

## **FACTSHEET**

**TITLE:** **COMPREHENSIVE PLAN AMENDMENT NO. 04005**, by the Director of Planning, at the request of Public Works & Utilities, to update and amend the 2025 Lincoln Area Street and Roadway Improvement map and related text in the 2025 Lincoln/Lancaster County Comprehensive Plan, by adding a Highway 2 corridor study from 9th Street to 66th Street and Highway 2, adding an area study in the vicinity of 98th Street and Highway 2, and updating the 2025 Street and Roadway Improvement map regarding various completed projects.

**SPONSOR:** Planning Department

**BOARD/COMMITTEE:** Planning Commission  
Public Hearing: 05/19/04  
Administrative Action: 05/19/04

**RECOMMENDATION:** **Approval**, as amended (6-0: Carlson Marvin, Taylor, Carroll, Krieser and Bills-Strand voting 'yes'; Larson, Sunderman and Pearson absent).

**STAFF RECOMMENDATION:** Approval.

### **FINDINGS OF FACT:**

1. The staff recommendation to **approve** this amendment is based upon the "Status/Description" and "Comprehensive Plan Implications" as set forth on p.2-4, concluding that this amendment meets the principles and objectives of the Comprehensive Plan. Specifically, this study along the Highway 2 corridor will identify the most appropriate improvements for the community in relation to safety concerns, motor vehicle capacity, effective roadway network alignment, access to development, railway conflicts and bicycle and pedestrian needs.
2. Comments submitted by the Park & Recreation Department and the Lincoln MPO/Public Works & Utilities Department are found on p.10-12.
3. The minutes of the Planning Commission hearing and action are found on p.6-8.
4. The original proposal specified the Highway 2 corridor study to be from 9<sup>th</sup> Street to 56<sup>th</sup> Street. Mark Hunzeker testified in support of the amendment, but suggested that the Highway 2 corridor study should be extended to 66<sup>th</sup> Street & Highway 2, as opposed to 56<sup>th</sup> Street. (See Minutes, p.6).
5. There was no testimony in opposition.
6. On May 19, 2004, a motion to amend to extend the Highway 2 corridor study to 66<sup>th</sup> Street and Highway 2 carried 4-2 (Carlson, Carroll, Krieser and Bills-Strand voting 'yes'; Marvin and Taylor voting 'no'; Larson, Sunderman and Pearson absent). Mike Brienzo, speaking for Public Works and Utilities, indicated that this amendment was acceptable to staff.
7. On May 19, 2004, the Planning Commission voted 6-0 to recommend approval, with the amendment extending the Highway 2 corridor study to 66<sup>th</sup> Street & Highway 2. The staff report and map (p.9) have been revised accordingly.

**FACTSHEET PREPARED BY:** Jean L. Walker

**DATE:** June 1, 2004

**REVIEWED BY:** \_\_\_\_\_

**DATE:** June 1, 2004

**REFERENCE NUMBER:** FS\CC\2004\CPA.04005

## 2004 COMPREHENSIVE PLAN ANNUAL REVIEW

Comprehensive Plan Amendment No. 04005

Per Planning Commission May 19, 2004

### 2025 Lincoln Area Street and Roadway Improvements New Studies and Completed Projects

Applicant	Location	Proposal
Public Works and Utilities	Highway 2 corridor from 9 <sup>th</sup> Street to the 56 <sup>th</sup> Street and Old Cheney Road intersection, the area of 98 <sup>th</sup> Street and Highway 2, and various other locations throughout the planning area	Add a Highway 2 corridor study from 9 <sup>th</sup> Street to the <u>66<sup>th</sup> Street</u> , add an area study in the vicinity of 98 <sup>th</sup> Street and Highway 2, and update the 2025 Streets and Roadways Improvement map in regards to various completed projects
<b>Recommendation:</b> Approval		

#### Status/Description

The Public Works and Utilities Department supports and has requested various updates and additions to the **Lincoln Area Street and Roadway Improvement 2025** map and related text in the Mobility and Transportation element of the Comprehensive Plan. Updates to the Comprehensive Plan regarding completed projects and studies is proposed to make the Plan more accurate and informative.

