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

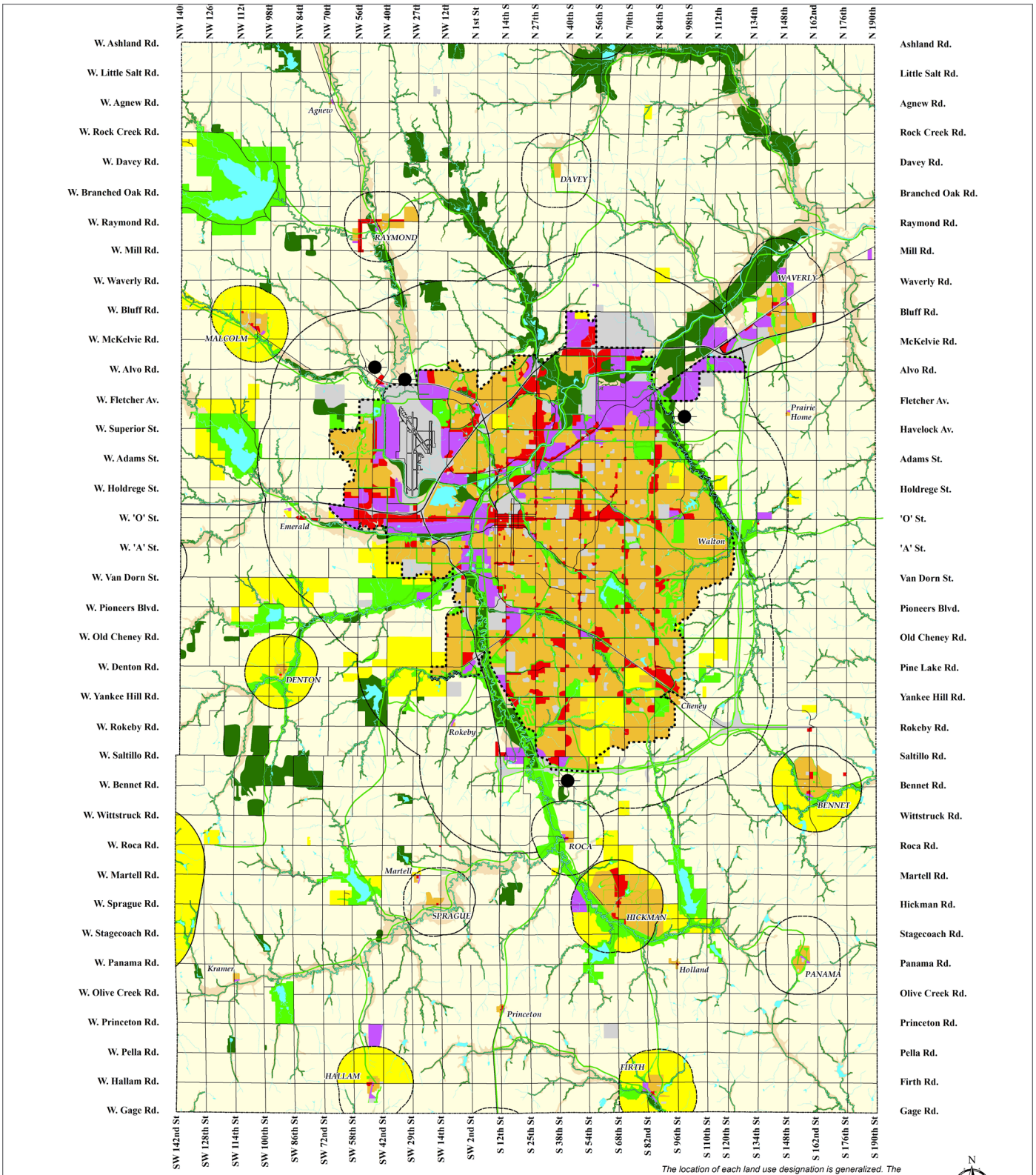
Land Use Plan

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 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 an enlargement of the Lincoln urban area.

