

## LAND USE PLAN

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

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

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

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

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

## TIMING: FUTURE GROWTH TIER MAP

### TIER I, II AND III

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

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

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

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

## SUBAREA PLANNING PROCESS

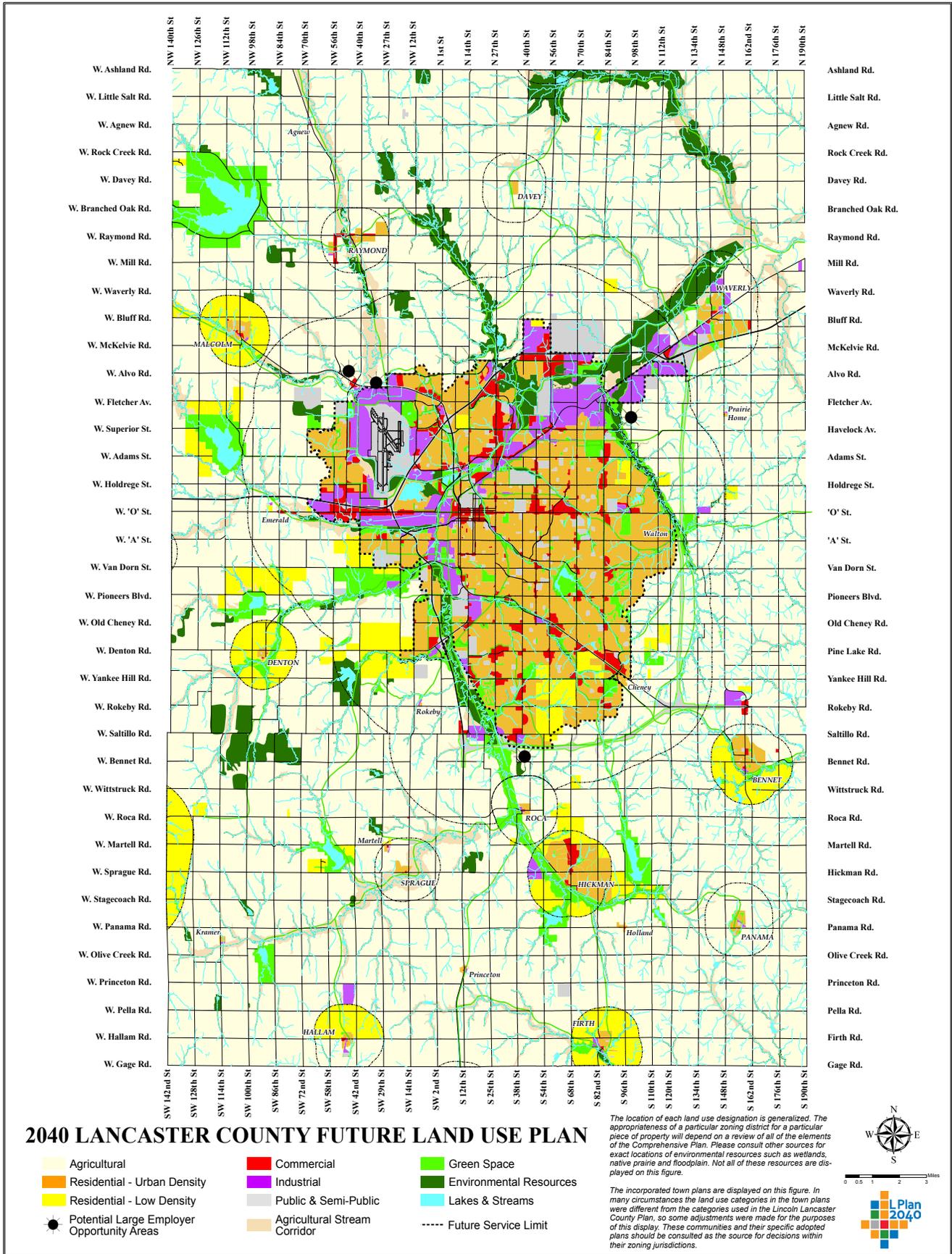
Subarea planning for neighborhoods or other small geographic areas can address issues at a more refined scale than can be included in LPlan 2040. Subarea plans may then become incorporated into LPlan 2040 through a formal adoption process. Subarea plans can serve as an official guide for elected decision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

