflation factor)	\$ 7
4. Other Funds (RTSD funds with 5% inflation factor)	\$ 145
Sub-Total	\$1,647
5. State/Federal Projects (No City Funds)	\$ 308
Sub Total including State project funding	\$1,955
6. New Funds (Proposed increases of ½ cent City sales tax and 4 cents State gasoline tax)	\$ 480
Projected Revenue Total All Funds	\$2,435
<i>Projected Expenditures</i>	<i>Millions of Dollars</i>
7. Operations & Maintenance Activity (includes street sweeping, snow removal, street maintenance & management/debt service)	\$ 562
8. City Share of Projects (includes Resurfacing/Rehabilitation and other amenities) (Roadway project estimates are 2004 year dollars non inflated)	\$ 1,565
Sub-Total	\$ 2,127
9. State/Federal Share of Projects (80% S. Beltway, I-80, W & E "O" St., Hwy. 34, Hwy. 77 Interchange and Intersection Closures, 80% Sun Valley Blvd.)	\$ 308
Projected Total Expenditures All Funds	\$ 2,435

INTELLIGENT TRANSPORTATION SYSTEM

A stated mission of the Lincoln MPO is “to advance the development and application of ITS across the region, which will increase highway safety, mobility, security, economic health and community development, while preserving the environment.”

The City of Lincoln/Lancaster County MPO since the early 1970's has stayed at the cutting edge of Transportation Technology, by deploying Generation-1 of the Computerized Traffic Control System and its associated communication infrastructure. Today the Lincoln MPO's Intelligent Transportation Systems (ITS) capabilities include video detection & monitoring; pavement & weather monitoring stations; dynamic message signs; state of the art traffic signal components to ultimately achieve a real-time traffic responsive system; emergency vehicle & railroad preemption devices; a hybrid communication system including fiber optic, broadband radio, and twisted pair cable; automated speed detection and display.

The Regional ITS Architecture for Southeast Nebraska, a requirement of TEA-21 was contracted for and managed by the City of Lincoln / MPO in close consultation with Federal Highway Administration (FHWA), Federal Transit Administration (FTA), Nebraska Department of Roads (NDOR) and Lancaster County. The final version of the Architecture was reviewed by FHWA and FTA and on 08/09/2005 was found to be consistent with their respective 'Final Rule' and 'Policy' on ITS Architecture and Standards.

The overall objective of the ITS Architecture project was to ensure that ITS investment in Southeast Nebraska, a thirteen county coalition, has common communication protocols; to avoid duplication of non-collaborative investments in infrastructure, including hardware and software; to provide the ability to share data between agencies; and to bring the region into compliance with the nationally established ITS Standards and Architecture.

A critical component of this Architecture was the stakeholder and community outreach program. This program was successful in involving over 300 individuals representing various public agencies in the region. As a result of this effort, we now have the ability and support to pursue funding and implementation of approximately 39 ITS projects. These projects are expected to enhance the safety, security, operations and economic well being of our residents and communities. The regional Architecture successfully integrates the Urban and Rural needs of this progressive region of Southeast Nebraska. It is anticipated that this outreach effort and Architecture maintenance, project funding and project implementation will continue and expand to also include the private sector. These activities are anticipated to occur throughout the 25 year planning period.

The 2005 Regional ITS Architecture report was approved and adopted by the Lincoln MPO and will remain an integral part of the 2030 Long Range Transportation Plan.

TRANSPORTATION SYSTEM MONITORING & MANAGEMENT

Effectively managing the metropolitan area's transportation system requires an ongoing program of monitoring and data collection. This monitoring and data collection program is intended to provide the community with a balanced perspective on how well the overall transportation system is performing relative to the adopted Long Range Transportation Plan (LRTP) and the future Land Use Plan.

Over the past several years, the measures used to monitor, evaluate, and manage the MPO's transportation system has been the subject of considerable dialogue between the community and staff - beginning with the Congestion Management Task Force in the mid-1990s. This continuing dialogue has resulted in a variety of parameters being used to judge the performance of the transportation system. These include travel time, average speed, intersection delay, vehicle occupancy, traffic

volumes, crash rates and other relevant measures. These measures remain an important statistical foundation upon which to build a valid process to evaluate and manage the overall transportation system.

TRANSPORTATION SYSTEM MONITORING AND EVALUATION

The City, County, and Lincoln MPO have a long tradition of monitoring the overall performance of its area-wide transportation system. As more sophisticated methods have become available, these methods have been integrated into an ever evolving monitoring strategy. As such, an extensive on-going data collection program is already in place. This program collects data on a regular basis for virtually the entire City' major street network, the County roadway system, and alternative transportation modes.

Strategies: Transportation System Monitoring and Evaluation

- ◆ Utilize an extensive array of information, data, and technologies to monitor and evaluate the performance of the transportation system on an annual basis.
- ◆ Continue to routinely collect, evaluate, and publish pertinent information for peak and off-peak conditions:
 - ◆ Travel time and average speed across entire corridors
 - ◆ Travel delay at intersections
 - ◆ Public transportation usage
 - ◆ Vehicle occupancy (screen lines)
 - ◆ Crash rates
 - ◆ Pedestrian and bicycle volumes
 - ◆ Overall traffic volumes (24 hour mechanical)
 - ◆ Volume of truck traffic
 - ◆ Turning counts at intersection (a.m., noon, and p.m. peak hours)
 - ◆ Computer simulations
- ◆ Continue to develop methods to distribute real time travel information to the traveling public. Incorporate traffic monitoring cameras and dynamic message signs to aid in congestion management.
- ◆ Routinely update tools, data, and methods to aid in monitoring the transportation system's performance.

URBAN STREET NETWORK STANDARDS

The standards used to evaluate the performance of the urban street network (a.k.a., Level of Service (LOS)) should include a range of factors. In approaching this task, the community desires to continue addressing street performance differently between the "built environment" and newly developing areas. The standards should reflect the varying character of different locations within the community and the desire to maintain the existing "feel" of the "built environment." The standards should strive to be measurable, realistic, and easy to understand. Priority should be given to real-time measurements over model estimates.

Strategies: Urban Street Network Standards

- ◆ Develop an expanded set of urban street network standards for measuring "level of service" and network performance. They should encompass a wide range of factors and seek to broaden the perspective of how level of service and network are judged. These standards are to be used in examining existing and projected (i.e. modeled) street network performance.
- ◆ The urban street network standards should build upon existing data collection and analysis practices, while striving to incorporate new and innovative information gathering and system monitoring techniques.
- ◆ Elements aiding to define the urban street network level of service should address:
 - ◆ Average speed (MPH) across an entire travel corridor
 - ◆ Volume to capacity ratio
 - ◆ Delay
 - ◆ Consistency of travel time
 - ◆ System connectivity
 - ◆ Safety (crashes)

- ◆ Access management
- ◆ Visual interest (e.g. 3-D perspective)
- ◆ Travel mode usage
- ◆ An access management document should be put together to educate and show the value and need for this program. This should help in supporting applicable standards for driveways and access points. The document should stress the importance of context sensitive design in managing and implementing roadway access standards. This includes respect for the unique character of the “built environment”.
- ◆ An appropriately-scaled broadly-based community and agency participation process must be used in conducting any studies conducted by the MPO or by individual participating agencies. Such processes are expected to include community participation in scope of work definition, data analysis, alternatives evaluation, and the selection of recommendations. The overall monitoring and evaluation process will continue through out the planning period. It should seek the involvement of applicable stakeholders using a balanced and collaborative study approach. These studies will address impacts on the community, neighborhood, and the natural and built environments, as well as the overall transportation system and the future land use plan, including its core principals and objectives.

CONGESTION MANAGEMENT AND MITIGATION

Congestion management and mitigation should remain flexible and ongoing. There should be a regular process in place to identify and respond to traffic congestion challenges. Many management and operational actions will be undertaken at the departmental level to provide the quickest possible resolution, while more serious issues may require a formal study process.

Strategies: Congestion Management and Mitigation

- ◆ Additional studies may be desirable to identify specific congestion mitigation strategies that appear most reasonable for the particular location. Where deficiencies are identified, the MPO Technical Committee may will suggest strategies for congestion mitigation. Strategies may include:
 - ◆ Intersection improvements
 - ◆ Additional turn lanes
 - ◆ Road improvements
 - ◆ Signalization improvements
 - ◆ Intelligent Transportation System (ITS) improvements
 - ◆ Transportation Demand Management (TDM) techniques
 - ◆ Alternative transportation modes
- ◆ Studies or recommendations for congestion mitigation must address as a minimum the impacts on the following:
 - ◆ Established neighborhoods
 - ◆ Homes and businesses
 - ◆ Pedestrian and bicycle safety
 - ◆ Public and private trees
 - ◆ Property values of the surrounding area
 - ◆ Access to adjacent properties
 - ◆ Cost of ROW and of purchasing properties
 - ◆ Traffic noise
 - ◆ Crash rates
 - ◆ Budgetary constraints
- ◆ Traffic monitoring cameras should continue to be placed at key locations of the street network to monitor transportation activity on a daily basis. These real time camera images are an important tool for the transportation professionals as well as a means to provide traveler information via the internet.
- ◆ Dynamic message signs should continue to be placed at appropriate locations to notify drivers of road closures and detours, allowing them to make better choices when determining their travel routes.
- ◆ Continue to develop methods to distribute real time travel information to the traveling public.

CONTINUING MONITORING AND PLANNING

The monitoring and planning of the community's land use patterns and transportation systems is an integral part of a continuing process. This process involves the periodic examination of the City-County Comprehensive Plan and Long range Transportation Plan. Amendments to these two plans - as well as related capital improvement programs and other implementation documents - are an inescapable part of this process. Such amendments help insure these plans remain current, relevant, and practical.

Strategies: Continuing Monitoring and Planning

- ◆ Develop and prepare an Annual Transportation Report. An Annual Transportation Report can provide a meaningful perspective on the performance of the overall transportation system and its relationship to the future land use plan. This Report is to be prepared under the auspices of the MPO Technical Committee and, as applicable, coordinated with any annual review of the City-County Comprehensive Plan. It shall be researched and authored by staff from a diversity of local, State and Federal agencies. The Report's conclusions and recommendations are to reflect a consensus of professional staff opinions regarding transportation and land use planning goals and practices. Recommendations may include proposals for further studies, specific projects, and/or text changes to this Plan.
- ◆ Acknowledge Transportation-Land Use Development Relationship. The success of transportation system initiatives and land use developments are closely related. Proposed changes in the City-County land use plan should be reviewed as part of the MPO's continuing monitoring and planning process. This will allow for the closer integration of existing planning and capital improvement programming process.

RAILROADS

The city and county are served by both freight and passenger rail service. There are currently a number of projects in the planning analysis, study, development or implementation stage which should reduce the rail/vehicular/pedestrian conflicts at street crossings. These projects include:

- ◆ Antelope Valley Phase I roadway, elevated intersection (Big "X") in the vicinity of N. 16th Street and State Fair Road
- ◆ Antelope Valley Phase II North 33rd Street underpass at the BNSF rail corridor south of Cornhusker Highway.
- ◆ Antelope Valley Phase II at grade rail crossing closure, on Adams Street east of 35th Street. Road closures on Adams Street, between 33rd Street and BNSF rail line and intersection modification at 35th and Cornhusker Highway.
- ◆ BNSF rail crossing at 44th Street south of Cornhusker Hwy.
- ◆ Antelope Valley Phase II roadway underpass at the BNSF rail corridor near N. 29th Street at Huntington Avenue.
- ◆ SW 40th Street roadway overpass at BNSF rail corridor, south of West "O" Street
- ◆ South 1st and "J" Street undercrossing.
- ◆ Salt Creek trail underpass at BNSF railroad, west of 1st and "J" Street.
- ◆ South 68th Street roadway overpass south of Wagon Train Road, south of Hickman at BNSF rail corridor.
- ◆ Holdrege Street at 18th Street
- ◆ BNSF crossing "A" Street west of SW 56th Street

The consolidation of railroad tracks along the southern portion of the community should be explored. A transportation corridor that also offers the potential of combining railroad activities, including the BNSF facilities along Highway 2, would increase the safety and security of our growing community. Future evaluation and use of railroad right-of-ways and tracks should consider light rail possibilities.

AIRPORTS AND AIRFIELDS

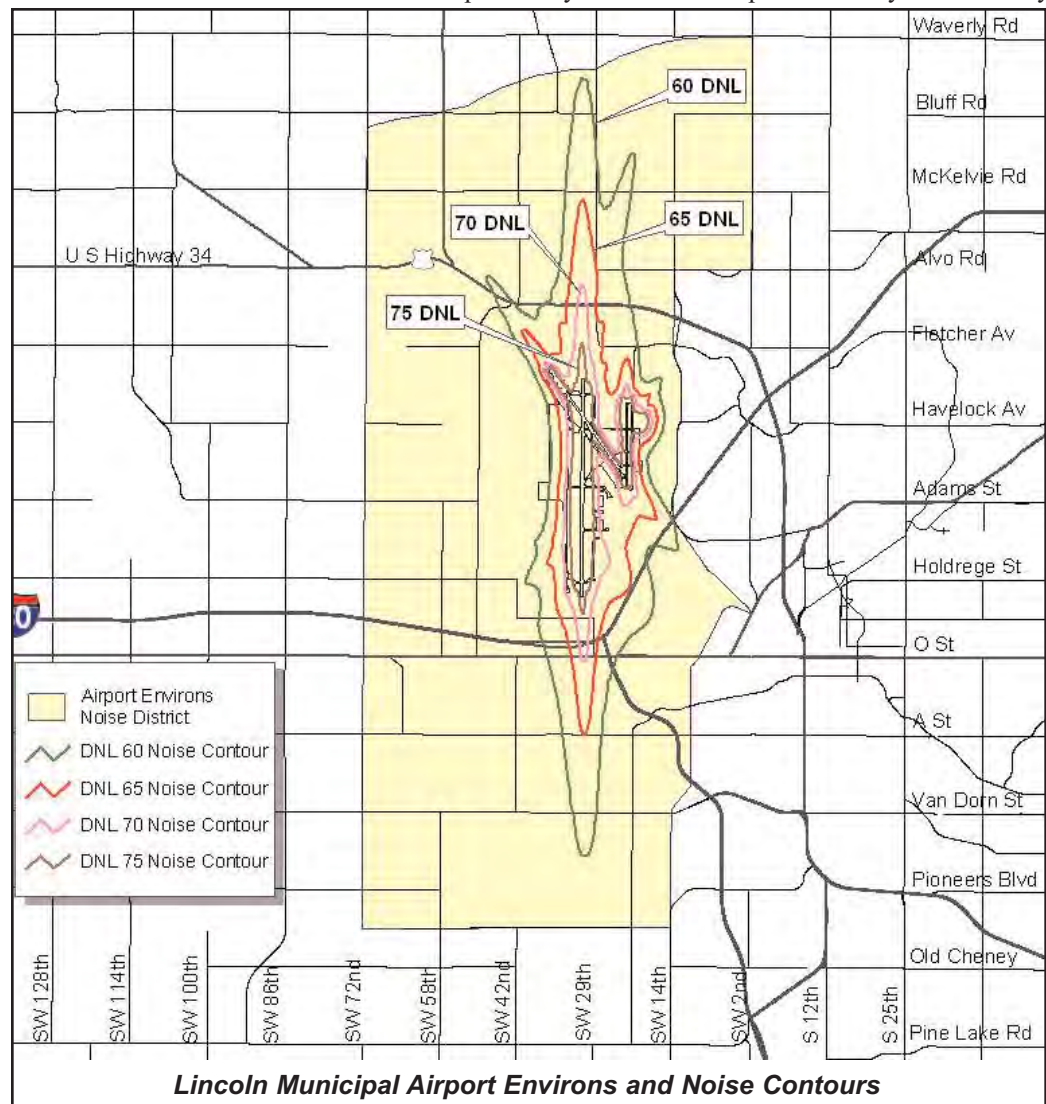
The Lincoln Airport is the principal airport facility serving the Lincoln Metropolitan Area, Lancaster County, and a significant portion of the region in the southeast area of the State. It is operated by the Lincoln Airport Authority. This facility provides a wide range of services to this region and provides essential transportation links to national and international markets. The Airport is located in the northwest part of the City of Lincoln with surface access provided by Interstate and State highways. In the transportation planning process, the ground transportation issues were evaluated. The Plan will continue to provide for a high level of access to the Airport terminal and associated facilities.

The City of Lincoln's Airport Environs Noise District and Airport Zoning Regulations have been established to ensure the balance between the airport operations and the surrounding land uses. These regulations govern land uses and structural characteristics compatible with the airport's operations to minimize negative impacts on surrounding residents and to protect the airspace around the airport.

The Lincoln Airport Authority has assessed the existing and future noise impacts, and accordingly developed noise contours for the Airport environs in a Part 150 Airport Noise Compatibility Planning Study. The study was completed in September, 2003. This study proposed measures to reduce noise and non-compatible land uses. The Comprehensive Plan will use information from the Part 150 Study to guide land use planning throughout the airport environs.

Strategies: Assess the Existing and Future Noise Impacts

- ◆ The Lincoln Airport F.A.R. Part 150 Noise Compatibility Study, was completed in 2003 and is part of the Comprehensive Plan. Recommendations of the Study may be implemented over time.
- ◆ Maintain compatible land uses and zoning within the 60 DNL and 75 DNL noise contour line.



Future Considerations

The Lincoln Airport provides essential commercial air service for the region as well as a wide variety of general aviation services to the local community. As the City of Lincoln continues to grow to the north and west, it will ultimately surround the airport. To help protect and to keep the airspace around the airport safe, and secure, the Airport Zoning Regulations ordinance will become increasingly important. To ensure that future developments are aware of their proximity to the airport and the noise issues are appropriately addressed the Airport Environs Noise District ordinance and the recommendations of the Airport Noise Compatibility Study will become very important. In order to ensure that the future development and land uses are compatible with the existing airport and its functions, following the Airport West Subarea Plan will be necessary.

- ◆ The Airport West Subarea Plan was approved in 2005 and was amended into the 2025 Comprehensive Plan. Elements of the Plan should be pursued for implementation over time.
- ◆ As a follow-on study to the Airport West Subarea Plan, additional transportation corridors around the airport, especially to the north, may be considered.
- ◆ Other future considerations include redevelopment of the Lincoln Airpark West for a variety of uses including the development of sites for rail accessible warehousing and the opportunities for air-rail-truck freight operations. While these potential developments can make the airport into an intermodal transportation hub, attention will need to be focused on mitigating conflicts between the different freight operations.
- ◆ Improving convenience of traffic circulation around the Airport would require implementation of a “loop” roadway.
- ◆ As the Airport continues to expand services to the area it may be necessary to provide mass transit from regional providers.
- ◆ As Airport services and amenities continue to expand, implementation of a strategic plan to improve access to and from the Airport will be necessary.
- ◆ As an integral part of the community the Airport needs to function as a major Transportation Hub.

AIRFIELDS

Smaller private airports and airfields are also located throughout the County. Airfields are limited by local ordinance to use by the residents of a single family home with not more than one plane. The Federal Aviation Administration encourages continuous monitoring of private air facilities and discourages the location of airfields in close proximity to homes, schools, and hospitals. The monitoring of these facilities is not only to protect areas potentially sensitive to noise, but also to provide safety and security of air space around these private airports and airfields.

GOODS AND FREIGHT MOVEMENT

Air, rail and trucking are essential components in the local economy and play a key role in the Lincoln Metropolitan Area and Lancaster County transportation system. The Transportation Plan coordinates a multi-modal effort with and between the various modes and the street and highway component of the overall transportation system.

Air, rail and trucking industries are private entities outside the purview of the City of Lincoln and Lancaster County. Future transportation planning efforts are to continue planning efforts that will further integrate freight interests into the transportation planning process.

The planning process will continue to encourage consideration of specific freight projects, including organizational and procedural issues.

Planning Policy Strategies

- ◆ Work with Nebraska Department of Roads to take a more pro-active role in analyzing freight flows and proposing specific freight improvement projects for inclusion in State Transportation Improvement Plan (STIP) and local Transportation Improvement Plan (TIP), especially freight projects of Statewide and national significance.
- ◆ Work with State and freight hauling community to examine freight flows and issues at the regional trade corridor or trade area scale.

- ◆ Build on current efforts to establish an MPO freight advisory task force. MPO should consider establishing a freight advisory committee with representatives from all appropriate modes to ensure that projects proposed by the private sector are incorporated into the planning and programming process.
- ◆ Institute a “short-range” freight transportation improvement program, listing only small projects that can be completed within 18 months, to narrow the gap between the public and private sector planning horizons.

As a component of the transportation system, freight and goods movement impacts land use. The level of impact intensifies around high traffic corridors and facilities such as rail lines, interstates and highways, airports, pipelines and freight destination areas (i.e., industrial, office and commercial centers). Planning for these elements in order to minimize negative impacts and maximize economy and efficiency requires long range planning.

Land Use Policy Strategies

- ◆ Continue the review of existing policies concerning distances (i.e., buffers) between conflicting land uses.
- ◆ Encourage the assessment of risk concerning hazardous materials and impact on land uses.
- ◆ Enhance access to the external transportation connectors (e.g., Interstate system) in order to minimize impact on existing land uses.
- ◆ Enhance the internal transportation routes (e.g. State highway and City arterials) in order minimize impact on existing land uses.

Planning Data and Analytical Tools Strategies

The data and analytical tools to conduct effective local planning are not readily available to MPOs. There are several ways to address this issue:

- ◆ Coordinate the purchase of commodity flow data from private sources.
- ◆ Develop freight analytical and modeling tools.
- ◆ Revise and re-weight project evaluation criteria to give greater recognition of and emphasis to freight projects that advance local, State, regional, and national economic development and trade strategies.

INTER-MODAL AND MULTI-MODAL FREIGHT OPERATIONS

Multi-modal and inter-modal freight delivery is emerging as an efficient system of freight delivery and holds opportunities that are increasing. New concepts are also being developed where warehouse distribution, light manufacturing, and assembly facilities are being combined with inter-modal freight facilities. This is a new era for transportation where "inter-modalism" is changing freight delivery systems and Lincoln and Lancaster County residents continue to be reliant on rail-to-truck and truck-to-rail freight transfers arriving through the only inter-modal facilities in Nebraska located in Omaha.

The advantages of an inter-modal freight center located in Lincoln are that is in the geographic center of the nation which enables it to provide access to the major mid-western markets within a single day's drive. Lincoln is located at a crossroads of three U.S. highways and a major railroad line. Interstate 80 is the nation's only coast-to-coast Interstate system where truckload service is available anywhere in the country within three days. And all domestic destinations are accessible by railway within four days.

Future transportation planning efforts should work toward decreasing the barriers that prevent the development of new inter-modal freight terminals and the planning process should do more to encourage and support the development of individual inter-modal projects by private industry.

Planning Policy Strategies

- ◆ Encourage potential individual inter-modal freight providers, the railway companies, and other public and private entities in a more pro-active role for the development of an inter-modal distribution center.
- ◆ Work together with State, County, City, Airport Authority and other public organizations in developing suitable ground access to proposed inter-modal facilities.

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INFORMATION TECHNOLOGY

This section considers the future of information technology, the role wireless telecommunications may play, and strategies for meeting the challenges information technology presents the community.

T HE FUTURE OF INFORMATION TECHNOLOGY

Information technology is subject to rapid and dramatic change. The nature of the industry continues to push the limits of the technology. Advances in the delivery of digital information and how it's used are occurring at greater and greater frequency.

An example of one trend in the information technology field is dubbed “convergence.” This occurs when various technologies are joined to create new, integrated products and services. Examples include joint GPS (Global Positioning System) receivers and data ports in automobiles to aid drivers in finding the quickest route across town; technology in cellular telephones that allow remote access to the Internet; electronic data service networks using the Internet, cable/fiber optics, and television to inform citizens of potential emergency situations in their neighborhoods; and “smart cards” providing alternative ways for retailers to serve their customers.

Another way information technology will likely reshape the future is where and how people work. The concept of “telecommuting” portends a city where people will be able to work from most any site – including their own home. Information will become the primary product. This product can be “manufactured” at sites other than traditional factories and offices. Telecommuting could thus alter when, where, and how people move about the community and go about their daily lives.

In short, information technology will shape new patterns for how the community works, travels, plays, shops, and communicates. The challenge is to anticipate and adapt this evolving infrastructure in a beneficial way – a way that supports the future described in the Comprehensive Plan's Vision.

W IRELESS TELECOMMUNICATIONS

Wireless telecommunication is part of a global information revolution. The need for additional infrastructure to support wireless facilities is expected to increase in response to rising consumer demand and new applications. This includes the growth in E-commerce and E-government, and the trend toward technology convergence. The City and County understand the importance of these technologies to the world of tomorrow and support the development of the infrastructure needed to further their use. Management of these facilities should provide flexibility and responsiveness that recognize the rapidly changing and highly competitive nature of the industry. Similarly, the placement and construction of such facilities needs to occur in a way that is compatible with the natural and built environment.

Taller, more intensive facilities should be located in commercial and industrial areas. Facilities in residential areas should be unobtrusive, of a scale consistent with the neighborhood setting, and sited in a way that does not detract from the enjoyment of the neighborhood by its residents.

STRATEGIES

- ◆ Support efforts to maintain, expand, and upgrade the community's information technology infrastructure.
- ◆ Explore efforts to increase access to information technology for all members of Lincoln and Lancaster County, especially within minority, low income, disabled, rural, and aging communities.
- ◆ Further the cooperation between the City and County and local universities and colleges in applying information technology throughout the community. This can include ways to utilize the University of Nebraska Technology Park to further access to information technology.
- ◆ Encourage the underground placement of existing wired facilities, thus supporting a more reliable information technology infrastructure.
- ◆ Continue to investigate means for enhancing the design and siting of wireless telecommunication support facilities in residential neighborhoods, as well as commercial and industrial districts.
- ◆ Promote regional cooperation in the formation of information technologies alliances.
- ◆ Endorse the on-going cooperation of City, County, and State governments to integrate information technology in the delivery of their services to the community.
- ◆ Investigate means for expanding the maintenance, development, and application of Geographic Information Systems data among public and private sector users.
- ◆ Consider ways to maximize use of the public rights-of-way and public easements that support multiple applications including infrastructure technology facilities. This can include consideration of right-of-way management for utility separation, coordination of work in the ROW, and compensation for usage.
- ◆ Seek broader use of local cable operations to promote information technology services.
- ◆ The City and County will work with government entities to facilitate access to broadband services including high speed internet, television, interactive television and similar future services. Ensuring the safety of citizens and property within the County and its incorporated area requires access to reliable and high quality wireless voice and data telecommunications. Techniques including, but not limited to, franchise and preferred service contracts, should be explored. The City and County will work with legally mandated state and federal agencies in order to achieve these goals.

COMMUNITY FACILITIES

This section reviews the projected status of community facilities during the planning period. This includes the Lincoln City Libraries, public safety (fire services and law enforcement), medical health care, and public buildings and facilities.



GUIDING PRINCIPLES

- ✦ Public buildings and structures should be well built, functional, and designed to blend attractively within the context of surrounding development or to serve as a guide for future development or redevelopment.
- ✦ Public art is an important means by which the community can strengthen a sense of place and promote a positive image.
- ✦ Libraries are important centers of activity and education, and should grow along with the community while keeping their center in downtown.
- ✦ As the community grows, law enforcement and fire services must be able to respond to changing needs in order to provide public safety services.
- ✦ Future public buildings should be designed, built, and maintained to ensure good indoor air quality to help protect the public's health.

STRATEGIES

- ◆ The Urban Design Committee should serve as an advisory board on the design of city buildings and other public projects, major public/private developments, and any private projects constructed on city right of way or other city property.
- ◆ Part of the conceptualization and design of any major public construction should be an investigation of the possibility for inclusion of public art.
- ◆ The main branch of the library should remain in the downtown area.
- ◆ Lincoln Fire Department should continue to identify needed fire facilities that will allow them to maintain a response time of 3.5 minutes or less to any area of the city.
- ◆ The location of public buildings should support the policies of the Comprehensive Plan
- ◆ 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.
- ◆ The current adult corrections facility must be addressed in the near term.

URBAN DESIGN

City government uses the volunteer advisory services of an Urban Design Committee (UDC). This is a group of design professionals and interested citizens appointed by the Mayor with the approval of the City Council. The Committee is charged with advising the Mayor, City Council, Planning Commission, city boards, and city departments on the design of city buildings and other public projects, major public/private developments, and any private projects constructed on city right of way or other city property. The Committee's intent is to make sure that new public facilities are exemplary – that they provide functional and aesthetically pleasing facilities for the public, and model good design for the private sector.

The Committee also works to publicize and reward good design, private as well as public, through an annual awards program.

The benefits of this free advice would be strengthened by including all public projects under UDC review, just as the Environs Commission reviews projects of all local and state governmental units. LES has brought projects to UDC, and Lincoln Public Schools has used the committee's input on siting communication towers. But the Public Building Commission, which provides facilities for City and County government, does not currently benefit by UDC review, although it is the major developer of local government buildings. Lancaster County, the Railroad Safety Transportation District, the Airport Authority, and other units of local government could all utilize this experienced volunteer board.

PUBLIC ART

Cities can strengthen their sense of place and positive image through promotion of artworks in public places. The Lincoln Arts Council demonstrated the power of public art through its invigorating "Tour de Lincoln" project and is promoting a downtown "art corridor" on 12th Street. The Arts Council may expand its activities in the future to assist with public art plans for downtown, Antelope Valley, and the city's key entryways.

Lincoln would improve the design of its public buildings and facilities, and expand its inventory of public artworks, by an early integration of the efforts of artists with architects and engineers on future projects. Cities like Seattle and Phoenix are more interesting places, with a stronger sense of local pride and identity, as a result of their efforts to integrate art in the design of many public construction projects. In the past, most public facilities in Lincoln were designed without opportunities for artistic expression, or with art added only as an afterthought. Local government should include artists on the design teams for major construction projects from the conceptual stage, and budget to incorporate artistic expression. The Antelope Valley Redevelopment Plan has accomplished this by including the integration of public art as an important component in the planning and design of public structures in the project area.

LINCOLN CITY LIBRARIES

As the Lincoln City Libraries plan the delivery of information services to the community, it is guided by three principles. First is the mission which has been established for the library system. Second – given that information delivery is so closely tied to information technology – is the state of technology when the demands of the community require an expanded system. Third is the geographic and population size of the community, as well as its physical layout, which are critical to planning library services.

Library services, similar to many other public services, must be provided to the "built community" regardless of how the community grows. Library planners will be carefully observing patterns of growth and development within the community. The intent will be to provide balanced, accessible service to the entire community. Neighborhood and Downtown development, transportation corridors, public school patterns, and the plans of agencies and services with which the public library system might develop partnerships will all be critical to the way in which library services will be provided for Lincoln in the next twenty-five years.



There should be an electronic library initiative among UNL, LPS, other school districts and public libraries in the County and Lincoln City Libraries to establish mutual access via the Internet to digital library assets.

Downtown is the heart of our community, and strong community facilities are essential to maintaining downtown vitality. The Downtown Master Plan has identified the importance of maintaining the location of the main library in the downtown area. Any future renovation and/or relocation plans must involve sites that maintain or augment pedestrian and mass transit accessibility and continue the main library's role as a core community facility in traditional geographic downtown.

PUBLIC SAFETY

FIRE PROTECTION

Lincoln Fire Department



The Lincoln Fire Department anticipates the need for additional fire stations to service the City's projected expansion during the 25 year planning period.

These new stations would house a variety of "Fire and Rescue" and "Emergency Medical" units. In general the new facilities would be placed in growth areas to the north, east, southeast, south, and southwest. No specific locations have been identified for these possible stations in the Comprehensive Plan. The Department also routinely monitors the response time of all existing stations. Changing development patterns or other conditions may warrant the relocation of these stations.

Rural Fire Districts

The 17 rural volunteer fire departments will continue to see increasing challenges. As growing population in the small towns, villages, and rural areas, as well as increased traffic, will continue to create demands for fire and emergency services. The physical growth of the City of Lincoln will cause changes to the character of some areas and to the tax base of many districts. An expansion of the requirements to meet the evolving fire needs in the rural areas, such as fire ponds and dry hydrants, should be investigated.

LAW ENFORCEMENT

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. The overall increase in population in the city and county will increase the demand for police and sheriff services in the urban, small town, and rural areas.

The opening of the "Hall of Justice and Law Enforcement Center" in the year 2000 placed both operations within a single facility. This renovated facility at 575 South 10th Street in Lincoln is an example of the cooperation exhibited by the city and county in furthering the efficient delivery of governmental services to the community. 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.

Adult Detention Facility

The current County adult corrections facility is located next to the "Hall of Justice and Law Enforcement Center". Planning has taken place for the building of a new jail facility on a site which should allow the County to accommodate the projected increase in future inmate numbers. The new facility is anticipated to be built in the near term on a site located at the corner of S.W. 40th Street and W. O Street.

MEDICAL HEALTH CARE

Currently, Bryan LGH West and St. Elizabeth's Hospitals are undergoing significant expansions. The Bryan LGH East campus and Madonna Rehabilitation hospitals also recently underwent major renovations and construction as well. These four campuses, located near existing residential neighborhoods are expected to remain the vital core to health care services in the county and region. It is important to Lancaster County citizens and other surrounding areas to develop Lincoln as a major network of quality regional health care services at reasonable costs.

Hospitals represent one of the highest and most important community service land uses. Further construction on these campuses in the future is likely. Any hospital expansion will need to take into consideration the impact on the adjacent neighborhoods. Hospitals are planning on using parking garages and multi-story construction in order to maximize the use of the land.

The Veterans' Medical Center at 600 South 70th Street was established in 1930. For over seven decades the handsome complex of Colonial style buildings has served veterans throughout the region. The buildings and grounds are eligible for listing on the National Register of Historic Places. The site is an important part of the history of Lincoln and Lancaster County.

The Veterans' Center faces an uncertain future. If the federal government deems that its current hospital use is to be discontinued, then any redevelopment of the site (including the site of the former residence on the grounds) should be done in a manner that respects the character of the historic property and adjacent neighborhood.

Another major factor in health care is the expansion of medical office space throughout Lincoln. Recently, new medical office buildings have been constructed in both the southern and northern portions of the city. This trend is likely to continue into the immediate future as the demand for health care services increases as a result of the community's growing and aging population base.

The Community Mental Health Center of Lancaster County (CMHC) operates from multiple service sites around Lincoln, serving mental health needs of persons in Lancaster County. The Crisis Center Program serves all of Southeast Nebraska for emergency protective custody evaluations out of the main site at 2200 St. Mary's Avenue. Continued population increases in Lancaster County and Southeast Nebraska have meant increased demand for mental health services provided both at the main facility and in program satellites.

OTHER PUBLIC BUILDINGS AND FACILITIES

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, care should be taken by those public officials making these decisions that the Vision of this Plan is recognized and respected. This may include 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.

Of particular note to local government operations is the Lincoln-Lancaster County Public Building Commission. This entity was established in 1991 to oversee any buildings, structures, or facilities used jointly by the City and County for a public purpose. The Commission consists of five members – two from the City Council, two from the County Board, and a fifth member chosen by the other four members. The Commission currently has responsibility for eleven buildings:

- ◆ 233 South 10th St. Building
- ◆ Hall of Justice
- ◆ K Street Complex
- ◆ City-County Health Department
- ◆ Northeast Senior Center
- ◆ Health Annex
- ◆ County-City Building
- ◆ Election Office Building
- ◆ Downtown Senior Center
- ◆ LPD North Station

PARKS, RECREATION & OPEN SPACE

This section examines the principles and specific strategies that will help guide the further enhancement of regional, community and neighborhood parks, community and recreation centers, swimming pools, an ice arena, open space and greenway linkages, and the urban forest.



GUIDING PRINCIPLES

- ✧ It is recognized that parks and open space enhance the quality of life of the community's residents and are central to the community's economic development strategy (i.e., the community's ability to attract and retain viable business and industry is directly linked to quality of life issues, including indoor and outdoor recreational opportunities).
- ✧ Signature landscapes are defined as those areas and natural features that are unique to Lincoln and Lancaster County, and residents and visitors therefore directly associate these areas and features with the identity of the community. Acquisition and development of parks and open space areas should conserve and enhance these areas and features.
- ✧ It is important that the community continue to acquire parkland and conserve open space areas commensurate with expanding development and population growth. The responsibilities for acquisition and development of parkland, and conservation of open space must be shared among many cooperating partner agencies and organizations.
- ✧ Comprehensive and adaptive systematic urban forestry management approaches are needed to sustain the structure (e.g. number of trees, sizes, species composition, and tree location) health, and benefits of our urban forest. It is essential that adequate human and financial resources be allocated and specifically dedicated to sustaining our community's expanding public green infrastructure in conjunction with increasing development and population growth.
- ✧ Public and private partnerships are important in the development of recreational opportunities and the preservation of environmental resources that bring a high quality of life to the City and County.



REGIONAL PARKS

DESCRIPTION

Regional parks are large tracts of land that encompass special or unique facilities and features that are of interest to the diverse groups throughout the community. Sites offer opportunities for a variety of activities, a portion of which are generally centered around natural or environmental features. There is generally an emphasis on preserving natural landscape features as an important element of park design. Regional parks primarily provide opportunities for day use activities that may include community festival/gathering spaces, picnicking, hiking, sports, fishing, canoeing and boating, and environmental interpretation and appreciation. Fields and courts for organized sports activities may be secondary uses.

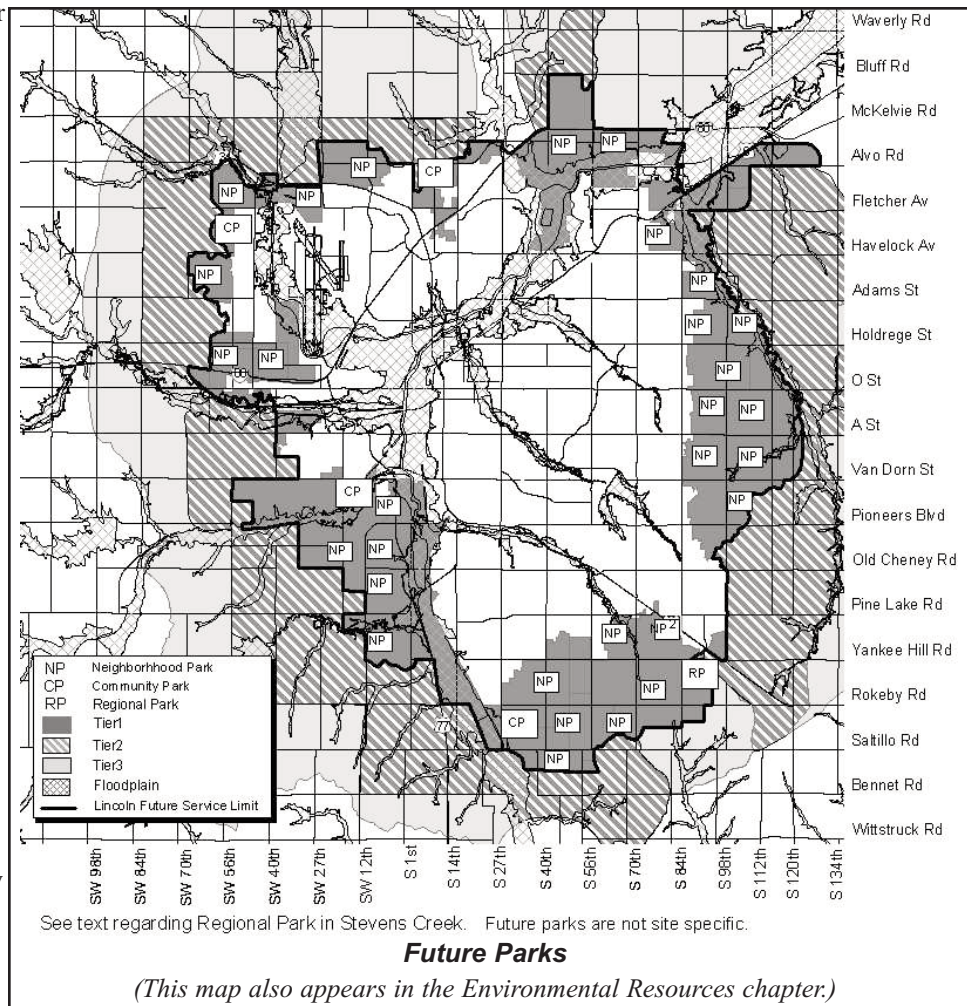
SERVICE AREA

Regional parks provide recreation opportunities of interest to diverse groups throughout the community, and may attract visitors from outside the immediate area.