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 to another is often gradual. The Comprehensive Plan also encourages the integration

In this Chapter

Introduction 12.1
Land Use Plan and Growth Tiers 12.1
Community Involvement & Consensus: Keeping the Tradition Alive 12.9
Land Use Administration 12.10
Financial Resources 12.11
Capital Improvements Programming 12.12
Concurrency Policy 12.14
Annexation Policy 12.14
On-Going Comprehensive Plan Activities 12.15
Annual Review of the Plan 12.16
Plan Amendments 12.17
Plan Update Process 12.17



2040 LANCASTER COUNTY FUTURE LAND USE PLAN

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

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

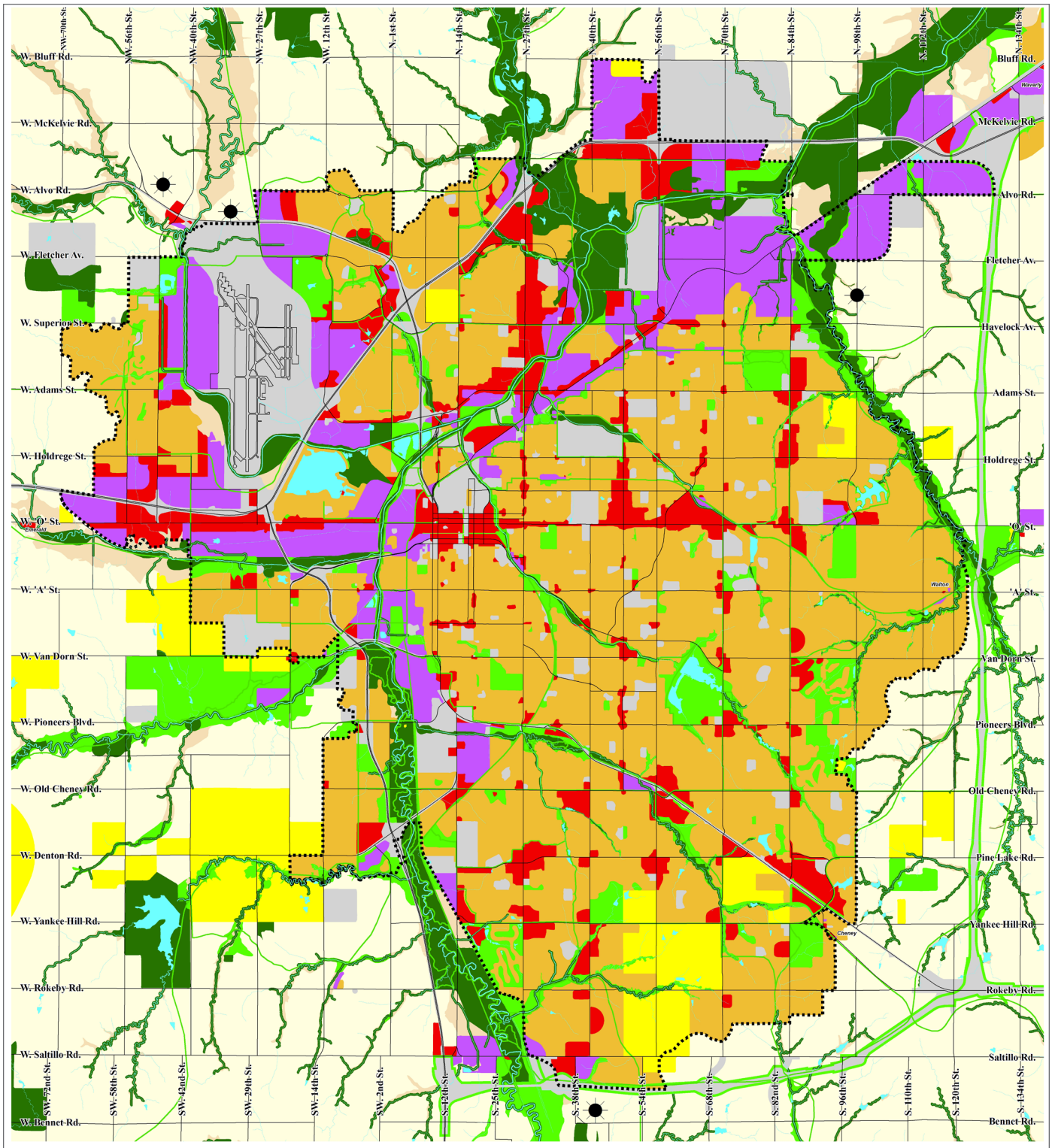
The incorporated town plans are displayed on this figure. In many circumstances the land use categories in the town plans were different from the categories used in the Lincoln Lancaster County Plan, so some adjustments were made for the purposes of this display. These communities and their specific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

