

## **FACTSHEET**

**TITLE: COMPREHENSIVE PLAN AMENDMENT NO. 06003**, by the Director of Planning, at the request of the Director of Public Works & Utilities, to amend the Mobility and Transportation section of the 2025 Lincoln-Lancaster County Comprehensive Plan to designate the east/west portion of the Phase I Antelope Valley Roadway Project from four lanes to six lanes on the "Projects & Studies: Lincoln Area Street & Roadway Improvement 2025" map (Page F105 of the Comprehensive Plan).

**SPONSOR:** Planning Department

**BOARD/COMMITTEE:** Planning Commission  
Public Hearing: 05/24/06  
Administrative Action: 05/24/06

**RECOMMENDATION:** Approval (5-0: Esseks, Cornelius, Carroll, Sunderman and Carlson voting 'yes'; Taylor, Strand, Larson and Krieser absent at time of vote).

**STAFF RECOMMENDATION:** Approval.

### **FINDINGS:**

1. This proposed Comprehensive Plan Amendment was heard before the Planning Commission in conjunction with the "Streets and Highways" portion of the Public Works & Utilities Capital Improvements Program.
2. The staff recommendation of approval is based upon the "*Comprehensive Plan Implications*" as set forth on p.3-4, concluding that:
  - a) The elevated portion of the East Leg roadway east to 27<sup>th</sup> Street has been designed, approved, and funded in previous Capital Improvements Programs and Transportation Improvement Plan at six lanes and is slated to begin construction in FY 2007-2008.
  - b) Approval of the Final Antelope Valley Environmental Impact Statement (EIS) has been obtained based on an ostensible 6-lane design, and the necessary right-of-way for the 6-lane project has been obtained.
  - c) Comprehensive Plan Amendment 94-60 – which was approved in calendar year 2000 – indicated that the number of lanes (4 to 6) to be constructed at the outset of the project was to be evaluated during the final design process; this has presumably occurred with regard to the east/west portion of this project. JAVA concluded during subsequent design analysis that building this portion of the roadway east to 27<sup>th</sup> Street at 6-lanes was the most appropriate design to pursue as part of the project's initial construction.
  - d) This proposed amendment to the 2025 Comprehensive Plan to change the number of lanes indicated on the "Projects and Studies" map will clarify the actual intended long term design and construction of the initial 6-lane project for the east/west Antelope Valley Roadway.
  - e) Approving this amendment will bring the City's proposed FY 2007-2012 Capital Improvements Program into conformance with the adopted 2025 Comprehensive Plan and Long Range Transportation Plan.
3. The minutes of the public hearing before the Planning Commission are found on p.6. There was no testimony by the public in support nor in opposition.
4. On May 24, 2006, the Planning Commission agreed with the staff recommendation and voted 5-0 to recommend approval.

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

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

**REFERENCE NUMBER:** FS\CC\2006\CPA.06003

**DATE:** May 26, 2006

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**Antelope Valley Roadway Project East/West Roadway  
Map Amendment from 4 to 6 Lanes**

<b>Applicant</b>	<b>Location</b>	<b>Proposal</b>
Karl Fredrickson, Lincoln Public Works & Utilities Director	East/West portion of the Antelope Valley Roadway project from the 9 <sup>th</sup> /10 <sup>th</sup> Street Connection east to Cornhusker Highway.	Amend the roadway designation of the East/West portion of the Phase I Antelope Valley Roadway Project from 4 lanes to 6 lanes on the “Projects & Studies: Lincoln Area Street & Roadway Improvement 2025” map on Page F 105 of the Comprehensive Plan.
<b>Recommendation:</b> Approval		

Status/Description

The applicant proposes the following:

1. To amend the City of Lincoln/Lancaster County Comprehensive Plan Mobility and Transportation section on page F 105 by changing the “Projects & Studies: Lincoln Area Street & Roadway Improvements 2025” map to show the east-west diagonal road in the Antelope Valley Roadway system from the 9th/10th Street connection east to Cornhusker Highway as 6 lanes (please see Exhibit A). Currently this portion of the Antelope Valley Roadway system is shown on this map as 4 lanes.

The applicant is proposing this amendment to show the east-west diagonal road in the Antelope Valley Roadway system from the 9th/10th Street connection east to Cornhusker Highway as 6 lanes for the following reasons:

- ! The Comprehensive Plan currently envisions the Antelope Valley Roadway project as being designed as a multi-lane boulevard of “four to six lanes” and by implication is to receive final definition during the project development (“final design”) phase;
- ! The first phase of implementation of the Antelope Valley project is well underway and includes community revitalization elements, construction of the north/south roadway from approximately North 14<sup>th</sup> Street and Salt Creek south to “K” Street, construction of the east/west diagonal road from the 9th/10th Street connection to a point east of 27<sup>th</sup> Street, and construction of the storm water and flood control elements;
- ! The overpass of the Burlington Northern-Santa Fe railroad tracks is being constructed to carry 6 lanes of through traffic, dual left turns, and one right turn lane;

- ! The construction of the “Big T” portion of the Antelope Valley Roadway project (with 6 lane cross-section) is in progress with the Environmental Impact Statement and Federal Highway Administration approvals in hand.
- ! The design plans for the East Leg of the project to Cornhusker Highway show the roadway as 6 lanes and have been accepted. Construction plans are now being developed. The latest construction schedule shows construction to begin on the East Leg in FY 2008.
- ! Phase I of the Antelope Valley Roadway Project is considered a committed city project in the Comprehensive Plan and needs to be identified as such on the Projects and Studies map in the Plan as 6 lanes.
- ! Some segments of the new Antelope Valley Roadway project began as 4 lane roadways during early phases of project development, but they are planned to ultimately become 6 lane facilities with increased traffic demands.
- ! All elements of Phase I of the Antelope Valley Roadway system are expected to be completed within the 2025 time frame of the current Comprehensive Plan.