OTHER LOCATION AND DESIGN CRITERIA

Jensen Park, located southeast of Yankee Hill Road and South 84th Street was acquired with the intent of development as a regional park facility in the future. In addition, acquisition of a new regional park site in the eastern portion of the Stevens Creek Basin is anticipated. Acquisition and development of additional regional parks within the future urban area associ-

ated with Lincoln during the 25 year planning horizon is not anticipated. Rather it is anticipated that the City will 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. Ultimately public park areas around the Salt Valley Lakes may gradually transition from management by the Game and Parks Commission to management by the City as the surrounding area urbanizes. Similarly, some sites presently managed by the Lower Platte South NRD may transition to management by the City as the surrounding area urbanizes. Efforts should be made over time to provide trail access to the Salt Valley Lakes and other natural resource sites via connections to the Salt Valley Heritage Greenway and associated tributary stream corridors.



STRATEGIES

- ◆ Continue to enhance opportunities for interpretation of native landscapes and eco-systems indigenous to eastern Nebraska through acquisition of additional parcels for buffering and enhancement of visitor facilities at the Pioneers Park Nature Center.
- ◆ Explore opportunities to provide enhanced water recreation activities at Holmes Lake in Holmes Park.
- ◆ Develop Jensen Park as a regional park as the surrounding area is urbanized and funding is available. The land should remain in agricultural use in the interim.
- ◆ 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.
- ◆ Identify and acquire a regional park site for the future development in the eastern portion of the Stevens Creek Basin.
- ◆ Develop Union Plaza as a regional park in conjunction with the Antelope Valley waterway and as public-private partnership funding is generated.

COMMUNITY PARKS

DESCRIPTION

Community parks are comprised of sites that are thirty to fifty acres and are readily accessible from arterial streets and commuter/recreation trails. Community parks may include 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, off-street parking, swimming pools, and recreation centers. Community parks often include activity areas consistent with those located in neighborhood parks. As a result, community parks may serve as the neighborhood park for surrounding residential areas.

SERVICE STANDARD

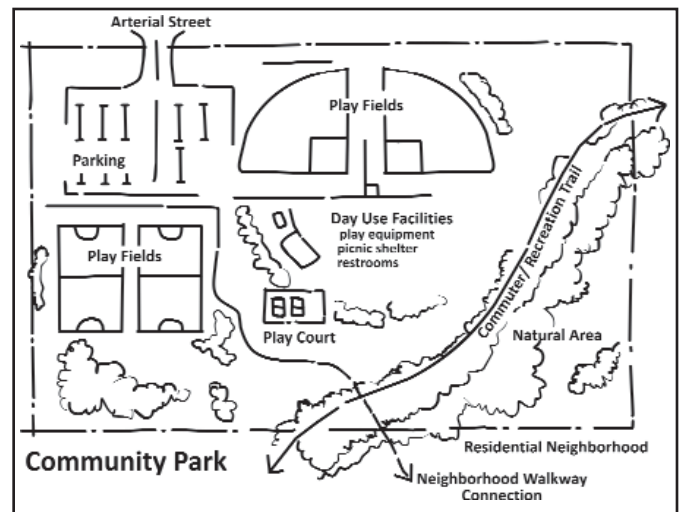
1.5 acres of community parkland per 1,000 residents.

SERVICE AREA

Approximately 2 mile radius in the urban area.

OTHER LOCATION AND DESIGN CRITERIA

- ◆ Locate community parks on a collector or arterial street to accommodate automobile access and parking. Park sites shall also be readily accessible by pedestrians and bicyclists from a commuter/recreation trail.
- ◆ Locate community parks adjacent to middle schools where possible.
- ◆ Community parks shall be adjacent to greenway linkages.
- ◆ Provide buffering between community park activities and adjacent residential areas to minimize traffic and noise impacts.
- ◆ Design standards for field and parking lot lighting should seek to minimize glare, light spill-over onto adjacent properties, and impacts on the dark night sky.
- ◆ Select sites for community parks that allow for multiple functions, such as storm water management or habitat conservation.
- ◆ Establish Youth Baseball/Softball complexes as part of community parks throughout the city. Partnerships should be formed with the youth baseball organizations and Lincoln Public Schools for maintenance of utilization strategies.
- ◆ Create pedestrian connections between surrounding residential development and neighborhood-related park features such as playground and park shelters.



STRATEGIES

- ◆ Acquire and develop community park sites through regular “quality of life bond” issue initiatives and capital improvement program allocations.

NEIGHBORHOOD PARKS

DESCRIPTION

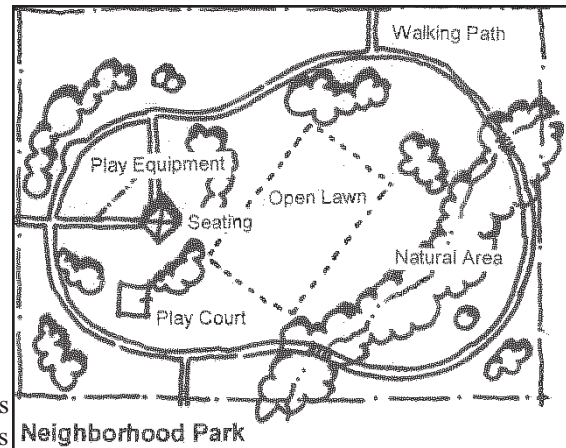
Neighborhood parks are comprised of sites that are approximately eight to twelve acres and are centrally located within areas of residential development. Typical activity areas include playground equipment, open lawn area for informal games and activities, play court with a single basketball goal for informal games, seating, and walking paths.

SERVICE STANDARD

Two acres of neighborhood parkland per 1,000 residents.

SERVICE AREA

Approximately ½ mile radius in the urban area; neighborhood parks are anticipated to generally be located within the center of each mile section.



OTHER LOCATION AND DESIGN CRITERIA

- ◆ Locate neighborhood parks close to the center of residential areas and within walking distance of a majority of residents. Park sites should be readily accessible by pedestrians and bicyclists.
- ◆ Locate neighborhood parks adjacent to elementary schools where possible.
- ◆ Locate neighborhood parks adjacent to greenway linkages where possible.
- ◆ Locate park sites where residents living in surrounding homes can view activities in the park to provide for informal supervision.
- ◆ Where possible, select sites for neighborhood parks that allow for multiple functions, such as storm water management or habitat conservation.

STRATEGIES

- ◆ Identify opportunities to acquire and develop neighborhood parks in established neighborhoods that are deficient in neighborhood park resources.
- ◆ Continue joint planning activities between the City of Lincoln and Lincoln Public Schools for selection and acquisition of future school/park sites.

COMMUNITY RECREATION CENTERS & RECREATION ACTIVITY CENTERS

DESCRIPTION

“Community recreation centers” are dedicated multi-purpose facilities designed to accommodate a variety of recreation, social and human service programs serving multiple generations. Community centers are approximately 24,000 to 30,000 square feet in size and include a gymnasium. Community centers should be designed and programmed to offer programs by a variety of agencies and organizations based upon identified needs within the associated service area.

“Recreation activity centers” are anticipated to be dedicated spaces within schools intended to house staff and equipment storage associated with recreation and human service programs offered in the associated school buildings. These dedicated spaces would be approximately 2,000 square feet in size and integrated into the overall design and layout of each school building. It is anticipated that programming would occur outside of regular school hours in multi-purpose spaces such as gymnasiums or cafeterias.

SERVICE STANDARD

There should be a community recreation center or recreation activity center located at each new elementary school, and a recreation activity center located at each new middle school.

SERVICE AREA

Approximately a 2 mile radius in the urban area.

OTHER LOCATION AND DESIGN CRITERIA

- ◆ Community recreation centers should generally be located at elementary school sites co-located with neighborhood park sites. Community recreation centers may also be freestanding in community park sites, if determined to be the most suitable location for providing services to the surrounding neighborhoods.
- ◆ The City shall develop a plan for future placement and development of community recreation centers and recreation activity centers in cooperation with other recreation, human and social service organizations within the community. This plan should capitalize upon opportunities for partnerships with other agencies and organizations, and should seek to make the best use of resources within the community. It is anticipated that some community recreation centers and recreation activity centers will be developed and operated by Lincoln Parks and Recreation, and others will be developed and operated by other community organizations such as the YMCA.
- ◆ The City and Lincoln Public Schools should continue to coordinate planning activities such that consideration is given to integrating community recreation centers and recreation activity centers with new elementary and middle schools as they are developed.
- ◆ Locate community recreation centers where they will be accessible by commuter/recreation trails.



STRATEGIES

- ◆ Develop a plan with other interested agencies and organizations for future development and operation of community recreation centers and recreation activity centers.
- ◆ Coordinate planning efforts with Lincoln Public Schools to ensure that funding is available for construction of community recreation centers and recreation activity centers in tandem with new elementary and middle schools.
- ◆ Replace Air Park Recreation Center with a new facility at a school in the Air Park area, at such time as Arnold Heights Elementary School is renovated or replaced.

SWIMMING POOLS

DESCRIPTION

These are facilities developed to provide opportunities for water recreation activities. The most recently constructed outdoor swimming pools (Highlands Pool and University Place Pool) are designed as “pool in a park” facilities. These pools feature zero depth entry, interactive water features and a deep well for diving activities.

OTHER LOCATION AND DESIGN CRITERIA

Attendance at swimming pools reached a peak in the 1970’s and has been declining in spite of increasing population in the community and construction of additional swimming pool facilities. The City aquatics program currently recovers approxi-

mately 40 percent of its operating costs, thus the program is subsidized by general tax revenue sources. The City should maintain its commitment to outdoor water recreation activities, however no additional neighborhood swimming pools should be constructed in the future. New facilities should be located and designed to serve quadrant areas of the community in the future. New swimming pool facilities should be readily accessible by pedestrians and bicyclists.

STRATEGIES

- ◆ 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.
- ◆ Continue to enhance Star City Shores.
- ◆ Consider development of one new outdoor family aquatics center to serve residents living in the southeastern area of the community. The facility should be developed at a community park location and be sized to accommodate 600 to 800 visitors.
- ◆ Investigate opportunities to develop a year-round (i.e., indoor/outdoor) competition and leisure pool facility.
- ◆ Relocate Kuklin Pool to a location north of “O” Street to provide better access to residents living in the Malone, Hartley and Clinton Neighborhoods.

INDOOR ICE ARENA

DESCRIPTION

An indoor ice arena is designed to house one or more indoor ice rinks and associated mechanical systems and activity areas. A variety of ice recreation activities are offered including ice hockey league sports, figure skating training, public skating, and ice sports camps.

SERVICE STANDARD

A feasibility study completed in 2001 identified the need for at least one additional indoor ice rink based on population and demographic information.

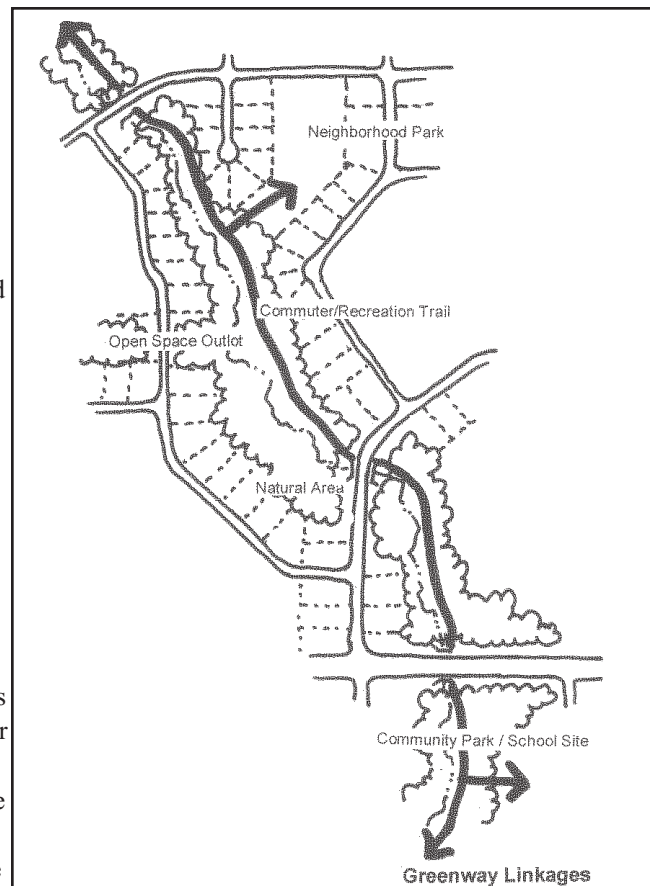
STRATEGIES

Investigate opportunities to partner with community groups and organizations and the private sector to develop an indoor ice arena to support public ice recreation activities.

OPEN SPACE AND GREENWAY LINKAGES

DESCRIPTION

Open space and greenway linkages are a system or network of areas preserved in an undeveloped state due to unique natural attributes, such as floodplains and associated riparian areas, saline and freshwater wetlands, and native prairies. Some areas may be protected through conservation easements that allow for compatible land use activities such as row crop farming or pasturing. Fee simple title may be acquired for other areas that are best maintained in a natural state due to particularly sensitive features (e.g., rare or sensitive habitat areas), or that have value



for resource-based recreation activities (e.g., hiking, interpretive activities, wildlife viewing). The local and regional commuter/recreation trail system should be integrated with the greenway linkages.

OTHER LOCATION AND DESIGN CRITERIA

- ◆ Criteria and priorities should be developed to determine land areas that are most appropriately acquired and managed by a public agency.
- ◆ An organizational structure involving public agencies and private organizations should be developed to coordinate land conservation activities.
- ◆ Private organizations should be encouraged to participate in land conservation activities.
- ◆ Planning for commuter/recreation trails should utilize greenway linkages.

STRATEGIES

- ◆ Formalize cooperative agreements between the City of Lincoln, Lancaster County and the Lower Platte South Natural Resource District regarding planning, acquisition and management of open space and greenway areas.
- ◆ 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 so as to realize multiple benefits.
- ◆ Establish an organizational structure for coordination of open space conservation activities between public agencies and private organizations.
- ◆ Encourage development of a private land trust organization.
- ◆ Identify open space areas that are particularly valued by community residents for rare or unique attributes and establish quantifiable development regulations utilizing a balance of incentive and mandatory measures.



URBAN FOREST

DESCRIPTION

The native landscape of the region surrounding Lincoln is tall grass prairie. The trees that shelter homes from the elements, purify the air, provide wildlife habitat, stabilize the soil, and define the character of neighborhoods and business areas have all essentially been planted and nurtured. It is recognized that trees, both occurring naturally and planted and managed, are essential to the quality of life of residents and the character of the community.

OTHER LOCATION AND DESIGN CRITERIA

Lincoln’s urban forest shall be recognized as a valuable and essential component of our infrastructure for planning, management, economic and budgetary purposes. All management and design decisions concerning our public and private infrastructure shall take into consideration what impact they will have on our urban forest.

STRATEGIES

- ◆ The physical, financial, and human resources within our city government and community shall be fully optimized to effectively sustain and manage our public tree infrastructure.
- ◆ Our urban forest will be composed of a thriving and sustainable mix of tree species and ages that creates a contiguous healthy ecosystem.
- ◆ All trees on city property will be systematically and proactively maintained according to accepted professional standards and on an established schedule.
- ◆ Our public tree infrastructure will be valued and properly cared for by the city and its citizens as a vital environmental, economic and community asset.

- ◆ Commitment to replanting street trees that have been removed but not replaced due to budgetary constraints shall be a priority to reduce gaps in the streetscapes of residential areas throughout the city.
- ◆ Establish a complementary balance between our green and gray infrastructures to maximize city assets and minimize environmental degradation.
- ◆ Define and designate our urban forest as a valuable component of our public infrastructure for both planning and budget purposes.
- ◆ Establish a tree canopy goal or target for our urban forest using policies, procedures, priorities, and dedicated resources.

HISTORIC & CULTURAL RESOURCES

This section describes principles and strategies intended to preserve the cultural and historic resources that give the community a unique identity, while weaving them into the ever changing fabric of the city.



GUIDING PRINCIPLES

- ✧ By exercising stewardship of city and county historic resources, support the community's distinctive character and desirable quality of life for current residents and for future generations.
- ✧ Public property, especially publicly owned historic property, is a community trust and should be maintained, preserved, and utilized in an exemplary fashion. Most historic property is and should be privately owned and maintained.
- ✧ As our understanding and appreciation of our community's history increases, a wider scope of historic research will be needed and a wider range of historic resources should be identified including both diverse standing structures, distinctive neighborhoods and regions, modified landscapes, and buried cultural materials.
- ✧ The demolition of significant historic properties and destruction of other sites and distinctive neighborhoods diminishes the character of our community. The Plan encourages the continued use and maintenance of historic resources, including properties not formally designated as landmarks.
- ✧ 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.
- ✧ 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. The community should continuously monitor and improve local programs and regulations, especially working to balance conflicting regulations that may threaten historic resources. City and county governmental policies should provide for the protection and enhancement of historic resources.



STRATEGIES

Expand the community's historic preservation program to include Lancaster County through interlocal agreements among 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.

Continue to identify and maintain high value Capitol View Corridors and protect those views through regulations and guidelines. 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 affect upon the view.

Conduct a county-wide survey to create a list of all historic sites and resources.

Seek incentives and regulatory support for the rehabilitation of existing buildings in order to make it more feasible to rehabilitate and continue to use older buildings.

Strengthen historic preservation ordinances and the Historic Preservation Commission for the purpose of protection of historic buildings.



Work to resolve conflicts between regulations that threaten historic resources, such as zoning designations in historic districts that do not align with original or current land use patterns.

Adopt as public policy the careful stewardship of significant, publicly owned historic resources, including a full and open examination of alternatives when major alterations or demolition are considered. Designation of such resources under the preservation ordinance would demonstrate leadership and standardize review of proposed changes.

Continue to inventory, research, evaluate, and celebrate the full range of historic resources throughout Lancaster County, collaborating with individuals, associations, and institutions, and designating landmarks and districts through the local preservation ordinance and the National Register of Historic Places.

Continue the educational outreach effort of the historic preservation program through tours, publications (including the City/County website), and presentations, to share the results of historic preservation and research with the broadest audience of residents and visitors.

Monitor local preservation efforts and local, state, and federal incentive programs, seeking to improve and apply the most effective tools for preserving, maintaining, and utilizing historic resources as active components of the community.

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.

Support and participate in neighborhood, community, and statewide groups interested in historic preservation.

Discourage destruction of buried cultural resources either by vandals, looters, or insensitive construction.

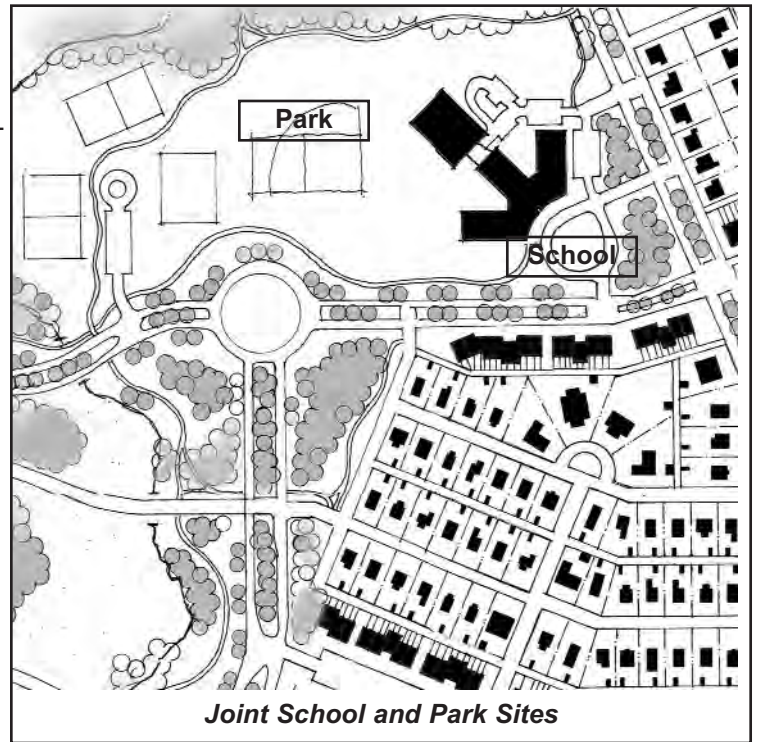
EDUCATION

This section looks at the future educational facilities throughout the city and county, and addresses a series of principles and strategies to be pursued in meeting the community's future educational needs.



GUIDING PRINCIPLES

- ◆ Encourage cooperative planning and site development between the City and public and private educational institutions.
- ◆ Continue to coordinate development proposals with all the school districts in the County.
- ◆ Lincoln Public Schools shall be the only public school district within the City of Lincoln. The Lincoln Public School boundary will continue to expand as the city limits of Lincoln expand.
- ◆ Elementary and Middle schools should be sized and located to enable children to walk or bicycle to them. Child care centers should be located within neighborhoods and near schools and parks when possible.
- ◆ The image displays how the joint school and park sites principles might work together in future neighborhoods. This principle has already been applied in areas of Lincoln, such as the Eastridge Elementary/ Taylor Park in east Lincoln or Humann Elementary / Cripple Creek Park in southeast Lincoln. Joint facilities should be planned with all new school facilities and during renovation projects when feasible.



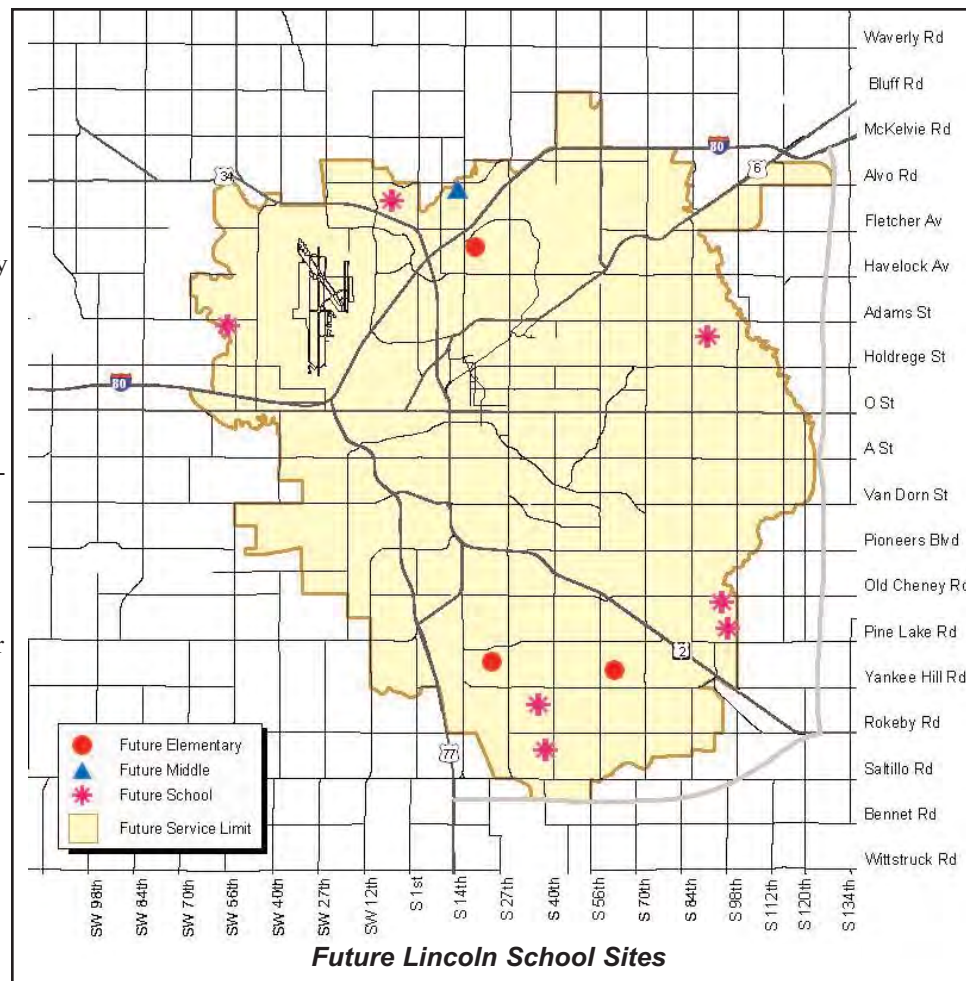
LINCOLN PUBLIC SCHOOLS

LPS currently owns property for potential school sites that was acquired to support the future development shown in the City-County Comprehensive Plan. Staff from LPS and City departments continue to work together to identify potential schools sites that meet the needs of the Plan.

Lincoln Public Schools has made a substantial investment in renovating and improving existing schools throughout the

Lincoln area. For example, between 1987 and June, 2000, LPS spent over \$64 million on improvements to 25 older elementary and middle schools. In addition, 4 new schools, and renovations and additions to numerous existing schools, were approved by a bond issue in 2006.

In May 2003 LPS completed a 10 year master plan to address the space needs for renovation and new construction of facilities within the district. In addition, the Student Housing Task Force completed a 10 year plan, which was adopted by the LPS School board in December 2005 as part of their 10 year plans. LPS will use both plans as a guide as it annually develops renovation and construction plans. The Student Housing Task Force Report and the LPS Master Plan are adopted as approved components of the Comprehensive Plan and will provide direction for future actions and serve as the basis for facilities planning and improvements.



Numerous schools that were 50 or more years old have received new additions such as library/media centers, gymnasiums, or classrooms. LPS has also been actively removing asbestos and making improvements during renovations such as updating heating and cooling systems. This commitment to maintaining older schools is critical to maintaining the vitality of the surrounding neighborhoods. Schools continue to serve as the heart of many older neighborhoods.

In the past few years, LPS has faced significant financial challenges in funding the operation of existing schools. As the community grows, new elementary, secondary, and high schools will be needed during the planning period. Funding for new schools will be necessary in order to avoid overcrowding existing schools. Several elementary schools built within the past ten years are already at their capacity.

RURAL SCHOOL DISTRICTS

There are many challenges facing the 12 public school districts serving residents of Lancaster County.

All face financial hurdles in their ability to serve their students. Several school districts, most notably Waverly School district will also be impacted by expansion of the Lincoln city limits. LB 126 of 2005 consolidated six small Lancaster County school districts into adjacent K-12 Districts. With the repeal of LB 126 by the voters of Nebraska in November of

2006, school organization in Nebraska will likely continue to evolve.

The City, LPS and each school district impacted will need to coordinate efforts in the future.

Rural school districts also need to plan to accommodate areas designated for acreage residential development. Acreage residential areas provide additional tax revenue, but also the need for more financial resources in order to provide additional transportation services and educational facilities. Grouping acreage residential areas into predesignated areas allows for rural school districts to be able to plan for adequate transportation and educational services in advance of development.

PRIVATE AND PAROCHIAL SCHOOLS

Additional private and parochial schools are also anticipated during the planning period. The Catholic Diocese has several sites for potential future schools. The City should work with private entities to coordinate development and infrastructure plans around new school sites.

While these public and private institutions are governed separately from the Lincoln City Council and Lancaster County Board, there are significant opportunities to work together toward common and mutually beneficial goals.

COLLEGES AND UNIVERSITIES

The University of Nebraska at Lincoln (UNL) will continue to be a major educational resource and employer in the community. UNL prepares campus master plans designating areas for future campus development and expansion. UNL is also a partner in the Joint Antelope Valley Authority which will be redeveloping land adjacent to the Downtown campus.

Nebraska Wesleyan University (NWU), Union College, and Southeast Community College also have significant campuses in Lincoln and are major educational resources for the community. Each institution has the potential to further integrate with and benefit from interaction with the surrounding neighborhoods and the community as a whole. The future boundaries and development of NWU is part of the “North 48th Street/University Place Plan: Neighborhood Revitalization & Transportation Analysis, adopted in 2004.” Joint efforts with each institution are encouraged in the future.

STRATEGIES

- ◆ Promote the development, design, and use of public and private facilities to assure cooperative planning and maximum utilization, when appropriate. Encourage joint school and park facilities, wherever possible.
- ◆ Schools are vital to the preservation of existing neighborhoods and every effort should be made to enhance and retain ‘neighborhood schools.’
- ◆ Support the necessary expansion of education facilities while remaining sensitive to the surrounding neighborhoods.
- ◆ Provide universities, colleges, and the community with a means by which university research findings can move easily into the commercial world for economic development.
- ◆ Coordinate school site selection with subarea plans and with community open space and trails system. Develop new schools on sites where they serve as the heart of the neighborhood.



- ◆ Coordinate plans of Southeast Community College with future land development immediately to the east to ensure that new development is compatible and provides employment and housing opportunities for students.
- ◆ Coordinate neighborhood revitalization and transportation plans for the surrounding areas with Nebraska Wesleyan University, Union College and Hamilton College.

FINANCIAL RESOURCES

This section focuses on capital improvements and provides principles and strategies for the financing of urban and rural infrastructure improvements. It is important to remember that capital improvement costs do not reflect long term operating costs which also must be taken into account.



OVERALL GUIDING PRINCIPLES

- ✧ There needs to be a balance between new infrastructure in developing areas and the improvements and maintenance needs of the existing community. The City and County need to adequately fund infrastructure maintenance and improvements in existing towns and neighborhoods, while adequately funding our infrastructure needs for our community's growth.
- ✧ The City and the County will work cooperatively in as many areas as possible in order to provide services in the most efficient manner possible.

GUIDING PRINCIPLES FOR FINANCING RURAL INFRASTRUCTURE

- ✧ New acreage residential will be grouped together in a specific area to enable services to be provided more efficiently, such as reducing the amount of paved roads, fewer and shorter school bus routes and more cost effective rural water district service.
- ✧ Direct and support residential, commercial, and industrial growth to incorporated cities and towns in order to maintain a tax base for the services and utilities in the towns.

GUIDING PRINCIPLES FOR FINANCING URBAN INFRASTRUCTURE

- ✧ **A Balanced Approach:** The community at large should provide more financing of maintenance and improvements in existing areas. Both new and existing development should pay its fair share of improvement costs due to growth and maintenance. In general, improvements which are of general benefit to the whole community should be paid by the community while improvements which are of special benefit to a specific area should be paid by that area.
- ✧ **Develop a Fair & Predictable System:** Distribute infrastructure costs fairly among all property owners who benefit from the improvements. The goal of the financing system is that costs should be known in advance of development. Property owners should participate in funding improvements in new areas at generally the same rate.
- ✧ **Conformance with Comprehensive Plan:** Infrastructure improvements should continue to be developed only in areas identified for development in the Lincoln/ Lancaster County Comprehensive Plan. One of the most important tools in financing, is adherence to the physical plan for the community. Following the Plan for development and systematic improvements throughout Lincoln increases efficiency in construction and maximizes the community's investment.
- ✧ **Conformance with Capital Improvements Program (CIP):** The CIP should be utilized to pro-

vide a systematic and predictable forum for determining the timing of infrastructure improvements.

- ✧ Greater Development Efficiency: Maximize the community's investment in infrastructure through greater efficiency in residential and commercial development. Particularly in new development, an increase in the amount of commercial floor area and residential population, compared to typical suburban patterns, will decrease the amount of infrastructure necessary overall in the community.
- ✧ Use an Appropriate Financing Method for Each Infrastructure Need: One method of financing may not be appropriate for all types of infrastructure needs.
- ✧ Minimize Impact on Affordable Housing: Infrastructure financing should not increase the cost of affordable housing in Lincoln and the City should encourage retention of affordable new housing in existing neighborhoods.
- ✧ Minimize Impact on Those Who Are Not Developing Land: As much as possible, property owners should only be assessed or pay the improvement costs at the time they seek approval of development proposals or building permits. Financing mechanisms should be sensitive to property owners in an area under development who don't want to develop their land at that time, but should not encourage them to hold their property out of development indefinitely. It may be necessary to annex property and assess improvements costs to property in the Future Service Limit, but not yet developing, in order to develop the adjacent land. The community should grow in an orderly compact fashion and therefore initial urban infrastructure improvements should be made in a proportionate and timely manner. Property owners need to be educated about the growth and infrastructure plans to reduce the elements of surprise and anger and to foster more informed personal planning decisions.
- ✧ Build More Improvements Sooner: The City should attempt to build more road, water and wastewater improvements each year, without an adverse impact on property taxes. Accelerating improvements will require millions more dollars and should be done only if new financial resources and alternative financing techniques have been implemented.
- ✧ The Plan Realization section further describes the mechanisms that will link urban infrastructure programming to local market and growth conditions. It is important that there be adequate funds for the maintenance of infrastructure in the existing urban area as future growth occurs.
- ✧ Concurrent Improvements: Infrastructure improvements should be made concurrent with development. Except in limited cases, such improvements should not be made in advance of development proposals in an area. There should be adequate infrastructure in place every year to accommodate housing and employment demands.
- ✧ Timing: As projects are requested for faster implementation by a developer than are identified in the City's Capital Improvements Plan and the County 1 and 6 Program, the developer must be prepared to make additional financial contributions to improvements necessitated by a project if their project is moved to an earlier date.
- ✧ Encourage Efficiency: There should be further cooperation between the public and private sector and long-range planning efforts to save on the City's development costs that could be used for infrastructure improvements.
- ✧ Maintain Expanding System: The addition of infrastructure and growth of the City requires attention to provide an adequate level of service. Expanding facilities adds financial maintenance needs for all city services.

STRATEGIES

In May 2003, the Mayor's Infrastructure Financing Committee adopted their final report. This report includes a review and recommendations on many different financing options and includes many worthwhile strategies and actions. The final report should be used as resource for future consideration of funding options.

The primary focus of these strategies is on city water, wastewater, stormwater, roads, parks, and trails. This is based on the discussion in the community over the past several years about changes in how the City finances some infrastructure improvements. In the future additional strategies in these and other areas may be developed. The following is the recommended general approach for each infrastructure type.

WATER & WASTEWATER

The Community should maintain a balanced system of financing improvements that uses both impact fees paid by new construction and utility fees paid by rate payers throughout the city.

Continue to utilize impact fees to recover a portion of the capital costs to build trunk sewer lines and water mains. The impact fee will be used to build needed improvements to provide for the growth of the community. This includes increasing the capacity of the existing water and wastewater treatment facilities for future growth. Developers will be reimbursed from impact fees for building the larger water and wastewater mains that serve their developments and others nearby.

Utility fees pay for operation, maintenance, debt service, replacement improvements, and fund the majority of capital improvements, including growth related projects. For several years, it will be necessary to initiate a series of increases in utility fees and use of existing utility fund balances in conjunction with the impact fees mentioned above. Prior to 2003, utility rates had not been increased for over ten years. The increases are necessary to support the growth of the community as well as to maintain the existing system.

The City will continue with the strategic use of revenue bonds. Some use of revenue bonds may be needed until impact and utility fees generate enough funds for improvements. Revenue bonds are not a new source of revenue, but only a means to address the timing of improvements. Revenue bonds must ultimately be paid back, with interest.

ARTERIAL STREETS

The Community should establish a balanced system of financing improvements that uses both impact fees paid by new construction, wheel taxes paid by rate payers throughout the city and state and federal funds.

The Arterial Street impact fee will be used to build streets which support the growth of the community. Developers will be reimbursed from impact fees for building arterial streets which benefit their developments and the traveling public as a whole.

Encourage the City and County to continue to cooperate on development and right-of-way acquisition and grading standards so that rural roads can safely and efficiently transition into urban roads.

The City should continue to consider the various funding options in Lincoln, such as a local gasoline occupation tax and general obligation bonds for road construction and seek new sources that meet our growth needs such as sales tax and additional state gas taxes.

The portion of the wheel tax, generated by the wheel tax increases in 1996 and 1997, should be used in newly developing areas as intended.

PARKS AND TRAILS

The Community should continue the balanced system of financing improvements that uses both impact fees and land dedication paid by new construction with general revenue taxes paid by the community as a whole. The impact fee will be used to build neighborhood parks and trails in newly developing areas. Developers will be reimbursed for dedicating park land and building eligible improvements they make in order to serve their developments.

Continued use of General Obligation bonds in some circumstances for parks and recreational facilities with community wide use.

STORMWATER

Establish a city wide stormwater utility, as a division of the Public Works and Utilities Department. In addition, establish a service fee to be paid by residential, commercial, industrial and public/semi-public uses. Funds would be used by Public Works and Utilities to fund improvements and would be kept in a separate enterprise fund.

Continue to work cooperatively with the Lower Platte South Natural Resources District on innovative and efficient ways to provide watershed management services throughout the County.

OTHER URBAN SERVICES

New funding sources are not recommended at this time for the landfill, Lincoln Electric System, Lincoln Fire Department, Lincoln Police Department, Lincoln City Libraries and other Lincoln departments.

The City will continue to seek grants and other new sources of revenues to pay for capital improvements.

New urban development should be timed so that there is adequate school capacity in the developing areas.

School capital costs should be reviewed in future studies on the costs of growth.

COUNTY SERVICES

Services in the County are provided by a variety of different agencies, such as the County Engineer, rural water districts, rural school districts, and fire districts. While the Comprehensive Plan does not recommend any changes in the current method of financing improvements, the land use recommendations of the Plan can significantly impact County service delivery. The location of future residential, commercial and industrial uses can have a significant impact on the provision of rural services. Land use decisions should encourage development in existing towns.

PLAN REALIZATION

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

MEANS FOR REALIZING THE PLAN'S VISION

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

COMMUNITY INVOLVEMENT & CONSENSUS: KEEPING THE TRADITION ALIVE

The City of Lincoln and Lancaster County have long encouraged the public to participate in local government activities. Keeping people knowledgeable about and involved with the Comprehensive Plan's implementation is crucial to ensuring its ultimate success.

A key to securing community interest in the planning process is early involvement. An emphasis should be placed on providing ample, "up front" participation. This includes having the community identify planning issues of concern to them and having them aid in setting up the process for so doing. It is important to have dialogues with many people and organizations of differing opinions with the aim toward community consensus. Every effort should be made to work with interested parties, to maintain civility and keep ties between groups and persons with different viewpoints, and also utilizing the leadership of experts, appointed and elected officials.

Another, part of the City and County's tradition of involving the public is having citizens regularly serve on boards and commissions. These groups address a wide variety of civic concerns. Meetings are kept open to all members of the community. Public hearings on key issues — such as Plan amendments, the capital improvements program, subarea studies, specific development proposals — are held as part of the continuing planning process. Public hearings and many other meetings of elected officials are televised over the community access stations (5-City TV) along with simulcasts over the Internet.

Interaction between the Comprehensive Plan and the Citizens

Although the Comprehensive Plan is intended primarily to guide the physical development of our community, the results of such development are ultimately felt by individuals and their families. The planning process aspires to make this interaction between people and their physical landscape one in which all facets of our community can prosper, not only economically, but also intellectually, aesthetically, and spiritually. The Comprehensive Plan seeks to accommodate and encourage the participation of all citizens of the city and county in the making of public policies to implement the visions of the community. Comprehensive planning is a continuous process, requiring a continuing, equitable, and frequent interaction between the governments and their constituencies.

Comprehensive Plan Vision

Additional means used or that should be considered for insuring continuing community involvement in the planning process include:

- ◆ Encouraging 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 points.

- ◆ Maintain – through the City’s Urban Development Department – current mailing and contact lists of local neighborhood groups and home owner associations.
- ◆ Contact surrounding property owners, interested groups, and other appropriate agencies of formal development applications.
- ◆ Offer free Internet access on an on-going basis at public libraries, senior centers, and publicly owned locations of common assembly.
- ◆ Conduct periodic workshops and charettes throughout various locations in the city and county to solicit ideas for planning and public policy.
- ◆ Examine ways of simplifying the development regulations and supporting documentation to encourage a broader understanding of planning concepts and their relevance to neighborhoods’ and businesses’ continuity and viability.

LAND USE ADMINISTRATION

The planning process has long had at its disposal a number of administrative and regulatory tools for implementing comprehensive plans. Many of these reach back eighty to one hundred years. Some of the land use administration approaches to be used in plan implementation include:



Zoning - Zoning is a legal means cities and counties use for deciding how land can be used, the intensity of those land uses, and the relationships between various land uses. Nebraska State law – as with most all states – requires zoning to be developed in accordance with the community’s adopted Comprehensive Plan. This is one of the primary reasons cities and counties have Comprehensive Plans. Zoning — as a legal document — is contained as both a map showing the geographic boundaries of each district and a written ordinance detailing the uses and conditions of each district. For the City of Lincoln, the zoning ordinance is presented in Title 27 of the Lincoln

Municipal Code; while the County’s zoning standards are contained in “County Zoning and Subdivision Regulations.”

Subdivision – A subdivision is the process of dividing land into lots and/or streets. While a variety of standards apply to where, when, and how the subdivision of land can happen, having an approved subdivision plat is a basic step in the development process.

Design Standards – Special site design or other conditions not otherwise covered in the zoning ordinance or subdivision standards are contained in a series of “design standards.” These standards spell out unique characteristics that may apply to a type of development proposal. These include, for example, design considerations for older, more intensely developed neighborhoods, for childcare centers, for trails, and for an area around the Nebraska State Capitol.