The following is a listing of the specific amendments proposed for the Lincoln Area Street and Road Improvements 2025 map and related text. The listing includes two (2) new studies and updated information for completed studies and projects as follows:

- Completed Street Segments:
  - ▶ East “O” Street, 52<sup>nd</sup> Street to Wedgewood Drive
  - ▶ Old Cheney Road, Highway 2 to 70<sup>th</sup> Street
  - ▶ NW 27<sup>th</sup> Street Half Interchange
- Completed Studies:
  - ▶ North 48<sup>th</sup> Street Study (Public Works Study with Urban Development)
- New Transportation Studies:
  - ▶ Highway 2 Corridor Study, Extending from 9<sup>th</sup>/10<sup>th</sup> & VanDorn to 66<sup>th</sup> Street and Highway 2
  - ▶ 98<sup>th</sup> Street and Highway 2 Area Study

The completed street segment projects and the completed study project are identified in the attached map along with the two proposed transportation studies. The two new transportation studies to be added to the Lincoln Area Street and Road Improvements 2025 map and related text are identified as follows:

The **Highway 2 Corridor Study** is to include the segment of Highway 2 from 9<sup>th</sup>/10<sup>th</sup> & VanDorn Streets to 66<sup>th</sup> Street and Highway 2. This study will be divided into phases, or segments, to accommodate a detailed evaluation of the transportation system for safety, operational and capacity issues, and intersections needs. Critical operational and design deficiencies will be identified and improvements will be recommended. Rail, pedestrian and bicycle issues and facility connections within the corridor will be addressed as part of the study.

The **98<sup>th</sup> Street and Highway 2 Area Study** will look at the general area from the Village of Cheney and Yankee Hill Road on the south to Pine Lake Road on the north, along with connections between and including 91<sup>st</sup> and 98<sup>th</sup> Streets. The study will evaluate the roadway network including internal roadway connections and intersections. Key issues to be addressed are the roadway connections to 98<sup>th</sup> Street, Yankee Hill Road, and Highway 2, railroad crossing safety, and access to the Village of Cheney and the developing commercial areas. A detailed evaluation will be completed for safety, intersection operations and design, and system functionality and capacity issues. Roadway connections and design layouts will be identified and system improvements will be recommended. Pedestrian and bicycle issues, including facility connections within this area and crossing Highway 2, will be addressed as part of the study.

### Comprehensive Plan Implications

The Comprehensive Plan indicates that 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. On page F111, the need for corridor preservation of the Highway 2 corridor is highlighted as a high priority. With its ultimate planned connection to the South Beltway, this corridor is and will continue to be of high importance to the development of Lincoln. As such, it is very important to plan as accurately as possible the current and future needs of Highway 2 where it traverses the Lincoln area. The two proposed studies that are part of this amendment intend to address the needs of this most important corridor so that the needs of Lincoln are met today and in the future.

In addition, the Comprehensive Plan highlights many principles and objectives in regard to transportation on page F87. Many of these principles and objectives relate to and will be addressed by the two proposed studies in this amendment. They are as follow:

*“A Connected City. In Lincoln and Lancaster County, the unifying qualities of transportation will be emphasized. The transportation network will sustain the One Community concept by linking neighborhoods together. Neighborhoods, activity and employment centers, rural communities, and open lands will be connected by a continuous network of public ways.*

*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, and not an end in itself. Thus, the system will effectively move people and goods around the community, while minimizing impacts on established neighborhoods and investments. The concept of balance also applies to methods of transportation. While the system must function well for motor vehicles, it should also establish public transportation, bicycling, and walking as realistic alternatives now and in the future.*

*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.*

*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.*

*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 street conflicts and reducing the creation of barriers by rail corridors."*

Comprehensive Plan #04018 includes an amendment to the "Southeast Lincoln/Highway 2 Subarea Plan" in regards to providing access to Cheney from 91<sup>st</sup> Street south of Highway 2 and closing Yankee Hill Road west of 91<sup>st</sup> Street. The issues involved with that amendment are related to the proposed study of the 98<sup>th</sup> Street and Highway 2 area in this amendment.