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

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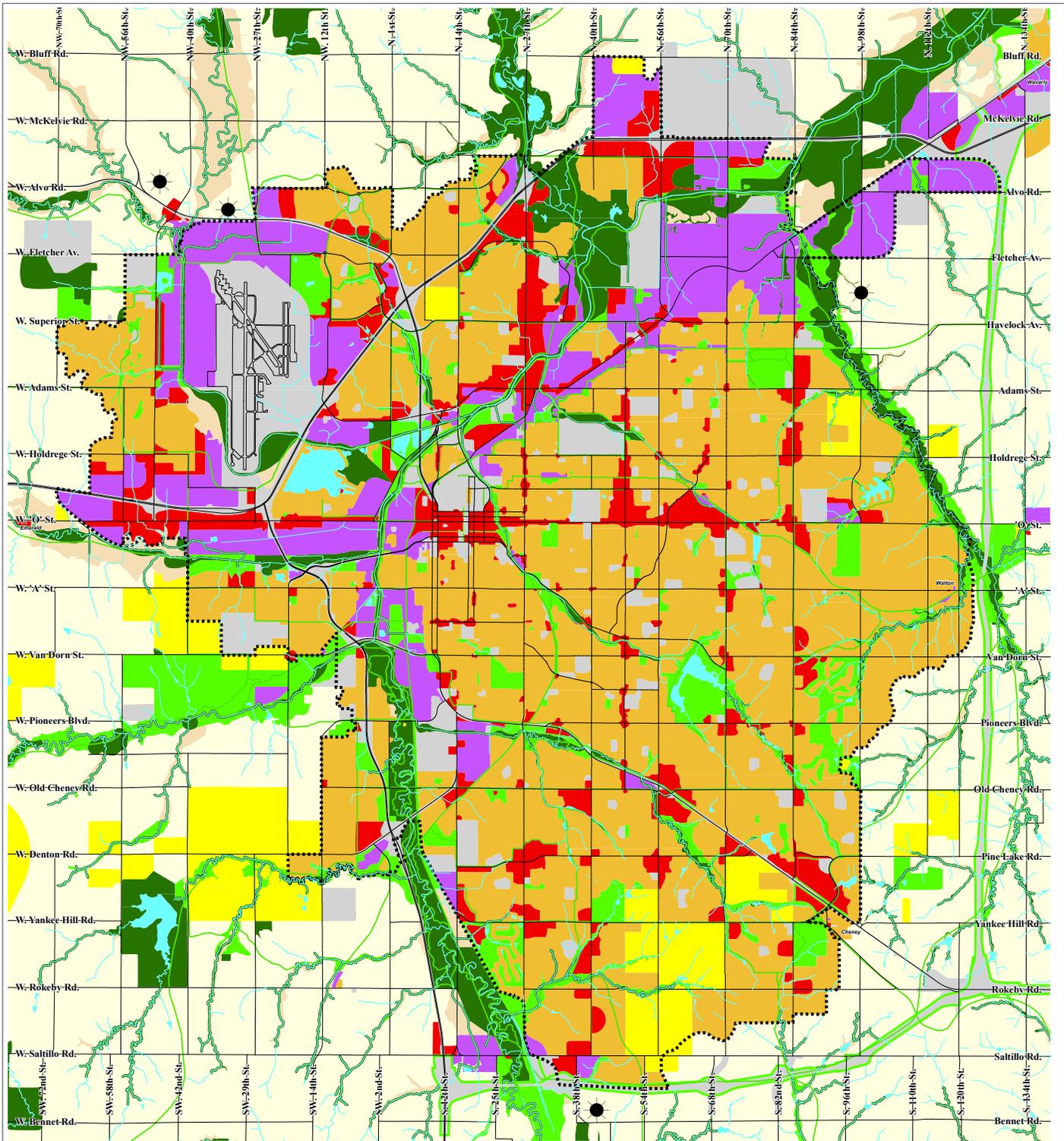
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AMENDED: COUNCIL RES. #87694 ADOPTED 12/12/13; #87221 ADOPTED 2/25/13; #87171 ADOPTED 1/14/13; #88713 ADOPTED 1/5/15.

Map 1.1: Lancaster County Future Land Use Plan



## 2040 LINCOLN AREA FUTURE LAND USE PLAN

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

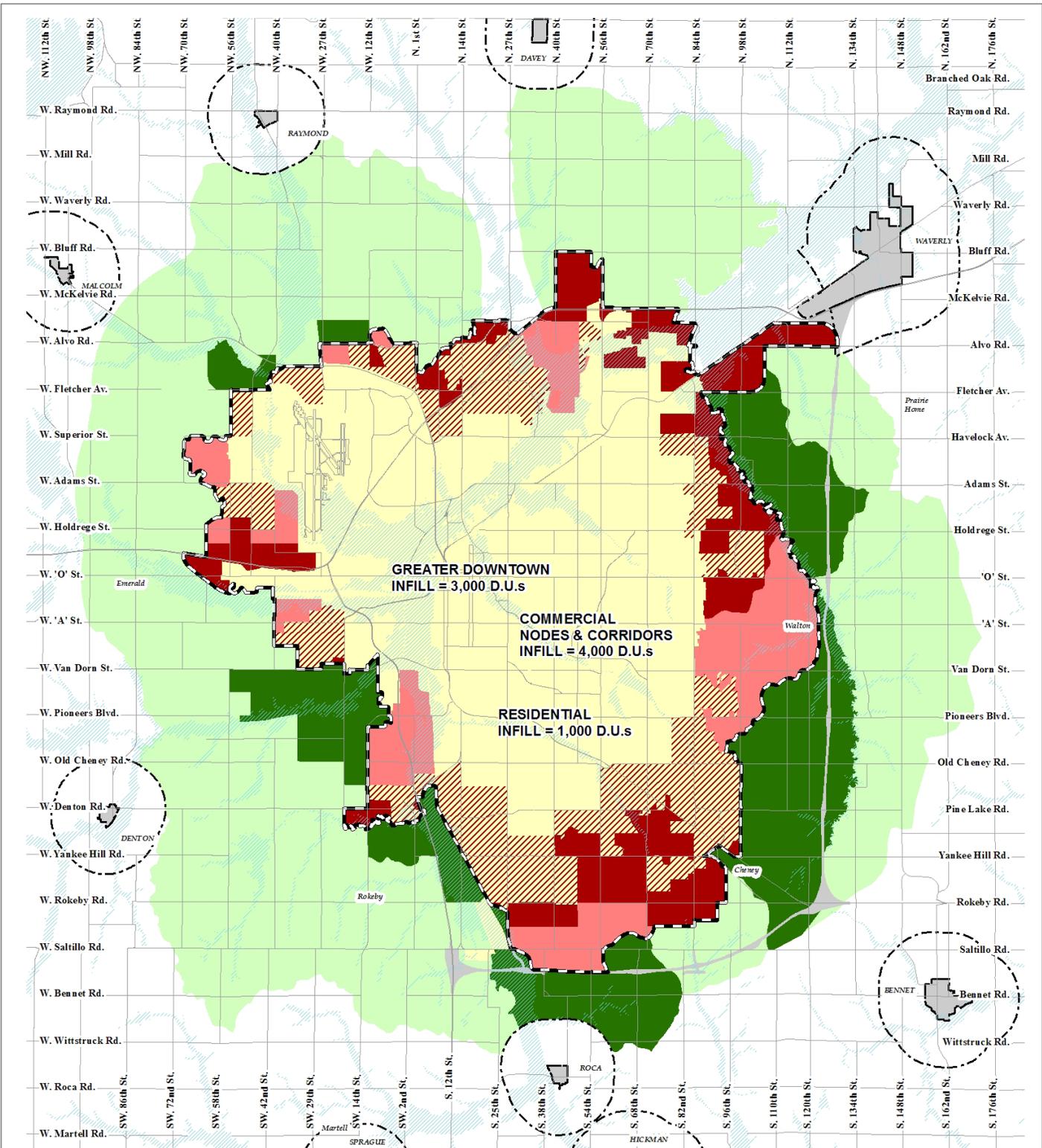
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The incorporated town plans are displayed on this figure. In many circumstances the land use categories in the town plans were different from the categories used in the Lincoln Lancaster County Plan, so some adjustments were made for the purposes of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