Another procedural technique currently in use is giving the City-County Planning Commission broader approval authority for selected types of administrative actions. In some cases, the Commission can give final approval to a development proposal, with a provision for appeal of any decision to the City Council and County Board

CAPITAL IMPROVEMENTS PROGRAMMING

As an implementation tool, the capital improvements programming process plays a vital role in guiding when and where the city – and even to some degree rural areas — grow. Capital improvements programming can be separated into two broad areas:

Public Sector Contributions – Investment in capital facilities – generally defined as any improvements with a useful life in excess of 15 years – has a powerful influence on the development of a community. Roads, water, trails, wastewater, parks,

street lights, fire stations, libraries, government administration buildings, schools, electrical facilities, and sanitary landfills are all basic pieces of what makes up a city. Hundreds of millions of dollars of public tax dollars and user fees are invested each year in these facilities. The public process used to determine where and when such investment occurs is basic in determining how the Comprehensive Plan's Vision is achieved.

The City and County each use an annual capital improvements process. Both jurisdictions designate those capital improvements they plan to build over the next six fiscal years. The document that does this is called the "Capital Improvements Program" or CIP for short. The first year of the CIP is termed the "Capital Budget." It is the list of projects formally approved by the elected officials.

The City of Lincoln's Charter requires that before the City Council can approve a capital project it must undergo a test of "Comprehensive Plan conformity." This means that the Planning Commission or Planning Department must issue a report stating whether the proposed capital expenditure is consistent with the Comprehensive Plan. Should the project be found to be not in conformance with the Plan, the City Council can still approve the project. No equivalent Plan conformity standard is applied in the County's CIP process.



A companion document to the CIP – called the "Transportation Improvement Program" or TIP – is also prepared on an annual basis. This task is assigned to the Lincoln Metropolitan Planning Organization. The TIP gathers together in a single document those local, State and Federal transportation capital projects proposed for the next six years. These include improvements for streets and highway, airports, railroad support facilities, trails, and public transit.

Private Sector Contributions – Private capital is a significant part of the funding used to construct infrastructure in new developments. Most local streets, sidewalks, sanitary sewer, and storm sewer mains are built and paid for by the private developer. Decisions made in the private sector play an important role in managing and guiding the expansion of the urban area. Expenditures from private sources are critical to furthering the growth of the community.

CONCURRENCY POLICY

Public infrastructure — including transportation facilities, water, sewer, parks, schools, and libraries – is essential to the health, safety, and welfare of the community. In new growth areas, the most essential public infrastructure (such as electricity, water, sewer, pedestrian facilities and roads) should be made concurrently – that is, at the same time – with that growth.

Other public infrastructure in new growth areas should be provided in proportion to initial need, with later improvements added as growth proceeds. However, utilities must be sized initially to serve long term needs. Developing public infrastructure in this manner will protect the public health, safety and welfare of the community while efficiently using capital improvement funds.

Conversely, infrastructure should not be built or developed if it is not needed. Public resources are scarce and should be conserved and used efficiently. Development of infrastructure beyond the needs of the community is a waste of resources and is not beneficial to the community as a whole. Thus, some improvements, such as park land, must be obtained early in the process, but may not be fully improved until more development occurs. Land for other services such as fire and police stations or schools may also be obtained. This may also apply to road improvements, which in early stages can be adequately served by two lane, offset, paved streets, after obtaining the needed future urban right-of-way, with additional lanes planned for but not developed till later when traffic demand warrants.

The key to a successful community is the concurrent development of infrastructure proportionate to the development and need of the community — a balance between the need for infrastructure and the need to conserve resources.

ANNEXATION POLICY

Annexation policy is a potentially powerful means for achieving many of the goals embodied in the Plan's Vision. Annexation is a necessary and vitally important part of the future growth and health of Lincoln. The annexation policies of the City of Lincoln include but are not limited to the following:

The provision of municipal services shall coincide with the jurisdictional boundaries of the City – in short, it is not the intent of the City of Lincoln to extend utility services (most notably, but not necessarily limited to, water and sanitary water services) beyond the corporate limits of the City.

The extension of water and sanitary sewer services shall be predicated upon annexation of the area by the City. City annexation shall occur before any property is provided with water, sanitary sewer, or other potential City services.

To demonstrate the City's commitment to the urbanization of land in Tier I Priority A, the City should promptly annex land in Priority A which is contiguous to the City and generally urban in character, as well as land which is engulfed by the City. Land which is remote or otherwise removed from the limits of the City of Lincoln will not be annexed. Annually, the City should review for potential annexation all property in Priority A in which basic infrastructure is generally available or planned for in the near term.



Annexation generally implies the opportunity to access all City services. Voluntary annexation agreements may limit or otherwise outline the phasing, timing or installation of utility services (e.g., water, sanitary sewer), and may include specific or general plans for the private financing of improvements to the infrastructure supporting or contributing to the land uses in the annexed area. The annexation of large projects may be done in phases as development proceeds.

The character of existing residential areas should be respected as much as possible during the annexation process. When low density "acreage" areas are proposed for annexation due to the City's policy, additional steps should be taken to ease the transition as much as possible, such as public meetings, advance notice and written explanation of changes as a result of annexation. In general, many aspects of acreage life may remain unchanged, such as zoning or covenants. However, any annexation of existing residential areas will include some costs which must be the responsibility of property owners.

Annexation to facilitate the installation of improvements and/or possible assessment districts is appropriate if it is consistent with the annexation policies of the Plan listed above.

Plans for the provision of services within the areas considered for annexation shall be carefully coordinated with the Capital Improvements Program of the City and the County.

Each town in Lancaster County will have their own procedures for annexation.

ON-GOING COMPREHENSIVE PLAN ACTIVITIES

While the Comprehensive Plan may have received formal approval, certain long-range planning tasks remain to be completed or continued as part of the Plan's implementation. These include:

Interagency Cooperation and Coordination – Broad involvement of numerous public agencies and departments were used in the Plan's formulation. The cooperation and coordination of efforts with these groups needs to remain in place during

the Plan's implementation.

Joint Planning Commission and Planning Department – The City and County created a joint City-County Planning Commission and a single City-County Planning Department more than fifty years ago. This structure has served the community well over this period. It is intended that this structure remain in place as a means for furthering the implementation of the Plan.

City-County Common – The City Council, County Board, and Lincoln Mayor hold a joint meeting each month to discuss issues of common concern to them. This group is known as the City-County Common. The Common provides a regular opportunity for the elected officials to discuss planning issues of joint interest to them.

MPO Officials Committee and Technical Committee – Through the Metropolitan Planning Organization structure, the Officials and the Technical Committees lend additional policy and technical oversight to the process. These standing groups meet on an ad hoc basis to review, discuss, and approve matters relating to the area-wide transportation planning process. This includes the annual MPO Work Program, Transportation Improvement Program (TIP), Annual Certification, Long Range Transportation Plan (LRTP) and other related studies and programs.

Subarea Planning – The Comprehensive Plan provides broad guidance for achieving the community's stated Vision. Putting details to the Plan takes additional effort. One means of doing this is through the preparation of subarea plans. Subarea plans offer greater details about the intended future of an area of the community — including land uses, infrastructure requirements, and development policies and standards. Many of these subarea plans are prepared by the City-County Planning Department, while some are prepared by other agencies and departments. Subarea plans from the previous (1994) Comprehensive Plan carried over as part of this Comprehensive Plan include:

- ◆ North 27th Street Corridor Plan, RDG Crose Gardner Shukert, April 1997.
- ◆ Antelope Valley Major Investment Study: Amended Draft Single Package, City of Lincoln; May 1998, Updated November 1998.
- ◆ Wilderness Park Subarea Plan; February, 2000
- ◆ Stonebridge Creek Development Area at 14th to 27th, north of the Interstate; March 27, 2000.
- ◆ Greater Arnold Heights Area Neighborhood Plan; September, 2000.
- ◆ Southeast Lincoln/Highway 2 Subarea Plan; March 26, 2001.
- ◆ City-County Solid Waste Management Plan, Public Works and Utilities Department and Lincoln Lancaster County Health Department; September, 1994.
- ◆ Ground Water Management Plan, Lower Platte South Natural Resources District; April, 1995.
- ◆ Consolidated Plan for HUD Entitlement Programs; FY 2000 Urban Development;
- ◆ Lincoln Water System Facilities Master Plan, Public Works and Utilities Department; 2007.
- ◆ Lincoln Wastewater Facilities Master Plan, Public Works and Utilities Department; November 2007.
- ◆ Stevens Creek Watershed Study and Flood Management Plan, Lower Platte South Natural Resources District; March 1998.
- ◆ Beal Slough Stormwater Master Plan, Olsson Associates & Wright Water Engineers; May 2000.
- ◆ Southeast Upper Salt Creek Watershed Master Plan, 2003.
- ◆ Lincoln Public Schools 10 year Plan: which is based on the Comprehensive District Master Plan; May 2003 and Student Housing Task Force Report 2005
- ◆ North 48th Street/University Place Plan: Neighborhood Revitalization & Transportation Analysis, 2004
- ◆ Lincoln Airport F.A.R. Part 150 Noise Compatibility Study, 2003
- ◆ Airport West Subarea Plan, 2004
- ◆ Stevens Creek Watershed Master Plan, 2005
- ◆ Downtown Master Plan, 2005
- ◆ Cardwell Branch Watershed Master Plan, 2007
- ◆ Deadmans Run Watershed Master Plan, 2007
- ◆ Little Salt Creek Watershed Master Plan, 2009

As part of the Annual Plan Status Report process, the Planning Director should complete a yearly review of all subarea plans that become five years of age and older. This review would be for the purpose of determining the continued viability and relevance of those subareas plans to the Comprehensive Plan and the long range planning process.

Human Services Planning - Explore points of common concern and emphasis between the long range land use Comprehensive Plan and the community's long range health and human services Community Services Implementation Plan (CSIP). Enhancing the coordination of these two endeavors should be initiated and completed.

CONTRIBUTING PLANNING EFFORTS

During the preparation of this Comprehensive Plan, several contributing planning efforts were completed in support of the overall comprehensive planning process. These efforts involved an overall planning committee and five subordinate working groups (work products noted):

- ◆ Comprehensive Plan Committee, Draft City-County Comprehensive Plan (February 6, 2002)
- ◆ Mobility & Transportation Task Force, Draft Mobility and Transportation Sections of Comprehensive Plan (December 7, 2001)
- ◆ Economic Futures Task Force, Final Task Force Report (August 24, 2001)
- ◆ Stevens Creek Basin Initiative Task Force, Planning Guidelines and Summary Report (April, 2001)
- ◆ Infrastructure Financing Study Advisory Committee, Advisory Committee Final Report (January 8, 2001)
- ◆ Greenprint Cabinet, Greenprint Challenge (August, 2001)

All of these bodies were composed of citizens from throughout the city and county. The ideas, concepts, visions, and thoughts from all of these groups were drawn upon in the crafting of this Plan. The reports they issued were reviewed and their work is embodied throughout this document - ranging from the use of various planning concepts and guidelines to specific programs and strategies. The contribution of these groups to the Plan's creation is gratefully acknowledged.

ANNUAL REVIEW OF THE PLAN

Approximately one year following adoption of the Comprehensive Plan and on an annual basis thereafter, the Planning Director will prepare a report entitled the Annual Review of the Comprehensive Plan. Such report may include new and pertinent information about the community; changes in the Plan's underlying assumptions or any other factors affecting the health or welfare of the community. Such report may include specific proposals to amend the Plan.

This report and its review by the Planning Commission will be closely coordinated with the Commission's deliberations on the City of Lincoln's Capital Improvements Program (CIP) for the upcoming years.

In order to monitor the progress in attaining several of the goals and base assumptions for the new Comprehensive Plan, a variety of information will need to be reviewed annually. This information will be obtained from various sources in order to look at a broad range of indicators. The goals and assumptions to be reviewed include items such as: multi-directional growth; 1.5% annual population growth; 2.0% annual commercial employment growth; 2.5% annual industrial employment growth; 90% of County population in Lincoln; increased funding for maintenance and; accelerated infrastructure improvements.

No single indicator, in a single year, provides clear evidence of significant variation from the goals and assumptions. Instead, many indicators should be used to determine any change after at least a three year period.

As part of the Annual Review of the Comprehensive Plan, if it is determined that the community is deviating significantly from what is assumed in the Plan and that this trend can be reasonably expected to continue, then the following would occur:

- ◆ The Planning Director will forward a report to the Planning Commission, for recommendation to City Council and County Board, to determine whether an immediate update of the phasing, infrastructure, and financing components

of the Comprehensive Plan should be completed within 6 months to reflect greater or lesser growth rate assumptions.

- ◆ If the Council and Board determine that an immediate update is needed, the Planning Department will work with the public and other City and County departments to determine which items should be changed. If growth accelerates significantly, some Tier II areas should be moved to Tier I and the transportation and infrastructure plans revised accordingly. A Comprehensive Plan Amendment reflecting these proposed changes will then be prepared.

PLAN AMENDMENTS

The Plan is the community's collective vision. Yet, change is inevitable. Major technologies and new community needs will arise during the planning period which were not foreseen during the Plan's development. Jobs, housing, transportation, goods and services will shift over time. The amendment process to the Plan must accommodate and help manage the inevitable change in a way that best promotes, and does not compromise, the community's core values, health and well being. The Plan amendment process must be an open and fair process, utilizing sound planning, economic, social and ecological principals.

Amendments to the Plan may be submitted in writing to the Planning Director by any group or individual at any time during the year. The Planning Director shall have the discretion to determine the relevance of the request to the adopted Comprehensive Plan and to the comprehensive plan process. The Planning Director may elect to forward the Plan amendment request to the Planning Commission under the circumstances and timing determined most appropriate by the Director. Otherwise, amendments to the Plan by any group or individual will be compiled and reviewed by the Planning Commission once each year as part of the Planning Director's annual review of the Plan.

PLAN UPDATE PROCESS

The Federal Highway Administration (FHWA) requires that communities maintain a 20 year Long Range Transportation Plan (LRTP) in order to receive federal transportation funds. Lincoln & Lancaster County's LRTP can be found within this plan. By the year 2010, the community will need to begin the process to update the Comprehensive Plan to meet federal guidelines.

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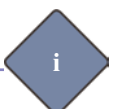
**Lincoln/Lancaster County
Comprehensive
Plan**

Appendix A

Adopted November 16, 2006

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EXISTING CONDITIONS

INTRODUCTION

This chapter examines the condition of various city and county activities as they existed during the Comprehensive Plan's preparation. This information is intended to serve as a general benchmark for viewing the Plan's ultimate Vision for the city and county.

There are 16 subsections following in this chapter. Each subsection describes the current status of a particular area of the Plan. For example, the "Utilities" subsection talks about what utilities are operated today, what services they provide, and how they are provided. This includes how urban and rural households get their drinking water, what is done with the waste products (i.e., garbage) generated by local people and businesses each day, and what's done to minimize the potential for flooding throughout the city and county.

The same subsections are repeated in the "Future Conditions" chapter appearing later in this Plan. The later Chapter presents what the community will be like in the future as the Plan's Vision is put into place over the next twenty five years — as well as describing what steps the community needs to take to make the Comprehensive Plan's Vision a reality.

The subsections in the "Existing Conditions" chapter are as follows:

- The Region
- The People
- The Economy
- Community Form
- Business and Commerce
- Environmental Resources
- Residential
- Utilities
- Mobility & Transportation
- Information Technology
- Community Facilities
- Parks, Recreation, and Open Space
- Historic and Cultural Resources
- Education
- Financial Resources
- Plan Realization

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THE REGION

This section provides a brief history of the City of Lincoln and Lancaster County within Nebraska and the State's southeastern region, and notes the current status of the city and county within this area.

THE HISTORICAL SETTING

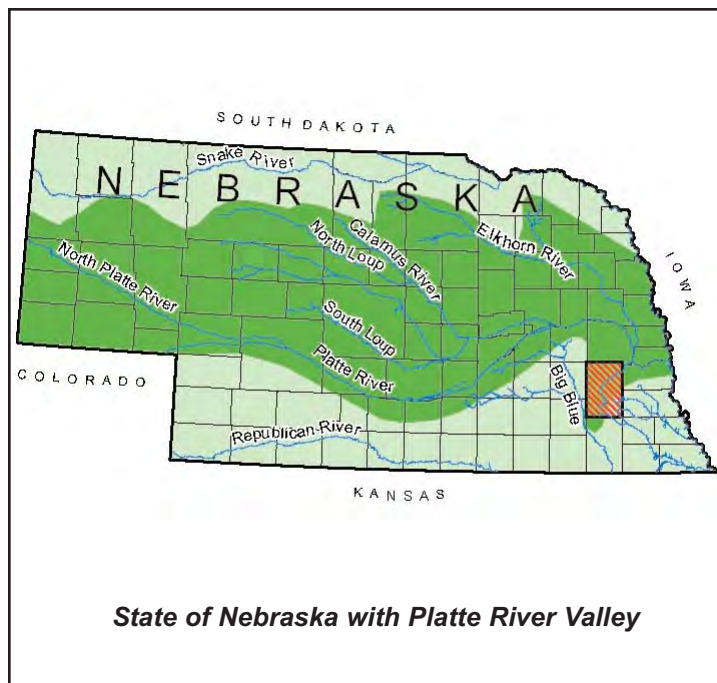
The City of Lincoln and Lancaster County lie within the Platte River Valley in southeastern Nebraska. Little more than 50 miles west of the Missouri River, the county's natural features are characterized by uplands, stream terraces, and bottom lands. The region was historically covered by native tallgrass prairies that served as home to buffalo, antelope, grassland birds, and many other smaller species of plants and animals.

The county's 846 square miles are situated mostly within the Salt Valley Basin. Native Americans and early settlers were attracted to area by the natural forming salt flats. The salt was used as a food preservative and was often difficult to find on the open plains.

One of the region's earliest European settlers was Captain W.T. Donovan. Representing the Crescent Salt Company, he established residence on the western bank of Salt Creek near Oak Creek in 1856. He named the settlement Lancaster after his home in Pennsylvania. "Lancaster" was later used to name both the county and the county seat in 1859.

When Nebraska became a State in 1867, one of the first tasks for the new government was to establish a capital city. The selection of a site for the new capital was hotly contested. After much debate, a three member Capital Commission selected the hamlet of Lancaster as the new Nebraska capital on August 14, 1867.

In a last minute effort to move the capital to a location north of the Platte River, a State Senator from Omaha substituted the name "Lincoln" for "Capital City" in the final legislation. His hope was that by naming the new city after President Abraham Lincoln, post-Civil War bitterness might dissuade some Senators from voting for the site. The gambit failed and the name stuck.



THE CITY AND COUNTY TODAY

The City of Lincoln today serves as both the capital for the State of Nebraska and the seat of government for Lancaster County. The City and County's 250,000 residents comprise the second largest metropolitan area in the State. The broad southeastern Nebraska region is home to over one million people, including the greater Omaha urban area to the east.

Southeastern Nebraska is experiencing a growing sense of social, cultural, and economic interdependence. The Interstate 80 corridor in particular offers a major link between the State's two largest urban areas and the region as a whole. Strengthening ties between the two cities and the surrounding rural communities will be integral to the region's future success.



THE PEOPLE

This section examines general trends and characteristics of the people who make up the City of Lincoln and Lancaster County. It includes considerations of how fast the population has grown, changes in the racial and ethnic composition, shifts in age groups, and dynamics in the households being formed in the city and county.

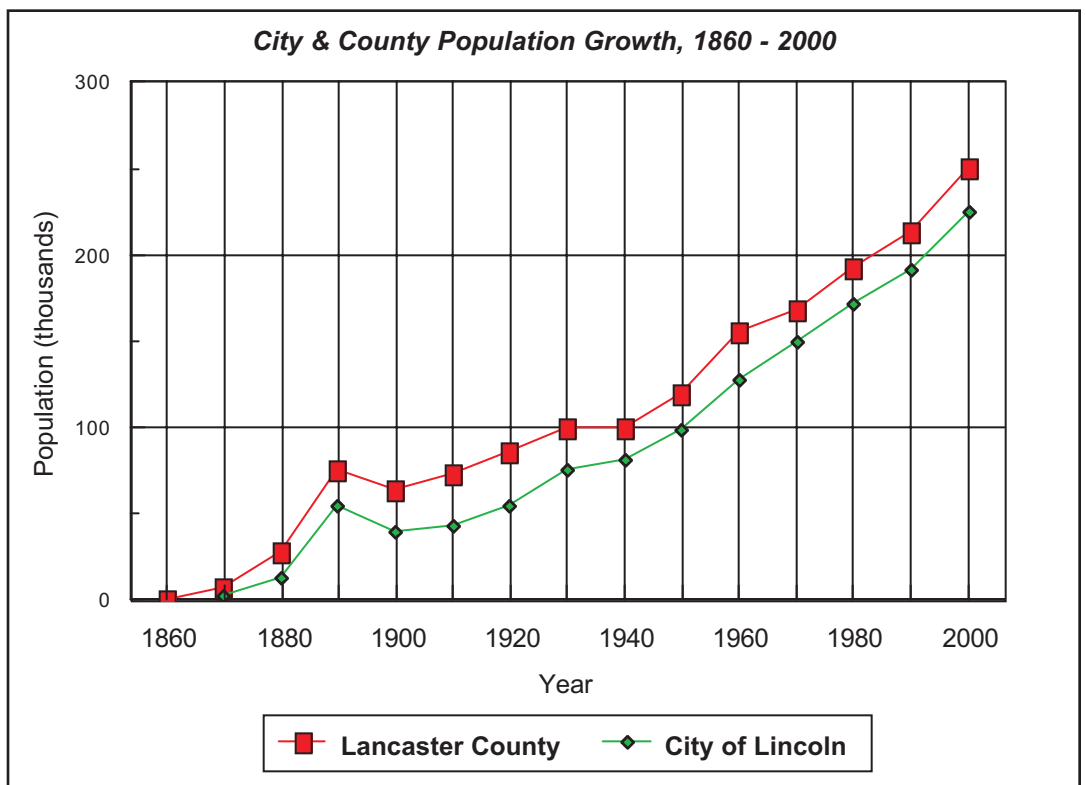
GROWING A COMMUNITY

Throughout its history, Lancaster County has demonstrated a remarkable capacity to grow and flourish.

From a humble settlement with little more than 150 people in 1860, the County's population has prospered through good times and bad. The most recent decade witnessed a continuation of this pattern as the County gained nearly 37,000 new residents — from 213,641 people in 1990 to 250,291 in 2000. This annualized growth rate of 1.6 percent during the 1990's was the fastest pace of expansion since the post World War II boom.

Paralleling the County's recent growth, the City of Lincoln posted similar gains in population. From

a base of 191,971 persons in 1990, the City surpassed the two-hundred-thousand figure in the year 2000 with a total 225,581 residents. The 33,610 new urban residents allowed Lincoln to stay at approximately 90 percent of the County's total population. The City has remained at about this level since the 1970's.



Population of Incorporated Towns & Villages, Lancaster County 1990 - 2000

Towns and Villages	Population		Total Change 1990-2000
	1990	2000	
Bennet	544	570	26
Davey	160	153	-7
Denton	161	189	28
Firth	471	564	93
Hallam	309	276	-33
Hickman	1081	1111	30
Malcolm	372	413	41
Panama	207	253	46
Raymond	167	186	19
Roca	84	220	136
Sprague	157	146	-11
Waverly	1869	2448	579
Totals	5582	6529	947

The County’s other twelve incorporated cities and towns also remained a vibrant element of the area’s demographic landscape. During the past decade, population within these cities and towns increased from 5,582 persons in 1990 to 6,502 in 2000 – comprising about 2.6 percent of the County’s total population. The overall pace of growth was measured at 1.54 percent per year. Among the twelve jurisdictions, nine saw a net increase in population, while three experienced modest declines. The City of Waverly registered the greatest absolute gain in population with a net growth of 579 residents.

The balance of the County – persons not residing within any of the incorporated areas – grew at an annualized rate of 1.25 percent — from about 16,100 persons in 1990 to around 18,200 in 2000. Included in these figures are both the farming community and persons living in acreage style developments. Together, these residents account for a little over 7 percent of the County’s total population.

THE CHANGING PICTURE OF DIVERSITY

Lincoln and Lancaster County have historically been home to a relatively small minority population. In 1990, the County’s minority population comprised barely 5 percent of the total population. With recent trends in domestic migration and international immigration, Lincoln and Lancaster County’s minority population grew dramatically during the last decade – now topping 10 percent of the County’s total population.

From nearly 11,000 people in 1990, the number of minority residents in the County surged to almost 25,000 persons in the year 2000 Census. The minority population’s annualized rate of increase of 8.5 percent far outpaced the County’s overall growth rate of 1.6 percent per year, as well as the white population’s rate of 1.1 percent per year. Of Lancaster County’s net population increase of nearly 37,000 persons during the 1990’s, minorities accounted for almost 40 percent – or two out of every five net new residents.

Among identified racial groups, the Asian population tallied the greatest gains – both in terms of absolute and percentage increases. From a base of 3,367 persons in 1990, persons of Asian descent reached 7,162 individuals by the year 2000 – an overall increase of over 110 percent. This resulted in Asians now comprising the largest single minority population in the County.

Blacks/African Americans – the County’s largest minority population in 1990 – increased from 4,659 persons at the start of the decade to reach 7,052 persons by the turn of the century. This 51 percent increase in total population was the second largest of any single racial category.

Persons indicating “Other” as their racial heritage and persons of two or more races also represent a large segment of Lancaster County’s minority population. Individuals noting “Other” as their racial ancestry increased from 1,745 persons in 1990 to 4,225 in 2000 – a rise of over 140 percent. As part of the Year 2000 United States Census, the racial category of “Two or More Races” was added as a response option. While no comparable 1990 figures exist, nearly 4,700 individuals throughout the County indicated a multiple racial background. This equates to almost two percent of the County’s overall population.



The United States Bureau of the Census considers race and Hispanic origin as two separate and distinct concepts. As such, individuals identifying themselves as being of Hispanic origin may be of any racial group.

Lancaster County’s Hispanic/Latino population experienced an increase approaching 115 percent over the decade of the 90’s. With a population nearing 4,000 people in 1990, persons of Hispanic/Latino descent exceeded 8,400 individuals in the year 2000. Among the County’s Hispanic/Latino population, nearly two thirds (or 67 percent) identified themselves as being of Mexican heritage.

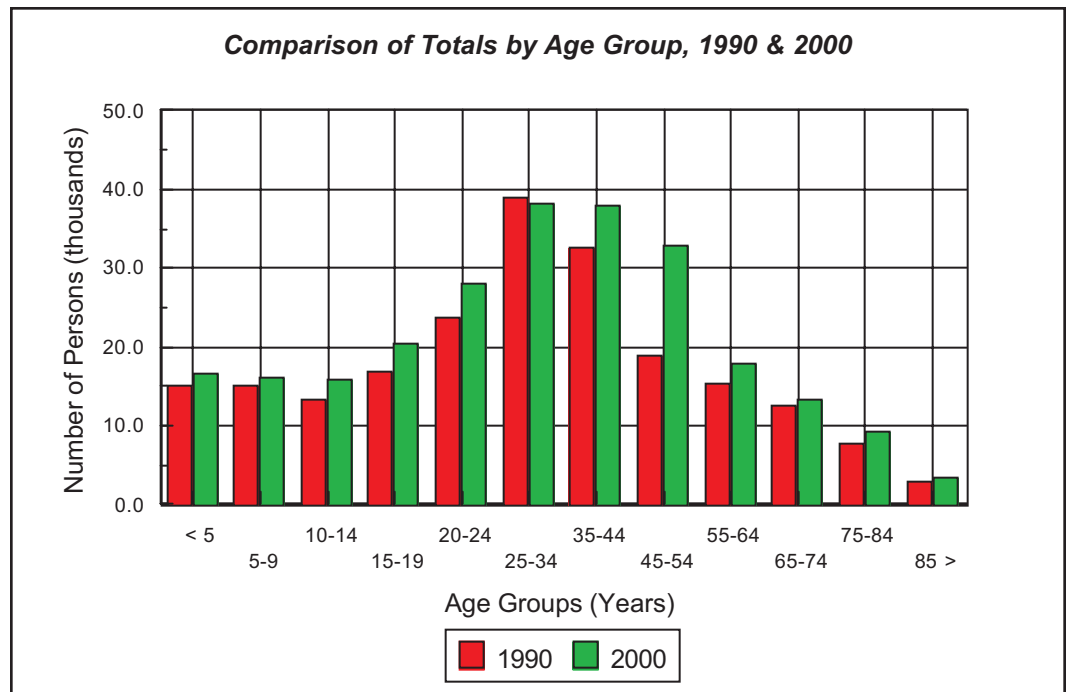
Almost 30 percent noted “Other Hispanic or Latino” as their heritage, with Puerto Rican and Cuban comprising the balance. Members of the “Other Hispanic or Latino” group grew the fastest during the past decade with a percentage increase of 180 percent. Persons of Mexican descent posted the largest absolute gain of 2,706 persons.

THE CHANGING SEASONS: GENERATIONAL DYNAMICS

As in many areas of the United States, Lancaster County’s age profile has been influenced by the “Baby Boomer” generation. While persons between the ages of 25 to 34, and 35 to 44 remain the County’s two largest cohorts, persons in the 45 to 54, and 55 to 59 age groups demonstrated the largest percentage gains in population over the last decade. Persons ages 45 to 54 rose by nearly 75 percent, from about 18,850 in 1990 to around 32,800 in 2000.

The emerging maturation of the County’s population base was further affirmed in the median age. This figure reached 32.0 years of age in the year 2000 – up from 30.7 years of age in 1990, and 27.5 years of age in 1980.

Individuals in the 25 to 34 age bracket remained the largest single group with 38,200 persons, followed by the 35 to 44 age category with 37,900 persons. The number of persons at the two ends of the age curve – that is, persons 19 years of age and under, and those 65 years of age and older – both



increased but at a slower pace than the County as a whole. Among persons 19 years of age and younger, the population rose by 14.3 percent during the past decade – below the County’s 17.2 percent growth. Within this age cohort, persons between 10 and 19 years of age increased the fastest with an overall rise of 20.4 percent, while those under 10 increased by just 8.2 percent.

Among older residents, persons 65 years of age and older climbed by 12.2 percent during the 1990's – again below the County's overall increase of 17.2 percent. However, the growth was disproportional as persons 75 years of age and older surged by 20.8 percent. These trends hold significant implications for housing, medical care, community facilities, transportation, continuing education, and other services supporting this growing segment of the area's demographic base.

HOUSEHOLDS: A QUILTED PATTERN

The total number households grew at a slightly higher pace than the County's overall population. Between 1990 and 2000, the number of households in Lancaster County rose from 82,759 units to 99,187 units – an increase of 19.0 percent compared to the population's 17.2 percent increase.

There continues to be a decline in the number of “family households” as the number of persons in “nonfamily households” grows. In 1980, family households comprised 66.3 percent of all households. That figure dropped to 64.0 percent in 1990, and to 61.2 percent in 2000. The total number of nonfamily households added during the 1990's (14,295 units) was actually greater than the total number of family households added during the same period (13,123 units).

Both the average household size and average family size showed declines, although there are indications that the long term decline in these two rates is waning.

Average household size has moved from 2.52 persons in 1980, to 2.44 in 1990, and then down to 2.40 in 2000. Similarly, average family size has dropped from 3.10 persons in 1980, to 3.03 in 1990, and now down to 3.00 in 2000.

Persons residing in “group quarters” – that is, residents of dormitories, prisons, and nursing homes – during 2000 (12,197 people) increased slightly from 1990 (11,471) but remained below the 1980 level (12,272). A modest shift has occurred in this demographic group with persons in institutionalized settings (mostly prisons and reformatories) representing a rising portion of the group quarters population – up from 27.6 percent of the total in 1980 to 33.3 percent in 2000.

The percent of “owner occupied dwelling units” throughout the County remained unchanged between 1990 and 2000 - exactly 60.5 percent for both benchmark points. The “owner occupied dwelling unit” figure is down very slightly from 61.4 percent in 1980.

THE ECONOMY

The quality of a community's future rests firmly with its ability to maintain and expand its economic foundation. In this section of the Plan, the existing status of Lincoln and Lancaster County's urban and farm economies are reviewed, along with the community's basic economic strengths and weaknesses.

THE URBAN ECONOMY

Over the past 30 years, local urban employment has weathered many ups and downs in the national economy. During this period, the County's non-farm employment base has expanded from around 71,000 employees in 1970 to over 155,000 in 2000.

Lancaster County's non-farm employment has been able to outpace the growth in its population base. Between 1970 and 2000, the County's annualized rate of employment growth has been near 2.6 percent, as compared to the County's population growth rate of 1.3 percent per year during the period.

Over the past decade, local job growth benefitted from a robust national economy. Nearly 3,350 employees were added each year to the Lincoln and Lancaster County economic base. This means nine jobs were added for every ten new residents in the City and County.

As the State of Nebraska's capital city and as home to the University of Nebraska's flagship campus, Lincoln has historically been known as a "government town." Government employment has long been a substantial portion of the urban workforce.

This pattern remained in place until recently when jobs in the Service industry overtook Government as the largest single employment sector in the local economy. With 27.3 percent of all

local non-farm employment in the year 2000, Services became the area's largest economic sector. Services moved past Government employment, which dropped from 26.8 percent of the total in 1990 to 22.3 percent in 2000. State Government remained the singularly largest employer with over one in ten (12.8 percent) of all local employees. Most other sectors of the local economic profile remained relatively stable or grew.

Employment Sector	1990	1995	2000
Manufacturing	12.2%	12.4%	11.7%
Non-Manufacturing	87.7%	87.6%	88.3%
Construction and Mining	3.8	4.1	5.1
TCU*	5.5	5.6	6.0
Trade	21.6	21.5	20.8
FIRE**	7.0	6.4	7.0
Services	23.1	24.9	27.2
Government	26.8	25.2	22.3
TOTAL	100.0%	100.0%	100.0%

* Transportation / Communications / Utilities
 ** Finance / Insurance / Real Estate

SMALL BUSINESSES

By any measure, small businesses make large contributions to the U.S. economy. Including the self employed, small businesses account for 58 percent of the private, non-farm work force, contribute 43 percent of all sales in the country, and generate 51 percent of the private gross domestic product. Two-thirds of small businesses employ fewer than five people. Over sixty percent of new jobs are produced by small businesses. Small businesses produce twice as many product innovations per employee as do larger firms.



Nationally, women- and minority-owned businesses have exhibited significant increases in the past decade. In fact, women- and minority-owned businesses have increased in number at a much higher rate compared to the total increase of all businesses. Minority groups exhibited the greatest increase in the number of business start-ups in the past decade. (*U.S. Small Business Administration*)

According to the U.S. Economic Census, there were approximately 5,300 minority- and women-owned businesses in Lancaster County in 1997. This comprised about one-quarter of all the business firms in the county. The County's 4,712 women-owned business accounted for greatest portion of this figure, representing almost one in four of all Lincoln area business establishments. There were a total of 593 minority-owned businesses, or nearly three percent of the total private firms in the County. Sales and receipts for all minority- and women-owned businesses in the County in 1997 were around \$650,000,000.

THE FARM ECONOMY

An often overlooked element of Lancaster County's economy are the contributions made by the farm industry. The total market value of crops and livestock produced and sold in the County topped \$82 million dollars in 1997. This represented nearly an 18 percent increase over the 1992 level and nearly a 50 percent increase over the ten year period from 1987.

While the number of smaller farms (annual sales under \$2,500) grew substantially between 1987 (301 farms) and 1997 (410 farms), farm operations with sales in excess of \$100,000 also showed remarkable gains. The number of farms in this upper tier expanded in number from 144 farms in 1987 to 253 in 1997. Soybeans, cattle and calves, corn, and sorghum were the largest farm product inventories in the County in 1997.



The total number of farms in the County has steadily declined from a high of nearly 2,400 in 1950 to fewer than 1,500 in 1997. However, the number of farms in the County did increase by seven percent between 1992 and 1997, from 1,359 operations to 1,457 operations. The amount of land in Lancaster County devoted to agricultural production remains significant – in 1997, somewhat less than four out of five acres were in farm related activities. This is down from a high of around 90 percent in 1950.

ECONOMIC STRENGTHS AND WEAKNESSES

In developing the Comprehensive Plan, a local group of business representatives explored the present economic foundation of the community. This included completing a series of stakeholder interviews with a variety of city and county business and community leaders. These interviews identified a number of existing economy “strengths” and “weaknesses:”

ECONOMIC STRENGTHS

- Quality of Life
 - Schools
 - Cultural Activities
 - Recreation
 - Amenities
 - Neighborhoods
- Stable Economy
- University of Nebraska Lincoln (UNL) and Higher Education in General
- Educated Workforce
- State Government
- UNL’s Technology Park and Nebraska Center for Educational Excellence
- Health Care Industry
- Good work ethic and good values
- University Knowledge Base
- City-County Government
 - Little sprawl
 - No municipal competition

ECONOMIC WEAKNESSES

- Low Unemployment
- Physical Infrastructure
- Information Leadership
- Development Process
 - Consistency
 - Cost of Development
- Development Locations
 - Demand vs. availability
- Diversity
- Reliance on public sector economy
- Air Service
 - Cost and scheduling
- Support for small business
- Regional collaboration
- Culture of innovation

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COMMUNITY FORM

This section provides a broad overview of the existing community form in Lancaster County. Also included is a brief overview of the planning efforts underway or currently in force in the incorporated towns in Lancaster County. The section concludes by also reviewing the current plans and zoning used in the counties surrounding Lancaster County.

OVERALL COMMUNITY FORM

Currently, there is a very well defined community form in Lancaster County. The main land use in Lancaster County is agricultural use. Of the approximately 840 square miles in the County, the Lincoln city limits covered only 77 square miles or barely 9 percent of the land, despite having 90 percent of the County population. Well over three quarters of the land is in agricultural use with row crops or pasture. Wide open vistas across farm fields predominate, though some tree masses are generally found along creeks or property lines. Lakes, ponds and wildlife management areas are another significant feature scattered across the county.

Several unique environmental features are found in the County. Rare saline wetlands are mainly found in the northern part of the County and include the rare Saltwort and Salt Creek Tiger Beetle. Areas of native prairie are also found in some parts of the county. Native Prairie grasses were once the main feature in the County, prior to settlement.

The County is well defined by the Township system of land sales in the 1800's. The federal system established to divide most of the Great Plains and Midwestern United States into one mile square sections, with thirty six sections in a township has left a lasting impression on the land. Most of the county and urban roads are based on the even spacing one mile roads. Farm land is also well established along this pattern with many rectangular or square shaped farm lots.

The agricultural landscape is interrupted with 12 incorporated towns and ten unincorporated places, such as Cheney or Walton. Most towns are over one hundred years old and are generally spaced four to five miles apart, with more town development having historically occurred in the southern part of the County. Towns generally are along major roads or rail lines, with grain elevators often being the most prominent town feature when viewed from afar.

A more recent addition to the landscape is the development of residential acreages. Acreages are generally single family homes on lots of three to five acres. There are several large groupings of acreage subdivisions, clustered together over a three to four square mile area. There are also many acreages on lots of one to twenty acres scattered throughout Lancaster County.

The Lincoln urban area has expanded in a contiguous pattern with well defined edges between Lincoln and agricultural uses. The “leap frog” development which is a common and dominating force in other metropolitan areas is absent here. Generally when the urbanized area ends, the agricultural area begins - in short, most urban development takes place in Lincoln or the incorporated towns.

The State Capitol at over 400 feet in height is the key historic, architectural, and geographic landmark of the city and surrounding countryside. Within Lincoln and along many entryways into Lincoln, views to the Capitol have been preserved and enhanced.

Transportation facilities are also an important part of the landscape. Interstate 80, Highway 6 and other state and county roads have played an important part in organizing and shaping the County’s land use. Railroad lines also have helped form land development patterns. Some of these rail corridors have recently been converted into trails, which now form linear links between communities.

SUMMARY OF INCORPORATED TOWN PLANS

The following is a brief summary of the current comprehensive plans for incorporated towns in Lancaster County.