### Conclusion

This amendment meets the principles and objectives of the Comprehensive Plan. Specifically, by proposing two studies along the Highway 2 corridor, one from 9<sup>th</sup> Street to 66<sup>th</sup> Street and Highway 2, and the other in the area of 98<sup>th</sup> Street and Highway 2, this amendment will identify the most appropriate improvements for the community in relation to safety concerns, motor vehicle capacity, effective roadway network alignment, access to development, railway conflicts, and bicycle and pedestrian needs.

A map change to the **Lincoln Area Street and Road Improvements 2025** map on page F105 from the Mobility and Transportation element of the Comprehensive Plan is required for this amendment. A map is attached to this report to indicate the map changes necessary.

Also needed will be particular text changes to pages F109 and F111 to update the Comprehensive Plan so that it indicates a fully completed project that is part of this amendment, as well as add the 2 proposed studies included in this amendment.

Amend the Comprehensive Plan as follows:

1. Amend the **Lincoln Area Street and Road Improvements 2025** map on page F105 to indicate the proposed updates and additions to the Comprehensive Plan as follow:
  1. Remove the completed half interchange project designation at US 34 and NW 27<sup>th</sup> Street
  2. Remove the completed "Study" indicator for the North 48<sup>th</sup> Street Study
  3. Remove the completed 6 lanes + turn lanes indicator on "O" Street from 52<sup>nd</sup> Street to Wedgewood Drive
  4. Remove the completed 4 lanes + turn lanes indicator on Old Cheney Road from Highway 2 to 70<sup>th</sup> Street

5. Add a new corridor study indicator along Highway 2 from 9<sup>th</sup> Street to 66<sup>th</sup> Street and Highway 2
  6. Add a new study area in the vicinity of 98<sup>th</sup> Street and Highway 2
2. Amend the text of the Mobility and Transportation element of the Comprehensive Plan on pages F109 and F111 to indicate a fully completed project that is part of this amendment, as well as add the 2 proposed studies included in this amendment.

**Page F109**

Remove from the list of Committed Projects the following:

- ~~“O” Street, 52<sup>nd</sup> Street to Wedgewood Dr.~~ ~~6 lanes + turn lanes~~

Change the list of Committed Projects in the following manner:

- *Old Cheney Road, Nebraska Hwy 2 70<sup>th</sup> St. to 84<sup>th</sup> St.* 4 lanes + turn lanes

**Page F111**

Add to the list of Proposed Studies the following:

- Highway 2 Corridor Study from 9<sup>th</sup> Street to 56<sup>th</sup> Street and Old Cheney Road Area
- 98<sup>th</sup> Street and Highway 2 Area Study

Prepared By:

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May 26, 2004

# COMPREHENSIVE PLAN AMENDMENT NO. 04005

## PUBLIC HEARING BEFORE PLANNING COMMISSION:

May 19, 2004

Members present: Carlson, Marvin, Taylor, Carroll, Krieser and Bills-Strand; Larson, Sunderman and Pearson absent.

Staff recommendation: Approval.

### Proponents

**1. Mike Brienzo of Public Works & Utilities** explained that this brings the map up-to-date with projects that have been completed. Two studies have been added: 1) Highway 2 study from 9th/10th and Van Dorn to 56<sup>th</sup> Street—this study will look at the intersections to maintain traffic flows within that corridor; and 2) 98<sup>th</sup> & Hwy 2 area. There are some connections that were in question including the Village of Cheney on the east side. The purpose is to make sure to accommodate urban growth in the future.