N W E S

0 0.5 1 2 3 Miles

LPlan 2040

Map 12.1: Lancaster County Future Land Use Plan



2040 LINCOLN AREA FUTURE LAND USE PLAN

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

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

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

N W E S

0 0.2 0.4 0.8 1.2 Miles

LPlan 2040

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.

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

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.

The land use plan also displays the generalized land use plans for other incorporated places within the county. These include:

- City of Hickman Comprehensive Development Plan, adopted April, 2007
- City of Waverly Comprehensive Development Plan, adopted January, 2002
- Village of Bennet Comprehensive Plan, adopted December, 2006
- Village of Davey Comprehensive Development Plan, adopted August, 1977
- Village of Denton Comprehensive Development Plan, adopted February, 2006
- Village of Firth Comprehensive Development Plan, adopted June, 1969
- Village of Hallam Comprehensive Development Plan, adopted February, 2011
- Village of Malcolm Comprehensive Plan, adopted January, 2001
- Village of Panama Comprehensive Development Plan, adopted April, 1976
- Village of Raymond Comprehensive Plan, adopted May, 2000
- Village of Roca Comprehensive Development Plan, adopted October, 1976
- Village of Sprague Comprehensive Development Plan, adopted February, 1977

Individual plans are posted on the *Planning Department's website*.

Where land use designations in these plans are not identical to those used in the Lincoln/Lancaster County land use plan, adjustments were made to reflect the intended land use. Hickman and Waverly have also requested that certain areas beyond their one-mile planning jurisdiction reflect their goals for future development. When they generally agree with the LPlan 2040 land use planning principles, these requests are reflected in the land use plan.

At all times, individual towns should be consulted as the source for decisions within their zoning jurisdictions.

At all times, individual towns should be consulted as the source for decisions within their zoning jurisdictions.

The Planning Department will continue its policy of coordinating with other Lancaster County towns by sharing information, notifying them of activity near their jurisdictions, and continually updating the land uses identified in their individual comprehensive plans on the Lancaster County Future Land Use map.