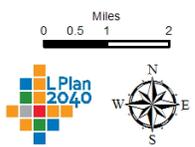
Map 1.2: Lincoln Area Future Land Use Plan





# 2040 PRIORITY GROWTH AREAS

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



*Map 1.3: Growth Tiers with Priority Areas*

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

## STRATEGIES FOR LANCASTER COUNTY, OUTSIDE OF LINCOLN

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

## COMMERCIAL AND INDUSTRIAL DEVELOPMENT

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

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

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

## COMMERCIAL AND INDUSTRIAL DEVELOPMENT STRATEGIES

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



the environmental resources section of this Plan.

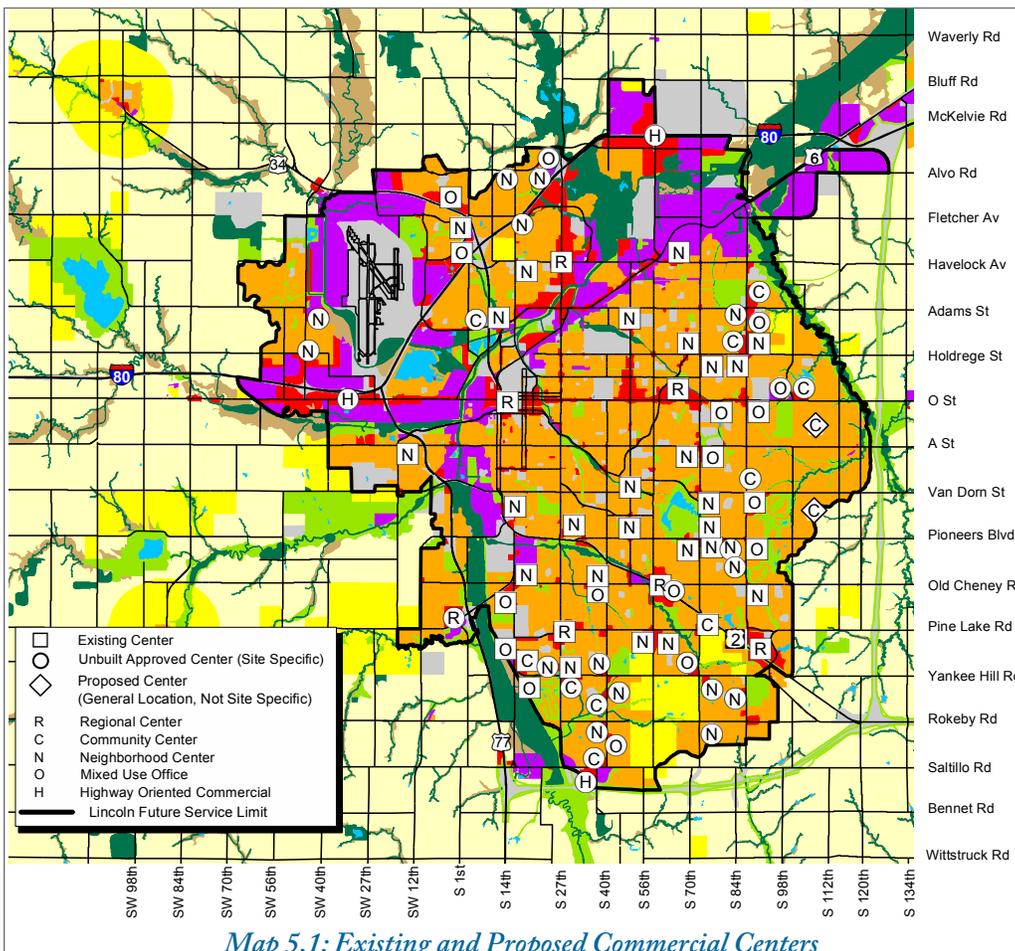
- Encourage public-private partnerships, strategic alliances, and collaborative efforts as a means to accomplish future economic objectives.
- Explore additional opportunities for streamlining the permitting process.