- The **Bennet** Comprehensive Plan was adopted in 1995. The Plan calls for slow steady growth. The Plan does suggest the desire for encouraging some development toward the north along Highway 43 to Highway 2, with industrial and retail uses around that intersection. Bennet’s plan includes an area outside of their one mile planning and zoning jurisdiction that they recommend be developed as a subarea plan for incorporation in the Lincoln/ Lancaster County Plan.
- The **Davey** Comprehensive Plan was adopted in 1976. The plan called for substantial growth, reaching 400 persons by 2000. The population did not, however, increase during the 1990’s and was 153 in the 2000 Census. Plans are for physical growth largely to the south.
- The **Denton** Comprehensive Plan was adopted in 1996. The plan calls for a 2.2 percent annual growth rate. Physical growth is anticipated to occur primarily on the north and west sides of the town, encompassing an additional 1/8 to 1/4 mile in those directions.
- The **Firth** Comprehensive Plan was adopted in 1969. The plan called for a 1990 population of 469, a 37 percent increase in 20 years. Firth reached this goal with a 1990 population of 471 and continued to grow to 564 persons in 2000. The Plan calls for the physical expansion of the residential areas to the north and industrial expansion to the west. The Firth plan allows acreage development in their one mile area.
- The **Hallam** Comprehensive Plan was adopted in 1976. The population was projected to reach a target population of 400 in the year 2000. The 2000 census population was 276 persons, a decrease from the 1990 projection. Future town growth was expected to occur primarily to the east and west of the existing village.
- The **Hickman** Comprehensive Plan was adopted in 1995. It projects a population growth rate of about 1 percent per year, adding an additional 147 persons by 2020. The town’s urban growth is expected to occur primarily to the northwest and northeast along N. 68th street. The plan also calls for a “horizon plan” of one additional mile beyond the city’s existing one mile planning and zoning jurisdiction. The city’s policy calls for new residential development to be located in the city, restricting new residential development from the two miles out of town. A Lincoln Trail system should link Hickman with Lincoln, and the two state recreation lakes in the area. Hickman requests that their plan for the two mile area be reflected in the Lincoln/ Lancaster County Plan.

- The **Malcolm** Comprehensive Plan was adopted 1990. Population growth was determined to be dependent upon outside factors. Historic growth has been very slow. Future growth areas of the village are primarily to the north, with some potential to the east and west.

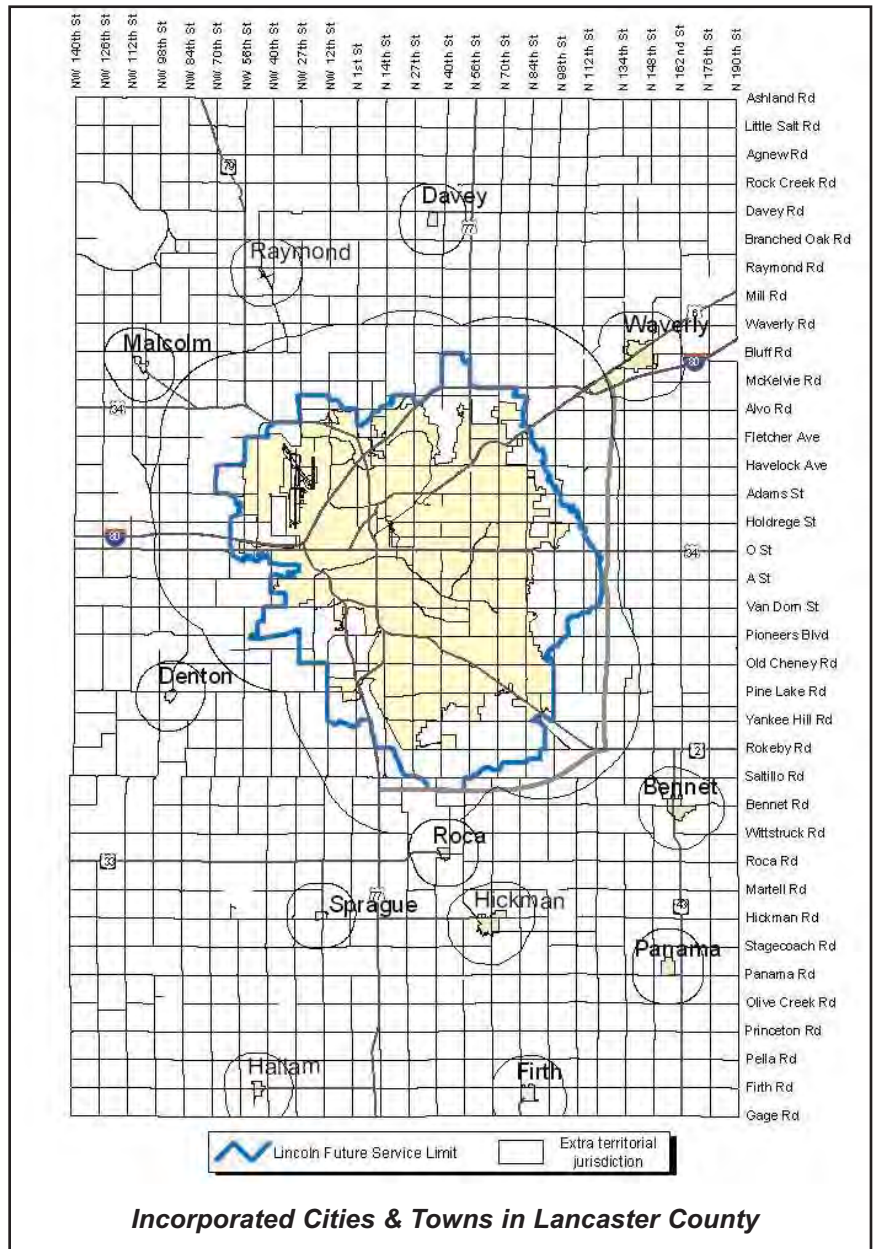
- The **Panama** Comprehensive Plan was adopted in 1976. Population growth was projected to reach a population of 250 by the year 2000, which it obtained. Future growth of the community was anticipated to occur to the north and east of town. A linear park system was projected to follow the drainage ways to the south.

- The **Raymond** Comprehensive Plan was adopted in 2000. Population growth is projected to be about 40 persons by the year 2020. The future growth of the village is directed to infill development within the current village limits. Future highway commercial is shown to extend west to Highway 79 and south to Mill Road.

- The **Roca** Comprehensive Plan was adopted in 1976. The population was projected to reach 160 persons by the year 2000. The population actually reached 220 by 2000. The future land use shows growth to the north. The western edge of the town is the floodplain of Salt Creek which is suggested as a linear park and trail connection to Wilderness Park in Lincoln. Some acreage development is projected to occur in the vicinity of the quarries to the north.

- The **Sprague - Martell**

Comprehensive Plan was adopted in 1977. The population was projected to reach 200 persons for Sprague and a total population for both Sprague and Martell to be 325 by the year 2000. Both communities fell short of this projected population. The future growth of the Village of Sprague was shown to the north and east with a longer term residential reserve to the west. An open space system was projected to connect the two towns along a greenway.



- The **Waverly** Comprehensive Development Plan was adopted in January 2002. Waverly's growth is projected to increase at a rate of 2.7 percent over the next 20 years, with a population gain of 72 percent. Waverly's population was 2,448 in 2000. Much of this growth was due to migration. The area to the north in the floodplain is to remain as agricultural use. The physical growth of the city is projected to the east and across the interstate to the south, to Alvo Road. This growth extends beyond the current one mile planning and zoning jurisdiction of the City and they have asked that their future growth area be reflected in the Lincoln/ Lancaster County Plan.

OTHER COUNTIES SURROUNDING LANCASTER COUNTY

The following is a brief summary of planned development (future land use) and zoning regulations for the eight counties adjacent to Lancaster County — Butler, Cass, Gage, Johnson, Otoe, Saline, Saunders, and Seward. Sarpy County is also included in this report because it is located along Interstate 80/Highway 6 corridor between Lincoln and Omaha. It does not include a full description of each County's land use plan or categories.

The communities of Crete, Cortland and Ceresco have their extraterritorial jurisdiction for planning and zoning extend into Lancaster County. Along with Crete and Ceresco, there are 15 more communities located in the surrounding area. Of these communities, 14 have adopted Comprehensive Plans, Zoning and Subdivision Regulations. Johnson County is in the process of developing their first Comprehensive Plan and Zoning Regulations. At this time, Butler County has neither a Comprehensive Plan nor Zoning Regulations.

CASS COUNTY (COMPREHENSIVE PLAN ADOPTED IN 1998)

Cass County is located northeast of Lancaster County. Nearby towns include Greenwood in northwest Cass County along Highway 6 and Eagle in southwest Cass County along Highway 34. Four land use categories in the Cass County Plan near Lancaster County include: Agriculture, Transitional Agriculture, Rural Residential, and General Commercial. The Transitional Agriculture category promotes agricultural activities but allows controlled residential development. This land use is designated around the villages of Greenwood and Eagle. The Transitional Agriculture area protects incorporated and unincorporated communities from intensive agricultural operations such as animal feed lot operations. Rural Residential is intended to accommodate large lot residential development and is designated south of Eagle, adjacent to Lancaster County and northeast of Greenwood. Future General Commercial land use areas are designated northeast of Greenwood in the vicinity of the Interchange 80 interchange, approximately 4 miles from the Lancaster County line and east of Eagle along Highway 34. Light Industrial is designated along a transportation corridor northeast of Greenwood, in the vicinity of the Interstate 80 interchange.

GAGE COUNTY (COMPREHENSIVE PLAN ADOPTED IN 2001)

Gage County is located south of Lancaster County. The villages of Cortland, Clatonia, and Adams are nearby. Four types of land use are designated near Lancaster County: General Agriculture, Transitional Agriculture, Agriculture Conservation, and Urban Reserve. Agriculture Conservation promotes conservation of areas with scenic status, excessive slopes, high water table, floodplains, or other factors imposed by the natural environment. The Urban Reserve area encourages general agricultural and agricultural industry, as well as large lot residential development (i.e. minimum lot size of 3 acres) around Clatonia and Adams.

JOHNSON COUNTY (COMPREHENSIVE PLAN IN DEVELOPMENT)

Johnson County is located southeast of Lancaster County. The Village of Sterling is approximately five miles east and four miles south from the Lancaster County/Johnson County line, along Highway 41. Johnson County is in the process of developing their first Comprehensive Plan and Zoning Regulations.

OTOE COUNTY (COMPREHENSIVE PLAN ADOPTED IN 1977, CURRENTLY UNDER REVIEW)

Otoe County is located east of Lancaster County with Douglas and Palmyra nearby along Nebraska Highway 2. Douglas has not adopted planning or zoning regulations. The Comprehensive Plan and zoning regulations are currently being revised for Otoe County. They are considering a River Protection Area, around the Little Nemaha River and Little South Nemaha River to discourage development in the 100 year floodplain. They are also considering a Highway Corridor Overlay area to encourage agriculture, large commercial, or industrial uses along major transportation routes, such as a 1 mile band (½ mile either side) along Nebraska Highway 2.

SALINE COUNTY (COMPREHENSIVE PLAN ADOPTED IN 1976)

Saline County is located southwest of Lancaster County. The nearest community is Crete, along Highway 33. As a result of the 2000 Census, the City of Crete has become a First Class City and is now permitted to enforce a two-mile extraterritorial jurisdiction. Crete’s current Comprehensive Plan does not reflect this new two-mile extraterritorial jurisdiction. Their future land use plan designates industrial uses along Highway 33, approximately 1 mile from the Lancaster County line. Future residential uses are designated eastward along 13th Street toward Lancaster County.

SARPY COUNTY (COMPREHENSIVE PLAN ADOPTED IN 2000)

Sarpy County is located northwest of Lancaster County. Sarpy County is connected to Lancaster County by two transportation corridors, Interstate 80 and Highway 6. Future land use designated along these transportation corridors include: Agriculture, Transitional Agriculture, Residential Low Density, and Commercial/Industrial. They also have a Conservation and Resources land use category to encourage the preservation of water quality and to minimize flood hazards for the area along the Platte River.



SAUNDERS COUNTY (COMPREHENSIVE PLAN ADOPTED IN 1993, CURRENTLY UNDER REVIEW)

Saunders County is located north of Lancaster County. There are four municipalities located nearby: Valparaiso along Highway 79; Memphis along Highway 63; Ceresco along Highway 77, and Ashland along Highway 6. The land use plan for Ceresco extends into Lancaster County with their one mile zoning jurisdiction. Their “preliminary” future land use plan map identifies the majority of land use in Ceresco’s jurisdiction in Lancaster County as floodplain. Future commercial and industrial uses are designated south and east of Ceresco’s corporate limits, along the Highway 77 corridor.

Saunders County is in the process of reviewing their Comprehensive Plan and zoning regulations. The current land use plan identifies three land uses nearby, including Agriculture, Rural Transition and Highway Corridor. Highway Corridor encourages economic development along a corridor approximately ¼ mile wide either side of Highway 77, Highway 79, Highway 66, and Highway 63 throughout the County.

SEWARD COUNTY (COMPREHENSIVE PLAN ADOPTED IN 1995)

Seward County is located west of Lancaster County. Pleasant Dale and Garland are located in northeast Seward County are nearest. Five nearby land use areas include: Agriculture, Transitional Agriculture, Floodplain, Industrial/Commercial, and Highway Corridor. Their Transitional Agriculture category encourages compatible land uses between agriculture activity and existing communities. The Floodplain category discourages development in the 100 year floodplains such as Branched Oak Creek, Middle Creek, and Elk Creek.

BUSINESS & COMMERCE

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

Lincoln remains the county's dominate home to both the industrial and commercial sectors of the local economy. Virtually all of the recent growth in commercial space – that is, retail, office, and service uses – has occurred within the city limits of Lincoln. Most manufacturing expansion has also taken place in Lincoln with a few industries locating in the City of Waverly. This clustering of industrial and commercial activity in the City of Lincoln has been completed in accordance with the goals of the previous Comprehensive Plan.

This section of the Plan examines in further detail the status of existing industrial and commercial development in the city and county.

INDUSTRIAL DEVELOPMENT

Major industrial facilities in the area include Kawasaki Manufacturing, Goodyear, Archer Daniels Midland (ADM), and Burlington Northern-Santa Fe Railroad. During the past decade, a few industries who were located outside of Lincoln — such as Kawasaki and Crete Carrier Corporation trucking – have been annexed into the city and provided with city services.

As of January 1, 2001, there were approximately 9,900 acres of land zoned for industrial use in the Lincoln urban area. The amount of used industrial acres grew from 1,898 acres in 1990 to over 2,773 acres by 2001. This is an increase of 875 acres, or a 46 percent increase in land area during the 11 year period.

While only about one third of the industrially zoned land is presently in use, there is a commonly held concern about the lack of available industrial sites located outside of the 100 year floodplain and with utilities. One survey indicated that nearly 45 percent of the city's industrially zoned land was in the floodplain. Also, an appreciable amount of the available vacant industrial land is in the Air Park area. This land is owned by the Lincoln Airport Authority but is only available for leasing.

During the 1990's several new "Employment Centers" were designated in the City-County Comprehensive Plan. These centers were intended to be a mix of light industrial, office, and retail uses. Development is underway on two of these centers at 14th and Pine Lake Road, and North 33rd and Folkways Boulevard. Another potential site at N. 84th and Adams is yet undeveloped and without industrial zoning at this time.

COMMERCE CENTERS

As of January 1, 2001, there were approximately 33,000,000 square feet (SF) of occupied commercial space for retail, office, and service uses in the Lincoln area.

This is an increase of approximately 8.65 million square feet of commercial space from 1990. This represents an increase of 35 percent during the 11 year period. The greatest increase over that time was in the office sector. Service uses include entertainment services (e.g., movie theaters), warehousing and self storage, and personal/ business services (e.g., beauty salons and repair businesses).

For the purpose of comprehensive planning, Commerce Centers are divided into three separate size categories. The variations in size distinguish between the uses occurring in the centers and the differing impacts the centers have on adjacent land uses and the public infrastructure. The three categories of Commerce Centers are:

- 1 - Regional Centers (R): over 1 million square feet of floor area
- 2 - Community Centers (C): from 300,000 to 1 million square feet
- 3 - Neighborhood Centers (N): from 50,000 to 300,000 square feet

REGIONAL CENTERS

The Comprehensive Plan currently identifies six Regional Centers: Downtown, the Gateway Area, SouthPointe Pavilions, the North 27th Street Area, the UNL Technology Park, and the 84th & Highway 2 area. Some of these centers already have over 1 million square feet of built space, while others have the potential for reaching this level of development.

Downtown continues to contain the largest concentration of commercial space in the County with over 10 million square feet of occupied space in 2001. This represents nearly 30 percent of the total occupied space in the County.



Downtown continues to be the largest single concentration of office space and government services. The University of Nebraska-Lincoln's main campus also adds significantly to the number of employees in Downtown.

Westfield Shoppingtown Gateway, built in the 1960's, was Lincoln's first suburban shopping mall. The mall itself includes just over 1 million square feet of space. SouthPointe Pavilions at South 27th and Pine Lake Road, and Lincoln Crossing at North 27th & Superior Street were first designated as potential commercial centers in the 1977 Comprehensive Plan. Neither center began development until the 1990's. SouthPointe Pavilions offers an open air mall setting with over 700,000 square feet included in the mall complex itself, with 1.3 million square feet approved for the overall intersection at 27th and Pine Lake Road. Lincoln Crossing is part of a large concentration of "big box" and auto oriented centers ranging from Cornhusker Highway to Interstate 80 along North 27th Street. Within this wide commercial corridor, there are still over 4 million square feet of additional commercial space with approved zoning that is yet to be built.

The UNL Technology Park was also approved in 1990's. It is located in the Highlands development at Northwest 1st and Highlands Boulevard. The Technology Park is approved for over 1.3 million square feet of space — only about

a quarter of this potential space has been built at this time. The most recent Regional Center at 84th and Highway 2 was first approved as part of the 1994 Comprehensive Plan. The Center includes the potential for 1.9 million square feet of space. Initial site grading began in the year 2001.

COMMUNITY CENTERS

There are several existing Community Centers ranging in size from approximately 300,000 square feet to nearly 1 million square feet. Williamsburg Village — at 40th and Old Cheney Road in south Lincoln — is among the largest of these centers. It includes the greatest mix of office and retail space among existing centers. Community Centers also include single use office parks, such as the State Farm Office Park at 84th and O Street, and Lincoln Benefit Life/ Firethorn Office Park at 84th and Van Dorn. Both of these sites reflect a trend toward large corporate offices to locate single use office parks. Edgewood Shopping Center at 56th and Old Cheney Road reflects a large retail oriented Community Center.

NEIGHBORHOOD CENTERS

Lincoln has numerous small neighborhood centers ranging from 50,000 to 300,000 SF. Neighborhood centers range from older small pedestrian oriented town centers, like Havelock, College View and University Place to brand new large grocery store dominated centers such as at 70th & Pioneers Boulevard or Coddington Ave and West A Street. Many of these centers are several decades old. Several have recently experienced significant changes in tenants or vacant space as some stores either close or move to newer centers.

ETHNIC COMMERCIAL DISTRICTS

Lincoln's neighborhoods exhibit a healthy range of diversity, including housing types, people, and businesses. New Americans from around the world and residents from within the United States have resettled in Lincoln, changing the face of Lincoln's growing population, neighborhoods and local businesses.



Lincoln's ethnic commercial areas are relatively small, serving primarily the immediate neighborhood. An ethnic commercial area is intrinsically connected to the surrounding residential neighborhoods by providing new residents a greater sense of familiarity and safety, as they commonly have concentrations of persons with like ethnic backgrounds. In addition, goods and services are typically provided by ethnically-owned businesses that accommodate cultural and social needs.

Ethnic districts and centers present a real opportunity for economic development and cultural expression. Ethnic areas vary according to their primary objectives and priorities, ranging from revitalizing a specific community to promoting ethnic awareness to maximizing sales of goods and services. Lincoln's ethnic areas exist primarily to provide social, cultural, goods and services, and health and human service needs of ethnic residents.

While there are ethnic neighborhoods throughout Lincoln, they are typically located in the older neighborhoods surrounding the Downtown business area. Of these neighborhoods, North 27th Street with its diverse businesses is one example of an ethnic commercial area in Lincoln.

The market demand and relatively less expensive commercial space make North 27th Street an attractive locale for owner-run startup businesses. The ethnic commercial uses along North 27th Street are relatively dispersed, auto-ori-

ented with parking lots fronting most businesses facing the arterial streets.

A combination of available residential and commercial property with lower rents has contributed to the creation of Lincoln's emerging ethnic areas. These areas are close to ethnic and cultural centers, community facilities, museums, performance space, religious complexes, and health and human service agencies.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT IN THE COUNTY

The City of Waverly — with its proximity to the City of Lincoln and Interstate 80 — has had the largest gains in commercial and industrial development in the county during recent years. Relatively little new space has been built in other areas of the county, although occupancy of existing space appears relatively stable. Few towns have populations large enough to support substantial commercial space; Firth and Bennet have populations just over 500 and only Hickman and Waverly have populations over 1,000 people.

Most new commercial development has occurred in incorporated communities — be it Lincoln or the twelve incorporated cities and towns. Only a few small commercial sites exist outside of Lincoln, with the Bennet Truck Stop on Highway 2 and the commercial and industrial uses at Highway 77 and Saltillo Road being the largest two areas.

ENVIRONMENTAL RESOURCES

Ensuring a quality natural environment for future generations is a commitment of this Plan. This section outlines the central themes comprising the community's environmental inheritance and describes basic character of the regions's natural resource base.

ENVIRONMENTAL RESOURCE THEMES

Four major themes embody the underlying character of the area's natural environment. Each applies to how long term comprehensive planning is conducted and implemented in the city and county. These environmental resource themes are briefly summarized below.

THE COUNTY'S NATURAL FEATURES CAN HELP GUIDE THE FUTURE USE OF LAND

Lancaster County's natural features can serve as an aid in planning tomorrow's land uses. Urban, rural, and agricultural land forms each have their own distinctive character. Matching these activities with the most suitable areas of the County can ensure the environmental stewardship offered by the Comprehensive Plan's Vision.

THE COUNTY IS SHAPED BY SEVERAL MAJOR WATERSHEDS

Watersheds are the natural land boundaries dividing drainage basins in the county. Four major watersheds shape Lancaster County – Salt, Middle Big Blue, Big Nemaha, and Little Nemaha. Natural and human activities use and need to respect these watersheds. Managing natural and human resources at the basin level allows consideration of the varying influences exerted on these areas from agriculture to urbanization.



THE COUNTY IS HOME TO UNIQUE AND HIGHLY SENSITIVE BIOLOGICAL COMMUNITIES

Lancaster County's environmental legacy includes a number of unique and highly sensitive biological communities within a prairie ecosystem — including saline wetlands, native grasslands, the Salt Creek Tiger Beetle, and Wilderness Park. The county's saline wetlands in particular are considered by many as one of the rarest and threatened natural communities in the region. Tallgrass prairies are another of the area's highly sensitive natural communities. They provide habitat for endangered species and represent a link to the region's prairie heritage.

THE COUNTY'S NATURAL RESOURCES FORM A COMPLEX AND SENSITIVE SYSTEM

While natural resources can be studied individually, all such resources are part of larger, interconnected networks. Linkages are often hard to distinguish or understand. Natural resources policy making needs to consider the entire system so that all its components can be understood and addressed.

TOPOGRAPHY

Flat and rolling plains of moderate relief best characterize the region's terrain. From its highest elevation of 1,520 feet to its lowest of 1,080 feet, the County slopes gradually eastward, with the lowest point located on Salt Creek where it exits the eastern portion of the county. The 440 feet of elevation difference is about equal to the height of the Nebraska State Capitol (including the Sower).

CLIMATE

Lancaster County's climatic conditions range from very cold in the winter to very hot in the summer. The average winter temperature is 27 degrees Fahrenheit. The average summer temperature is 76 degrees Fahrenheit. About 30 inches of precipitation fall annually on the county. The average growing season is 160 to 175 days (frost-free).

SOILS

Lancaster County soils are quite variable – ranging from very deep to very shallow, clayey to loamy, nearly level to steep, and have different chemical and physical properties. The most extensive soils are the Sharpsburg, Wymore, Pawnee, Judson, and Kennebec soil series.

The soils are generally “moderately well” to “well drained,” with permeability and infiltration rates varying across the county. For the most part, soils north of Lincoln permit faster infiltration rates while soils to the south of the city have slower infiltration rates and thus have higher runoff potential.

Hydric (capable of holding more water) and saline soils are more prevalent in the north portion of the county and give rise to numerous freshwater and saline wetlands. The high salinity and lower quantity of water in the north also influences the availability of ground water for domestic use.

Soil provides a major resource base for crops, forage and other vegetation in Lancaster County. Proper soil treatment retains vegetative productivity, limits runoff of sediment and chemicals to the surface water, and helps lessen flooding. The most important part of the soil resource is the topsoil; the layer of earth enriched by organic material built up in the top inches.

The characteristics of soils found throughout Lancaster County include a number of conditions impacting land management and uses. These characteristics include soil conditions known for the following:

- *Soil permeability and infiltration - how easily and fast moisture gets into the soil*
- *Hydric soils - how wet the soil stays*
- *Saline soils - how much salt the soil contains*
- *Frost-action - how the soil acts in cold conditions*
- *Shrink-swell - how the soil expands and contracts during changes in the seasons*
- *Erosion - how easily the soil is worn away by water and wind*

WATERSHEDS

Lancaster County is carved into numerous natural watershed basins, crossing parts of four major watersheds - also known as drainage basins.

The largest watershed - encompassing most of Lancaster County - is the Salt Watershed, which produces Salt Creek. The Salt Watershed is 1,627 square miles in total area, only a portion of which is located in Lancaster County. Other watersheds in the county include the Middle Big Blue (southwest), the Big Nemaha (southeast) and Little Nemaha (east). Within each of these watersheds exists smaller sub-watersheds or sub-basins. Watersheds drain surface water naturally into lakes, wetlands and streams by way of floodplains, and also form the basis for the City of Lincoln's wastewater collection system.

GROUNDWATER

Lancaster County's geology and groundwater hydrology are very complex. Groundwater quantity, quality, and the ability of the principal aquifer to yield water vary markedly within the county.

Groundwater is water that seeps into the ground and collects in cracks and spaces in soil, sand and rocks. Groundwater is stored in, and moves slowly through, layers of soil, sand and rocks that are underground called aquifers. Substantial variations can occur between nearby sites.

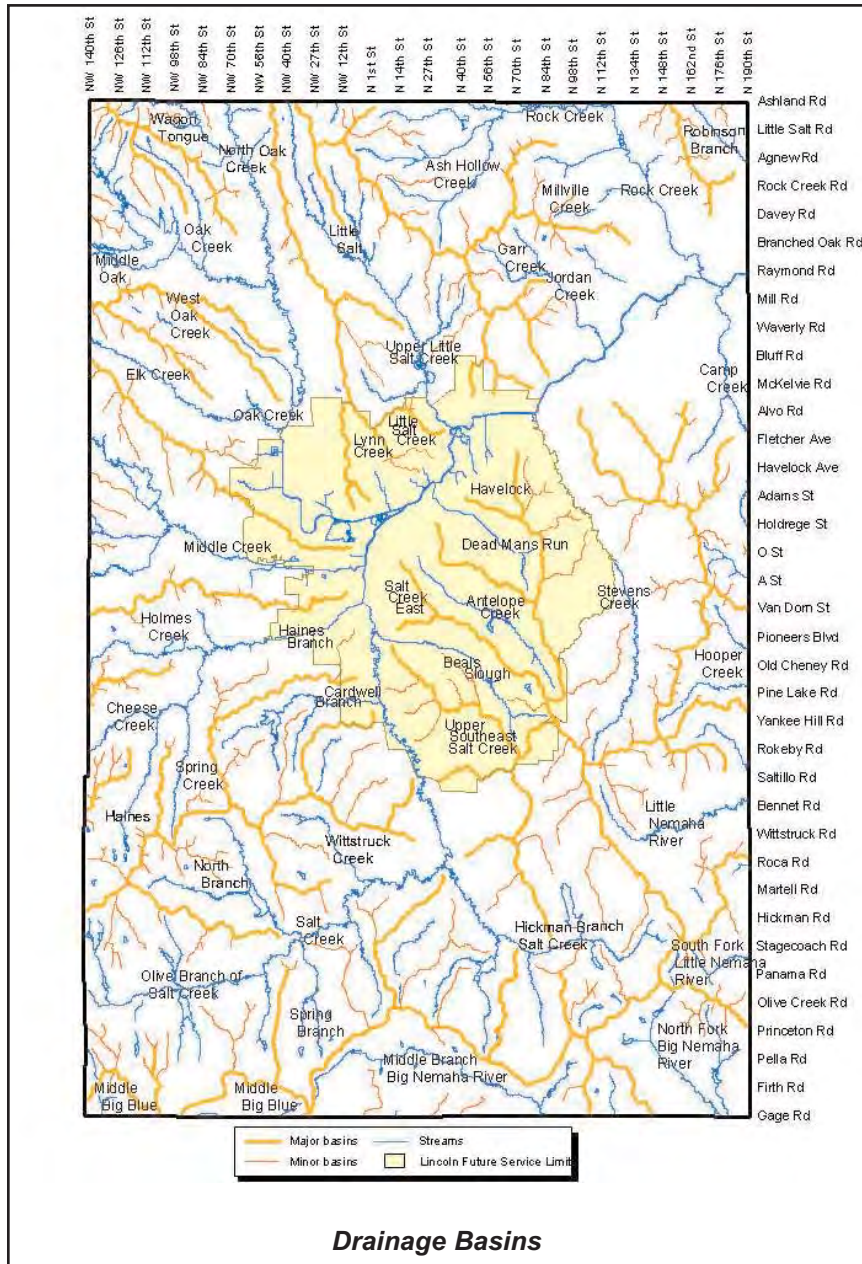
Groundwater is used for farming irrigation and is the primary source of drinking water for many residents in rural Lancaster County. The Dakota aquifer is a common source of water for many wells in Lancaster County. Well yields and water quality from wells in the Dakota are highly variable. Groundwater found within the county's boundaries supplies about a quarter of total water use.

A high saline content in the soils in the north and northwest portion of Lancaster County causes a salt-water intrusion hazard. Saline groundwater is often found north and west of Lincoln.

Lincoln Water System has addressed the limitations of local water supplies by importing all but a very small percentage of its water from outside the county. The Ashland wellfield, outside the county's boundaries about 30 miles to the northeast of the city on the Platte River, provides about three quarters of the county's total water usage.

Small areas of groundwater contamination from a variety of point sources of pollution are scattered across the county, mostly in or near urban areas. These localized sources of contamination can be from leaking underground storage tanks, grain handling facilities, "brownfields" or abandoned industrial sites, manufacturing facilities, fertilizer and pesticide storage, a variety of other types of spills, or past waste handling procedures among other causes.





FLOODPLAINS

Watersheds naturally drain surface water — that is, rain, snow melt, and human-produced runoff from such activities as lawn and farm irrigation – into streams, lakes, and wetlands by way of floodplains. For regulatory purposes, the floodplain is often divided into the floodway, composed of the stream channel and adjacent overbank area, and the floodfringe, or outer portion of the floodplain.

Floodplains comprise over 10 percent of land area in Lancaster County and are home to almost all of the county’s high value saline wetlands. Floodplains and wetlands — both freshwater and saline — filter sediments, reduce flood velocities and provide storage areas for water during storm events.

A discussion of stormwater and watershed management considerations is provided later in the Plan.

SURFACE WATER

The county's surface water resources are primarily contained in the area's many streams and lakes. There are about 400 miles of warm water streams in Lancaster County. These water features contribute to numerous ponds and lakes, including 16 major lakes ranging in size from 20 acres to 1,800 acres. The county's 10 largest lakes were constructed by the United States Army Corps of Engineers during the 1960's for flood control and recreation.

Surface water is susceptible to pollution in the form of sedimentation and contamination from runoff. Fertilizers and sediment are the most common water quality problems in the County's streams and lakes. Agriculture, construction, and urban runoff are the primary sources of point (linked to a specific site) and non-point (generalized and thus not able to be linked to a specific location) pollution.

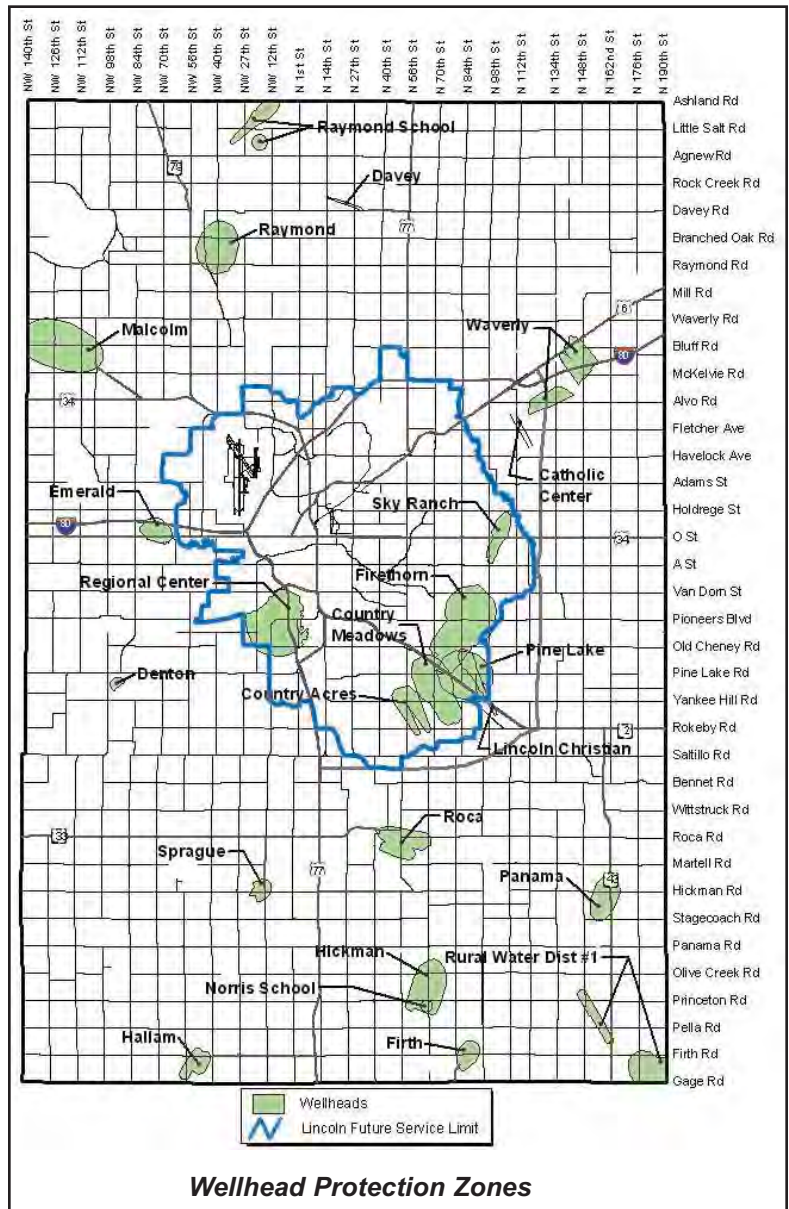
HABITAT

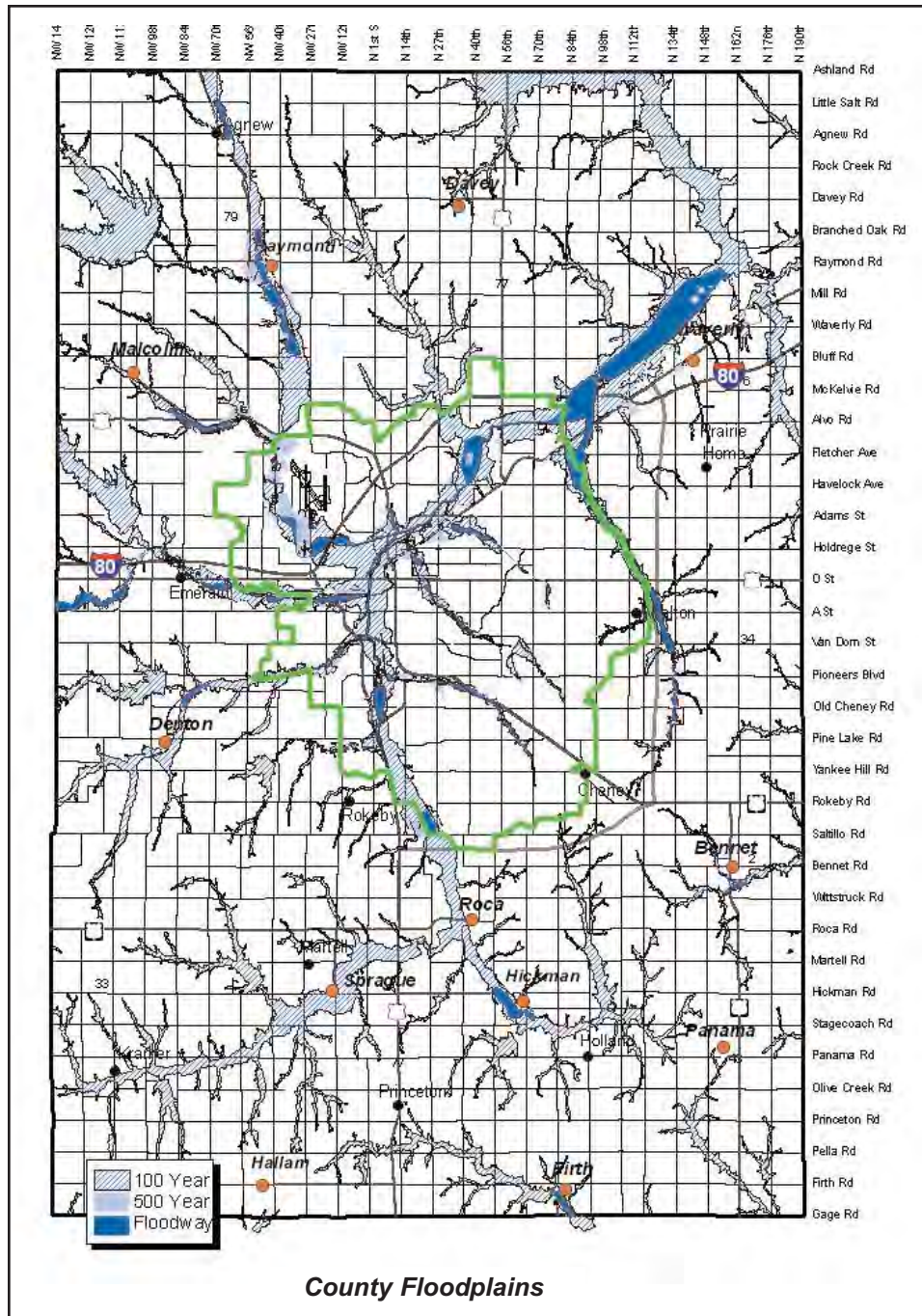
Vegetation provides important habitat for a variety of species in Lancaster County.

Historically, the county was covered in native tallgrass prairies. Dominant grasses included big and little bluestem, indian grass, sideoats grama, and porcupine grass. Whereas the county was once almost entirely covered by native grasses, it is now dominated by cropland, urban vegetation and other human associated uses. Today, approximately 8,640 acres (or about 1.5 percent of the total land area in the county) remain as prairie grasslands. A number of species use native prairies as habitat for all or part of their life cycles.

Native prairies are a unique part of Lancaster County's natural heritage and represent a historical snapshot of the county as it existed prior to European settlement. Native prairies provide recreational and educational opportunities to the citizens of Lancaster County, as well as habitat for wildlife and plant species, including rare, threatened, and endangered species, such as the Western Prairie Fringed Orchid. Of the 301 species of birds found in Lancaster County, about one in three nest in native grassland habitats.

Most – but not all – of the remaining native grasslands are located in the west-central portion of the county, with several high quality remnants in the northwest quadrant as well. Nine Mile Prairie and Spring Creek Prairie are two of the county's largest and most valued grassland tracts.





Long term survival of many natural vegetative areas such as prairies requires periodic burning. Fire helps to redistribute nutrients to plant species, as well as to control woody plant invasion and the spread of non-native plants. Unfortunately burning causes smoke that can disturb adjacent human residents. Smoke buffers of one-quarter to one-half mile can help to diminish the conflicts during prescribed burnings.

The County's countless riparian corridors also represent a significant habitat resource. Riparian areas are the spaces immediately adjacent to water courses on each side of the stream. They are most often located in the floodplain.

There is frequently a significant amount of woody vegetation within their limits. Riparian areas can serve as verdant connectors between neighborhoods, provide boundaries and edges between land uses, and afford opportunities for habitat and recreation activities.

WETLANDS (FRESHWATER AND SALINE)



Wetlands — most notably saline or salt wetlands — played a significant role in the County’s founding. In the earliest days of human settlement, the salt provided by the saline wetlands was the primary source for the preservation of meats.

Wetlands are found when three factors are present:

- 1 Soil is routinely moist or wet
- 2 Hydric soils (soil that easily retains water) are evident
- 3 Water-tolerant vegetation (plants that live well in damp soils) is found there

Saline wetlands occur when all three of these factors are present, along with saline conditions - there is salt there. Saline conditions usually arise because of salty groundwater, springs, or mineral deposits.

Today wetlands still perform many valuable functions, including improving water quality, supplying water for recharge, providing habitat for wildlife and vegetation, providing flood control, soil erosion control, and providing recreational and educational opportunities. Nine of Nebraska’s 12 Federal Endangered and Threatened Species live in wetland areas.