**2. Mark Hunzeker** appeared on behalf of **Apple's Way, LLC** and **UNO Properties**, the owners of approximately 62 acres lying south of Hwy 2, east of the intersection of Hwy 2 and Old Cheney, and west of 66<sup>th</sup> Street. Hunzeker's clients support the study of this corridor, but they believe that it is probably stopping short of where it should go to do a proper study of Hwy 2. As he understands it, the study's eastern boundary is at the eastern edge of the intersection of 56<sup>th</sup>, Hwy 2, and Old Cheney, where people are already doing all kinds of maneuvers around that triangle just to get where they need to go. This 62-acre parcel is being planned by the owners for substantial development, whether it be residential or commercial or some combination. There was an application made for change to commercial on this site earlier, which had been placed on pending. In any event, there has been a substantial amount of effort put into planning this site to make a smooth transition from the Trade Center on the west to the residential area on the south and residential area to the east. Whatever happens with this site, there will need to be some sort of access to Hwy 2. His clients are doing some traffic study work on this site which they believe will ultimately result in a changed configuration of those access points and hopefully a safer access onto Hwy 2. That entire mile from Hwy 2 and Old Cheney to 70<sup>th</sup> and Hwy 2 has no access with a signalized exit from that area south of Hwy 2 onto Hwy 2 to go west. The people who live in the Country Meadows area literally have to go all the way back down to Pine Lake Road to get to Hwy 2 to go west. Hopefully, a solution can be fashioned that will enable people to actually get to Hwy 2 in a signalized intersection, but unless this area is included in the study it is likely to end up being done as a stand-alone piece. As a realistic measure, the study should go to 70<sup>th</sup> Street, but at a minimum it needs to go to 66<sup>th</sup> Street. Hunzeker would be in favor of substituting 66<sup>th</sup> and Hwy 2 for 56<sup>th</sup> & Old Cheney Road as the eastern terminus of the study.

There was no testimony in opposition.

Carroll asked staff to respond to Hunzeker's suggestion. Brienzo reiterated that the proposal was to include the 56<sup>th</sup> Street and Old Cheney Road intersection area. The area to the east is identified as corridor preservation and the staff took the position that it should be handled

independently and addressed as a proposal is brought forward. The purpose of “corridor preservation” is to not include traffic signals or strip development along the corridor. We do not have a proposal before us for the 66<sup>th</sup> & Hwy 2 area, so it would be difficult to address.

Marvin inquired how the property can be developed if there is corridor preservation precluding any traffic lights. Doesn't the fact that it is a preserved corridor eliminate or substantially reduce the options on that parcel of land? Brienzo responded that it could include traffic signals and still preserve the corridor. It just has to be specifically identified and an indication of how it is going to be managed, but that would be project specific. There has been some discussion about providing access to 56<sup>th</sup> Street, but the staff has not reviewed that in detail because the proposal has changed several times. There is nothing specific for the staff to address at this time.

Carroll clarified that the staff would like to wait for the proposed development and traffic study for the area between 56<sup>th</sup> and 70<sup>th</sup> Street, and then work with the developer as far as design. Brienzo concurred. That way we can involve the traffic engineer and city engineer in those discussions.

Carlson noted that the current use is designated as urban residential and he assumes the traffic planning is being based on that urban residential use. Brienzo agreed. The transportation planning addresses the urban residential use.

Marvin noted that the map shows a completed project on Old Cheney. Brienzo clarified that Old Cheney from 62<sup>nd</sup> to 70<sup>th</sup> was recently completed as a 4-lane roadway. That did not address the intersection of 56<sup>th</sup> & Old Cheney.