## COMMERCIAL CENTERS

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

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

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



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

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

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

## Light Industrial Centers (LI)

### Size

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

### Description

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

### Spacing

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

### Criteria

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

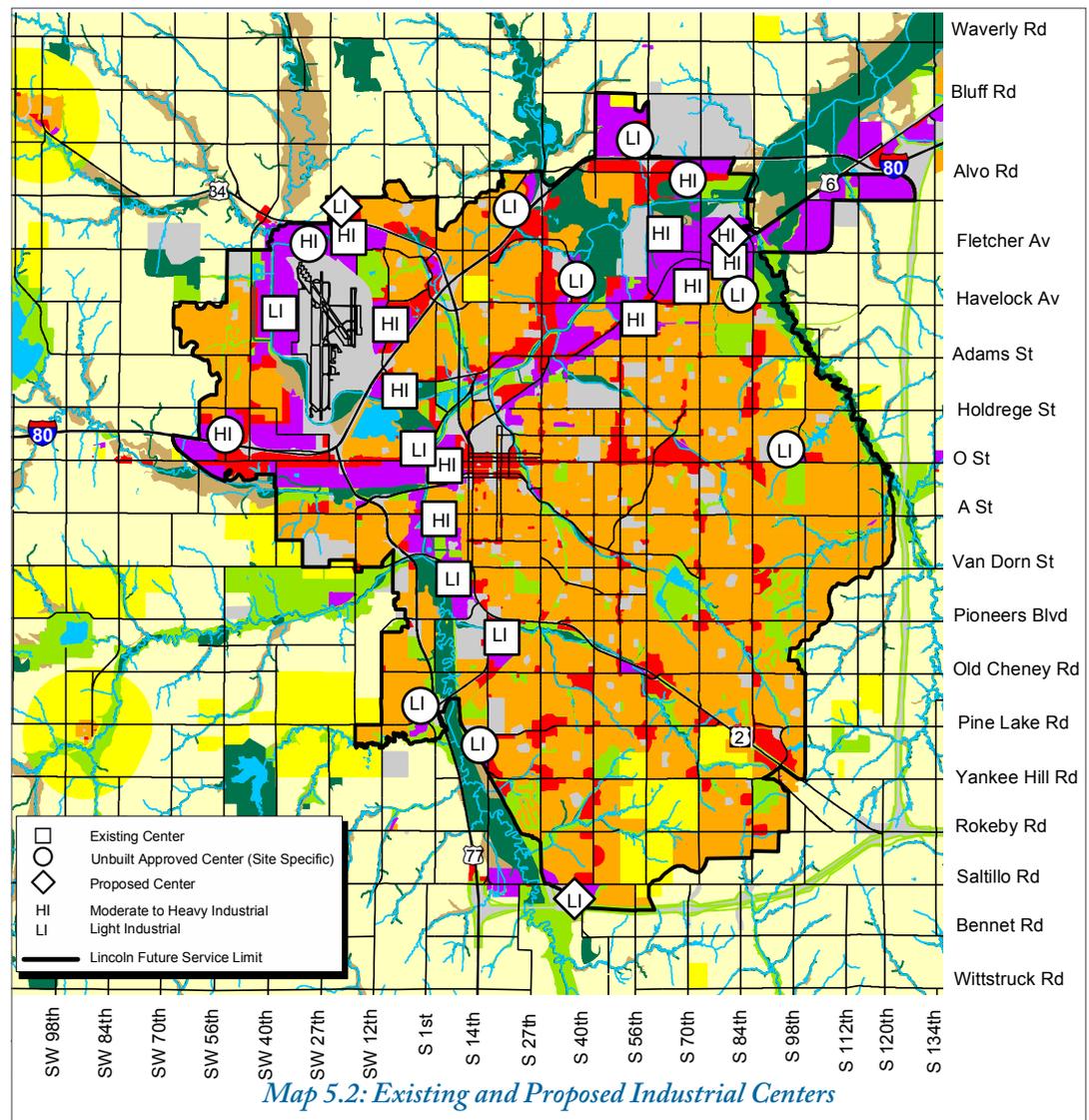
## Hazardous Materials

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

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

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

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



## Public Health & Safety Measures

Industrial zoning districts should be primarily for industrial uses.

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

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

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

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

## POTENTIAL LARGE EMPLOYER OPPORTUNITY AREAS

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



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

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

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

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

- Revise codes to allow for more opportunities to work and live in the same place.

### Transportation

- Include provisions for safe and convenient pedestrian and bicycle use.
- Continue traffic signal optimization measures.
- Encourage integration of alternative modes of transportation in new developments.
- Encourage transit-oriented development near transit stops, bicycle pathways and bicycle parking stations.
- Encourage telecommuting to reduce vehicle miles traveled.
- Encourage employers to initiate work schedules that will help alleviate congestion at peak hours.
- Encourage carpooling, car/ bike sharing, and use of transit.

### Buildings and Landscaping

- Retrofit and weatherize existing buildings with energy efficient technologies.
- Incorporate energy-efficient design and technology into new buildings.
- Encourage orientation and siting of new buildings to take advantage of solar heating and cooling breezes.
- Use landscaping to provide shade to reduce heating and cooling demands and to act as windbreaks.
- Reduce and reuse construction and demolition waste.
- Consider incentives such as fee waivers and rebates to encourage sustainable measures for buildings and landscaping.

### Public and Semi Public

- Conduct an energy audit of all buildings.
- Promote weatherization programs.

- Educate the public on the benefits of energy-efficient buildings and development.
- Improve the City's ability to measure energy use and conservation efforts.
- Continue to provide and promote waste reduction, reuse and recycling options.
- Explore opportunities for using grey water.
- Promote and encourage the use of water conservation systems in City and County codes.

## WATER SERVICES

### LINCOLN WATER SYSTEM AND COUNTY WATER RESOURCES

Potable water is provided to Lincoln residents and businesses by the Lincoln Water System (LWS). 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 by the system).