Freshwater wetlands are scattered across Lancaster County and southern Saunders County with the largest concentrations located around reservoirs and streambeds. Saline wetlands tend to be located in the floodplain depressions of Salt, Little Salt and Rock Creeks. “Eastern Nebraska Saline Wetlands” are notably rare and are found in Lancaster and Saunders County, Nebraska. These saline wetlands form the habitat for the Salt Creek Tiger Beetle and the Saltwort (a.k.a., Western Glasswort), which are both on the State list of endangered species.

The importance of preserving wetlands for future generations has been recognized nationally through the Federal Clean Water Act. Under Section 404 of this Act, the United States Army Corps of Engineers and Environmental Protection Agency provide regulatory oversight of wetlands. Permits are required for the lawful alteration of wetlands. Even with this Federal surveillance in place, wetland management remains a significant land use consideration for local jurisdictions.

WILDLIFE

The composition and distribution of wildlife today is greatly different than it was prior to European settlement. Today, white-tailed deer are the most abundant large grazing mammal (excluding cattle).

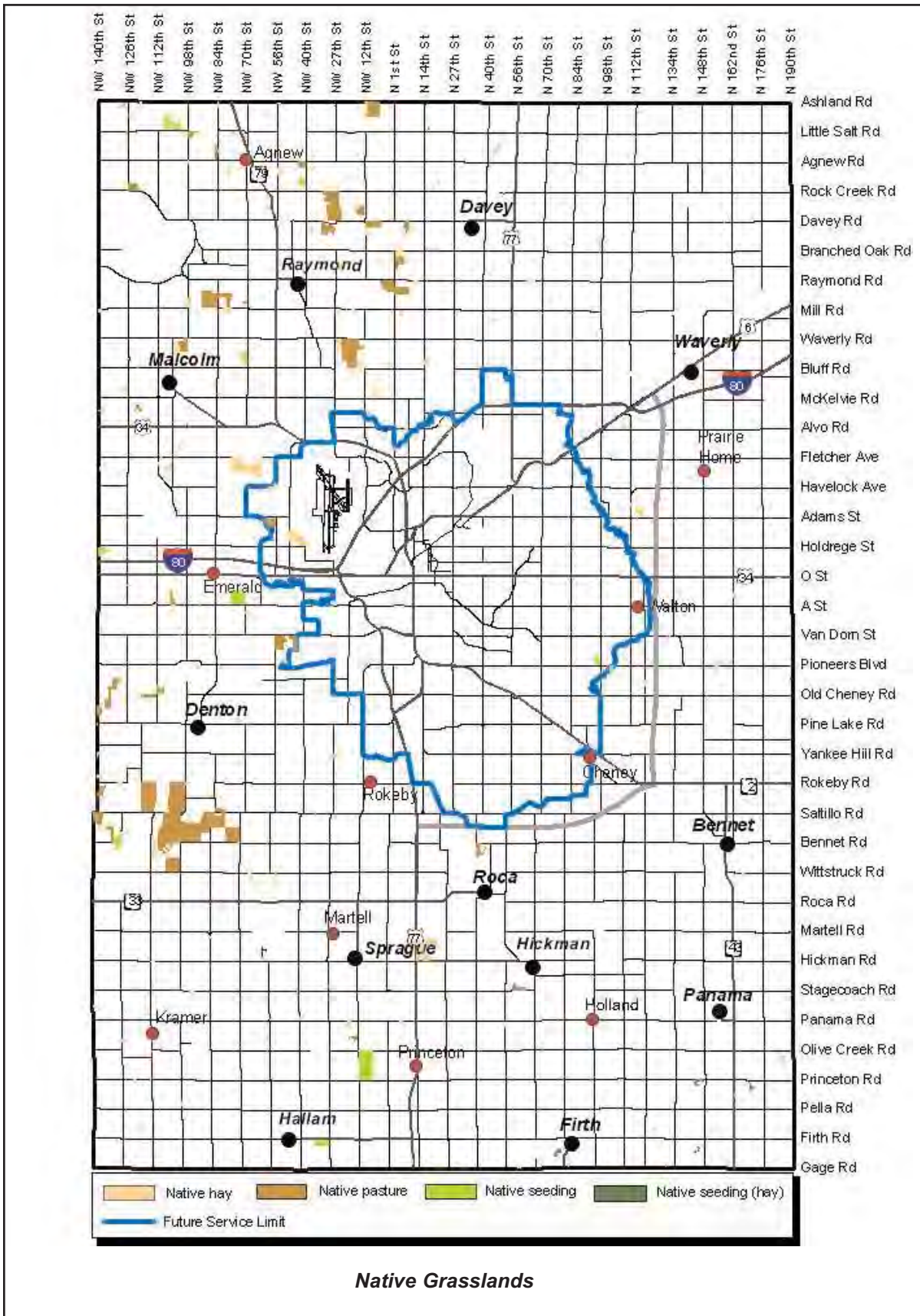
Agricultural practices and tree planting were among the widespread changes that have permitted expansion of occupied range for many species of songbirds and small mammals. More recently, construction of the Salt Valley flood control reservoirs have had profound effects, including concentrations of migrating ducks and geese, along with permanent deep water which now supports a variety of fish species.

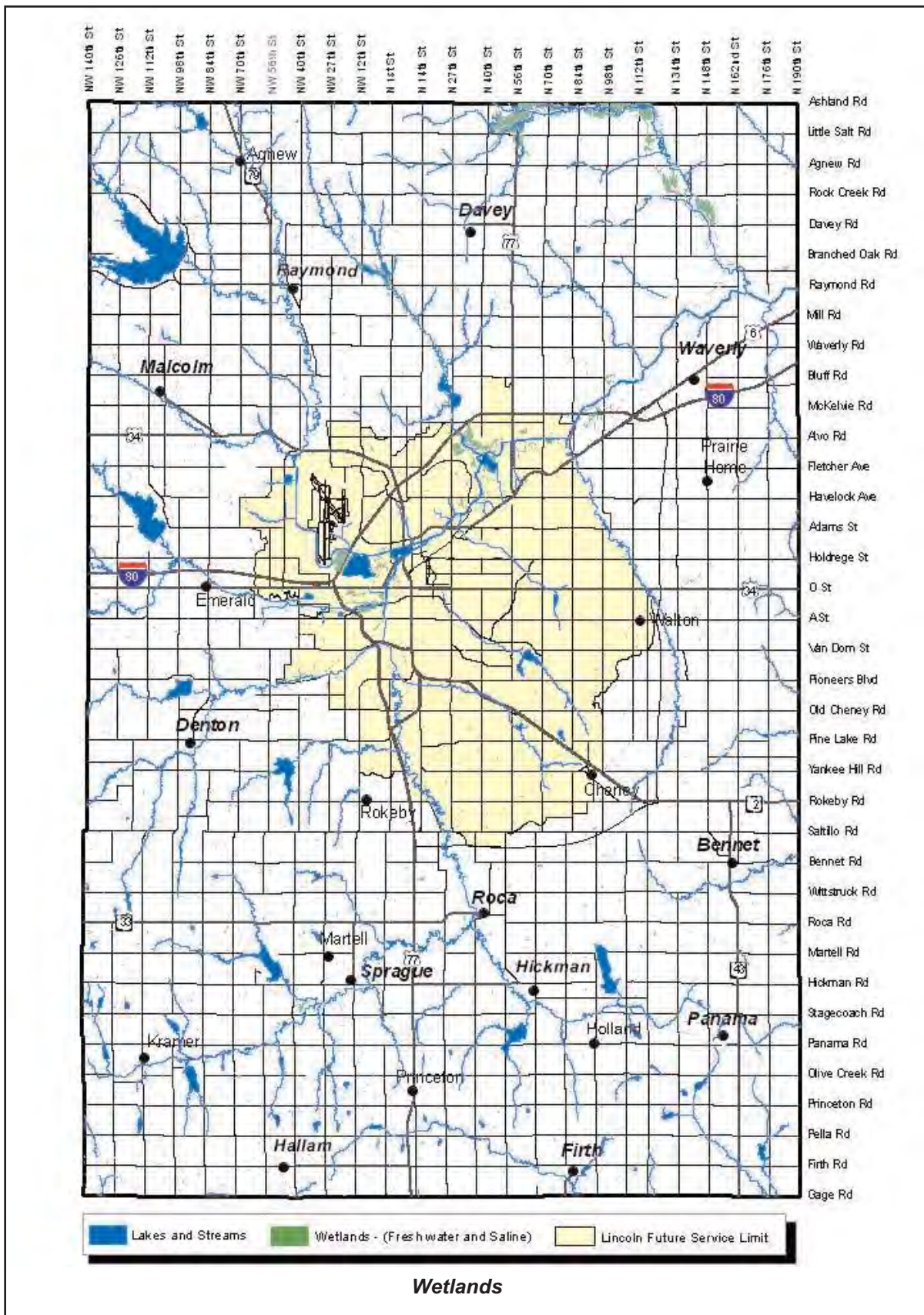
Threatened & Endangered Species Listed for Lancaster County:

- Salt Creek Tiger Beetle (State Endangered)*
- Massasauga Rattle Snake (State Threatened)*
- Least Bittern (State Threatened)*

Species with Habitat or Historic Presence in Lancaster County:

- Bald Eagle (State and Federal Threatened)*
- River Otter (State Threatened)*
- Topeka Shiner (State and Federal Endangered)*
- American Burying Beetle (State and Federal Endangered)*





Native prairies, wetlands, and riparian corridors provide important habitat for much of the County's remaining wildlife. Rare, threatened and endangered species, or their habitat are also found throughout Lancaster County.

AIR QUALITY

Lincoln-Lancaster County enjoys relatively clean air. The level of air pollution, as measured against health-protective ambient standards set by the United States Environmental Protection Agency, is low. The quality of outdoor air has a direct effect on the health of the public. Standards are in place to protect public health from serious adverse effects of particulate matter, carbon monoxide, sulfur dioxide, nitrogen oxides, ozone, and lead.

RESIDENTIAL

One of the essential elements of the community and the Plan is housing. Ensuring safe and adequate housing is an important function in maintaining the vitality of neighborhoods, towns and cities. This section portrays the current condition of housing in Lancaster County.

Changes in housing, such as the growth or decline of households, are a reflection of prevailing economic and social conditions and policies in a community.

HOUSING INVENTORY

According to the U.S. Bureau of the Census, the number of housing units in Lancaster County rose from 86,734 units in 1990 to 104,217 units in 2000 – an increase in the housing stock of 17,483 units. The increase in housing units predominantly occurred in the City of Lincoln. Lincoln had 95,199 housing units in 2000, or 91.3 percent of the housing units in Lancaster County. This ratio is consistent with data from 1990 when about 91 percent of the housing units (79,079 units) in Lancaster County were in Lincoln.



In 2000, housing occupancy for Lancaster County stood at 95.2 percent, with a vacancy rate of 4.8 percent. This rate is comparable to the 95.4 occupancy rate in 1990 and 94.0 occupancy rate in 1980.

NEW CONSTRUCTION

Data on building permits provides information regarding construction trends and reflects market demand through the planning period. Between 1991 and 2000, construction permits were issued for 17,867 dwelling units in the City of Lincoln. Of this total, 8,274 permits (46 percent) were for multi-family units, while 9,593 permits (54 percent) were for single-family or duplex units. In Lincoln, approximately two-thirds of new single-family units were developed in two areas — southeast and northwest. The development of multi-family units was generally distributed proportionally among three areas — southeast, northeast, and northwest. The total value of permits issued for new residential construction, additions and alterations increased from approximately \$106 million in 1991 to \$219 million in 2000.





Local sales data reported by the Lincoln Chamber of Commerce indicates that the average sale price for a new home in Lincoln in 1999 was approximately \$167,000 and that the average sale price for an existing home in 1999 was almost \$107,000. The Lincoln Chamber reports also that overall housing costs in Lincoln are roughly in line with the national average, according to the American Chamber of Commerce Researchers Association.

AGE AND CONDITION

In general, Lincoln's housing stock is in good condition. The City's Urban Development Department used County Assessor data to conduct a study in 2000 of the conditions of residential structures in Lincoln. This study found that 53 percent of the residential structures were in excellent condition, 38 percent were in good condition, 8 percent were in fair condition, and less than 1 percent were classified as poor or dilapidated.

HOME OWNERSHIP RATES

The overall housing tenure in Lancaster County remained relatively stable over the past 40 years, with home ownership rates staying around 60 percent.

The areas with the highest levels of home ownership are in the south and eastern portions of the City, the Country Club neighborhood, and the Highlands in the north part of Lincoln. The lowest home ownership rates are in the City's central neighborhoods. However, according to the Urban Development Department, home ownership rates in central neighborhoods stabilized between 1990 and 2000.

AFFORDABLE HOUSING

The Lincoln Housing Authority is active in providing safe, affordable housing to city residents. The agency also promotes home ownership for all persons in Lincoln.

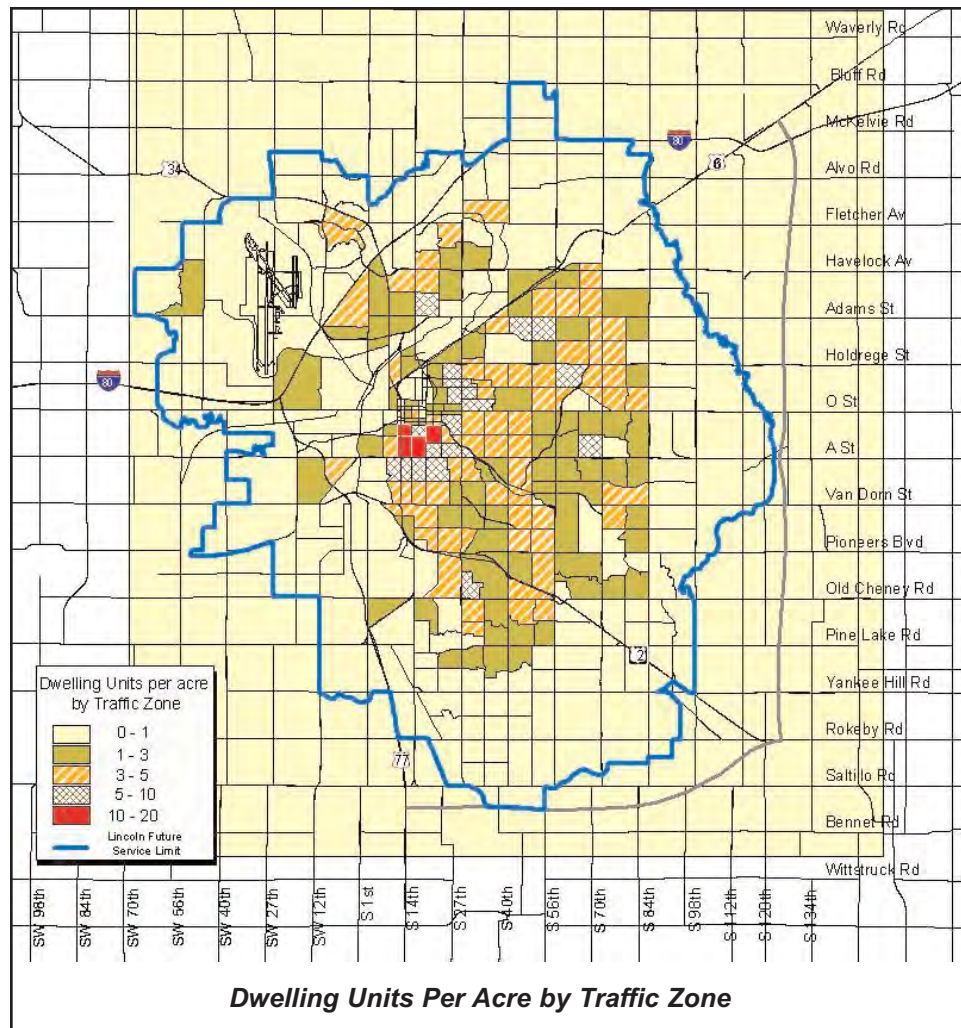
The LHA provides affordable housing through the management of properties owned by the authority and through the administration of the federal Housing Choice Voucher Program. The Housing Choice Voucher Program is administered throughout Lancaster County. The LHA invests approximately \$12 million annually in the Lincoln and Lancaster County housing market. In the past few years, LHA has constructed over one hundred new dwelling units in two new neighborhoods in south Lincoln.

The LHA also actively manages over 1,250 housing units in Lincoln. The LHA also provides a wide array of services for area residents including two home ownership programs, a tenant services office and several joint programs that offer emergency shelter for persons who are homeless or subjected to domestic violence.

DWELLING UNIT DENSITY

The adjacent map shows the number of dwelling units per total acres within traffic zones for January 1, 2001. Traffic zones vary in size from as small as four blocks in the Downtown area, up to one-half of a square mile in suburban areas, and as large as several square miles in the County. The total area in each traffic zone includes all land uses, such as commercial, industrial and right-of-way for roads in addition to residential areas. Thus, this measure is considered the “gross” density per acre. The “net” density would be if only the total number of dwelling units were divided by only the number of residential acres, excluding all other uses.

The density in the urban area ranges from 1 to 3 dwelling units per total acre in suburban areas to as much as 19 per total acre in the Downtown area. Older neighborhoods generally have a greater density than newer areas. Many suburban areas have low densities at this time because they are not fully developed.



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UTILITIES

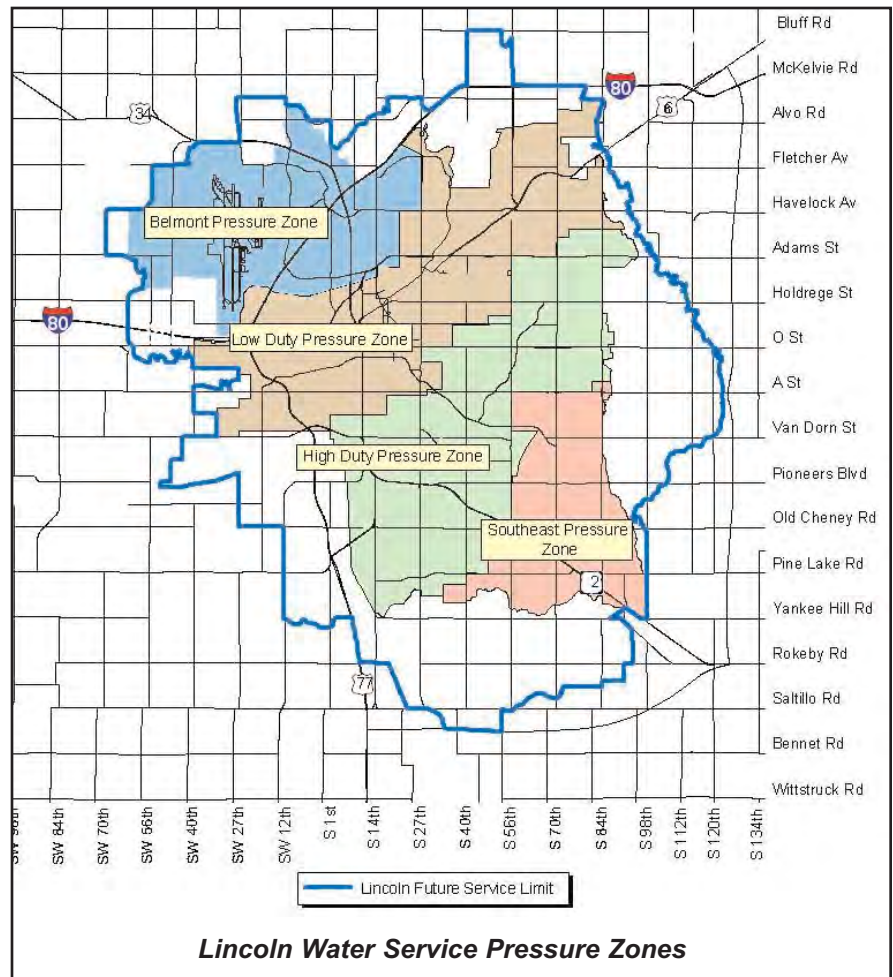
Basic utilities are available at a variety of service levels throughout the city and county. This section examines the current status of local area utility services including water, wastewater, stormwater, solid waste, electric, street maintenance, natural gas, cable and telecommunications.

WATER SERVICES

LINCOLN WATER SYSTEM

Potable water is provided to Lincoln residents and businesses by the Lincoln Water System. The System is owned by the City of Lincoln and managed by the City's Department of Public Works and Utilities under the direction of the Mayor and City Council. It is a revenue producing and self-supporting system (i.e., no tax funds are used). It is the policy of the City of Lincoln to only provide water service to properties located within the corporate limits of the city.

Lincoln's principal source of water is groundwater from the Platte River near Ashland, Nebraska, northeast of Lincoln. Lincoln Water System processes groundwater at the Ashland facility prior to its transmission to Lincoln for distribution. In addition, the City has supplemental wells in Antelope Park located in Lincoln. This additional groundwater source is utilized during periods of peak water consumption — typically the summer months.

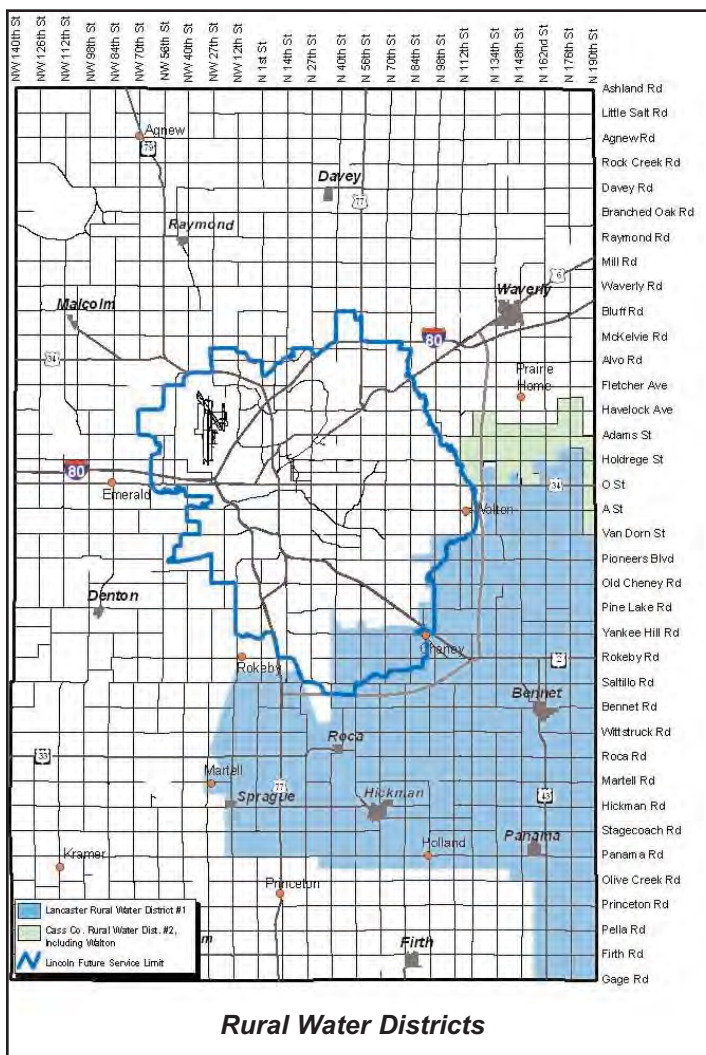


Lincoln Water Service Pressure Zones

The distribution system is divided into six pressure zones. Each zone has a system of storage facilities and pumping stations which keep operating pressures in the 35-100 pounds per square inch (PSI) range. Because the system operates on elevation, reservoirs and pump stations are often located outside the respective service area, and in some cases outside of the City.

The existing water system is made up of more than 1,060 miles of water mains. Pipes providing service to customers range in size from 4” to 16” in diameter and total 920 miles. There are 140 miles of transmission and transfer mains which range from 24” to 54” in diameter.

The cost of local water distribution system development is paid by the benefitting users. The distribution grid (larger mains) is subsidized by the Lincoln Water System if such improvements comply with the Comprehensive Plan and have been scheduled through the capital improvement program process.



RURAL AND TOWN WATER SERVICES

Water service to rural Lancaster County residents is obtained through private water systems (i.e., private wells), rural water districts, or Sanitary and Improvement Districts (SIDs).

Two rural water districts supply potable water to Lancaster County residents - - Lancaster Rural Water District No. 1 and Cass County Rural Water District No. 2. These rural associations include property owners adjacent to the City limits. There are four SID's providing water services to area residents: Emerald, Pine Lake, Holland, and Walton.

Cities and villages in Lancaster County collect water from municipally owned wells. Some communities are provided water via contract from Rural Water Districts. Limited well source and poor water quality contribute to reliance on rural water districts.

WASTEWATER SERVICES LINCOLN WASTEWATER SYSTEM

The City of Lincoln Wastewater System is a publicly owned and operated system. The system is a revenue producing and self-supporting, enterprise fund system (i.e., no tax funds are used). The Department of Public Works and Utilities Wastewater Division manages the operation of the system. It is the City of Lincoln's policy to only provide wastewater service to land located within the corporate limits.

The City of Lincoln Wastewater System is a publicly owned and operated system.

Collection System

In general, the wastewater collection system is a gravity fed system that is designed to accommodate urbanization of drainage basins. The existing system includes 14 lift stations to assist in pumping and conveying the wastewater in the collection system. The collection system currently serves 11 major drainage basins, with more than 870 miles of sanitary sewer pipes ranging in size from 8” to 90” in diameter. This system encourages orderly growth within the natural drainage basin boundaries.

Treatment Facilities

There are two treatment facilities in operation: Theresa Street and Northeast Wastewater Treatment Facilities.

The Theresa Street facility is located at 2400 Theresa St., near N. 27th Street and Cornhusker Highway, and currently serves approximately 70 percent of the City. The Northeast facility is located at 7000 N. 70th Street, near N. 70th and Salt Creek and serves the remaining 30 percent of the City.

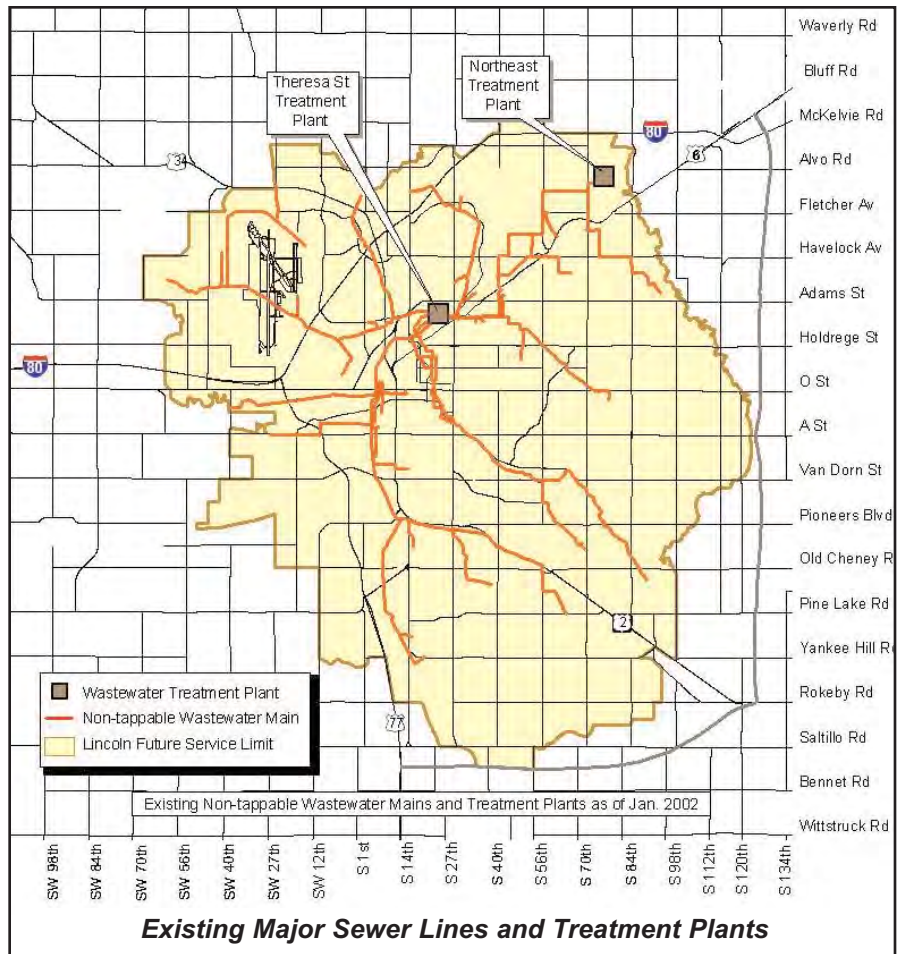
The Theresa St. facility also receives liquid wastes from liquid waste haulers providing services to Lincoln and Lancaster County businesses and residents. Treated effluent from both facilities is discharged into Salt Creek. Treated biosolids produced by the treatment plants are spread on croplands within the county through a program operated jointly by the City’s Wastewater and Solid Waste System, the University of Nebraska, and the Lancaster County Cooperative Extension Office.

RURAL AND TOWN WASTEWATER SERVICES

Each incorporated city and village in the county operates a municipally-owned wastewater collection and treatment facility. In addition, on-site septic treatment systems are permitted within their planning and zoning jurisdictions.

Residents in unincorporated areas employ on-site septic and/or lagoon treatment systems.

There are a number of subdivision developments in Lancaster County that utilize shared infrastructure systems. These systems are typically for sewer collection and treatment within the development and provide no connections or services to outside development or communities.

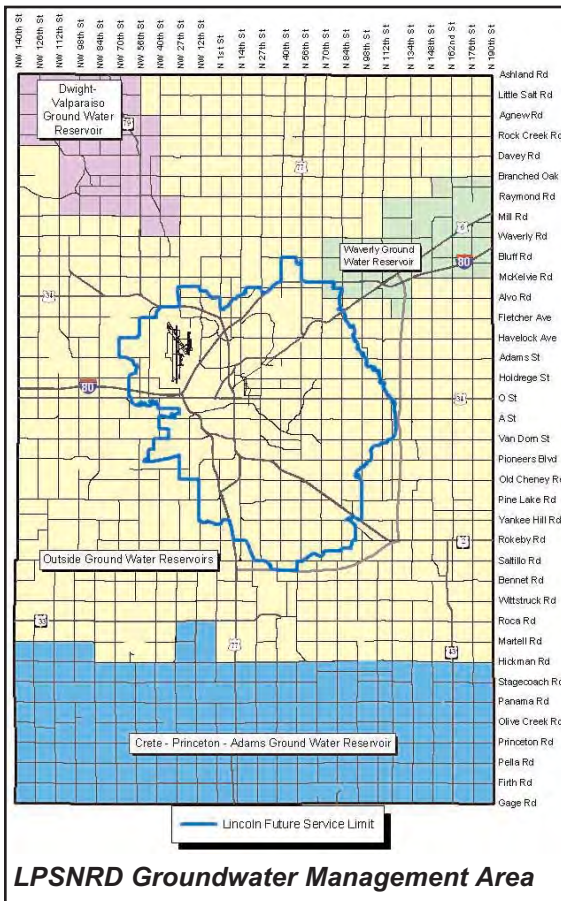


Sanitary and Improvement Districts (SID)

Four Sanitary and Improvement Districts provide sanitary sewer to local residents: Cheney (lagoon), Holland (lagoon), Emerald (lagoon), and Pine Lake (plant treatment).

Groundwater Management Plan

In April 1995, the Lower Platte South Natural Resources District (LPSNRD) adopted a “Groundwater Management Plan.” This Plan describes steps for managing the area’s ground water to protect its future quality and quantity. The Plan has led to the designation by the LPSNRD of a Groundwater Management Area. This designation provides the District with the authority to regulate nonpoint sources in the urban and rural areas that might affect groundwater quality and quantity.



WATERSHED MANAGEMENT OVERVIEW

Lincoln and the majority of Lancaster County fall within the Salt Creek Watershed. Salt Creek generally flows to the north and northeast where it ultimately drains into the Platte River near Ashland in Saunders County. Eleven creeks converge with Salt Creek in the vicinity of Lincoln: Little Salt Creek, Lynn Creek, Elk Creek, Oak Creek, Middle Creek, Haines Branch, Cardwell Branch, Stevens Creek, Deadmans Run, Antelope Creek, and Beal Slough. Over 1,000 square miles of land contribute runoff to Salt Creek.

Since Lincoln’s founding in 1867, flooding along Salt Creek has been a major infrastructure concern. Over 100 floods were recorded in Lincoln during the twentieth century, with the floods of 1908 and 1950 the two worst in terms of damage. Flood loss potential has been reduced through the construction of levees along Salt Creek and dams along creek tributaries, as well as the creation of Wilderness Park. Channelization of Salt Creek, however, has increased the stream’s water velocity, thus aggravating stormwater management efforts.

Significant industrial, commercial, and residential development exists in Lincoln’s floodplain. This is especially the case in the older areas of the city. Much of this development occurred before the hazards from constructing in the floodplain were fully understood.

FLOODPLAIN AND STORMWATER MANAGEMENT

Local floodplain and stormwater management responsibility is shared by the City of Lincoln and the Lower Platte South Natural Resources District (LPSNRD). The LPSNRD has responsibility for maintaining the main stream channels while the City assumes care of the tributaries and storm drainage system. Both the City of Lincoln and Lancaster County also participate in the National Flood Insurance Program administered by the Federal Emergency Management Agency (FEMA).

Water quality from stormwater is managed under the Federal Clean Water Act. The National Pollutant Discharge Elimination System (NPDES) program addresses non-agricultural sources of stormwater discharge. A permit system is used to control the release of harmful pollutants into local water bodies. This program is administered in Nebraska by the State Department of Environmental Quality (NDEQ). The City's municipal stormwater system is regulated under this program, and a permit is likely to be issued in early 2002. This permit will stipulate discharge limits, as well as monitoring and reporting requirements concerning water quality. A similar element of the program for smaller municipal systems will affect Lancaster County. The County will be required to apply for NPDES permit coverage by March of 2003.

Updated erosion and sediment control standards were adopted by the City of Lincoln in the year 2000. Plans must be submitted and approved for any land disturbance proposed for areas greater than two acres. Even with these new standards in place, the City continues to experience severe problems with erosion and sediment control, most notably on sites under two acres. The absence of proper "best management practices" on construction sites has caused mud on sidewalks and streets, sedimentation in streams, water quality impacts, and stream stability problems.



SOLID WASTE

The City of Lincoln has entered into interlocal agreements with Lancaster County and all the villages and cities in Lancaster County, with the exception of Hallam, to serve as the lead agency for solid waste management in the County. The Public Works and Utilities Department, Solid Waste Operations in conjunction with the Lincoln-Lancaster County Health Department Environmental Division manages the City and County's solid waste management programs.

COLLECTION

The City of Lincoln does not have a mandatory residential waste collection policy. A number of independent private companies are licensed to provide waste collection services to area residents. Residents may also haul their waste to a small vehicle transfer station located at 5101 North 48th Street.

Three villages in the county — Bennet, Davey and Panama — operate solid waste transfer stations. Residents transport their waste to these facilities. All other communities in the county offer residential waste collection.

DISPOSAL

The City of Lincoln's primary solid waste sanitary landfill is located at Nebraska Highway 77 and Bluff Road, just north of I-80. This facility began operating in the late 1980's. It accepts approximately 800 tons of waste each day. The facility is projected to reach capacity near the year 2025.

The City also operates a landfill for construction and demolition debris at 5101 North 48th Street. This facility is located on the site of the County's previous solid waste landfill. The construction and demolition debris landfill is projected to have capacity through the year 2019. This location also hosts the small vehicle transfer station for the general public.

A portion of Lincoln’s and Lancaster County’s waste is being exported outside Lancaster County. This is the result of the acquisition of local waste collection firms and a landfill in Milford, Nebraska, by a national waste management firm.

ENVIRONMENTAL SERVICES

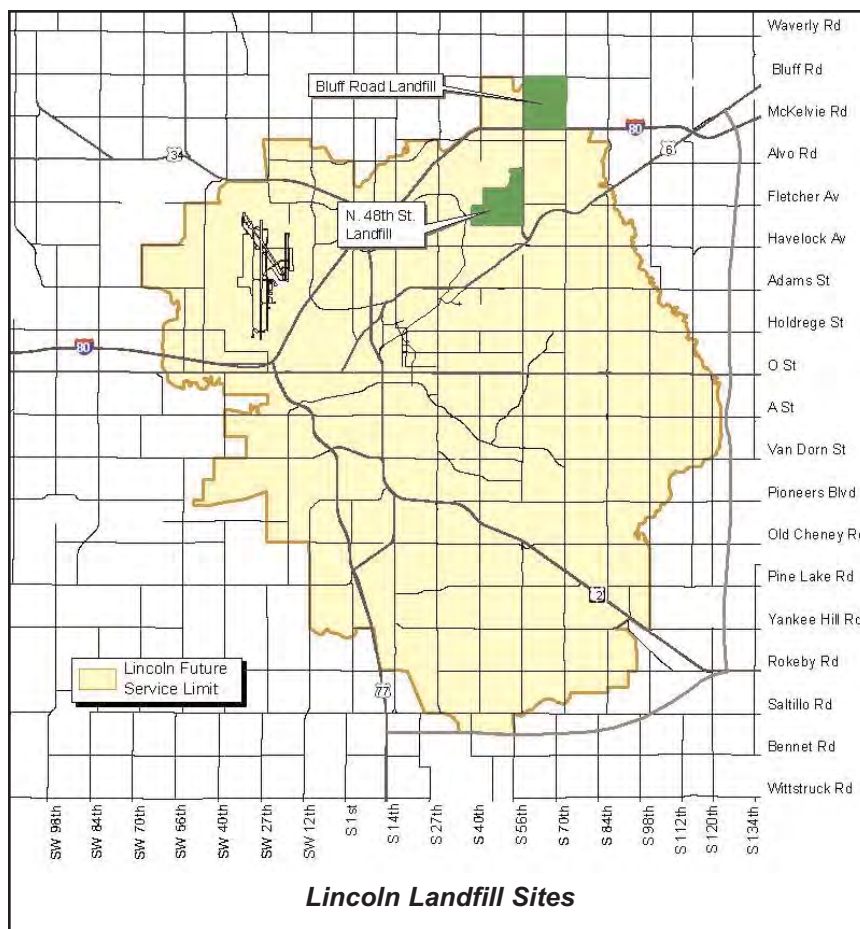
Lincoln’s Solid Waste Operations and the Lincoln-Lancaster Health Department (Environmental Health Division) provide a wide assortment of integrated solid waste management services. These range from source reduction and pollution prevention to recycling and disposal. Many of these services are voluntary — that is, they are not specifically required by any federal and state regulations.

The City considers these services to be like any other utility. The City recommends that recycling drop-off sites be convenient to every resident in the community. Estimates are that the bio-solids, recycling, yard waste composting, and recycling drop-off programs, monitored from 1991 through 2001, have extended the life span of the city landfill by three years. If these current recycling programs were eliminated, the remaining life of the landfill would be shortened by an additional five years - closing in 2020 instead of the projected year of 2025.

Several of the programs, while not mandated, serve the purposes of helping achieve a mandate (i.e. special waste permitting), limiting the city’s and county’s potential long-term liability, or reducing future costs (i.e. household hazardous waste collections, pollution prevention consultation to businesses). This integrated program is financed through waste disposal fees, special waste permit fees, grants and to a very small degree city and county funds.

The City manages 26 recycling drop-off sites in the city and county. Twenty one sites are located in the City of Lincoln, of which 16 are multi-material sites accepting newspapers, cardboard, mixed paper (junk mail, magazines), glass bottles, plastic bottles, tin cans and aluminum cans. All five sites outside of Lincoln are for multi-material collection. They are located in Bennet, Davey, Hickman, Panama and Waverly.

The City also operates a Yard Waste Composting/ Wood Processing Facility and Wastewater Biosolids short-term storage area located next to the Bluff Road Landfill.



ELECTRIC SERVICE

The Lincoln Electric System (LES) is owned by the City of Lincoln. It is operated under the direction of an administrative board appointed by the Mayor and City Council. LES is revenue producing and self-supporting (i.e., no tax funds are used by the system).