Bills-Strand noted that the staff report proposes that:

The Highway 2 Corridor Study is to include the segment of Highway 2 from 9th/10th & Van Dorn Streets to the 56<sup>th</sup> and Old Cheney Road intersection area. This study will be divided into phases, or segments, to accommodate a detailed evaluation of the transportation system for safety, operational and capacity issues, and intersection needs. Critical operational and design deficiencies will be identified and improvements will be recommended. Rail, pedestrian and bicycle issues and facility connections within the corridor will be addressed as part of the study.

Since we've already got residential on the south side of Highway 2, and we're obviously going to fill in that spot in the near future, it seems like we should include it for all of those reasons—capacity, safety, etc. Would it be a problem extending the study to 66<sup>th</sup> Street for these reasons? Brienzo believes that it could be extended. Instead of looking at the corridor in one giant piece, the intent was to break it up into segments to make it a little more manageable. If the Commission desires to extend the area of the study, any proposals coming forward on that site would have to be addressed independent of this study.

**ADMINISTRATIVE ACTION BY PLANNING COMMISSION:**

May 19, 2004

Marvin moved approval, seconded by Carroll.

Bills-Strand moved to amend to extend the study to 66<sup>th</sup> Street and Highway 2, seconded by Carroll.

Bills-Strand commented that there are people living south that should be included in the study. She does not want them excluded as part of the study.

Carroll noted that Public Works said it would not be a problem to extend it to 66<sup>th</sup> Street. If we're going to study something, we might as well study it all. This does not say any changes are going to be made. He believes that it will only improve the area by studying it.

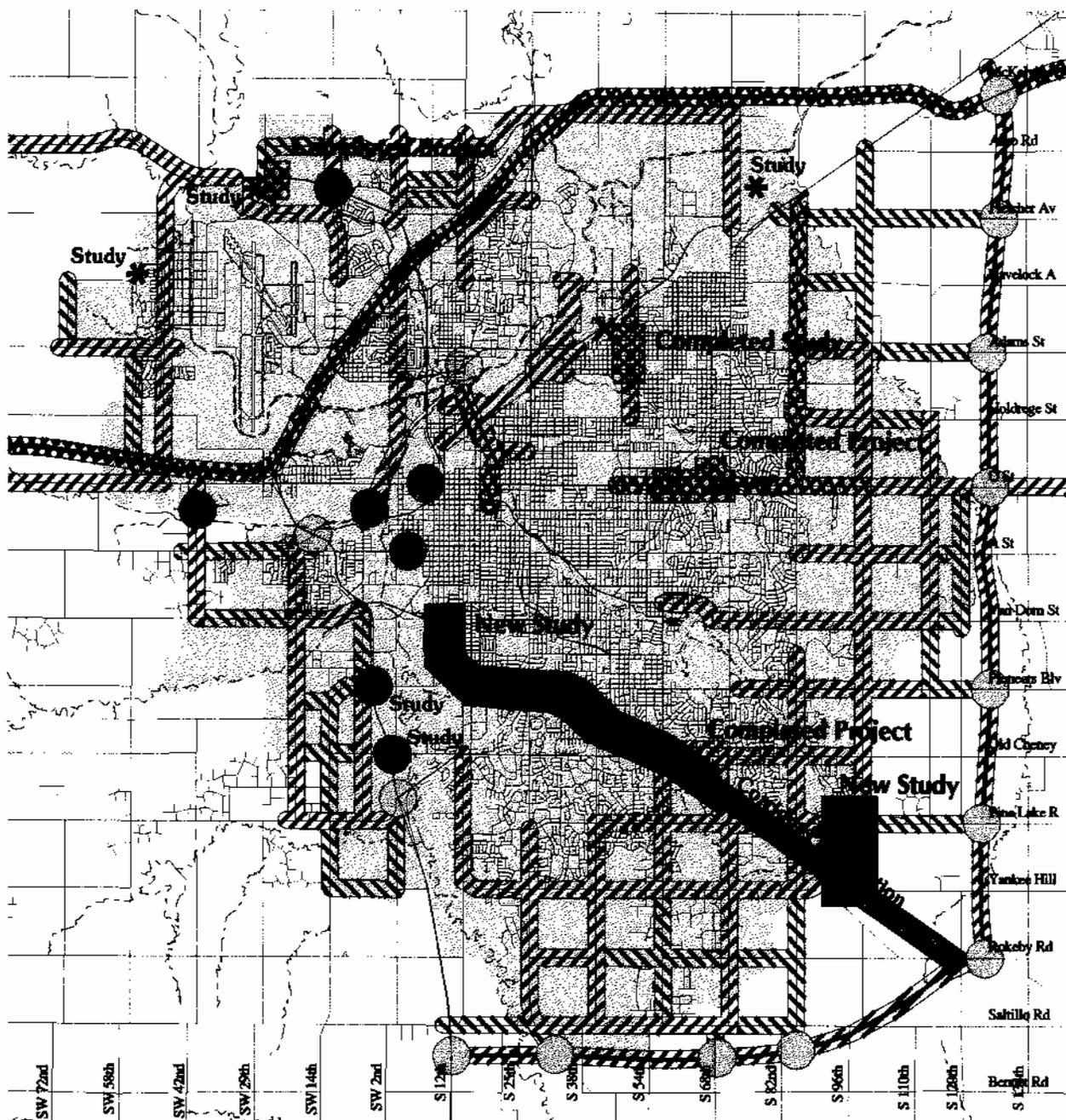
Carlson is concerned and wanted to make it clear that this is not a back door approval of that particular use. He has seen that area come forward as a comprehensive plan amendment every single year he has been on Planning Commission. He wants it clear that this action does not support the tract in that particular area.