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**Lincoln's only source of water is groundwater recharged from the Platte River northeast of Lincoln.**

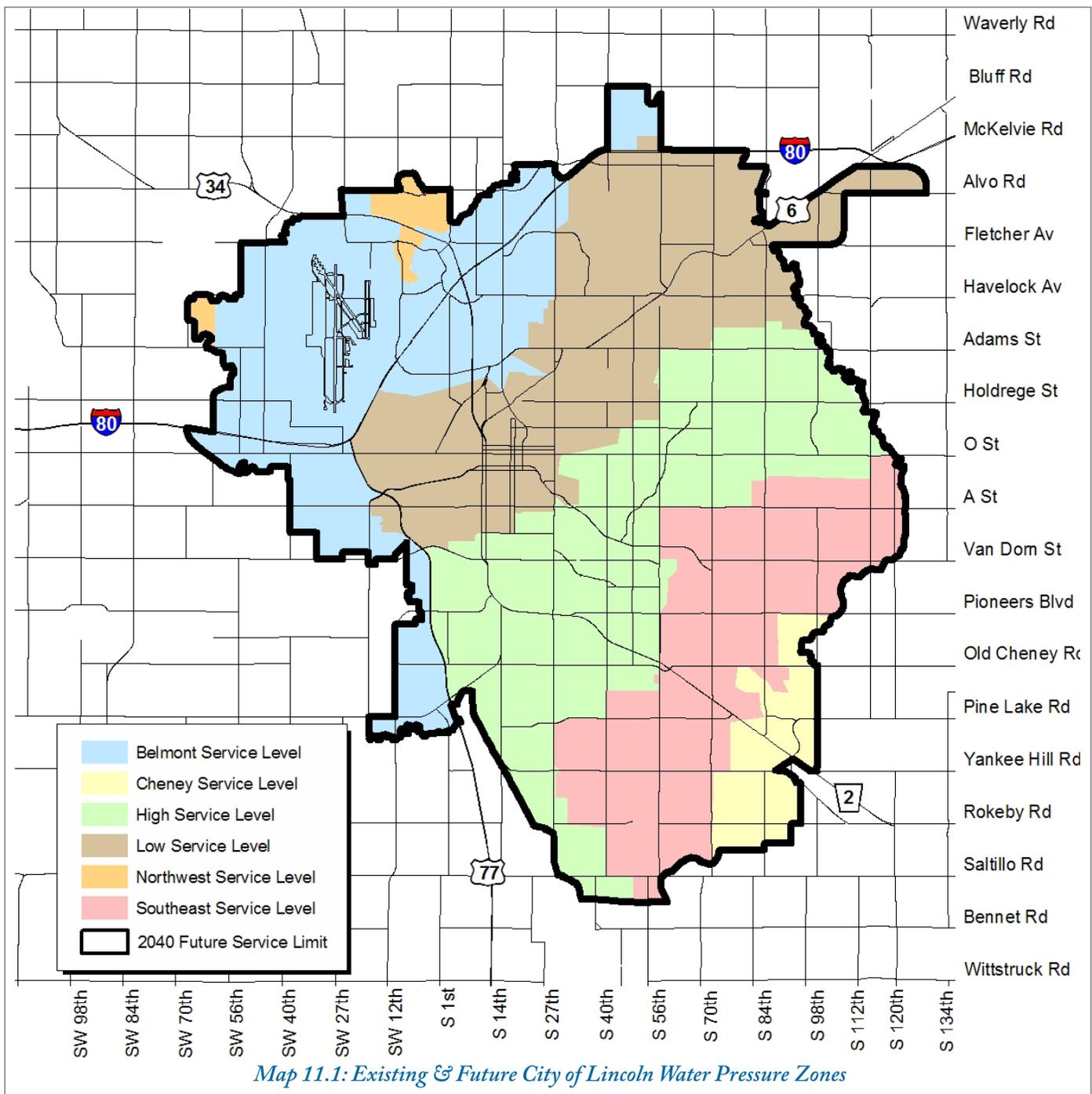
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Lincoln's only source of water is groundwater recharged from the Platte River northeast of Lincoln. Lincoln Water System processes groundwater at the treatment facility prior to its transmission to Lincoln for distribution.

The distribution system is divided into six pressure zones. Each zone has a system of storage facilities and pumping stations that keep operating pressures in the 35-100 pounds per square inch (PSI) range. Because pressure for the system relies upon 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 1,240 miles of water distribution mains. Pipes providing service to customers range in size from





4" to 16" in diameter and total 1,100 miles. There are also 160 miles of transmission and transfer mains which range from 24" to 54" in diameter.

The water distribution system contains approximately 25,000 valves for the isolation of water main breaks to minimize the number of customers out of service. Approximately 13,000

hydrants in the distribution system provide for the fire protection needs of the City.

The Public Works and Utilities Department completed the Lincoln Water System Facilities Master Plan in 2013. 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 Lincoln Water System Facilities Master



Plan was adopted as a subarea plan in 2014 (see Plan Realization chapter). The projected maximum day water demand for year 2040 is 141 million gallons per day (MGD), and for 2060 is 175 MGD based on the assumed population growth rate of 1.2% 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 approximately equal to the projected need by 2040 to 2050. Additional well field property and water rights will need to be acquired in the planning period to meet these demands and a financial plan adopted to fund such a project.

Lincoln's drinking water currently meets all of the State and Federal regulations regarding water quality. As new drinking water regulations are implemented, additional treatment may be required. LWS strives for environmental stewardship in all aspects of its operations.