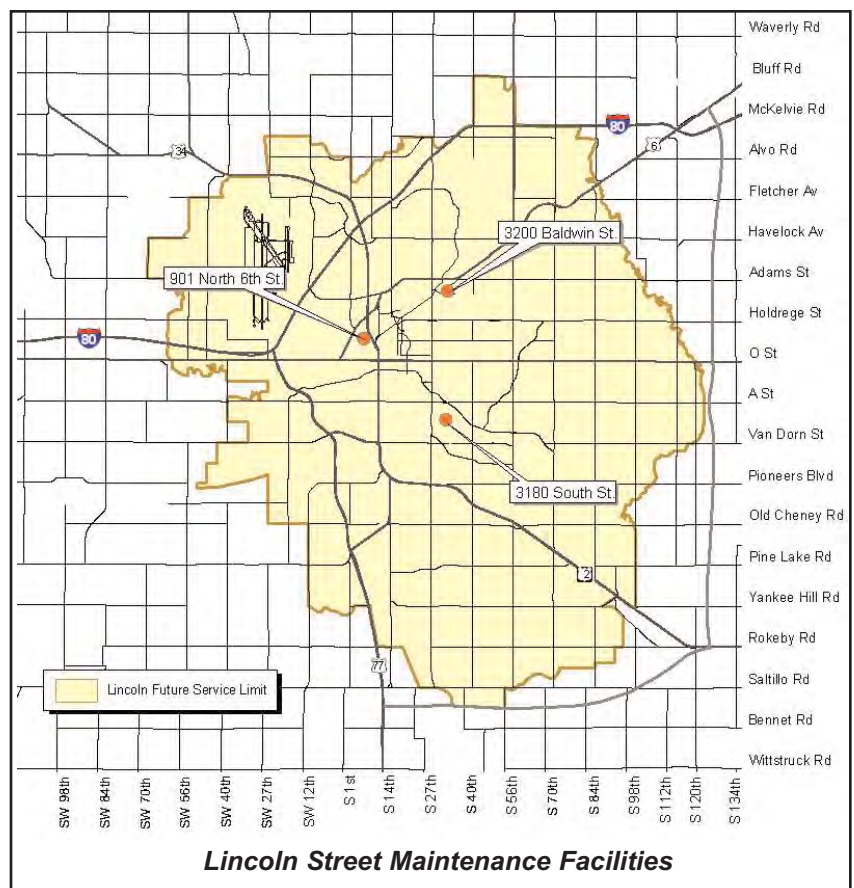
LES provides electric service to the City of Lincoln and most of the surrounding area within Lincoln's three-mile planning zone. The LES service area includes the City of Waverly and the unincorporated villages of Cheney, Walton, Prairie Home, and Emerald.

The balance of Lancaster County, including cities and villages, are served by the Norris Public Power District.

STREET MAINTENANCE

The maintenance of city streets is the responsibility of the Lincoln Public Works and Utilities, Maintenance Division. The principal mission is to maintain the street and highway system within the corporate limits of the City in a safe, operable condition at a reasonable cost. Maintenance responsibilities include but are not limited to ice and snow control, paved and unpaved street and highway maintenance, storm sewer, open drainage and detention cell maintenance and right-of-way vegetation control.

The road system outside the corporate limits of Lincoln, not maintained by the State or Federal governments, is the responsibility of the County Engineer. Expansion of maintenance services provided will be in direct relationship to expansion of the corporate City limits and associated transportation network.



The City has three maintenance districts with operations centers located at 901 North 6th Street, 3180 South Street, and 3200 Baldwin Avenue.

The County Engineer has four districts with operations centers located in Lincoln, Waverly, Roca and Sprague. The County Engineer maintains a facility in each of the incorporated towns of the county.

Funding for maintenance services is provided through the City's General Fund and Street Construction funds.

CABLE FRANCHISE

The City of Lincoln has a cable franchise agreement with Time Warner Cable. Time Warner provides cable television and high speed internet access to residential and business customers in the city. The franchise agreement provides Lincoln with a local public access channel called Lincoln Community Cable (LCC-TV) which broadcasts locally produced shows. Lincoln residential and business customers are also provided services by a number of private satellite companies offering television broadcast channels.

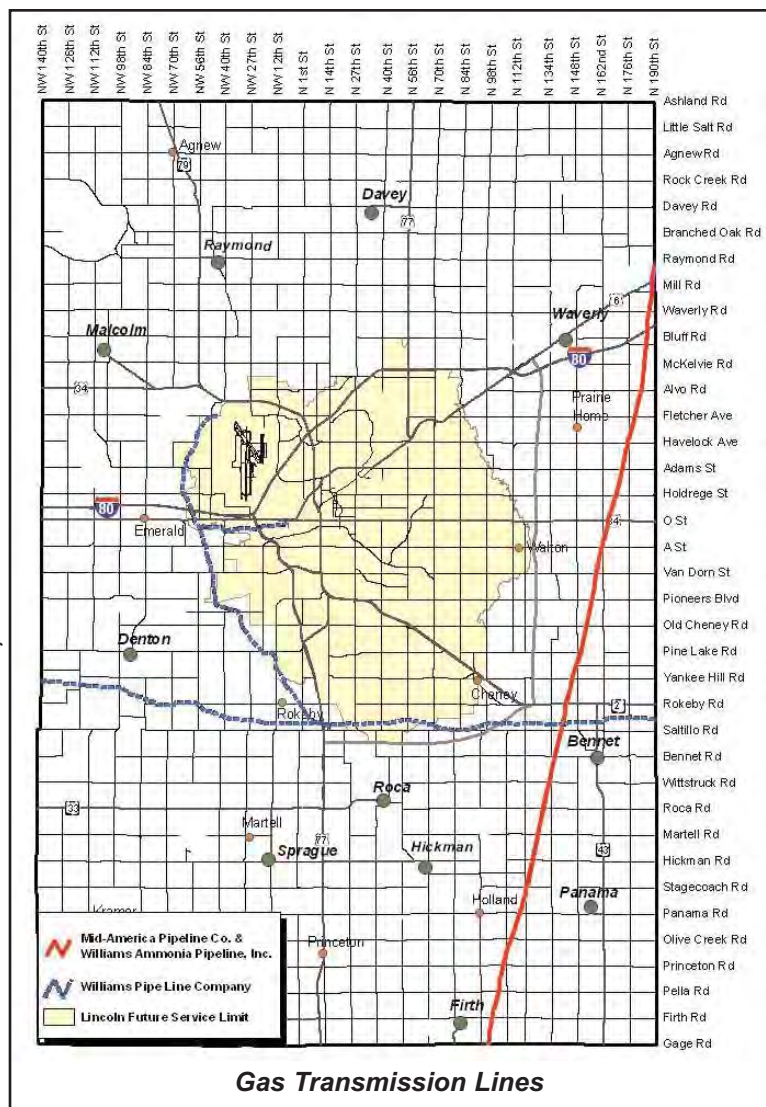
Rural areas, towns and villages in Lancaster County are provided service by a number of private cable and satellite companies offering television broadcast channels.

NATURAL GAS SERVICE

Aquila (formerly known as Peoples Natural Gas) owns and operates natural gas and distribution systems in Lincoln and 10 other incorporated and unincorporated communities in Lancaster County. The company serves about 86,000 residential, commercial and industrial customers in Lincoln and another 4,000 in Waverly, Walton, Cheney, Bennett, Eagle, Firth, Panama, Hickman, Holland, and Woodland Hills.

Aquila transports natural gas to area customers through two major interstate pipeline systems which traverse the county - Northern Natural and Kinder-Morgan. Aquila is the only provider of natural gas services in the county.

Liquified propane is the other major fuel used in Lancaster County. Several propane distributors serve town and rural customers throughout the county.



T ELECOMMUNICATIONS

The primary provider of general residential and business telecommunication within the city and county is Alltel Communications. Cellular telephone, personal communication services (PCS), specialized mobile radio, and paging are serviced by multiple carriers. These carriers are in various stages of system development.

Lincoln and Lancaster County are interconnected with fiber optic networks throughout Lincoln and the county. This system inter-exchanges with international carriers who have fiber optics throughout the county. In addition, Lincoln is served by eleven local and several national internet access providers.

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MOBILITY & TRANSPORTATION

Mobility is an essential ingredient in ensuring the community's quality of life. This section of the Plan examines the current status of mobility in the city and county as reflected in the area's transportation facilities and services. This review includes Streets and Highways, Street System Maintenance, Public Transportation, Parking, Trails and Bicycle Facilities, Railroads, Airports and Airfields, and Goods and Freight Movement.

STREETS AND HIGHWAYS

EXISTING PATTERN OF STREETS AND HIGHWAYS

The city and county are served today by an extensive system of streets and highways. This system ranges from roads capable of safely carrying thousands of vehicles each hour, down to local residential streets that help form the character of neighborhoods. The street system further plays a vital role in commerce by carrying products to all portions of the city and county. The rural road network also links the agricultural community to key transportation centers, allowing their commodities to be shipped around the world.

Section line roads form the basic layout for the city's and county's existing street system. Spaced approximately one mile apart, these roads create the underlying grid pattern found throughout the county. This roadway pattern was established nearly a hundred and fifty years ago by the United States government. Surveyors were sent west to the Plains states to create a patchwork of one mile squares. These squares became the building blocks upon which the earliest settlements and agricultural communities were formed.

The section line roads are used today as Lincoln's main system of arterial streets. In the newer areas of the city, section line roads are typically built with four through lanes, with turning lanes added to improve safety and operations along these corridors.

The grid pattern has also been accentuated in the traditional areas of Lincoln through the use of arterial streets at the half section (or half mile) line. This has created a more extensive street grid pattern in the "built environment" of the community.

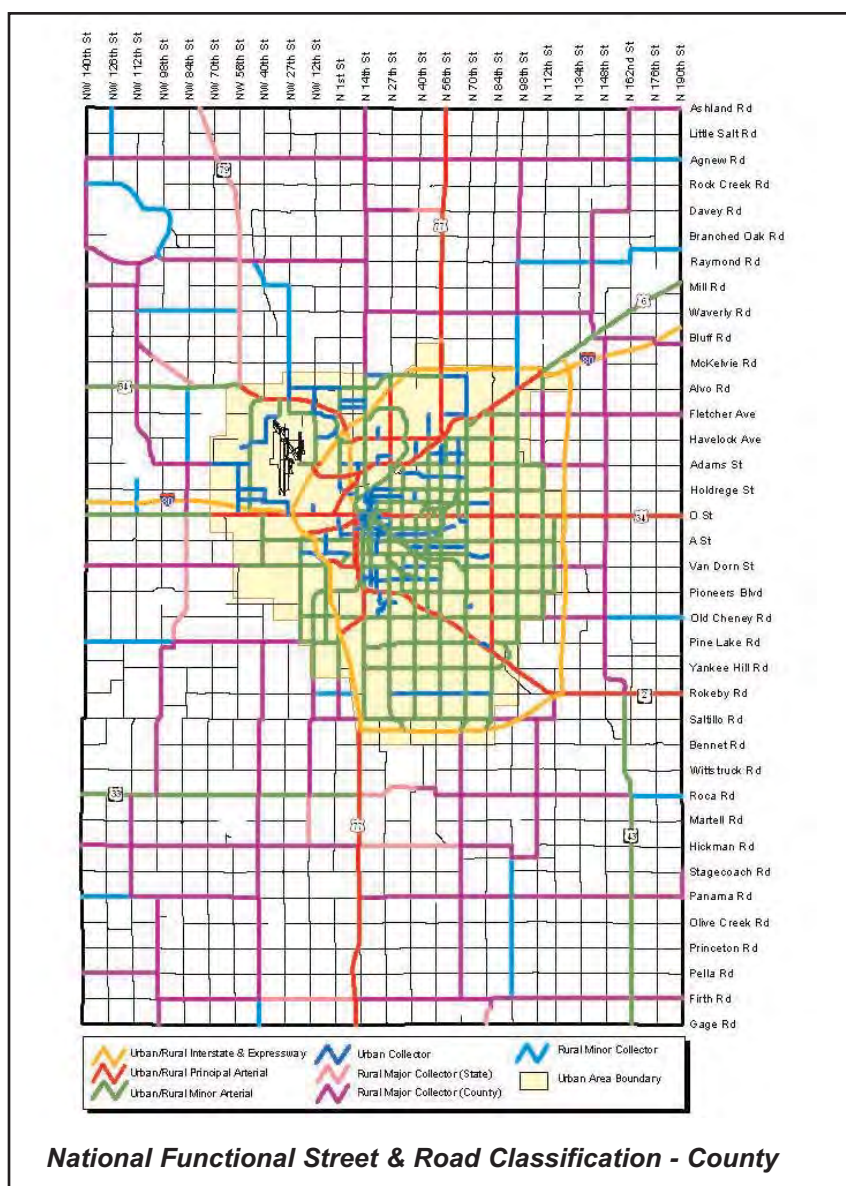


To aid in moving traffic through and across the community, other routes have been layered on top of the county's underlying one mile grid pattern. From the Federal Interstates (such as I-80 and I-180), to State highways (such as Highway Nos. 2, 6, 34, and 77), and to local facilities (such as Capital Parkway, Cotner Boulevard, and Sheridan Boulevard), diagonal roads have helped expand the community's street capacity. These facilities often offer more direct movement between major centers of activity than are provided by the grid system.

Bridges and overpasses have also been added over the years to make travel safer and easier. Separating cars and trains reduces the potential for crashes, as well as reducing the time spent by motorists waiting for passing trains. Even the spanning of the region's numerous creeks and streams with permanent structures has allowed people and vehicles to move more freely.

Today there are an estimated 2808 miles of streets and highways serving the city and county. This includes approximately 30 miles of Interstate, 158 miles of U.S. and State Highways, 565 miles of major arterials and collector streets, and 2055 miles of local streets.

FUNCTIONAL CLASSIFICATION



Transportation planners and engineers classify streets and highways into “Functional Classifications.” Each classification indicates the roadway function and attributes, how the roadway is intended to be used and its relative importance to the neighborhood, community, and region.

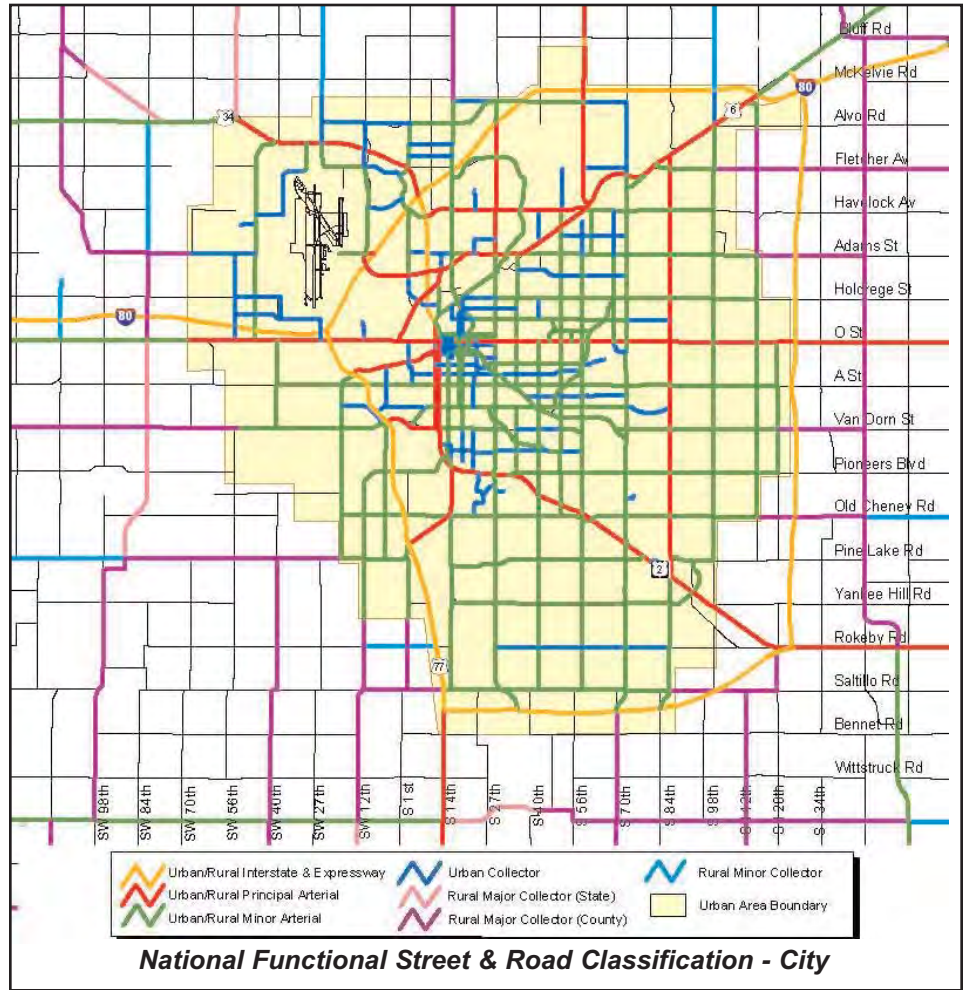
At the top of the classification scheme are “Urban/Rural Interstates, freeways and Expressways.” These are roads capable of carrying large numbers of vehicles at higher rates of speed over long distances. Access to these roadways is strictly controlled. Vehicles can only get on or off these facilities at a few designated locations — typically at an interchange.

“Principle Arterials” and “Minor Arterials” are at the next level of roadway classification. Arterials carry traffic between major activity and population centers. They may run for many miles across the city and county. Posted speed limits are generally in the 35 to 45 miles per hour range with access provided at grade. Traffic signals as well as roundabouts are often used to regulate the flow of traffic along arterials. Access is man-

aged, although movement to and from adjacent property is sometimes allowed depending upon the character of the area and the uses being served.

“Collector Streets” offer motorists a safe and convenient way to move from a neighborhood to the arterial street system. This next level of street classification is intended to “collect” traffic from residential or other destinations and move them to the higher order streets. Speeds are generally lower than arterial streets with direct access more liberally granted.

The lowest classification of streets is the “local” or “residential” street. These streets provide very limited opportunities for through traffic; their primary function is to provide access to adjacent properties.



CONGESTION MANAGEMENT TASK FORCE

During a twenty month period in 1995 and 1996, the Congestion Management Task Force examined traffic flow issues for six “high impact corridors” in the older areas of Lincoln. A series of recommendations from the Task Force’s work was amended into the 1994 City-County Comprehensive Plan in 1996. The City has implemented or is in the process of implementing the following Task Force recommendations:

Create a “2 Plus Center Turn Lane” System within the “built environment”: The Task Force’s top priority was the creation of a street system within the “built environment” of Lincoln using a “2 plus center turn lane” design. Portions of South 13th, South 33rd, South 40th, South 48th, South 56th, and Pioneers were slated for such improvements. Since 1996, the City has improved or has plans to improve all of these street segments. Arterial streets within the “built environment” have been identified for upgrading to the “2 plus center turn lane” design.

Install More Responsive Traffic Signal System: The City’s Public Works and Utilities Department has undertaken numerous improvements to the traffic signal system since 1996. This includes installation of sensors and communication lines to monitor traffic flow, traffic monitoring cameras, upgraded software and hardware for traffic signal management, and intersection preemption units. Additional improvements to the traffic signal system are programmed and will be undertaken over the coming years.

Implement Intersection Improvements: Thirteen intersections within the high impact corridors were identified as needing improvement. Six of eight locations had major improvements, and the other two locations are active or

within the near term of being completed. Two of the other five locations are identified in this plan as “Major Intersection Work” and the remaining three locations had major/minor timing changes and/or left turn phasing added.

Complete Inner Ring Road System: The Task Force recommended lanes be added to segments of five specific streets to create an “inner ring road.” This system of streets would add capacity along the edge of Lincoln’s “built environment” as identified in the 1994 Comprehensive Plan. Improvements to four of these streets — 84th, Old Cheney Road, Pine Lake Road, and Pioneers Boulevard – have been made or are planned. Portions of South 70th Street have been upgraded, although no additional improvements are presently scheduled for North 70th Street.

Implement Transportation Systems Management (TSM) / Transportation Demand Management (TDM) Strategies: The City has and is pursuing the application of numerous TSM and TDM strategies. These strategies are intended to make the best possible use of the transportation system by tackling both how the system is managed and how the traveling public makes effective use of the system. Examples include flexible work schedules for public and private sector employers, express transit services, special bus services for major events, message boards for construction and crash sites, and recent upgrades to the city-wide traffic signal system.

Implement Truck Route Study: Routing truck traffic around the City was viewed as a way to improve automobile traffic flow within the built environment of Lincoln. The construction of the south and east beltway was sought as the most helpful approach to accomplish this objective. The south beltway is currently in the final design phase with construction completion anticipated during the first half of the planning period. The east beltway during the year 2007 would be entering the preliminary design phase for corridor protection and right-of-way acquisition. The completion of final design and construction of these two beltway projects would be contingent upon available funding.

Establish a One-Way Pair System on South 56th and Cotner Boulevard: As part of the East ‘O’ Street project, the City made South 56th and Cotner Boulevard a one-way pair. Traffic flows north along Cotner Boulevard and south along 56th Street between “P” Street and Randolph Street.. The project generally has been deemed a success.

Apply “Average Speed” Concept: A major departure from previous Comprehensive Plans was the Task Force’s introduction of “average speed” as a planning evaluation concept. Under this approach, actual travel times — measured as average speed in miles per hour — was to be collected along selected arterials. This approach created an empirical, measurable means for assessing the street system’s level of performance.

In response to these recommendations, the City of Lincoln began a comprehensive traffic monitoring, crash safety, and signal optimization program in the spring of 1998. This city-wide program evaluates and optimizes traffic flows along all major street corridors on a three year cycle. This approach provides for incremental improvements to the street system. These improvements include the timing of traffic signals to optimize the flow of vehicles, “Intelligent Transportation System” improvements, and other minor changes in geometry.

STREET SYSTEM MAINTENANCE

Maintaining city streets is primarily the responsibility of the Lincoln Public Works and Utilities Department. Road maintenance outside the corporate limits of Lincoln is the job of the Lancaster County Engineer, with the exception of the State Highways which are maintained by the Nebraska Department of Roads.

Maintenance responsibilities include but are not limited to ice and snow control, maintenance of paved and unpaved streets and highways, storm sewers, open drainage, detention cells and right-of-way vegetation control.

The City currently operates three street maintenance facilities, located at 901 N. 6th Street., 3180 South Street, and 3200 Baldwin Avenue. The County operates three district stations and 13 patrol stations within the County.

PUBLIC TRANSPORTATION SERVICES

STARTRAN

StarTran is the only fixed-route public transit carrier in the Lincoln metropolitan area. During 2005, the carrier provided over 1.6 million passenger trips.

The system is owned and operated by the City of Lincoln. StarTran is operated as a division of the City's Department of Public Works and Utilities. The system receives both Federal and State funding, although the majority of the funding comes from City resources. StarTran only provides transit services within the City of Lincoln.

StarTran offers para-transit services as well as 20 regular routes and one downtown circulation route on weekdays, and 12 routes on Saturdays. Fixed route services are provided on weekdays and Saturdays. The system's entire fleet of fixed route vehicles are wheelchair accessible. A special transportation program is operated for persons with disabilities who are unable to utilize regular transit services.

The majority of the transit routes are radially oriented to the Downtown, reflecting mass transit's traditional focus of serving higher density areas.

Currently about 90 percent of Lincoln residents and employees are located within a quarter mile of a StarTran Bus route. Additional cross-town routes such as the 27th Street Shuttle service have been added to better serve the transportation needs of the new commercial areas.

During 2006, a Transit Development Study was initiated to identify near and long-term policies and action items that will enhance transit service in Lincoln. An integral part of this study is a detail public involvement effort including open houses, stakeholder meetings, and meetings of the appointed Startran Advisory Committee.

The Transit Development Study will address the following areas for enhancing transit services:

- Development of transit service area characteristics
- Development of transit service alternatives
- Updated service standards and policies
- Management and funding options

STARTRAN TASK FORCE

During December 1999, the StarTran task force was appointed to evaluate the responsiveness of StarTran and the effectiveness and efficiency provided. The purpose of the review was to insure that:

- StarTran is providing services to locations where people wish to travel, and
- StarTran is providing the most possible service in the most efficient and effective manner.

The following are some of the Task Force recommendations that have been implemented so far:

- Improve the StarTran system efficiency by deleting the seven most inefficient routes.



- Implement a north-south shuttle (27th Street and 48th Street Shuttles) to supplement the current radial route network.
- Increase non-peak rider ship through promotional services.
- Expand StarTran route and schedule information services.

PARA-TRANSIT

StarTran’s regular fixed-route bus services are complemented by the Handi-Van paratransit program. This program is available to individuals who are functionally unable to utilize the regular fixed-route bus service. The program requires riders to register with StarTran in advance of requesting service. There are no income or age restrictions for using this service.

Similar paratransit services are also provided by a number of private entities. A total of 52 health care facilities, senior services, and other private agencies in Lincoln and Lancaster County employ 111 vehicles to provide door-to-door service to their patrons.

The Lincoln Area Agency on Aging, through an agreement with the Lancaster County Board of Commissioners, provides van transportation for all persons residing in rural Lancaster County. Service is currently provided Monday through Thursday with services offered in a different area of the County each day. Service is available in communities and outlying residences of each area. The rural transportation service provides for early morning pick ups in one of the areas of the county, with a mid-afternoon return to the rider’s residence.

TAXIS

Taxi services are available in Lincoln and Lancaster County. Such services provide approximately 200,000 passenger trips each year.

UNL CAMPUS SHUTTLE

University of Nebraska-Lincoln’s Parking and Transit Services operates four shuttle lines on the UNL city campus. The service operates weekdays to carry students, faculty, and staff from various locations on the campus fringe to the core of campus. The UNL Inter-Campus bus service between the City and East Campuses is contracted for through StarTran. Students, faculty, and staff can commute between the two campuses at no charge.

PARKING IN THE DOWNTOWN AREA

Downtown Lincoln has the area’s highest concentration of workers, students, and entertainment goers. It serves as the commercial, educational, cultural, entertainment, and political center for the immediate region. Because of the large number of people in Downtown throughout the day, significant demands are placed on Downtown’s supply of on and off-street parking. Planning and managing this supply must be coordinated with the overall mobility plan for the area.

Parking for the Downtown area — including the UNL City Campus — is provided through a combination of public and private off street (surface lots and garages) and on-street (metered and non-metered) parking. With the supply of on-street parking limited, recent efforts have focused on the construction of additional parking garages. The immediate Downtown area (excluding UNL City Campus) has a total of 22,423 stalls. This includes 3,906 on-street spaces, 4,080 public off-street spaces, and 14,437



private/patron spaces. These spaces meet the current estimated peak parking demand of 15,710 parkers.

The UNL City Campus area has a total of 13,265 stalls. This includes 10,687 UNL owned parking spaces and 1,578 City and private spaces. This supply of parking meets current demand. The Antelope Valley project and campus building construction may affect the supply in the future and will need to be taken into account in future parking studies.

T RAILS AND BICYCLE FACILITIES

TRAILS

The Lincoln area trails network contributes significantly to the community's quality of life. In addition to its recreational value, the trail system plays an important role in the overall transportation system. The trail system offers an alternative to the automobile and can contribute to an overall traffic congestion management strategy.

The existing Lincoln/Lancaster County network has approximately 112 miles of trails — most made of 8 to 10 feet wide concrete pathways. The City maintains 99 miles of the existing trails.

The majority of the current system is located within the City limits with several connections extending well into the County. The trails system generally connects most existing parks and other recreational facilities. Plans call for expansion of the system to complete an interconnected community trail system.



The MoPac East Trail is currently the longest trail within the network. Twenty miles in length, the MoPac East Trail starts at 84th Street in Lincoln and stretches east through Walton, Eagle, Elmwood, and Wabash. This trail is planned to be extended to the Platte River Connection.

In addition to recreational purposes, trail systems need to be considered as part of the entire transportation system. Some existing trails are incorporated as part of existing roadway corridors. The Antelope Valley project and the South and East Beltway will also provide opportunities for further developing such multi-use corridors.

The trails network receives Federal, State, and local funding, as well as funding from private fund raising efforts. The facilities are maintained by the Parks and Recreation Department, with some portions in the County kept up by the Lower Platte South Natural Resources District.

BICYCLE FACILITIES

The current bike route network for the city and county ties closely to the streets and trails network. It includes existing paved and unpaved routes, proposed trails and trail easements, and on-street routes. Riding bicycles is not allowed on the sidewalk in the following commercial areas because of the large number of pedestrians:

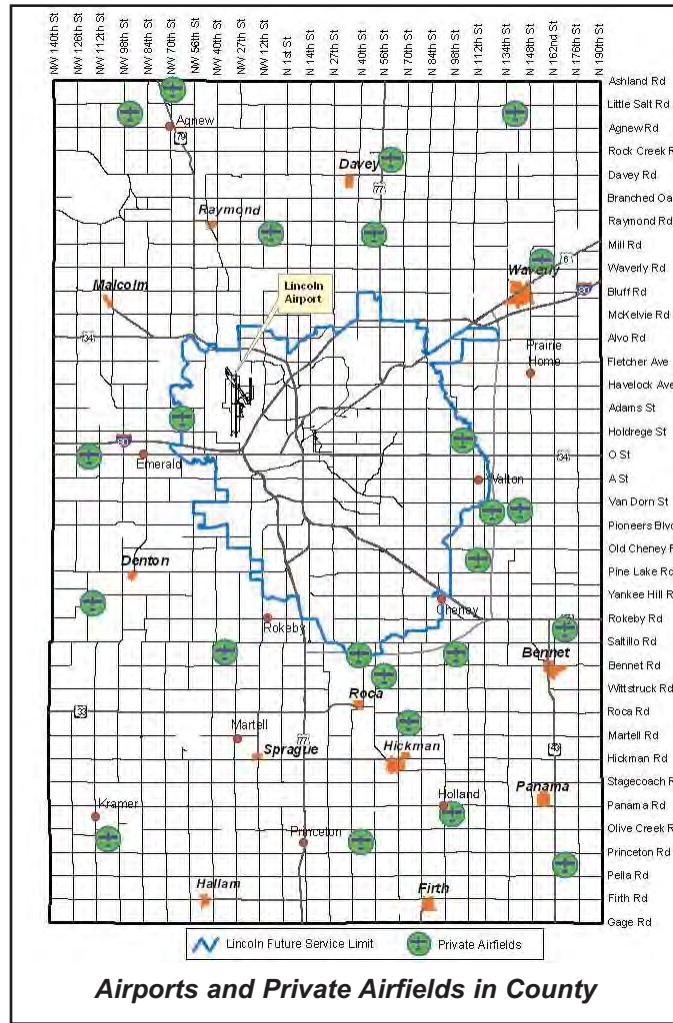
- Downtown
- Havelock
- College View
- Bethany

AIRPORTS AND AIRFIELDS

The Lincoln Airport is the major air facility servicing Lincoln, Lancaster County and the region. It furnishes an important transportation link to national and international markets. It is located in the northwestern part of Lincoln, with access provided by Interstate and State highways.

The City of Lincoln's Airport Environs Noise District and Airport Zoning Regulations have been established to ensure the balance between the airport operations and the surrounding land uses. The regulations govern uses and structural characteristics compatible to the airport operations and minimize negative impacts on surrounding residents.

Smaller private airports and airfields are also located throughout the County. The distinction between an airport and an airfield is generally the number of planes using the facility and who is allowed to use them. "Airfields" are limited to use by the residents of a single family home with not more than one plane. All other air facilities, including single family airfields which accommodate guest planes or house more than one plane, are termed "airports." Within Lancaster County, airports and airfields are discouraged within close proximity to homes, schools, hospitals or other areas potentially sensitive to noise and restricted by zoning.



RAILROADS

The city and county are currently served by two Class I railroads and one Class III railroad - the mainline of BNSF Railway (Class I), a secondary branch line of the Union Pacific Railroad (Class I), Lincoln Lumber Railroad and the Kyle Railroad (Class III), which operates a rail line in southeast Lancaster County via the Omaha Public Power District (OPPD) track from southeast Lincoln to Nebraska City.



Both freight and passenger rail service are offered in Lincoln and Lancaster County. Currently up to 80 trains a day travel east-west through the County.

In recent years, railroads in Lincoln and Lancaster County have been affected by changes in the railroad industry and growth within the City.

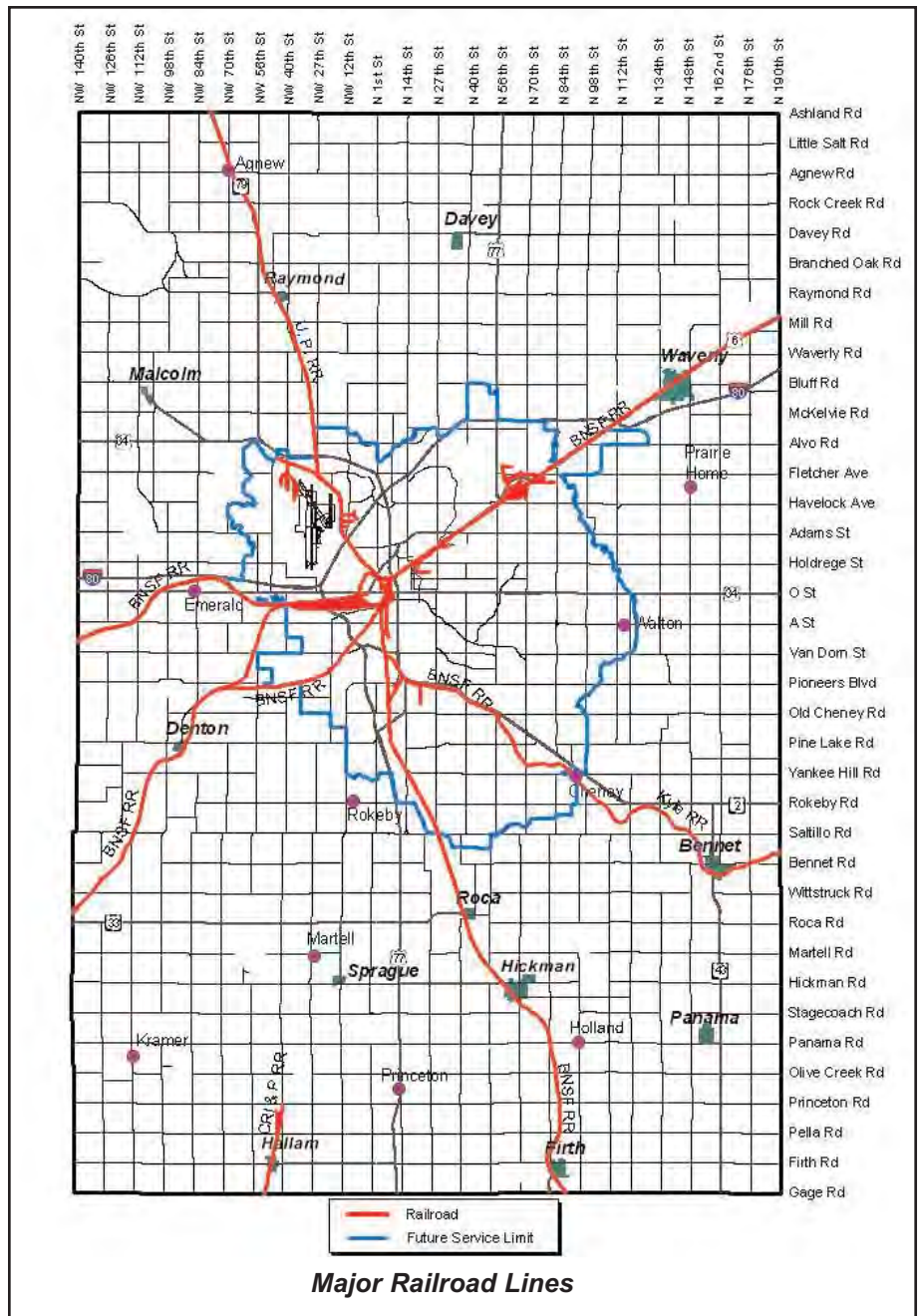
Eliminating at-grade vehicular-train conflicts is a primary objective of the Plan. Removal of such conflicts will enhance safety, reduce delays, and improve emergency access to the surrounding neighborhoods. The Union Pacific Railroad tracks along 4th Street in west

Lincoln have been abandoned. This line ultimately extends from Lincoln to Beatrice, Nebraska, and then south into Kansas. A grade separation project on 'A' Street over the 3rd Street BNSF Railway tracks has eliminated the at-grade crossings along 'A' Street. This line is operated by the BNSF Railway.

The Antelope Valley project will also eliminate at-grade crossings and enhance the safety and traffic flow to areas north of 'O' Street. As part of the Antelope Valley project, four existing crossings will be closed, and two new underpasses constructed. These projects include:

- The Antelope Valley roadway elevated intersection in the vicinity of N. 16th Street and State Fair Road.
- 33rd and Adams Street extension underpass.
- Closure of the grade crossing at the 35th Street, Adams Street and Cornhusker Highway intersections.
- Addition of a new underpass under the BNSF rail corridor near N. 29th Street.

The Railroad Transportation Safety District (RTSD), a county-wide entity, was established in 1971 to fund transportation and safety improvements at railroad crossings. The funding mechanism provided by the RTSD allows for grade separation projects such as the above referenced to be built. These projects will enhance public safety and transportation efficiency.



GOODS AND FREIGHT MOVEMENT

Goods and freight are currently transported throughout the city and county by truck, rail, air, and pipeline.

In 2005, 188 freight operations employed nearly 6000 employees in Lancaster County. The total payroll for these establishments approached \$240 million per year. Trucking comprised the bulk of the freight movement services in the county in terms of employees, payroll, and number of establishments.

TRUCK FREIGHT

Truck freight is the most visible form of delivering goods to customers in Lincoln and Lancaster County. Activities generating high truck traffic – especially grain elevators and warehousing operations – were historically located on the periphery of the City. Many, if not most of these, have been absorbed into Lincoln as the city’s corporate limits have been pushed out by growth.

Today I-80, I-180, US- 34, Highway 2, US- 77, and US- 6 all exhibit high commercial truck traffic. A shift of truck traffic from the State highway system to the city road system have been noted in past studies on Pioneers Boulevard, Holdrege, Adams, 27th and 84th Streets.

RAIL FREIGHT

The majority of rail freight originating in Lancaster County is heavy, bulky agricultural produce. Grain elevators and mills within Lincoln and throughout Lancaster County serve as the primary customers of railroad transportation services. Nine grain elevators throughout Lancaster County and five in Lincoln are served by BNSF Railway.

AIR FREIGHT

While the Lincoln Airport is the county’s major air facility in Lancaster County, Omaha’s Eppley Airfield currently serves much of the air freight needs for Lincoln and Lancaster County. Air freight entering Lincoln Airport arrives through passenger service in small loads. United States Postal Service (USPS) mail is delivered to Lincoln through passenger service. USPS mail is not regularly shipped out of the Lincoln Airport, but rather it is trucked to Omaha’s Eppley Airfield for processing. The majority of private parcel delivery service is also handled through Omaha’s Eppley Airfield.

PIPELINE FREIGHT

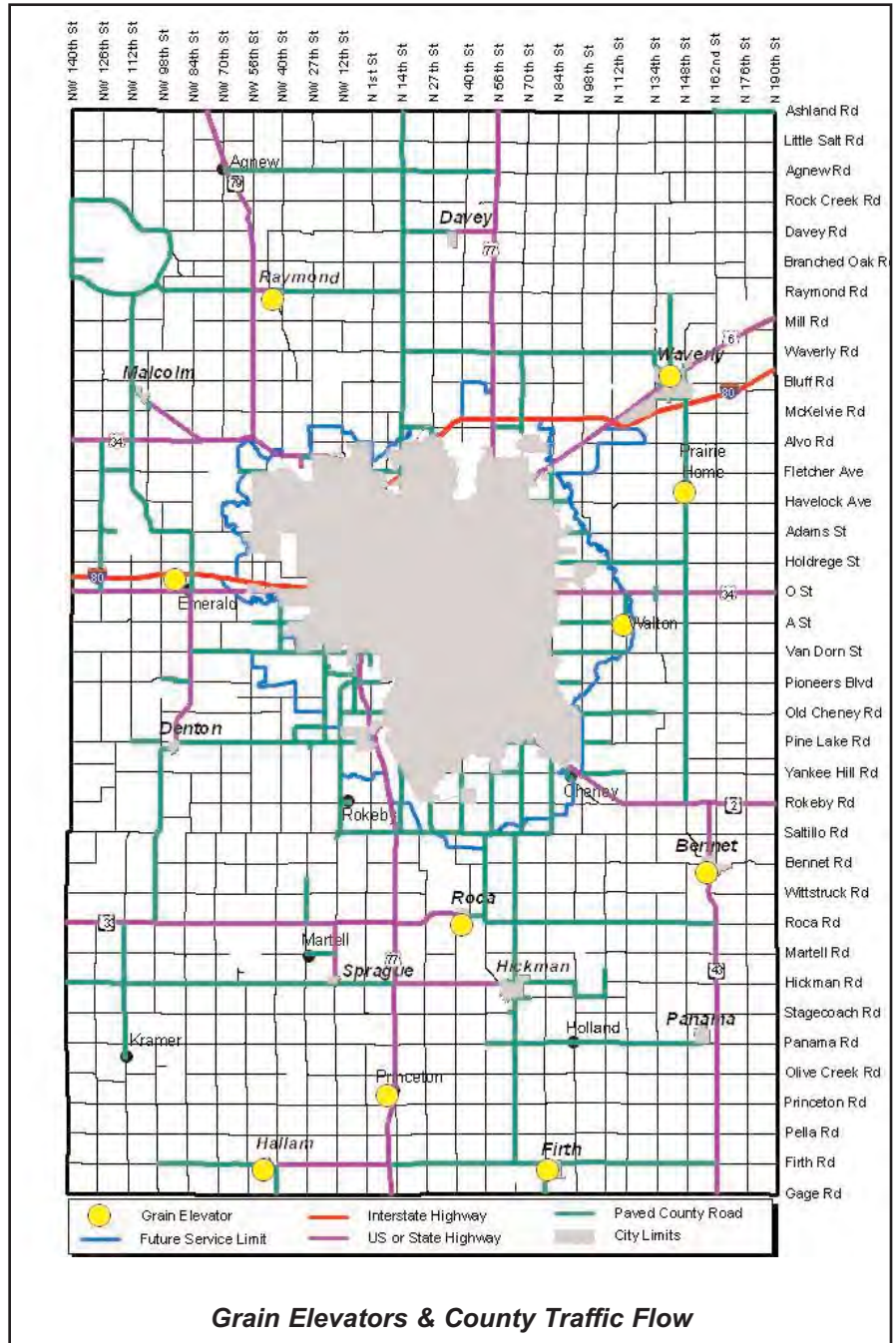
There are 17 pipelines in Lincoln and Lancaster County. The majority transport petroleum or natural gas products. One of the lines transports anhydrous ammonia, which is a product used in agricultural production. All of the pipelines are managed by four firms in Lancaster County.