Future Growth Tier Map

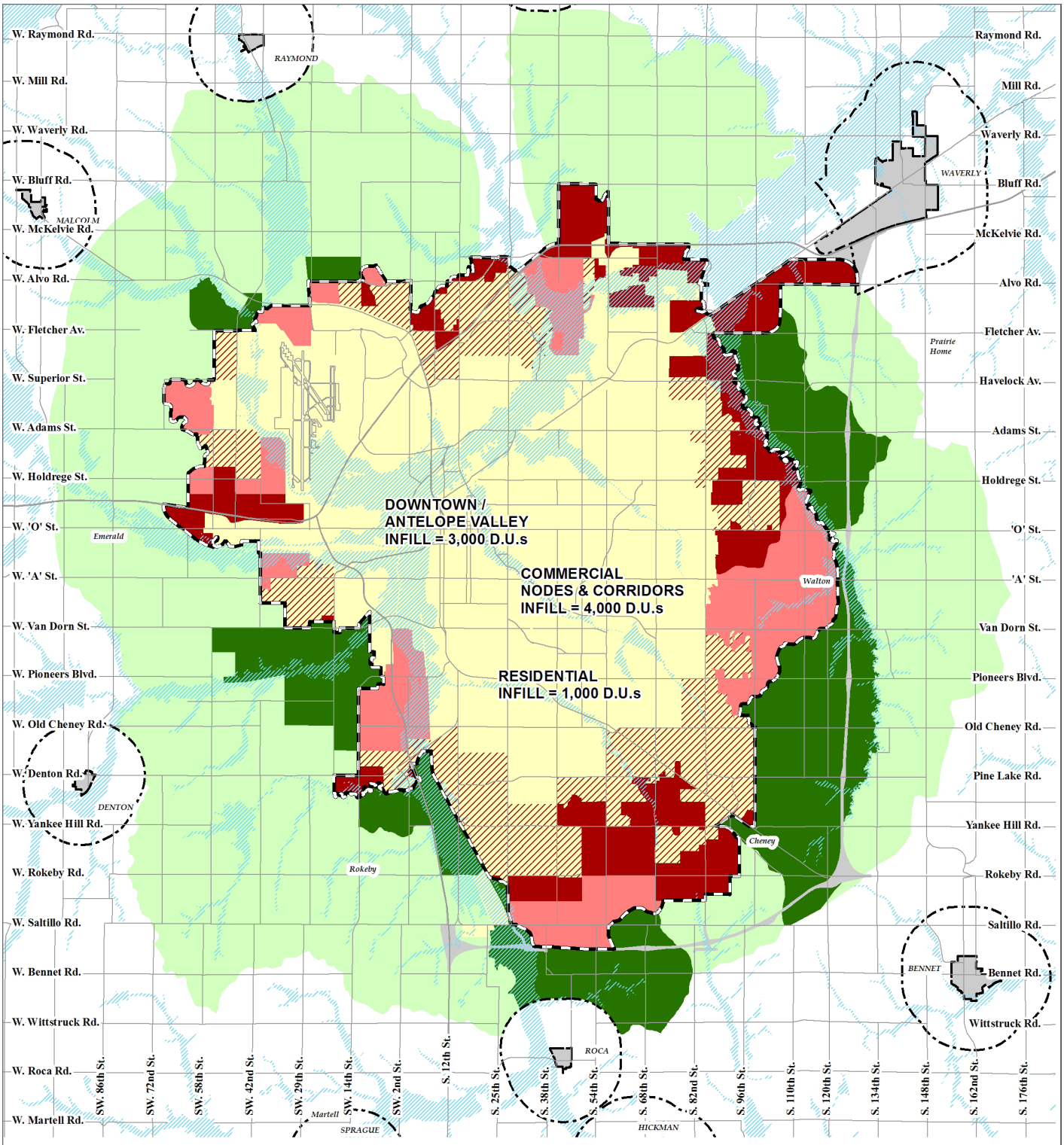
In order to facilitate a sustainable growth pattern, the Growth Tiers with Priority Areas map shows the phased growth anticipated over the next 50 years and beyond. The growth areas are broken up into four general regions: Redevelopment and infill in the existing city, and the Tier I, II, & III growth areas. Redevelopment and infill dwelling unit projections are noted in the yellow portion of the map. For a more thorough discussion of these projections, see the *"Mixed Use Redevelopment"* chapter of this Plan. Tier I includes three Priority Areas for phasing development as discussed below. Priority A, which is mostly within the existing 2011 city limits, is shown as red hatching over the yellow area, Priority B is shown in dark red, and Priority C in pink. Tier II is shown in dark green and Tier III in light green.

Tier I

Tier I reflects the "Future Service Limit," approximately 34 square miles beyond the 2011 city limits 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.