Marvin believes there is a reason to cut off at 56<sup>th</sup> & Old Cheney because the rest of the land is not residential. The southern side of Highway 2 through that area is residential and he is torn about the opportunity to create that as commercial, such as putting another light in there and a lot more traffic.

Carroll believes the study would lead credence to the fact that it should be a protected corridor and not allow entrance on and off Highway 2. Ideally, people will see that in the study and will not try to put more development on that area. The reason we have studies is to improve it one way or the other. The study does not say we are going to approve development there, but we need to study it and see what the answer might be.

Motion to amend to extend the study to 66<sup>th</sup> and Highway 2 carried 4-2: Carlson, Carroll, Krieser and Bills-Strand voting 'yes'; Marvin and Taylor voting 'no'; Larson, Sunderman and Pearson absent.

Main motion, as amended, carried 6-0: Carlson, Marvin, Taylor, Carroll, Krieser and Bills-Strand voting 'yes'; Larson, Sunderman and Pearson absent.



# Street & Roadway Improvements

-  Corridor Preservation
-  2 Lanes + CTL
-  4 Lanes + TL
-  6 Lanes + TL
-  6 Lane Interstate Highway
-  Four Lane Freeway, 300 Ft. ROW
-  Overpass
-  Interchange
-  Overpass/Interchange

## Proposed Amendment # 5

-  Street Closure Study
-  Study
-  New Studies
-  Completed Projects
-  Future Service Limit



009

# Memorandum

April 7, 2004

TO: Steve Henrichsen, Planning

FR: Lynn Johnson, Parks and Recreation *Lynn Johnson*

RE: Review of Proposed 2004 Comprehensive Plan Amendments

The purpose of this memo is to provide comments on behalf of the Parks and Recreation Department regarding proposed amendments to the Comprehensive Plan associated with the 2004 annual review.