INTERMODAL AND MULTI-MODAL FREIGHT OPERATIONS

Inter/multi-modal efficiency is a key component in freight transportation. Lincoln and Lancaster County residents receive parcel deliveries, general merchandise, petroleum and natural gas, and agricultural produce through a number of different modes. Inter-modal freight shipments may be characterized as truck-to-rail, truck-to-air, pipeline-to-truck, and vice versa. Multi-modal shipments may be characterized as truck-to-truck or rail-to-rail activity.

The only intermodal facility in Nebraska as defined by the U.S. Department of Transportation is in Omaha (i.e., a rail-to-truck and vice versa). Parcel delivery is a multi-modal operation in Lincoln since out of state parcels are typically transported by air to Omaha's Eppley Airfield and distributed to Lincoln and Lancaster County by truck.

Grain elevators have the potential to be intermodal and multi-modal facilities that connect agricultural products to production sites across the United States. Grain elevators are located within the City and throughout Lancaster County. Most are strictly multi-modal transfer points. Generally, once produce is in Lincoln, it is either processed, stored or loaded to rail to be shipped out of state. Agricultural produce delivered to elevators outside of Lincoln is often transported by truck.



SOLID WASTE

The transporting of solid waste is done largely by truck. Waste destined for landfill disposal is either routed to the Bluff Road facility or the North 48th Street facility. The Bluff Road Municipal Solid Waste Landfill is the destination for all waste except construction and demolition debris, yard-waste and recyclables. The landfill received 280,106 tons of waste from 70,541 vehicles. There was also 17,680 tons of yardwaste accepted from 7,683 vehicles. The 48th Street Transfer Station is the designated disposal facility for small vehicles hauling solid waste. The

Transfer Station received 7,205 tons of solid waste from 28,031 vehicles and an estimated 2,701 tons of brush and grass clippings from 7,974 vehicles. The 48th Street Construction and Demolition Debris Landfill received 76,746 tons of material from 8,784 vehicles. Refuse collected within the corporate limits of Lincoln and disposed of in other landfills totaled 29,877 tons from 3,519 vehicles. All figures are based on FY 04-05 activity.

RECYCLING

In the year 2005, approximately 456,082 tons of recycled materials (including construction and demolition material) were recycled by private sector firms. Recycling Drop-Off sites received 6,555 tons of materials in FY 04-05 and 39,073 tons of wastewater residuals were applied to agricultural ground.

HAZARDOUS MATERIAL

The Lincoln/Lancaster County Health Department (LLCHD) estimates that 270,000 shipments of hazardous materials pass through Lincoln each year on Interstate 80. As a general rule, about ten percent of all truck shipments contain hazardous materials. LLCHD also estimates that about 90,000 shipments of hazardous materials pass through Lincoln each year by rail.

INFORMATION TECHNOLOGY

The future of a community's infrastructure has come to mean more than merely providing traditional public utility services, such as streets, water and sanitary sewer. Critical to tomorrow's infrastructure is managing the rapid growth in information technology services.

Fiber optics, cable, wireless, and other related technologies are becoming a vital part of a community's infrastructure. Supporting the explosion in the delivery of information technology is becoming part of a community's basic planning requirements.

This section examines the current status of information technology in the city and county, including the Mayor's Technology Council, city government information technology programs, community based information technology activities, and wireless telecommunication services.

MAYOR'S TECHNOLOGY COUNCIL

Lincoln's Mayor has established a community board – entitled the Mayor's Technology Council – to further the use of information technology in the growth and development of the City.

A major element of the Council's work is a "Community-Wide Technology Infrastructure Audit." The audit's purpose is to study Lincoln's (including the City's three mile planning area) technological environment and in so doing address its current and potential competitiveness. This includes the information technology infrastructure's ability to maintain and draw businesses and residents. This will be done by evaluating inadequacies in the current system and then defining what is needed to maximize the City's potential. This audit is underway but is not anticipated to be completed until the spring of 2002.

*"To lead the City of Lincoln and bring together the public, private, and education sectors to enhance the community's core technology strengths and infrastructure to achieve a competitive advantage for Lincoln as a leading city for technology based businesses and to promote economic development." --
Mayor's Technology Council
Mission Statement*

LOCAL GOVERNMENT ACTIVITIES

The City of Lincoln and Lancaster County promote the integration of information technology throughout the community by their use of technologies in the business of local government. Examples of such activities include:

Project InterLinc. This program provides public access to the Internet for all urban and rural communities of the Lancaster County. Through a public-private partnership, the City and County received Federal grant funds to install Internet-enabled terminals throughout the area. High speed lines and free access terminals have been placed in libraries, community centers, recreation centers, and senior centers. Project InterLinc offers expanded opportunities to access government in the areas of employment, health and human services, planning and development, and general information assistance. Rural areas of the county, for example, can perform numerous governmental transactions over the Internet, such as issuing permits, collecting fees, and completing forms. This saves travel time and resources for both citizens and government employees. The program places special emphasis on reducing the disparity of Internet access among low income and minorities by deployment of 66 percent of the computers in these communities.

Wireless InterLinc. This project supports wireless Internet access to city and county field staff to assist them in delivering government services. Using personal digital assistant (PDA) wireless devices, city and county personnel can obtain information directly from the Internet (including Intranet access). Recent examples include the ability to search property records by name or address. This is supported by a mapping service that provides a street map based on the address or street name entered by the user. The street map can be viewed in the field by the user on a small, hand held device.

County-City Building. The recently opened County-City Building uses a variety of new technologies to increase citizen access to government. An array of video equipment is used to broadcast local government meetings over a local cable channel as well as via the Internet.

Geographic Information Systems (GIS) Technology. A family of city and county departments have created an extensive system of digital geographic information. A set of digital base maps for the entire county has been built for the legal and cadastral (ownership) parcels. These maps were created using Global Positioning Systems (GPS) technology. The maps serve as the foundation for hundreds of other geographic databases, including natural resources, topographic features, land use, structures, floodplains, jurisdictional boundaries, and infrastructure. A broad assortment of digital imagery — i.e., photographs — is also included in this GIS information base.

E-Government. The City continues to expand the options local residents have to use the Internet to do business with local government. The Lincoln Water System, for example, allows households to not only pay their water bills over the Internet, but also to view information about their water usage. It is anticipated that this additional information will allow home owners to better manage their water usage, thus conserving water and saving money on their water bills.

Intelligent Transportation Systems. Information technology offers many opportunities for making better use of transportation facilities and services. “Intelligent Transportation Systems” is the idea of using computers and digital technology to get the most out of the community’s investment in roads and other transportation facilities. This approach is described further in the Future-Mobility and Transportation section of the Plan.

COMMUNITY ACTIVITIES

Information technology applications continue to expand and adapt within an ever evolving situation. Higher speed transmission links providing greater levels of reliability offer the foundation for numerous uses – both envisioned and as yet unimagined.

The University of Nebraska-Lincoln is helping to pioneer information technology as a community resource and economic development instrument. Through a variety of academic programs and enterprise initiatives, the University is furthering information technology locally as well as world-wide.

An example is the UNL's Great Plains Software Technology Initiative. This effort is designed to advance software research, education, and technology outreach to areas in risk of being left behind as basic changes occur in the way people work and live. While this program has wide implications, Lincoln and Lancaster County will benefit from the talent, resources, and applications that are part of this Initiative.

The University is also working on programs involving computer science and engineering, specifically in the areas of computer simulation and modeling, bioinformation, and business applications. While much of the research is on new and innovative ideas, Lincoln can serve as a testing ground for the use of the products and services coming out of these programs.

TELECOMMUNICATION FACILITIES

The telecommunication industry has experienced rapid growth in recent years. Much of this growth has been in the cellular and wireless services sector. These services include cellular telephones, personal communication services (PCS), specialized mobile radios, and paging.

Commonly known as “wireless communications,” PCS technology is capable of sending and receiving voice, data, text, and video messages. The development of the infrastructure to support the various technologies presents the community with new land use challenges — especially the siting and visual impact of antennas and supporting equipment.

The full range of cellular and wireless services are available in the city and county. These services are provided by multiple carriers. These carriers are in various stages of development.

Multi-Lingual Website for Refugees

On a per capita basis, Lincoln is the 14th largest resettlement site in the country. During the last decade large numbers of refugees have arrived from Vietnam, Iraq, Bosnia, and the former USSR. Few of these refugees speak English. To assist them in making the transition to this county, the Lincoln Action Program is developing a multi-lingual website that allows non- or limited-English speaking users to view essential information in their own language. The program specifically targets Vietnamese, Arabic, Bosnian, former USSR, and Hispanic populations. The website will help these newcomers to the Lincoln community find jobs, housing, medical assistance, and other vital services.

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COMMUNITY FACILITIES

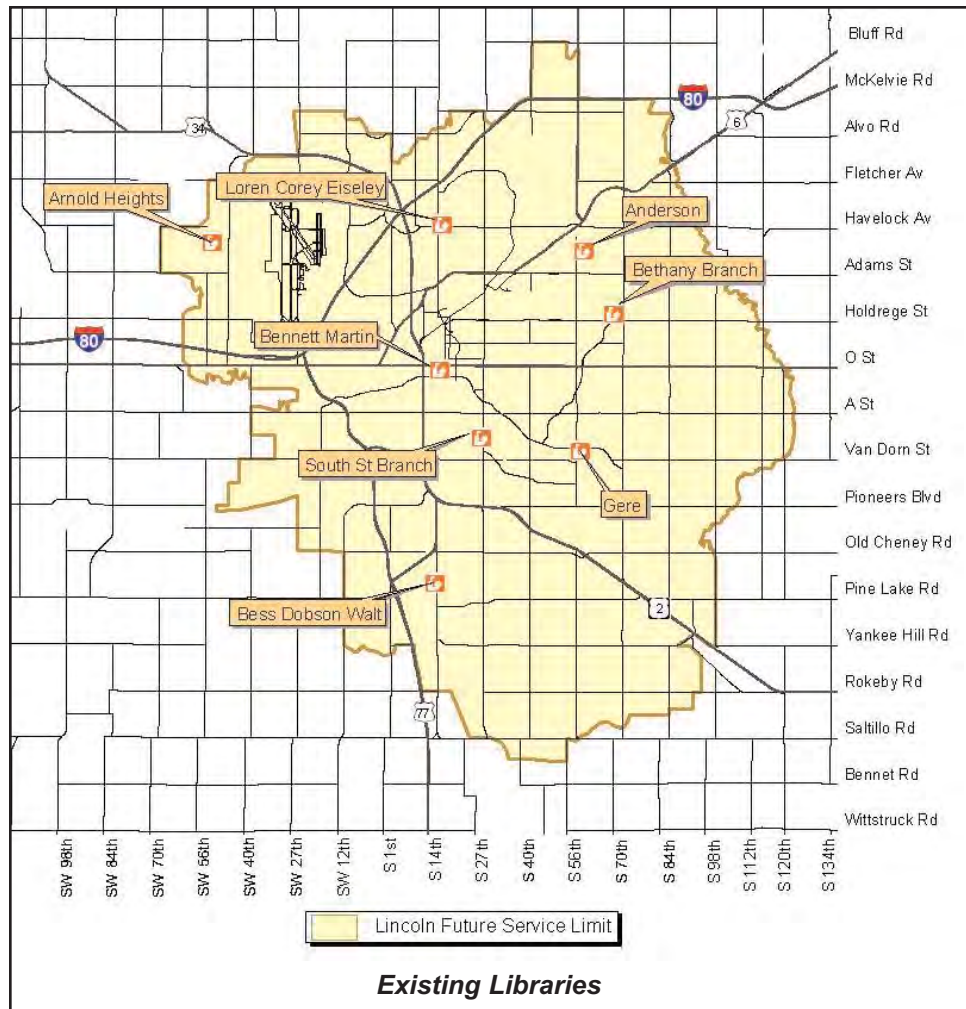
The availability and service levels of community facilities affects the quality of life in the City and County. The community facilities discussed in this section are: libraries, public safety, medical health care, and other public buildings and facilities.

LIBRARIES

The Lincoln City Libraries currently operates the following nine facilities: the Bennett Martin Main Branch Public Library in the Downtown, four major community branch libraries (Victor E. Anderson, Charles H. Gere, Loren Corey Eiseley and Bess Dodson Walt), two neighborhood libraries (Bethany and South Street), one mini-library (Arnold Heights), and the Book Mobile. The Lincoln City Libraries have a branch library in each quadrant of its operational service area.

Through contractual arrangement, residents living outside Lincoln, but within Lancaster County, have access to all services of Lincoln City Libraries.

In addition to Lincoln City Libraries, there are private and other publicly supported libraries in the community. These libraries are associated with colleges and universities in Lincoln. Access to these libraries is determined by each institution's governing body.



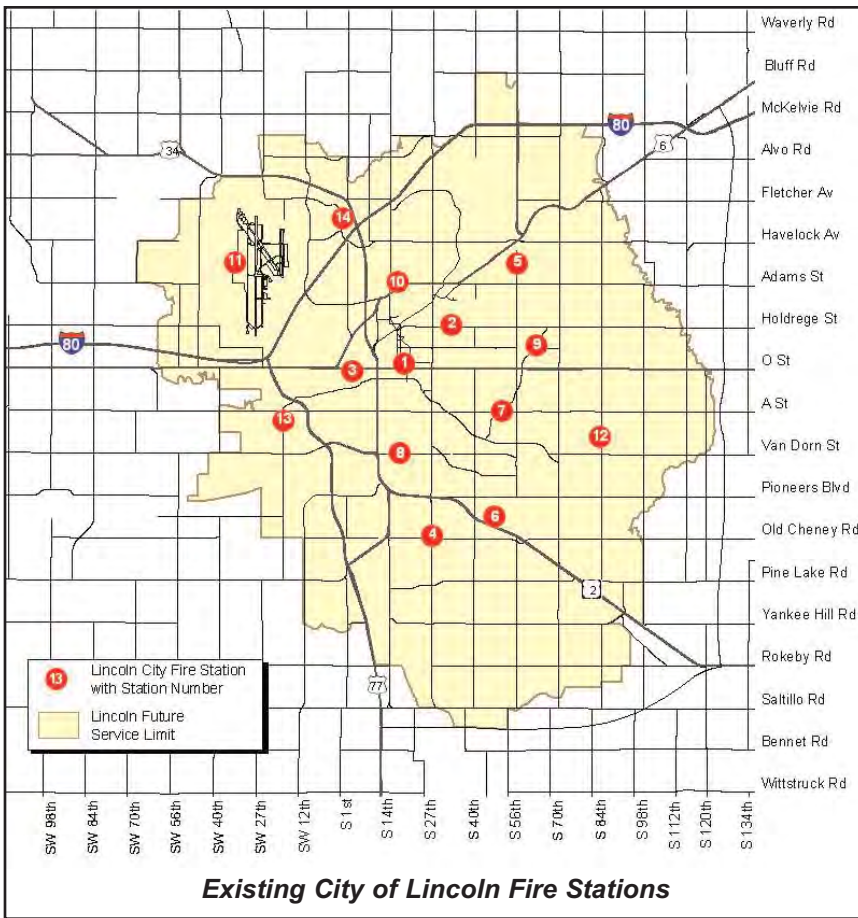
PUBLIC SAFETY

FIRE PROTECTION

Lincoln Fire Department

The Lincoln Fire Department currently operates from 14 stations located throughout the City. These stations are distributed to offer the community an average three and a half minute response time. Mutual Aid requests for Lincoln Fire Department service are common for incidents outside Lincoln.

The Lincoln Fire Department's equipment system is designed for use with a public water supply capable of generating 1,500 gallons of water per minute at a residual pressure of 50 pounds per square inch.



The Lincoln Fire Department provides emergency ambulance transport services in the City of Lincoln. Interfacility hospital-to-hospital non-emergency services are provided by the private sector.

Rural Fire Districts

There are 17 rural fire districts serving Lancaster County. All rural fire district personnel are volunteers. Rural fire districts can provide fire protection, rescue, and emergency ambulance transport. Fire departments are distributed throughout most of the towns and villages, while some are located in the unincorporated areas of the county. Mutual aid requests between fire districts are common for incidents outside Lincoln. Each rural fire district has unique challenges, including response times and water availability.

LAW ENFORCEMENT

Lincoln Police Department

Law enforcement in the City of Lincoln is primarily the responsibility of the Lincoln Police Department. The Department responds to nearly 150,000 service requests annually. It uses five team districts (Northwest, Northeast, Southeast, Southwest, and Central) to deliver law enforcement services throughout the city. Several satellite sites and one substation (located at 27th and Holdrege



Streets) are utilized by the Department. Its primary services facility is the Justice and Law Enforcement Center in Downtown Lincoln.

Lancaster County Sheriff's Office

The County Sheriff's Office provides services throughout Lancaster County, including support to the City of Lincoln. The Sheriff's Office uses satellite sites throughout Lancaster County. It shares the Justice and Law Enforcement Center with the Lincoln Police Department.

Law enforcement in the incorporated communities of Lancaster County (other than Lincoln) is provided under inter-local agreements with the Lancaster County Sheriff's Office.

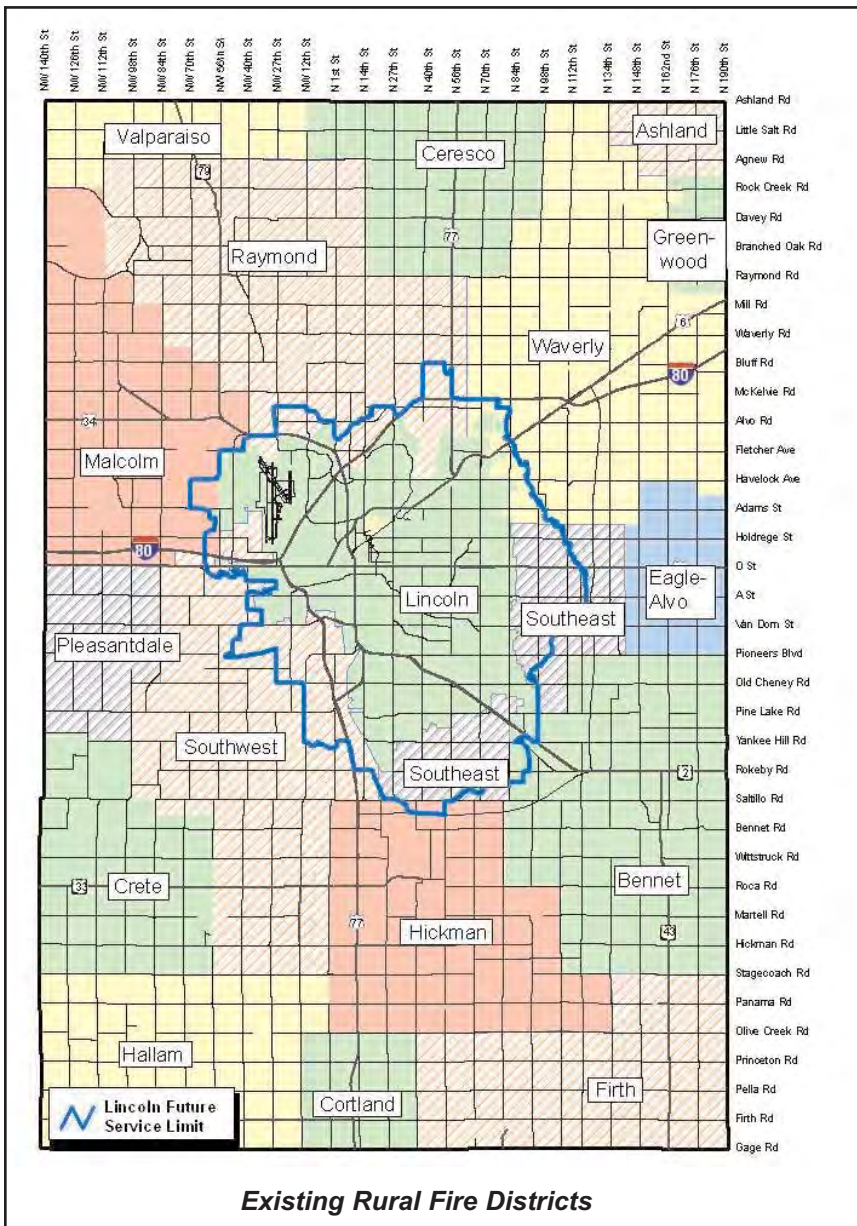
MEDICAL HEALTH CARE

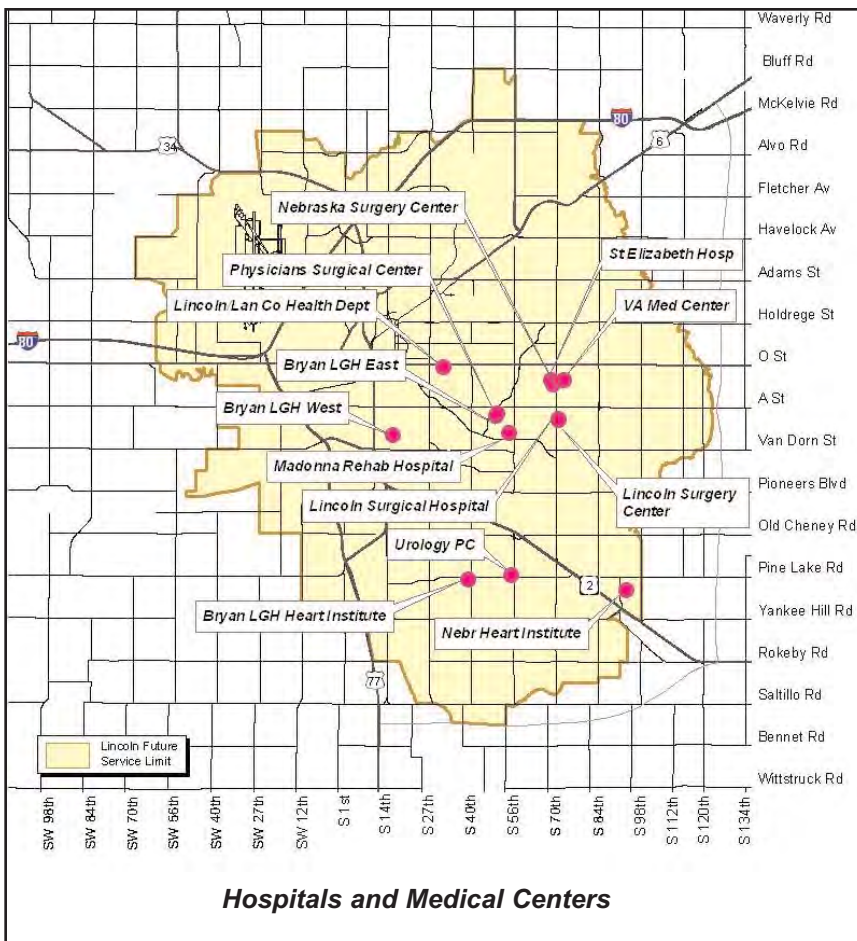
Medical Centers and Hospitals

Lincoln and Lancaster County are served by 3 hospitals, 1 rehabilitation hospital and a Veterans Administration Medical Center. Ambulance services are provided through a combination of private and public providers. There are also a number of other specialized health care facilities, such as nursing homes, treatment centers, specialty clinics, and retirement centers. Medical health care facilities in Lincoln provide more than 900 hospital beds to area residents.

BryanLGH Medical Center is a 583-bed, not-for-profit locally owned healthcare organization with two acute-care facilities (BryanLGH West and BryanLGH East) and several outpatient clinics located throughout the city.

Saint Elizabeth Regional Medical Center is a 208-bed, not-for-profit organization with a main acute-care facility and several off-site speciality care facilities.





Hospitals and Medical Centers

Madonna Rehabilitation Hospital is a 254 bed not-for-profit organization providing medical and rehabilitation services to children and adults with physical disabilities.

Lincoln Veterans' Administration Medical Center is a 113-bed facility providing outpatient services to area veterans.

Health Support Facilities

Minor emergency medical services are also provided at several private facilities dispersed throughout the community. A number of private non-profit organizations provide targeted health services to residents throughout Lincoln and Lancaster County.

The Lincoln/Lancaster County Health Department also provides a wide range of health related services to the residents of Lincoln and Lancaster County.

OTHER PUBLIC BUILDINGS AND FACILITIES

The Public Building Commission is responsible for facilities jointly used by City and County agencies, such as the County-City Building.

As general purpose governments, the City of Lincoln and Lancaster County own, operate and manage numerous buildings, structures, and facilities. Most of these are directly displayed or reflected in the maps and text of the Comprehensive Plan. Among these are fire stations, libraries, park facilities (such as recreation and community centers, and golf course club houses), and utility facilities (such as water reservoirs and water production facilities, wastewater treatment plants, and structures pertaining to the City's sanitary landfill).

Other major government buildings, structures and facilities in the city and county include (address or nearest intersection location):

- Burnham Yates Convention Center (13th and M Streets)
- Carriage Park Garage (11th and L Street)
- Center Park Garage (1100 N Street)
- Community Corrections Center (2720 West Van Dorn)
- Community Mental Health Center (2200 St. Mary's Ave)
- Cornhusker Square Parking Garage (1220 L Street)

- County-City Building (555 South 10th Street)
- Crossroads Parking Garage (10th and O Street)
- Diagnostic and Evaluation Center (3220 West Van Dorn)
- Downtown Senior Center (1005 O Street)
- Election Commission Building (601 North 46th Street)
- Federal Building (100 Centennial Mall North)
- Hall of Justice and Law Enforcement Center (575 South 10th Street)
- Haymarket Parking Garage (9th and Q Street)
- Lancaster County Corrections (605 South 10th Street)
- Lancaster County Extension and County Shop (444 Cherrycreek Road)
- Lancaster County Agricultural Society Events Center (84th and Holdrege Street)
- Lancaster County Youth Services Center (1200 Radcliffe Drive)
- Lancaster Manor (10th and South Street)
- Lincoln-Lancaster County Health Department (3140 N Street)
- Lincoln Corrections Center (3216 West Van Dorn)
- Lincoln Electric System Operations Center (27th and Fairfield)
- Lincoln Police Department - North Station (27th and Holdrege)
- Lincoln Public Schools Administration Building (5901 O Street)
- Lincoln Wastewater (27th and Theresa Street)
- Lincoln Water System Operations Center (2021 North 27th Street)
- Main U.S. Post Office (700 R Street)
- Market Place Garage (10th and Q Street)
- Nebraska Correctional Treatment Center (4621 N.W. 45th Street)
- Nebraska Game and Parks Commission (2200 North 33rd Street)
- Nebraska State Penitentiary (South 14th and Nebraska Highway 2)
- Old City Hall (920 O Street)
- Old Federal Building (129 North 10th Street)
- Pershing Municipal Auditorium (226 Centennial Mall South)
- Que Place Parking Garage (Q Street, 11th to 12th Streets)
- Southeast Community College (84th and O Streets)
- StarTran Administration and Maintenance (710 J Street)
- State Capitol Building (14th and K Streets)
- State Office Building (301 Centennial Mall South)
- Trabert Hall (11th & South Streets)
- University of Nebraska-Lincoln City Campus (Downtown)
- University of Nebraska-Lincoln East Campus (33rd and Holdrege Street)
- University Square Parking Garage (101 North 14th Street)

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PARKS, RECREATION & OPEN SPACE

This section explores the city and county's existing network of parks, recreational facilities, and open space. It includes discussion regarding the various local, State, and private agencies developing and maintaining parks, trails, community centers, and recreational facilities.

LINCOLN PARKS AND RECREATION DEPARTMENT

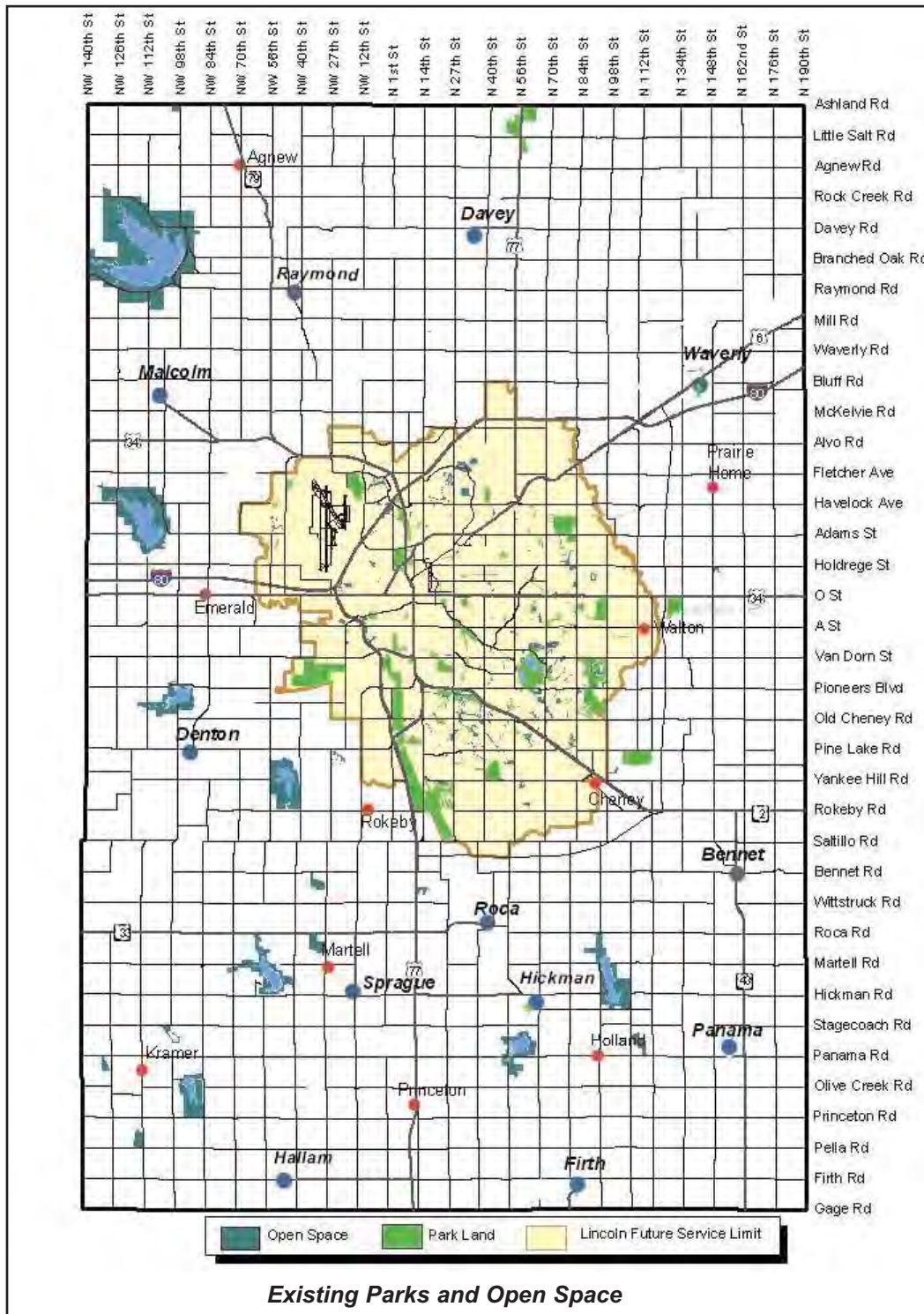
The Lincoln Parks and Recreation Department is the primary public sector provider of recreational services to city residents. The Department manages 102 different sites on 5,474 acres of parks and open space land. The Parks and Recreation Department oversees 224 buildings and 80 playgrounds. It has responsibility for 20 lakes and ponds, totaling 225 acres — with Holmes Lake being the largest water body at 94 acres. The Department also operates five public golf courses, including Ager Junior, Highlands, Holmes, Mahoney and Pioneers.



Lincoln maintains a system of five park types - - mini-parks, neighborhood parks, community parks, regional parks and natural resource / open space areas. Within these parks a variety of special purpose facilities are provided.

LANCASTER COUNTY PARKS AND RECREATIONAL SERVICES

Lancaster County does not directly operate parks or provide recreational programs. The County has acquired some park and open space in the past, most notably the 1,475 acre Wilderness Park in the southwest Lincoln area and Interstate Park located along I-180. The City Parks and Recreation Department operates and maintains these areas under inter-local agreements between the city and county.



NEBRASKA GAME AND PARKS COMMISSION

During the 1960's, the U.S. Army Corps of Engineers constructed a number of dams in Lancaster County for flood control and conservation purposes. Seven of these lakes (Blue Stem, Branched Oak, Conestoga, Olive Creek, Pawnee, Stagecoach and Wagon Train) are managed by the Nebraska Game and Parks Commission.

These lakes and State Recreation Areas (SRA) consist of more than 11,000 acres of land and water bodies, providing a variety of recreational activities such as boating, swimming, water skiing, picnicking, fishing and hunting.

In addition, the Nebraska Game and Parks Commission manages seven Wildlife Management Areas (WMAs) in Lancaster County. These areas are intended for a variety of recreational activities such as fishing and hunting. Included in this category are such activities as wildlife refuges, game management areas, access sites to reservoirs, and natural areas. These areas serve as regional parks sites readily accessible to residents of Lincoln and Lancaster County.

LOWER PLATTE SOUTH NATURAL RESOURCE DISTRICT

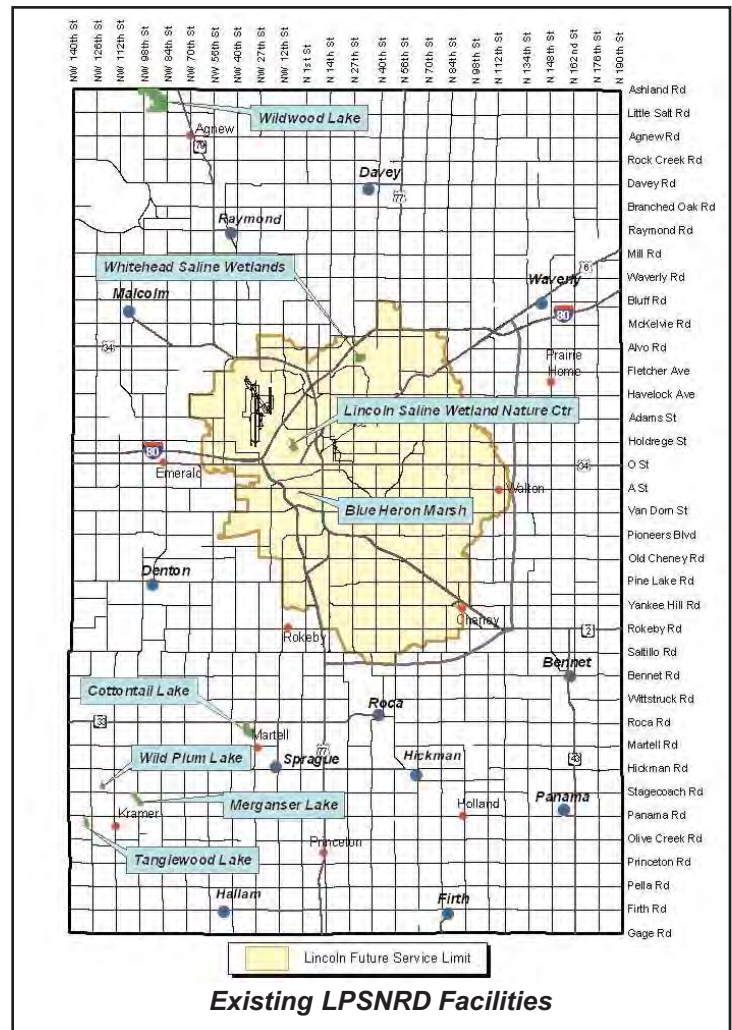
The Lower Platte South Natural Resource District (LPSNRD) manages a number of flood control structures, urban wetlands, and trails in Lancaster County. The five lakes are Wildwood, Cottontail, Merganser, Tanglewood, and Wild Plum. These lakes provide a variety of recreational activities such as swimming, camping, picnicking, fishing, and hunting. Other activities provided at some of the lakes include boating and hiking. Each lake includes a wildlife area for nature observation.

Three urban wetlands areas are managed by the LPSNRD. These wetland areas include the Lincoln Saline Wetland Nature Center, Whitehead Saline Wetland, and the Blue Heron Marsh. Public access to these wetlands may include walking trails for recreation and education programs.

TRAILS

Trails offer a broad variety of benefits for our community, providing not only recreation, but also a safe transportation network for bikers, walkers, and runners. Many of Lincoln's trails are located within existing parks and recreation areas. Through joint efforts of the City, public agencies such as the Lower Platte South NRD, and private partners like the Great Plains Trails Network, Lincoln has developed an exemplary urban and rural trails system. The Lower Platte South Natural Resources District maintains approximately 16 miles of trails in Lancaster County.

Lincoln Parks and Recreation Department maintains approximately 78 miles of recreation and commuter trails. Of this total, approximately 39 miles – or half – are classified as commuter trails. Lincoln Parks and Recreation has a goal to provide a trail within 1 mile of every household in the city.



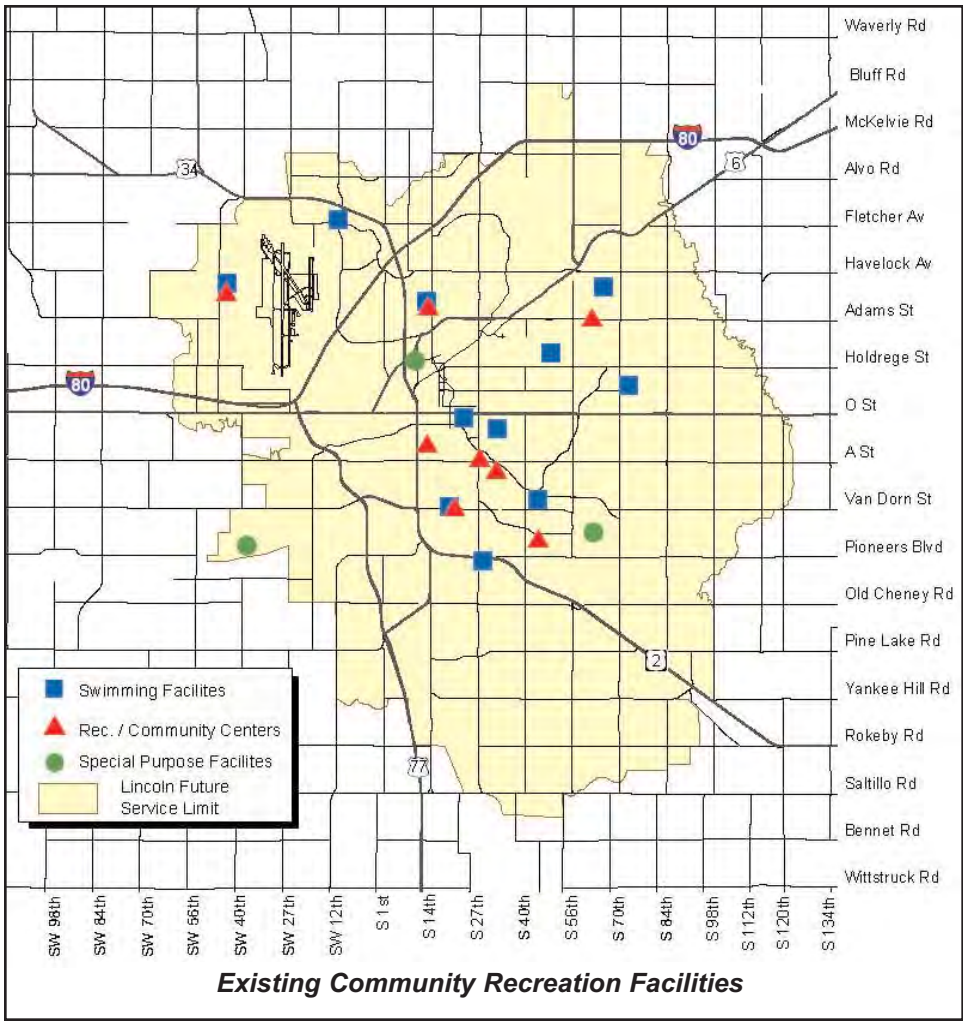
The MoPac East Trail connects to the MoPac Trail in Lincoln, linking it to the city's trail network. The MoPac East Trail stretches from Lincoln through Walton in Lancaster County and into Cass County. The Trail offers year-round recreation for hikers, runners, bicyclists, horseback riding and nature observation.