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



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

Miles
0 0.5 1 2

N
W E
S

Map 12.3: Growth Tiers with Priority Areas

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 the entire Tier I area within the next few years. So within Tier I, the community needs to prioritize areas for infrastructure improvements.

Priority A of Tier I — 22.5 square miles

Priority A is comprised of undeveloped land within the City limits, as well as areas that are not yet annexed but which have approved preliminary plans such as preliminary plats, use permits, community unit plans, or planned unit developments. There are still significant infrastructure needs within the existing city and areas currently under development. The top priority areas are those which are within the city limits at the beginning of the planning period. In some cases, annexation agreements commit the City to the construction of certain improvements (arterial roads, water and wastewater lines) by a predetermined date, or commit the City to the repayment of their cost which may have initially been assumed by the developer. Some larger projects, such as the West Haymarket, will be ongoing throughout the planning period and will require significant infrastructure resources. Priority A serves as the "future urban area" for purposes of annexation per state statute, and these areas are appropriate for immediate annexation upon final plat approval. In general, commitments to serve the Priority A areas should be met before the annexation of new areas within Priority B.

Priority B of Tier I — 17.7 square miles

Areas designated for development in the first half of the planning period (to 2025) are generally contiguous to existing development and should be provided with basic infrastructure as they develop. Some of the infrastructure required for development may already be in place. Some infrastructure improvements may be made in the near term while others, such as road improvements that are generally more costly, may take longer to complete. In certain cases, areas in Priority B have special agreements that include some level of commitment to build future infrastructure. These areas move into Priority A upon approval of preliminary plans.

Priority C of Tier I — 16.5 square miles

The next areas for development, after 2025, are those which currently lack almost all infrastructure required to support urban 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 Capital Improvement Program (CIP), but will be actively planned for in the longer term capital improvement planning of the various city and county departments.

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

Guidelines for Amending Priority Areas:

- Infrastructure should generally be provided in different directional growth areas, depending upon limited financial resources and if there is development interest in the area.

- The community should only approve development proposals that can be adequately served by the initial urban improvements such as electricity, water, sewer, pedestrian facilities and roads and by all urban improvements and services in the long term. Initially, roads may not be built to

the full capacity; for example, rural asphalt roads may continue to be used for some period, or a two lane urban street may be built and later expanded to four lanes with turn lanes when conditions warrant. Public safety services and schools may be provided to an area by facilities that are more distant and new facilities phased in over time.

- Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B and C areas.

- It is anticipated that there may be unique circumstances that may warrant consideration of development of land in Priority B prior to the full completion of improvements in Priority A. Once a year, during the annual review of LPlan 2040, proposals for changes from Priority B 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 area would be provided and financed. The City should contact other public agencies to obtain their report on the infrastructure necessary to serve the area, including utilities, roads, fire service, public safety, parks, trails, schools and library needs.

3. The impacts that development in the area will have on capital and operating budgets, level of service, service delivery and Capital Improvement Programs are addressed, including impact of financing, utility rates and other revenue sources and to what degree the developer is willing to finance improvements. In order to maintain a fiscally constrained plan, acceleration of one project may mean other planned projects must be removed from the list of future facilities.

4. There is demonstrated substantial public benefit and circumstances that warrant approval of the proposal in advance of the anticipated schedule.

- Growth into most of the Priority C areas is comparatively inefficient in terms of required capital investment as compared to the Priority B areas.

Tier II Areas

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. It shows areas where long term utility planning is occurring today and acts as a secondary reserve should Tier I develop faster than anticipated. Tier II should remain in its current use in order to allow for future urban development.

Infrastructure planning, especially for utilities such as water, wastewater and watershed facilities, can reach beyond the Plan's 30 year time horizon to 50 years and further. Water, wastewater and watershed master plans identify infrastructure, environmental issues and future project needs in undeveloped sub-basins. As new areas are proposed for transfer from Tier II to Tier I, these plans should be used to assist in guiding development.