LWS actively promotes water conservation to customers and works to conserve energy in system operations. Operators continually work toward the best balance between system energy needs and the variable rate schedules provided by both Lincoln Electric System and Omaha Public Power District.

## 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 Improvement Districts (SIDs). The Lincoln-Lancaster County Health Department enforces standards on wells within the city limits and three-mile extraterritorial jurisdiction. The Lower Platte South Natural Resources District is maintaining a [\*Groundwater Management Plan\*](#) for the County to ensure the protection of this resource.

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 three SID's providing water services to area residents: Emerald, 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 in some areas contribute to reliance on rural water districts.

## 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 groundwater 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.

### STRATEGIES FOR WATER SERVICES

- 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, Lancaster Rural Water District No. 1 and Cass County Rural Water District No. 2 should work toward a cooperative agreement and planning regarding changes in service boundaries between the two rural utilities and the City.



- Continue to encourage water conservation practices with the development of the City and County.
- Continue to utilize impact fees to recover a portion of the capital costs to build water mains. This includes increasing the capacity of

Two-thirds of the energy used by City of Lincoln municipal operations is to move and treat water and wastewater.

the existing water treatment facilities for future growth.

- Continue to collect water service and water usage utility fees to pay for operation, maintenance, debt service, replacement

improvements, and fund the majority of water capital improvements, including growth related projects.

- Continue the strategic use of revenue bonds to finance growth and expansion of the system. (Revenue bonds are not a new source of revenue, but rather a means to address the timing of improvements.)

## WASTEWATER SERVICES

### LINCOLN WASTEWATER SYSTEM AND COUNTY AREAS

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.



### COLLECTION SYSTEM

In general, the wastewater collection system is a gravity flow 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 1,020 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% of the City. The Northeast facility is located at 7000 N. 70th Street, near N. 70th and Salt Creek and serves the remaining 30% of the City. By the year 2040, because of strong growth projected to the south and east, the Northeast Wastewater Treatment Facility will have increased to about 40-45% of the service and Theresa Street Wastewater Facility will serve the remaining 55-60% 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 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.

The Public Works and Utilities Department completed the Lincoln Wastewater Facilities Master Plan in 2007. 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. The Lincoln Wastewater Facilities Master Plan as adopted as a subarea plan in 2007 (see "[Plan Realization](#)" chapter).



within the existing urban area. A comprehensive watershed management program needs 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, in cooperation with the LPSNRD, is developing a unified master watershed management plan. This plan will provide information and computer models to aid in analyzing stormwater management alternatives. Individual [Watershed Plans](#) for several watersheds in Lincoln and the surrounding area have already been completed and are adopted as subarea plans in this document (see "[Plan Realization](#)" chapter). These plans evaluate and propose projects to address a wide range of water resources, and they are formulated in cooperation with other local, state and federal agencies. Ideally, additional watershed plans are completed and adopted prior to urban development occurring within a new basin. This allows projects and recommendations in the plan to be considered during the review of specific development proposals.

Watershed planning and the performance and adequacy of stormwater storage basins and other measures to prevent increases in peak flows will require continued assessment with the growth of the City. Upstream detention facilities are critical to preventing further increases to the floodplain, and if properly designed also help to reduce pollutant loads to downstream waterbodies. Detention facilities should be identified and developed in a manner that incorporates water quality best management practices and causes minimal adverse impact to existing residential, agricultural and other land uses.

Basin management plans are a more recent watershed planning initiative that is part of the ongoing effort to proactively forecast, evaluate

and manage stormwater quality impacts associated with existing and future development and redevelopment of the City. These plans provide available information on the source of contaminants and how such contaminants can be reduced through projects and programs. They also include information for the education of the public on water quality and include projects to protect and restore stream channels. The first of these basin management plans (Antelope Creek from Holmes Lake to Salt Creek) provides a framework upon which future plans can be built.

## FLOODPLAIN MANAGEMENT

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 the strategies below relate back to and support this umbrella concept.

The No Adverse Impact concept is supported by the "[Map 1.3: Growth Tiers with Priority Areas](#)" which designates the majority of floodplain areas outside

of the existing urban area as Green Space, Environmental Resources, and Agricultural Stream Corridors. This supports the opportunity to reduce the risk of flood damage to life and property and to preserve the important functions

of floodplains. This concept is more explicitly supported by the Salt Creek Flood Storage Area Standards and the [Flood Regulations for New Growth Areas](#) which protect flood storage in the areas with greatest risk for impacts. While regulations to support the No Adverse Impact concept have not been fully adopted throughout the "[Existing Urban Area](#)" or in the County's jurisdiction, goals and strategies in this plan support minimizing impacts to the floodplain in all circumstances.



## STRATEGIES FOR WATERSHED MANAGEMENT

- Designate areas for future urban development outside of floodplain and floodway to avoid introducing new development to flood risks and to preserve the important functions of the floodplain.
- 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.
- Develop and utilize watershed plans during the review and evaluation of proposed developments and as a guide in the preparation of future capital improvement projects; unify individual plans into a Watershed Management Master Plan for Lincoln and future growth areas.
- Utilize naturalized approaches or bioengineered solutions to drainage issues wherever possible, and use public projects as an opportunity to set positive examples. Seek opportunities for “*Best Management Practices*”

(e.g. Rain to Recreation, Rain Gardens, etc) 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 runoff.
- 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.

- Develop and implement a floodplain buyout program for the City and County to restore floodplain functions while being sensitive to the need to minimize impacts on neighborhoods and historic districts.
- Seek broad public participation in the location and design of specific watershed management projects, and evaluate the relative benefits as they relate to flood hazard reduction, water quality, channel integrity, natural character, bridges, culverts, and existing public and private structures.
- Continue to develop a comprehensive, watershed approach to floodplain mapping and to improve the accuracy by making it a priority to which specific resources are dedicated.
- 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.
- Continue to implement education efforts to notify floodplain property owners and prospective buyers of flood risks.