~~Number 04003 We endorse the request of Lincoln Public Schools to include an Executive Summary of the MGT of America, Inc. Study along with additional master planning information in the Lincoln/Lancaster County Comprehensive Plan. This would assist in ongoing efforts toward coordinated planning for community facilities and infrastructure.~~

~~Number 04004 We endorse the proposed revisions to the Lincoln Area Current and Future Trails Network Map. In addition, we recommend that the future trail depicted along Sun Valley Boulevard between 'O' Street and Charleston Street be deleted as it duplicates the recently completed trail along the Salt Creek levee in the same area.~~



Number 04005

We recommend that:

- the corridor study at 98th and Highway 2 include a grade separated trail crossing over Highway 2, as identified on the Trails Network Plan;
- the corridor study of 56 and Highway 2 include consideration of a trail connection between the Highway 2 Trail, the Old Cheney Road Trail, and the Beal Slough Trail; and
- the corridor study at 13th and Highway 2 include consideration of a trail connection and westerly extension of the Highway 2 Trail.

~~Number 04009~~

~~The proposed acreage density (i.e., one dwelling unit per three acres) does not trigger the need for a neighborhood park in this area.~~

~~Number 04010~~

~~The proposed roadway connection to South 56th Street crosses a piece of publicly owned property dedicated to the City as "park/open space". It is recommended that the City Attorney be consulted to determine the legality of extending a road through this property. We have determined that the property is not needed for active recreation (e.g., neighborhood park), and is most suitable as open space along Beal Slough.~~

~~Number 04011~~

~~There is not a neighborhood park within walking distance (i.e., approximately ½ mile) of the area proposed for urban residential~~

**Review of Proposed Comprehensive Plan Amendments**  
March 3, 2004

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**Comprehensive Plan Amendment: CPA #04005**

**Proposal:** Amend the **Lincoln Area Street & Road Improvements 2025 Map and Text** to add two (2) new studies and update for completed studies and projects as follows:

- **Completed Street Segments: Remove from Map**
  - East "O" Street, 52nd Street to Wedgewood Drive
  - Old Cheney Road, Hwy 2 to 70th Street
  - NW 27th Street Half Interchange
- **Completed Studies: Remove from Map**
  - North 48th Street Study (Urban Development Study nearing Completion)
- **New Transportation Studies: Add to Map**
  - Highway 2 Corridor Study, extending from 9th/10th & Van Dorn Streets to 56th Street & Old Cheney Road area
  - 98th Street and Highway 2 Area Study

**General Information:**

The changes proposed for the **Lincoln Area Street & Road Improvements 2025 Map and Text** are to add two new studies and update the map to reflect completed studies and projects. The new transportation studies are identified as follows:

**Highway 2 Corridor Study** is to include the segment of Highway 2 from 9th/10th & Van Dorn Streets to the 56th Street & Old Cheney Road intersection area. This study will be divided into phases or segments to accommodate a detailed evaluation of the transportation system for safety, operational and capacity issues within the study corridor and assess the intersections for operational and design deficiencies. Critical roadway operational and design deficiencies will be identified and improvements recommended. Rail, pedestrian and bicycle issues and facility connections within the corridor will be addressed as part of the study.

**98th Street and Highway 2 Area Study** is to cover the general area from the Village of Cheney and Yankee Hill Road on the south to Pine Lake Road on the north, and connections between and including 91st to 98th Streets. This study is to evaluate the roadway network layout and connections within this area and assess the internal roadway connections and intersections. Key issues to be addressed are the roadway connections to 98th Street, Yankee Hill Road, and Highway 2, railroad crossing safety, and access to the Village of Cheney and the developing commercial areas. A detailed evaluation will be completed for safety, intersection operations, system functionality and capacity issues along with assessment of intersection

**Review of Proposed Comprehensive Plan Amendments**  
**March 3, 2004**

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operations and design issues. Roadway connections and design layouts will be identified and system improvements recommended. Pedestrian and bicycle issues and facility connections within this area and crossing Highway 2 will be addressed as part of the study.

**Recommendation**

Approval. Amend the Lincoln Area Street & Road Improvements 2025 Map (page F105) and Text (pages F109-F111) as identified above.