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 30 year planning time frame. Conversely, if growth is slower

or more dense than anticipated, the addition of new areas may not be necessary.

The balance between the efficient use of existing urban infrastructure and the provision of a sufficient supply of land to maintain an affordable lot supply is a delicate one, and one that should be carefully considered in this process. It is important that relevant data be maintained and critical analysis be conducted in any decision to increase the supply of Tier I land.

Tier III

Tier III provides an approximately 131 square mile area for Lincoln's longer term growth potential — beyond 50 years. This area is based upon the drainage basins located within the 3-mile extraterritorial jurisdiction, excluding the area identified as Salt Creek Tiger Beetle habitat. 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 provide for future urban development.

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 in 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 of reaching 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 to use the leadership of experts and 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 improvement 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 LPlan 2040 and the Citizens

"Although LPlan 2040 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. LPlan 2040 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 and frequent interaction between the governments and their constituencies."

LPlan 2040 Vision

Strategies for Community Involvement

- Encourage developers and others with planning proposals to make early contact with neighborhood groups and other interested parties. This will allow for a greater understanding of the issues and for time to seek resolution of contentious items.
- Maintain current mailing and contact lists of local neighborhood groups and home owner associations.
- Notify 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 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 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. As a legal document, zoning is reflected both as 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 the *County Zoning 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. The City's subdivision code is found in *Title 26* of the Lincoln Municipal Code. For the County, these regulations can be found in the *County Subdivision Regulations*.
- **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 childcare centers, trails, new construction in older, established neighborhoods and the downtown/Antelope Valley area.

Financial Resources

The provision of services is one of the primary responsibilities of City and County government. Financing these services without creating an undo financial burden for the taxpayer is, and will continue to be, a challenge. There needs to be a balance between new infrastructure in developing areas and the improvements and maintenance needs of the existing community. It is also important to remember that the initial cost of improvements does not reflect the ongoing maintenance and operations of those facilities.

Strategies for Financing Rural Infrastructure

- **Group new acreages in limited areas.** This will enable services to be provided more efficiently, such as minimizing the amount of paved roads, reducing and shortening school bus routes and providing more cost effective rural water district service.
- **Direct growth to cities and towns.** 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, as well as to economize on the costs of services and utilities.

Strategies for Financing Urban Infrastructure

- **Take a Balanced Approach.** The community at large should provide more financing of maintenance and improvements in existing areas. Both new and existing developments should pay their 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 and 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.

Ongoing maintenance and operations costs can be higher than an initial investment in structures and equipment.

- **Encourage Higher Densities.** Maximize the community's investment in infrastructure through well-designed and appropriately-placed density in residential and commercial development. Both for new development and redevelopment, an increase in well-designed and appropriately-placed density will decrease the amount of infrastructure necessary overall in the community.
- **Minimize Impact on Affordable Housing.** Infrastructure financing should not increase the cost of affordable housing in Lincoln.
- **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. Property owners need to be educated about growth and infrastructure plans to reduce the element of surprise and to foster more informed personal planning decisions.

- **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.

Capital Improvements Programming

Capital improvements have historically been financed by general revenues, special assessments, user fees, revenue bonds, grants from Federal and State government, other local and state taxes and general obligation bonds. Capital projects can be broadly defined as new projects to meet additional needs of the community and rehabilitation of the built infrastructure. It is imperative that timely maintenance of capital improvements occurs to protect the City's and County's investment and minimize future maintenance and replacement costs.

As an implementation tool, the capital improvement 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

Capital improvements are generally defined as any improvements with a useful life in excess of 15 years. The direction and timing of these improvements have a powerful influence on the development of a community. Arterial roads, major water mains, trails, wastewater treatment and transmission lines, parks, recreational facilities, street lights, fire and police stations, libraries, government administration buildings, schools, electrical facilities, and sanitary landfills are all basic elements 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 plays a fundamental role in determining how the LPlan 2040's Vision is achieved.