## SOLID WASTE

### SOLID WASTE MANAGEMENT

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 oversees the City and County’s solid waste management programs. The City will be developing a Solid Waste Management Plan within the early years of the LPlan 2040 planning period.



# 12 PLAN REALIZATION

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



## INTRODUCTION

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

## LAND USE PLAN AND GROWTH TIERS

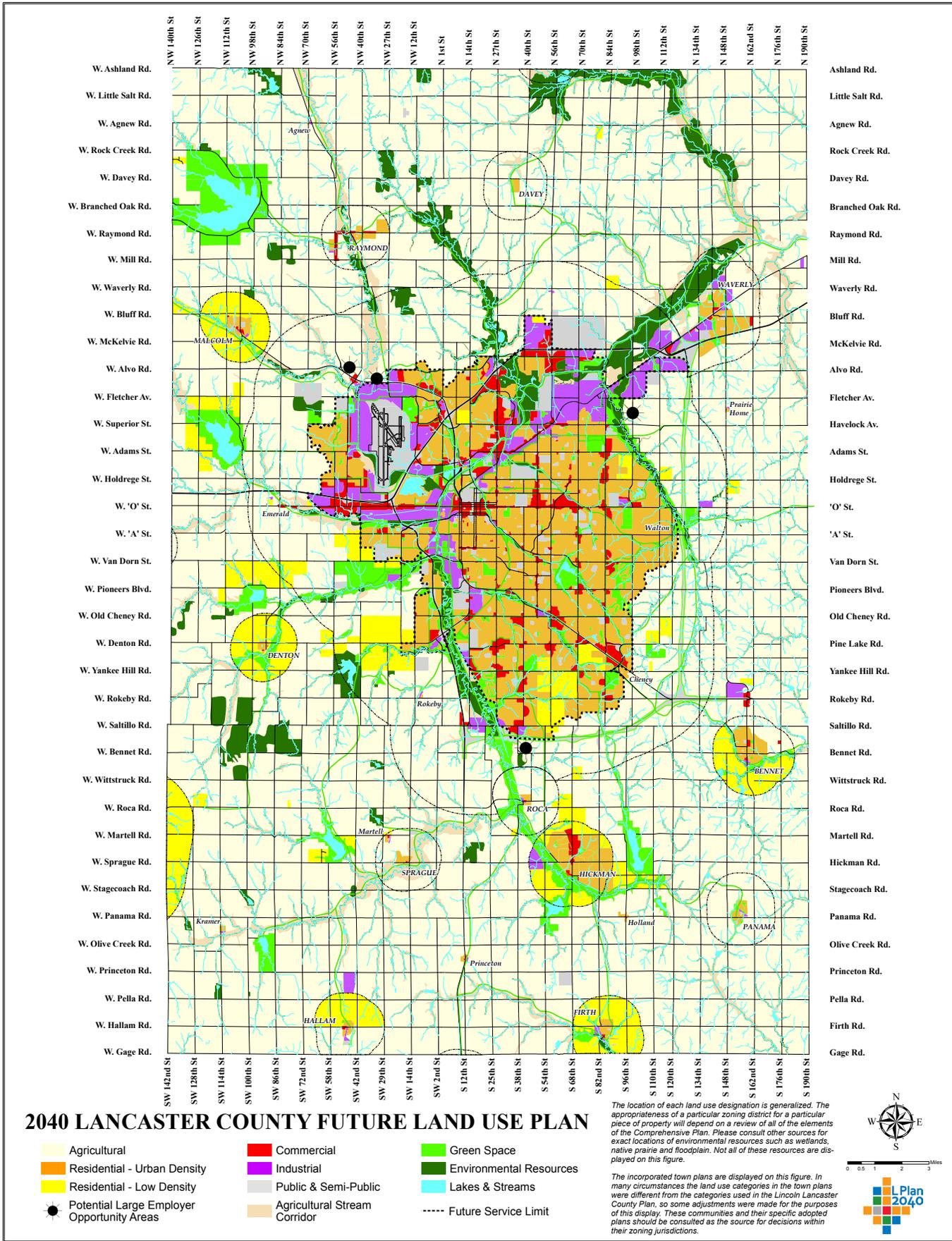
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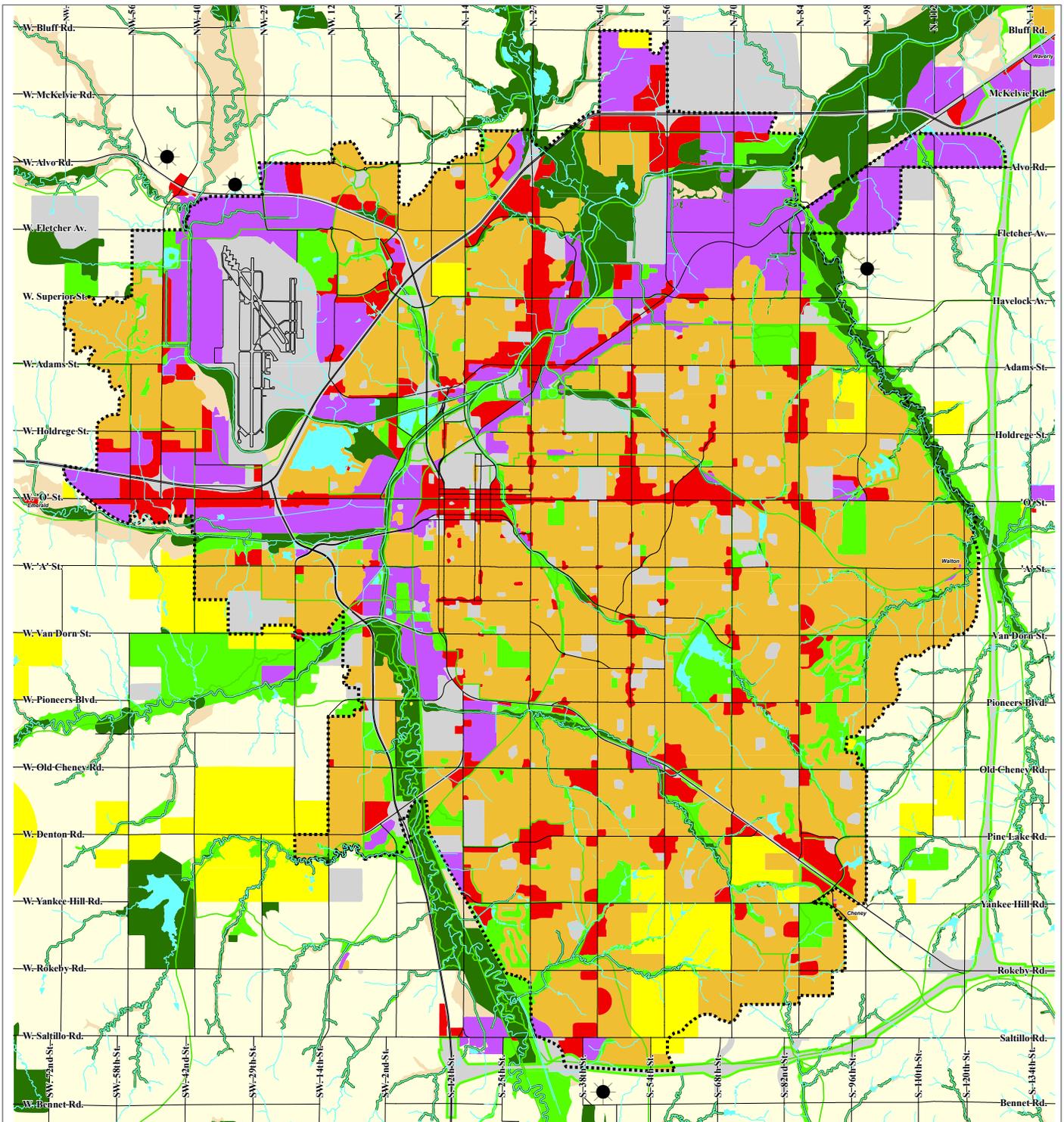