The Wilderness Park trail system, one of four National Recreational Trails in the state, connects to the city's trail network. The potential for extension of the Wilderness Park trail system south to connect with the Homestead Trail exists, and could continue into the State of Kansas.

COMMUNITY CENTERS/RECREATION CENTERS

The City of Lincoln owns eight recreation/community centers (including an indoor playground), eleven outdoor swimming pools [including nine neighborhood pools, a regional family aquatics center (Star City Shores), and a regional outdoor competitive diving and swimming facility (Woods Memorial Pool)]. All of these facilities are managed by the City's Parks and Recreation Department.

In addition the City owns and operates three special purpose facilities — the Pioneers Park Nature Center (an interpretive facility for native prairie, plants, animals and landscapes), the Hyde Observatory near Holmes Lake, and an indoor rifle range.



In collaboration with the University of Nebraska and Lincoln Pro Baseball, the City of Lincoln participated in the development of Haymarket Park adjacent to Downtown's historic Haymarket District. Opened in June, 2001, the complex includes a 4,500 seat baseball stadium and a 750 seat softball stadium. The facility is used by the University of Nebraska-Lincoln Men's Baseball Team, University of Nebraska-Lincoln Women's Softball Team, and the Lincoln Saltdogs Professional Baseball Team. The Park is connected to the Haymarket District by a 1,000 ft. pedestrian bridge.

Other Public, Semipublic, and Private Facilities

Additional recreational facilities under the control of public schools, private and parochial schools, the State of Nebraska, other units of local government, and private interests are available to local residents.

PRIMARY AND SECONDARY SCHOOLS

The Lincoln Public Schools, various private and parochial schools, and other school districts in Lancaster County play a key role in the overall system of recreational facilities and services. Schools are focal points for surrounding neighborhoods. School playgrounds and facilities can be the most significant recreation resource at the neighborhood level.

UNIVERSITIES AND COLLEGES

Local colleges and universities also provide a wide range of participant activities and spectator sports available to both students and the community. Major sports, music, and entertainment programs often are held in facilities owned by colleges and universities.

NON PROFITS/ORGANIZATION

The YMCA, YWCA, and other private organizations sponsor programs in swimming, athletics, arts and crafts, camping, and various club activities and provide facilities for more casual recreational activities. Some examples of private sector recreation facilities include bowling alleys, sport courts, soccer complexes, gyms and athletic clubs and the privately owned golf and miniature golf courses.

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HISTORIC & CULTURAL RESOURCES

The people of Lincoln and Lancaster County have built a distinguished urban and rural environment over the community's history, highlighted by one of America's greatest buildings, the Nebraska State Capitol.

This environment combines the rolling rural countryside, accented by town and villages with their distinctive church spires, water towers, and grain elevators, and the urban setting of Lincoln, with its excellent community architecture, attractive boulevards, mature landscapes, and superb neighborhoods. At the center of the City and the County, visible near and far, is the Capitol tower, creating a unique and identifiable place.

This section views the community's historical origins and development, on-going historic preservation efforts, and current urban design features and cultural resources.

COMMUNITY ORIGINS AND DEVELOPMENT

The first known settlers of this prairie, ancestors of the Pawnee and Otoe peoples, built an earthlodge village on Salt Creek south of present-day Lincoln over 1,000 years ago. The archeological remains of the village, listed on the National Register of Historic Places as the "Schrader Site," remind us that our community's roots run deep in the past and that many of our historic resources are not immediately apparent.

In 1867, the original designers of Lincoln laid out upon the prairie a grid of wide streets, square blocks, and regular alleys, from "A" Street on the south to "U" Street on the north, and from 1st Street on the west to 17th Street on the east. The gently rolling terrain accommodated this grid easily, creating a foundation for a city which was readily comprehensible and expandable. The Original Plat of 1867 provided business sites near the center of the city, reserved large blocks for the Capitol, state university, and a park, and provided land for a county courthouse, school sites, a market place and other necessities throughout the plan.



A strength of Lincoln's first plan was how readily it could be expanded by adding to the grid on the south, the east, and the north. Even the suburban towns founded east of the city in the 1880's and 1890s aligned their grids with Lincoln's, facilitating their integration into the city in the 1920's. A weakness of the plan was its close proximity to Salt Creek, which regularly flooded the western third of the Original Plat for nearly a century and impeded growth to the west and the north.

Much of the Original Plat remains evident, giving form to the city through such major features as the Capitol location, the core of the UNL City campus, the County-City Building location, three Lincoln Public Schools sites, and Cooper Park. The setting of the Capitol is enhanced by Centennial and Lincoln Malls and the landscaping of South 15th Street, all of which utilized the extra-wide right-of-ways assigned to those and other key streets in 1867.



Throughout Haymarket Landmark District, the loading docks, Farmers Market, and sidewalk cafes show the multitude of special uses possible within the "ordinary" 100 foot right-of-ways.

For its first fifty years, most expansion beyond the Original Plat faithfully followed the grid, as Lincoln grew from a town with a few dozen residents in 1867, to a city of about 55,000 by 1920.

Sheridan Place of 1909 marked the first significant deviation from the grid, followed by Woodcrest and Sheridan Park in 1916. Few major additions used a simple grid after

that time. The best of these new residential areas, including Woodshire, Sheridan Boulevard, and its environs, add variety to the city, make fuller use of existing terrain, and provide ample, comprehensible connections back to the wider grid. These are the neighborhoods that "New Urbanism" or "neo-traditional planning" seeks to emulate in new development.

A unique historic and cultural asset of Lincoln and Lancaster County, and a special resource for providing orientation and connections throughout the city and the county, is our remarkable State Capitol. The 400-foot tower was planned and executed as **the** key historic, architectural, and geographic landmark of the city and surrounding countryside.

From distant vistas along Highway 77 and Interstate 80 to intimate glimpses from the Near South neighborhood, views of the Capitol identify the city and unify the whole area. Many of the best elements of Lincoln's built environment are based on or enriched by Capitol views—Holmes Lake and Woods Parks, the Capitol Malls, the tree-lined vistas from Pioneers Park, and the homeowners' park at Woodshire.

On the framework of the original grid and dominated by the Capitol tower, the Lincoln and Lancaster County community has built a highly liveable environment with abundant parks and trails, proud but welcoming neighborhoods, well-designed and well-used community facilities including public and parochial schools, libraries, churches, colleges and the University with park-like campuses. Students, residents, and visitors make good use of the community's high-quality, specialized museums, and the campuses, parks, and streetscapes are enlivened by public art.

HISTORIC PRESERVATION

The community's interest in preserving and enhancing its historic and cultural resources was codified in 1979 and 1980 by amendments to the County and City zoning codes. The City inaugurated a systematic preservation program, creating a Historic Preservation Commission and Historic Preservation District within the zoning code, and adding a preservation planner to the Planning Department staff.

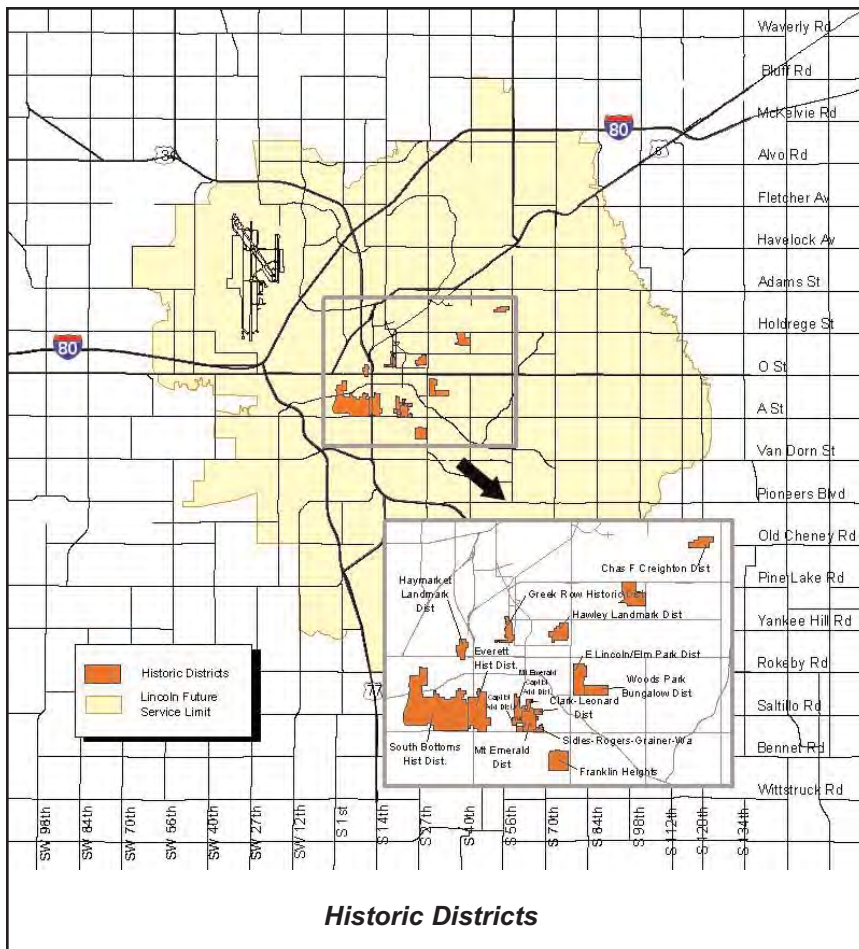


The City program has always worked closely with state and federal historic preservation efforts through the Preservation Office of the Nebraska State Historical Society. This relationship was formalized in 1985 when the city was designated a "Certified Local Government" for purposes of historic preservation, giving it official standing within the national preservation process. In 1988 the City and the State jointly created a Nebraska Capitol Environs

Commission to advocate for improvement of the area around the Capitol. By 1994, the Commission was vested with authority to review public and private improvement projects near the Capitol and its Malls.

Activities of the Lincoln preservation program include survey and research on sites and areas within the county, identification of potential landmarks and districts, and designations of historic properties through Lincoln Landmark and National Register of Historic Place programs.

Over 100 separate buildings, districts, and places have been designated under either or both programs, ranging from the 500 acres of Pioneers Park to CB&Q RR locomotive 710, and from the mansion of Frank Woods, founder of Lincoln Telephone & Telegraph Company, to the cottage of Anna and Rev. Oliver Burckhardt, an artist and her minister husband who were leading members of Lincoln's early African American community.



Historic resources are by their nature finite, but as knowledge and interest in local history grow, so does our recognition of the significance of an increasing range of historic places.

Survey, research, and designation can begin the process of preserving a community's heritage, but they cannot complete the tasks of utilizing and maintaining historic buildings and areas. Government can provide leadership by its stewardship and continued use of its own landmarks, such as Old City Hall or many of the community's public schools, or by offering surplus properties for rehabilitation by private interests, as occurred with Hayward School and the A Street Waterworks.

The city also offers limited assistance through regulatory or financial incentives, such as special permits for innovative uses of landmarks, or facade improvement loans. In districts such as Haymarket and downtown, the city uses its redevelopment powers to augment and help coordinate private efforts.

But most preservation work must be carried out by individual property owners, and this plan recognizes the central role of private property owners. Advocacy for and interest in historic preservation also draws strength from non-governmental organizations, especially neighborhood associations and the Preservation Association of Lincoln.

The Lincoln preservation program has been especially active in the area of outreach through publications, walking tours, and public presentations. The activities of historic preservation and local history research can create bridges between people of different generations, ethnicities, neighborhoods, and backgrounds, when respect for and interest in the past becomes a community-building activity.

URBAN DESIGN AND CULTURAL RESOURCES

The protection and enhancement of the community's historic and cultural resources is also furthered by the Urban Design Committee, which began as an advisory body to the Mayor by executive order in the 1970's, then was formalized as an advisor to all city departments and agencies by ordinance in 1981. The Committee advises city government on how city policies or projects impact the aesthetics and livability of the city—in other words, on matters of urban design. The Committee is also asked to review design aspects of public/private projects, such as redevelopment projects downtown.



The Lincoln Arts Council, a non-governmental advocacy group, plays a lead role in promoting the arts and especially public art projects in Lincoln. Among the museums that enrich the community are UNL's Sheldon Memorial Art Gallery, State Museum at Morrill Hall, the Chistlieb Gallery of the Great Plains Art Collection and Lentz Gallery of Asian Art.



The Nebraska State Historical Society offers the Museum of Nebraska History and Kennard House, along with its research library and archives, which are well-used by visitors and residents alike. The Lincoln Children's Museum has grown into a dynamic new facility as a private/public partnership, and the Folsom Children's Zoo and Botanical Garden is another partnership which operates a thriving and non-governmental facility on city park land.

Lincoln and Lancaster County are more livable, friendly, distinctive, and economically vibrant due to the contributions of these and other public and private cultural facilities.

EDUCATION

This section examines educational services available throughout the city and county. This includes primary and secondary educational services, community colleges and trade schools, and colleges and universities.

PRIMARY AND SECONDARY

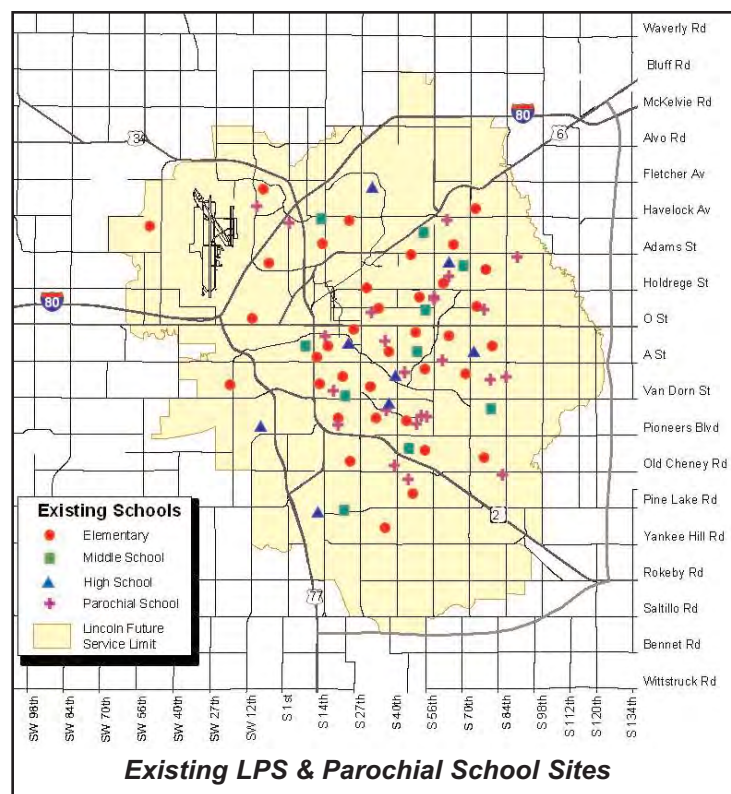
LINCOLN PUBLIC SCHOOLS

The Lincoln Public Schools (LPS) provides kindergarten through 12th grade education to over 31,000 students within the City of Lincoln and surrounding area. The district operates 36 elementary schools, 10 middle schools, 4 high schools (with 2 additional high schools under construction and opening in 2002 and 2003), an alternative education center for high school students, a center for students with behavioral disabilities, a center for expelled students, a Science Focus Program at Folsom Children’s Zoo, an Arts and Humanities Focus Program at the Bottlers Building, and a Technology Focus Program at the Federal Trust Building.

Thirty-six (36) foreign languages are spoken in the LPS System. In response to this increased lingual diversity, LPS offers programs to students whose first language is other than English. These programs are offered at 15 teaching Centers located in elementary, middle, and high schools throughout Lincoln.

Lincoln Public Schools’ English Language Learners (ELL) program teaches English through academic course work such as social studies and science. The ELL program supports students by providing initial instruction in social and academic English, as well as orienting them to school and community culture. Between 1992 and 2001, the number of students participating in ELL instructional programs increased from 368 to 1,452.

The district operates facilities throughout the entire community, distributing educational facilities to all neighborhoods. About half of the Lincoln Public Schools’ budget comes from local property taxes, with the rest coming from state and federal aid and funds from several other local sources.

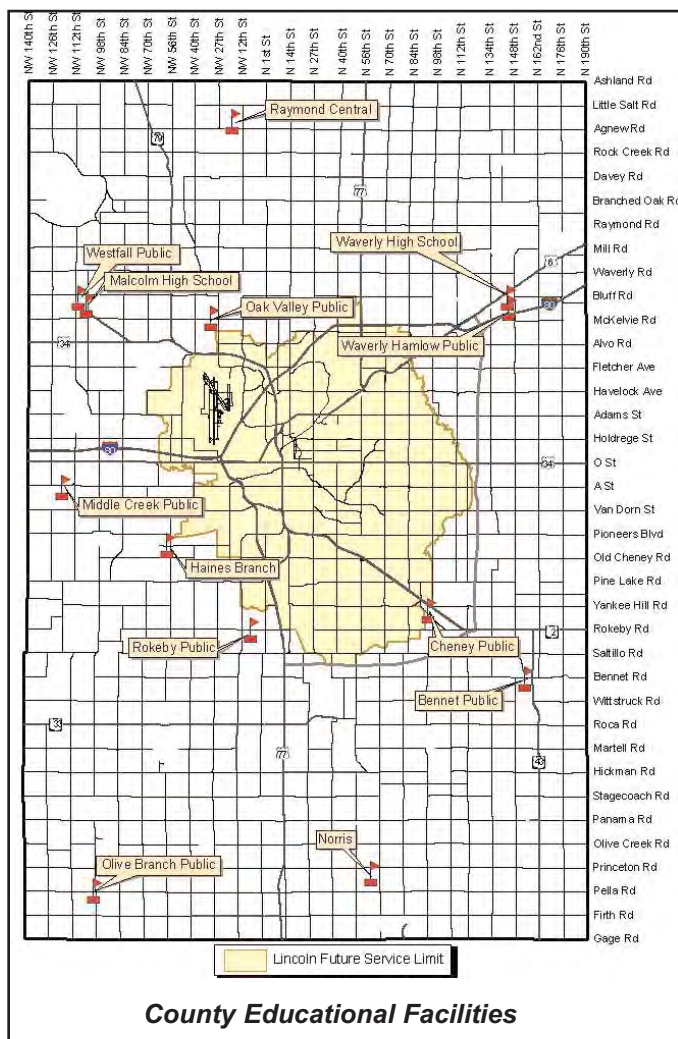


In addition to its educational facilities, the Lincoln Public Schools District Office in east Lincoln houses central administration, itinerant teachers, special education, and the training center. LPS also operates a custodial, maintenance and facility (CMF) building, transportation center, a supply distribution center (DC), a food storage and distribution center, 3 athletic facilities (Seacrest Field/Den Hartog Complex, Beechner Stadium and Stuart Stadium), and a number of smaller storage facilities.

Although the Lincoln Public Schools District includes property outside the City limits, when the City annexes land not within the district, the District's boundaries are extended to incorporate these properties. When this occurs, property owners no longer pay the general levy of the school district they were in, but rather begin paying the LPS general levy. According to state statute, however, any property that was in a school district at the time of a bond election must continue to pay on that district's bond until it is retired, even after property transfers to another district. All property annexed into Lincoln will be subject to any future bonded indebtedness of LPS that is approved after the date of annexation.

Lincoln / Lancaster County School Enrollment Fall 2001	
Lincoln Public Schools	31,581
Lincoln Private & Parochial	6,792
Rural Public School Districts	4,599
Total County Enrollment	42,972

Source: Nebraska Dept. of Education
preschool through 12th grade



RURAL SCHOOL DISTRICTS

There are 12 public school districts serving residents of Lancaster County. Several school facilities are located outside of Lancaster County. All of the remaining public school facilities are located within incorporated and unincorporated communities, except for the Norris Public School, Raymond Central Public School (Junior and Senior High), Middle Creek Public School, Haines Branch Public School, Rokeby Public School, Olive Branch Public School and Cheney Public School.

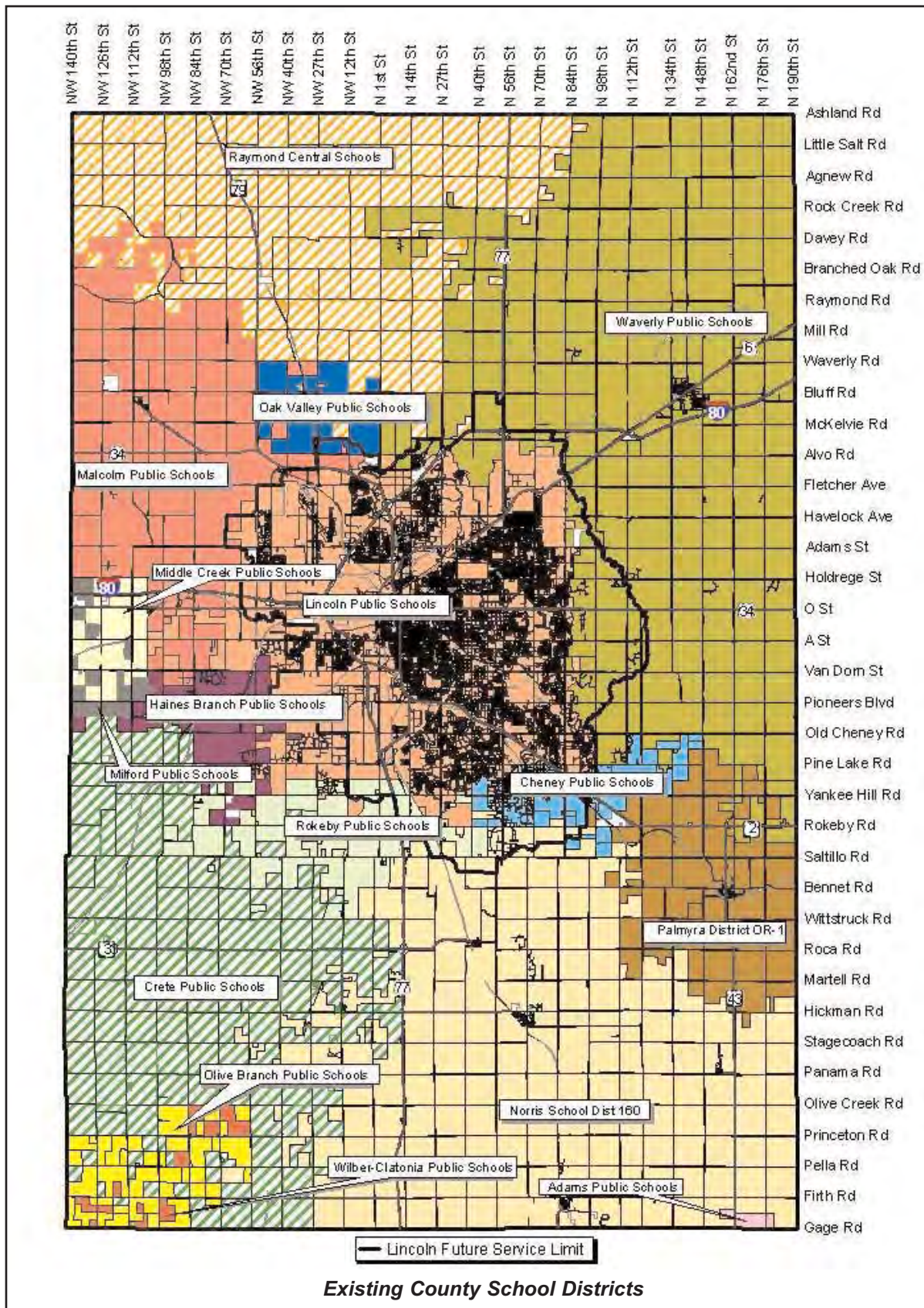
PRIVATE AND PAROCHIAL SCHOOLS

There are currently 18 private and parochial elementary schools in Lincoln. In addition, there are four private and parochial high schools: Lincoln Christian, Lincoln Lutheran, Parkview Christian, and Pius X.

COMMUNITY COLLEGES AND TRADE SCHOOLS

Lincoln is home to a community college and several technical and trade schools providing a comprehensive array of higher education and vocational opportunities. These facilities are dispersed throughout the community. Major institutions include Southeast

Community College (Campuses: Downtown Lincoln campus at 12th and O Street; main campus near 84th and O Street) and Lincoln School of Commerce (near 18th and K Streets).



COLLEGES AND UNIVERSITIES

Lincoln has four institutions of higher learning, with five campuses located throughout the city. These include the University of Nebraska-Lincoln (Campuses: Downtown and East), Nebraska Wesleyan University, Union College, and the College of Saint Mary.

There are a number of satellite campuses of surrounding colleges and universities located in Lincoln. These campuses provide a range of academic programs from Doane College (Crete) and Bellevue University (Bellevue).

FINANCIAL RESOURCES

Cities and counties – just like businesses and families – must to be able to pay their bills. Taxes, user fees, assessments, grants, bonds, and private contributions are but some of the ways that communities chooses to raise the money they need to support public services. Such financing resources are limited and must be used wisely.

This section of the Comprehensive Plan examines ways the city and county raise funds to build their facilities.

CAPITAL IMPROVEMENT PROGRAM (CIP)

Capital improvements have historically been financed by General Revenues, special assessments, user fees, revenue bonds, grants from the Federal and State Governments, and General Obligation debt. Capital projects can be broadly defined as new projects to meet additional needs of the community and maintenance/repair of the built infrastructure. It is imperative that maintenance of capital improvements occur to protect the City's and County's investment and minimize future maintenance and replacement costs.

For each new development in Lincoln, the developer provides for new local roads, water and wastewater lines, storm sewers, stormwater detention facilities, local electrical lines, sidewalks, street lights, and street trees within the development. The community as a whole has primarily funded arterial streets, major water mains, wastewater treatment and transmission lines, water storage, parks, trails, recreation facilities, fire and police stations, libraries, electric supply and transmission and schools. The community as a whole funds ongoing operating and maintenance costs for all of the infrastructure items.

There are some circumstances where a developer has funded some costs of the arterial streets, larger water and wastewater lines, trails or neighborhood parks. These additional costs are typically determined based on the impact or timing of improvements required by the development and are negotiated on a case by case basis.

The following is the current general approach for financing each infrastructure type.

COUNTY SERVICES

The County provides a number of services, such as register of deeds, corrections, Courts, Lancaster Manor housing, mental health, and weed control. Most of these items are service and personnel oriented, however, there are some

facility costs as well. For example, a new juvenile correctional facility was built in the last year. County services are funded by various sources such as property taxes (28% of the total), motor vehicle taxes, state revenues, and inheritance taxes. More than a quarter of the budget is supported by fees charged for services.

The Lancaster County Engineer prepares and maintains a one and five year Road and Bridge Construction Program.

WATER AND WASTEWATER

Utility fees paid by utility customers fund most of the expense of new water mains and over-sizing basin trunk sewer lines. Utility fees fund the entire costs for operation, maintenance, water and sewer treatment, storage, pressure, and pumping, which provide a community benefit.

The City also makes strategic use of revenue bonds in order to fund both routine construction and major expansion projects. Some use of revenue bonds may be needed until special districts, connection and utility fees generate enough funds for improvements. In the 1980's the City tripled water rates to fund an \$86 million project to expand supply and treatment facilities in Ashland — the City's primary source of water. The city issued revenue bonds at the time and used the rate increase to raise the revenue from rate payers to pay back the bonds.

In the Fiscal Year (FY) 2000-2001, \$12.9 million is included for water and \$12.7 million for wastewater improvements in the City's CIP. Developer contributions were estimated at \$213,000 for water and \$190,000 for wastewater improvements projects listed in the CIP. Developers may also contribute by building larger mains within their projects and paying a portion of those costs. The City typically pays for an oversizing of a pipe that is necessary to serve more than one development.

The City has an enormous investment in water and wastewater lines and treatment facilities. The City has been accumulating funds to pay for improvements to both wastewater treatment plants to meet new federal and state treatment requirements for ammonia, which is estimated to cost over \$20 million.

ARTERIAL STREETS



The major sources for funding city arterial streets are the Highway User Fund (derived from gasoline and other motor fuel taxes), the local wheel tax, and Federal highway funding. In FY 2000-2001, approximately \$32.8 million was designated for arterial street and highway projects in Lincoln. Federal and state aid funds will contribute over \$24 million for FY 2000-2001, while wheel tax revenues will pay for over \$7 million. Gasoline taxes paid locally are counted in the Federal/State aid funds. Additional funding comes from the local Railroad Transportation Safety District.

The Lancaster County Engineer is funded by county general revenue as well as Federal and State aid sources similar to those received by the City. For fiscal year 2001, the County Engineer had over \$3.5 million budgeted in road and bridge projects.

New commercial developments — such as major shopping centers and offices parks — may fund a portion of the arterial street construction costs for impacts their projects may cause on adjacent streets. New development — including residential neighborhoods — also contributes to the street system by dedicating land for right-of-way as part of the subdivision process.

The City's Six Year CIP includes projects costing over \$186 million. The CIP earmarks \$48 million for Phase I of the Antelope Valley road project. The South and East Beltway in 1996 were estimated to cost over \$250 million, of which \$9 million was included in the 6 Year CIP at this time. Additional funds for construction of the South Beltway are being sought.

SANITARY LANDFILL

The Six Year CIP includes \$17.8 million for improvements at the Bluff Road landfill, activities involving closing the North 48th Street Landfill, and for recycling sites. All of these improvements are paid by landfill fees paid by garbage haulers and their customers.

PARKS AND TRAILS

The Six Year CIP includes \$22 million for parks, recreation facilities, and trails. These improvements include both renovation and new construction.

A significant amount of additional neighborhood park construction is needed throughout Lincoln as new neighborhoods are built each year. These and other facilities are funded through a variety of resources. Keno funds and general revenue are estimated to contribute \$6 million each during the six year period. Golf fees will pay for golf improvements of over \$1.7 million. The remaining portion of nearly \$8 million is dependent upon grants, donations and other sources.



STORMWATER

Responsibility for stormwater and drainage improvements and maintenance is currently divided among the private sector (developers and land owners), the Lower Platte South Natural Resources District (LPSNRD), and the City of Lincoln. Local developers often construct stormwater drains and detention facilities. The maintenance of the underground stormwater system is generally the responsibility of the City, while private homeowner associations often maintain the detention ponds and concrete low flow liners.

The City is responsible for maintaining the street drainage system including curb and gutter, stormwater sewers, and bridges and culverts over major and minor drainage ways. The City has only a few regional detention facilities to manage. The six year CIP includes nearly \$19 million for stormwater and drainage improvements in the City. These improvements are paid for by the citizens of Lincoln as a whole. About \$16.4 million of these improvements are being paid for with General Obligation (G.O.) bonds. These bonds must be approved by a vote of the electorate and repaid as part of property taxes. The remaining portion is expected to come from general revenue.

The LPSNRD has jurisdiction for improvements in a six county area covering over 1 million acres. It has responsibility for the main storm drainage channels along creeks.

ELECTRICAL FACILITIES

Lincoln Electric System (LES) is owned by the City of Lincoln and is operated by an administrative board appointed by the Mayor and City Council. LES is revenue producing, and no tax funds are used to support its operations. LES



is unique among city departments in that it may sell excess electricity on the open market to help finance its operation. LES makes annual payments in lieu of taxes to the City, Lancaster County and Lincoln Public Schools.

LES has over \$432 million in capital improvements for the next six year period, including nearly \$100 million for a new generating plant at North 70th and Bluff Road. LES serves Lincoln, Waverly and the surrounding area. The majority of the County is served by Norris Public Power District. LES and Norris recently worked out

an agreement regarding their service areas and future facilities in these areas. This is particularly important in areas where Lincoln is expected to expand in the near term.

FIRE AND PUBLIC SAFETY

The Lincoln Fire & Rescue Department has programmed \$8.2 million in improvements over the next six years. These projects would be paid for by future General Obligation bonds, if the bonds are approved by the electorate. These bonds would pay for four new stations and related equipment, a new training and fleet service facility, and replacements of existing vehicles. Renovation of existing fire stations is paid for by general revenue.

Rural Fire Districts are dependent upon bond issue approval by voters in their districts to fund any capital construction or major equipment purchases. Several fire districts have recently made improvements to the facilities through this method. The City must reimburse rural fire districts for losses to their assessment base when an area is annexed into the city.

At this time, the Lincoln Police Department (LPD) does not have any funding requests in the CIP for additional free standing police stations. LPD has rented space in addition to building a new station at North 27th Street and Holdrege Avenue. The Lincoln Police and Sheriff's Department recently moved into the new Law Enforcement and Justice Building in Downtown Lincoln. The two agencies share many functions in order to reduce costs and save building space.

LINCOLN CITY LIBRARIES

Two new Lincoln City libraries were opened in February 2002. These libraries were constructed using funds approved through a General Obligation bond election. The CIP includes a potential \$8.2 million project to renovate Bennett Martin Library if a future G. O. bond is approved.

PUBLIC SCHOOLS

Public schools in Lincoln and Lancaster County primarily depend on State aid and local property taxes for operations and maintenance. New school construction is mostly funded through school bond elections. Lincoln Public Schools has had two such elections in the past decade, which funded two new high schools, two middle schools, and four elementary schools. Waverly also funded a new high school and elementary/ middle school construction through bond issues.

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PLAN REALIZATION

Comprehensive planning is as much about the process of planning as it is about the plan itself.

The dreams and hopes embodied in this Plan reflect the collective aspirations of over a quarter million people. This Plan, however, did not just happen. It represents thousands of hours of work by hundreds of citizens who willingly and eagerly contributed their knowledge and ideas toward the Plan's creation. Planning — as practiced in Lincoln and Lancaster County — is a democratic, collaborative process.

In this section, the content of and reasons for this Comprehensive Plan are examined, as well as the community process used in its development.

WHAT IS A COMPREHENSIVE PLAN?

A comprehensive plan is a community's common vision of its future. It expresses through text, maps, and illustrations what the community wants to look like in the future, where it wants to construct buildings and infrastructure, what it values and wants to preserve, where it wants certain land uses to be located, and how it wants to maintain and enhance the quality of its residents' lives.

Comprehensive plans deal mostly with the physical characteristics of a city or county. They contain the visions and policies a community needs to guide future activities. Such plans illustrate where homes, schools, parks, shopping centers, office complexes, and public structures will be in the future, and how such existing activities can be kept vital.

Comprehensive plans are long range in their scope and typically show future programs reaching out for twenty five years or more. They also describe the administrative and financial means for fulfilling the community's common vision.

WHY DO THE CITY AND COUNTY HAVE COMPREHENSIVE PLANS?

The City of Lincoln and Lancaster County are required by State statute and other legislative directives to have comprehensive plans. The plans are intended to serve as the legal foundation for other aspects of the planning process, such as zoning, subdivision regulations, and various development standards.

Nebraska State law calls for comprehensive plans to show “the general location, character, and extent” of major land uses and public facilities. The law spells out a range of elements that are to be in the plan. These include items relating to future population levels and densities, transportation facilities, employment, housing, schools, recreation, utilities, historic and cultural resources, land conservation, and government systems and procedures.

IS THERE A SINGLE COMPREHENSIVE PLAN FOR THE CITY & COUNTY?

The City and County have separate, individual comprehensive plans — these plans, however, are integrated into a single planning document. This single document contains identical policies and language for both jurisdictions.

Since the 1950’s, the City of Lincoln and Lancaster County have worked diligently to ensure that their respective comprehensive planning efforts are closely coordinated. This has included the creation of a single Planning Commission and Planning Department for the city and county. The elected officials from the city and county continue to support the need to maintain a unified planning perspective involving both jurisdictions.

By law, Lancaster County’s planning authority encompasses all areas of the County not included in the plans of any other incorporated entity within the County. This is the area outside the corporate limits of any incorporated jurisdiction, plus that jurisdiction’s extraterritorial areas of influence – in Lincoln’s case for three miles beyond its city limits. The County, of course, remains vitally interested in all the areas of the County as it must provide support services outside the incorporated cities and towns even if those jurisdictions have control over what is and is not built in those areas.



In addition to the close cooperation of the City and County, the planning process respects the policies and desires of the other twelve incorporated jurisdictions within the county, as well as the eight counties bordering Lancaster County. Meetings were held during the development of this plan with representatives of all of these jurisdictions. Such meetings provided the opportunity to effectively coordinate the plans of these many

jurisdictions.

HOW WAS THIS PLAN PREPARED?

The City of Lincoln Charter places the responsibility for developing the Comprehensive Plan with the City-County Director of Planning. Once prepared, the draft document is submitted to the City-County Planning Commission for public comment and subsequent Planning Commission action. Ultimately, the Lincoln City Council and Lancaster County Board must approve each jurisdiction’s Plan, with the Mayor of Lincoln also needing to approve the City’s Plan.

Local tradition holds, however, that the community is much more actively involved in the Plan’s formulation than might otherwise be required by official directive. Comprehensive Plans for the city and county have historically embraced intensive community involvement. This Comprehensive Plan is no exception.

At the center of the Plan’s creation was a 14 member citizen group called the Comprehensive Plan Committee (CPC). The CPC was composed of a diverse assortment of individuals representing far-reaching urban, rural, and agricultural perspectives. To ensure the continuity of thought as the Plan progressed later through the formal review

process, the CPC's membership also contained two representatives from the City-County Planning Commission.

The Committee's task was to help guide the process toward the successful blending of various planning policies. The CPC's participation extended for a period of slightly more than a year. Meeting several times each month throughout the 2001 calendar year, the Committee concluded their work in late January, 2002. Throughout this period, numerous approaches were used by the Committee to solicit the community's ideas on the future of the city and county.

Following the conclusion of the Committee's work, the draft Plan was submitted to the City-County Planning Commission for their review. This was done in accordance with local charter standards.

The Planning Commission held a number of working sessions of their own before conducting two formal public hearings on March 13 and 27, 2002. The Planning Commission then adopted their recommended Plan on April 3, 2002, and forwarded it to the Lincoln City Council and Lancaster County Board. Joint hearings by these elected bodies were conducted in May, 2002, with the adoption of this Plan occurring on May 28, 2002.

Lincoln Mayor Don Wesely affirmed the City's administrative adoption of the Comprehensive Plan on May 29, 2002.

***Community Involvement Approaches Used in
Preparing This Plan***

- *Two community-wide telephone surveys*
- *Five to seven community workshops every 3 months*
- *Email comments and ideas submittal site*
- *Comprehensive Plan informational website*
- *Bi-monthly newsletter*
- *Televised community forum*
- *Central faxing location*
- *Phone comment lines (multi-lingual)*
- *Meeting posters and brochures (multi-lingual)*
- *Workshops targeted to special communities*
- *Presentations to local organizations*

WHAT IS A "LONG RANGE TRANSPORTATION PLAN" (LRTP)?

Federal transportation planning regulations require urbanized areas with populations greater than 50,000 people to have a "Long Range Transportation Plan (LRTP)." This Plan shows strategies and actions to enhance the community's intermodal transportation system — that is, streets, buses, trains, planes, trails, etc. — for a period of at least twenty years. The Plan is to be developed and adopted by the area's Metropolitan Planning Organization (MPO).

By directive of the Nebraska Governor, the City of Lincoln is the designated Metropolitan Planning Organization for the Lincoln and Lancaster County area. The Lincoln City Mayor is considered to be the administrative head of the MPO. Decisions regarding MPO transportation policy are made through a process involving close collaboration with many County, State and Federal officials.

The Federal planning guidelines specify what needs to be in the Long Range Transportation Plan, how it needs to be prepared, who needs to participate in its preparation, and how it is approved. In most communities across the country, LRTP's are a separate document from the Comprehensive Plan. The LRTP report reflects what the comprehensive plans of the local jurisdictions indicate for future growth – but only rarely are the MPO long range transportation plans actually part of local comprehensive plans.

Lincoln's LRTP is different in this regard. The Long Range Transportation Plan for the greater Lincoln metropolitan area is a part of this Comprehensive Plan. It is embodied in the transportation chapters of this document, as well as in the other portions of the Comprehensive Plan that bear direct relevance to the transportation planning process. This enhances both the transportation and land use elements of the community's overall planning effort.

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