The City of Lincoln annually designates those capital improvements it plans to build over the next six years through the development of a six-year *Capital Improvement Program* (CIP). The first year of the City's CIP is termed the "Capital Budget," and it represents the list of projects formally approved by elected officials. However, in November 2010, City of Lincoln voters approved a charter revision to allow the City to adopt a 2-year budget cycle, and this is expected to be implemented beginning with the 2012-2014 budget cycle.

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 City's 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, a policy making board comprised of representatives from local government and transportation authorities that reviews transportation issues and develop transportation plans and programs for Lincoln and Lancaster County. The TIP gathers together in a single document those local, State and Federal transportation capital projects proposed for

the next four years. These include improvements for streets and highways, airports, railroad support facilities, trails, and public transit. Transportation projects must have a finding of substantial conformity to the Comprehensive Plan before they can be included in the TIP. The fiscally constrained Long Range Transportation Plan (the Transportation chapter of LPlan 2040) requires that all projects programmed must fall within the limits of funding that can be reasonably expected.

Lancaster County prepares an annual Road and Bridge Construction Program, commonly referred to as the "County 1 and 6 Program" because it includes the projects and programs for the first year and a more generalized list of projects going out 6 years in the future. The County 1 and 6 Program supports the projects identified on the Lancaster County Future Road Improvements map, which is a part of the Long Range Transportation Plan (*"Transportation"* chapter of LPlan 2040). This program identifies not only capital improvements but also maintenance projects such as grading and graveling of roads. Projects that use federal funding or are part of a regional system are included in the TIP.

Private Sector Contributions

Private investment is a significant part of the funding used to construct infrastructure in new developments. Most local streets, sidewalks, water, sanitary sewer, and stormwater facilities are built and paid for by the private developer, and impact fees contribute to the larger infrastructure components. 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. Privately funded projects are also expected to conform to the goals and strategies of the Comprehensive Plan.

Strategies for the Capital Improvement Program

- The CIP should be utilized to provide a systematic and predictable forum for determining the timing of infrastructure improvements.

Private investment is a significant part of the funding used to construct infrastructure in new developments.

- Infrastructure improvements should continue to be implemented 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.
- The top priority for the City's Capital Improvement Program (CIP) is to maintain existing infrastructure.
- Fully serving Tier I, Priority A areas is a priority.
- 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.
- Explore innovative funding strategies and new sources.
- Use the CIP as a planning and programming guide.

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 with that growth.

Some public infrastructure, such as water and sewer lines, is most efficiently built to serve the ultimate demand of the new area. Other public infrastructure, such as arterial roads, may be provided in proportion to the initial need, with later improvements added as growth proceeds. Still other services, such as schools and libraries, may be provided at more remote locations until the population to support a new facility is in place. 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 until later when traffic demand warrants the improvements.

Annexation policy is a potentially powerful means for achieving many of the goals embodied in the Plan's Vision.

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 must 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 sewer services) beyond the corporate limits of the City.

The extension of water and sanitary sewer services should be predicated upon annexation of the area by the City. City annexation must occur before any property is provided with water, sanitary sewer, or other potential City services.

The areas within Tier I Priority A that are not annexed serve as the future urban area for purposes of annexation per state statute and are appropriate for immediate annexation upon final plat. These areas have approved preliminary plans.

To demonstrate the City's commitment to the urbanization of land in Tier I Priority B, the City should annex land in Priority B that is contiguous to the City and generally urban in character, as well as land that is engulfed by the City. Land that 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 B for which basic infrastructure

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 Update*, Public Works and Utilities Department; April, 2007.
- *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
- *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
- *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. Lincoln & Lancaster County's LRTP can be found within this plan as the *"Transportation"* chapter and Technical Report in Appendix A. By the year 2015, the community will need to begin the process to update the Comprehensive Plan to meet federal guidelines.