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Map 12.2: Lincoln Area Future Land Use Plan



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

is generally available or planned for in the near term.

Annexation generally implies the opportunity to access all City services within a reasonable period of time. 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 annexation 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 that 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 Improvement Program of the City and the County.

Each town in Lancaster County will have its 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 Technical Committees lend additional policy and technical oversight to the process. These standing groups meet on a regular 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 considered part of this Comprehensive Plan include:
  - Wilderness Park Subarea Plan; February, 2000
  - NRGIS Greenprint Challenge, August, 2001
  - City of Lincoln Strategic Plan for HUD Entitlement Programs; FY 2010-2012, Urban Development;
  - Lincoln Water System Facilities Master Plan, Public Works and Utilities Department; June, 2014.
  - Lincoln Wastewater Facilities Master Plan, Public Works and Utilities Department; November, 2007.
- Watershed Master Plans:
  - Beal Slough Stormwater Master Plan, May, 2000.
  - Southeast Upper Salt Creek Watershed Stormwater 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
  - Antelope Creek Watershed Basin Management Plan, 2012
  - South Salt Creek Watershed Master Plan, 2014

- Haines Branch Watershed Master Plan, 2014
- Middle Creek Watershed Master Plan, 2014
- Lincoln Public Schools 10 year Plan, April, 2010
- 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, 2005
- Downtown Master Plan, 2005 (including the 2012 Downtown Master Plan Update)
- Transit Development Plan, September, 2007
- Antelope Valley Project, 1999
- West Haymarket Integrated Development Plan, July, 2009
- The Implementation Plan for the Conservation of Nebraska's Eastern Saline Wetlands, 2003

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 LPlan 2040, the future land use plan, and the Community Services Implementation Plan (CSIP). Enhancing the coordination of these endeavors should be initiated and completed.

## 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 Improvement Program (CIP).

As part of the Annual Review process, the Planning Department will review growth trends to determine if adjustments need to be made in the Plan. If trends deviate from the assumptions in this Plan, the Planning Department will prepare and bring forward recommendations to accelerate or delay the extension of infrastructure to Priority B and C areas.

## PLAN AMENDMENTS

The Plan is the community's collective vision. Yet, change is inevitable. New 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 may elect to forward the Plan amendment request to the Planning Commission upon submission, or wait to include the request in a compilation that is reviewed by the Planning Commission once each year as part of the Planning Department's annual review of the Plan.

## PLAN UPDATE PROCESS

The Federal Highway Administration (FHWA) requires that communities maintain a fiscally

constrained Long Range Transportation Plan (LRTP) that is updated every 5 years and embodies at least a 20-year planning horizon in order to receive federal transportation funds. The Lincoln MPO's 2040 LRTP is a companion to the "[Transportation](#)" chapter in the 2040 Comprehensive Plan. By the year 2015, the community will need to begin the process to update the LRTP, and potentially the Comprehensive Plan to meet federal requirements.