Comprehensive Plan Implications

As noted by the applicant above, the Environmental Impact Statement for Phase I of the Antelope Valley Roadway Project has been approved and does connote that the East Leg of the “Big X” as a 6-lane roadway.

Also, Comprehensive Plan Amendment 94-60, adopted by the City Council on November 6, 2000, identifies the Big X design as having 6-lane elevated sections and four lane roadways with a wide center median that could be expanded to 6 lanes by widening toward the middle. CPA 94-60 states that *“The number of lanes to be constructed at the outset will be evaluated during the final design process, in conjunction with the 2000 update of the Comprehensive Plan.”*

Finally, the roadway improvements for the East Leg of the “Big X” Antelope Valley Roadway project are funded in the proposed CIP as a 6-lane roadway and is slated for construction in FY 2007-08.

The 2025 Comprehensive Plan includes Phase I of the Antelope Valley Roadway Project as a committed project, meaning this phase is intended to be completed within the 25 year planning period of the Plan. The Plan also indicates the streets identified with the Antelope Valley Roadway Project are to function as urban minor arterials. The Plan further shows the right-of-way standard for this project at 140 feet in width.

The following is the text in the Comprehensive Plan on Page F 108 that specifically speaks to the Antelope Valley Roadway Project:

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

*The Antelope Valley Roadway Project envisions a multi-lane (four to six lanes) boulevard with dual left turn lanes and a landscaped median. The first phase of the implementation will include community revitalization elements, construction of the north/south roadway from approximately N. 14<sup>th</sup> Street and Salt Creek south to K Street, construction of the east-west diagonal road from the 9<sup>th</sup>/10<sup>th</sup> Street connection to a point east of 27<sup>th</sup> Street, and construction of the storm water and flood control elements. The overpass for the Burlington Northern-Santa Fe railroad tracks will be constructed to carry six lanes of through traffic, dual left turns and one right turn lane. Phase I of the “Draft Single Package” is considered a committed City project.*

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

The Comprehensive Plan also highlights many principles and objectives in regard to transportation on page F87. Many of these principles and objectives relate to this proposed Comprehensive Plan 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.*

*Transportation as a Formative System. Transportation and land use are linked systems. The land use plan, which includes projections of future development, determines the character of the transportation plan. On the other hand, transportation has a major impact on the form of the City. Lincoln and Lancaster County will use major road projects to reinforce desirable development patterns.*

*Planning as a Process. Transportation planning is a dynamic process, responding to such factors as community growth, development directions, and social and lifestyle changes. Therefore, the Comprehensive Plan should also establish an ongoing process that responds to these changes.*

*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 created by rail corridors.”*

### Staff Comments

No staff comments were received regarding this proposed amendment.

### Conclusion

This proposed amendment should be APPROVED for the following reasons:

In accordance with the adopted 2025 Comprehensive Plan, the elevated portion of the East Leg roadway east to 27<sup>th</sup> Street has been designed, approved, and funded in previous Capital Improvements Programs and Transportation Improvement Programs at six lanes and is slated to begin construction in FY 2007-2008.

Also, approval of the Final Antelope Valley Environmental Impact Statement (EIS) has been obtained based on an ostensible 6-lane design, and the necessary right-of-way for the 6-lane project has been obtained.

Comprehensive Plan Amendment 94-60 – which was approved in calendar year 2000 – indicated that the number of lanes (4 to 6) to be constructed at the outset of the project was to be evaluated during the final design process; this has presumptively occurred with regard to the east/west portion of this project. JAVA concluded during subsequent design analysis that building this portion of the roadway east to 27<sup>th</sup> Street at 6-lanes was the most appropriate design to pursue as part of the project’s initial construction.

The currently proposed amendment (#06003) to the 2025 Comprehensive Plan to change the number of lanes indicated on the “Projects and Studies” map will clarify the actual intended long term design and construction of the initial 6-lane project for the east/west Antelope Valley Roadway.

Approving this amendment will bring the City’s proposed FY 2007-2012 Capital Improvements Program into conformance with the adopted 2025 Comprehensive Plan and Long Range Transportation Plan.

**Amend the Projects and Studies: Lincoln Area Street & Roadway Improvements 2025 map on page F 105 to indicate:**

- 1. A six lane plus turn lane future roadway improvement along the east/west diagonal Antelope Valley Roadway project from the 9th/10th Street connection east to Cornhusker Highway.**

Prepared By:  
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May 11, 2006

# COMPREHENSIVE PLAN AMENDMENT NO. 06003

## **PUBLIC HEARING BEFORE PLANNING COMMISSION:**

May 24, 2006

Members present: Esseks, Cornelius, Carroll, Taylor, Sunderman, Strand, Larson, Krieser and Carlson.

Staff recommendation: Approval.

Ex Parte Communications: None.

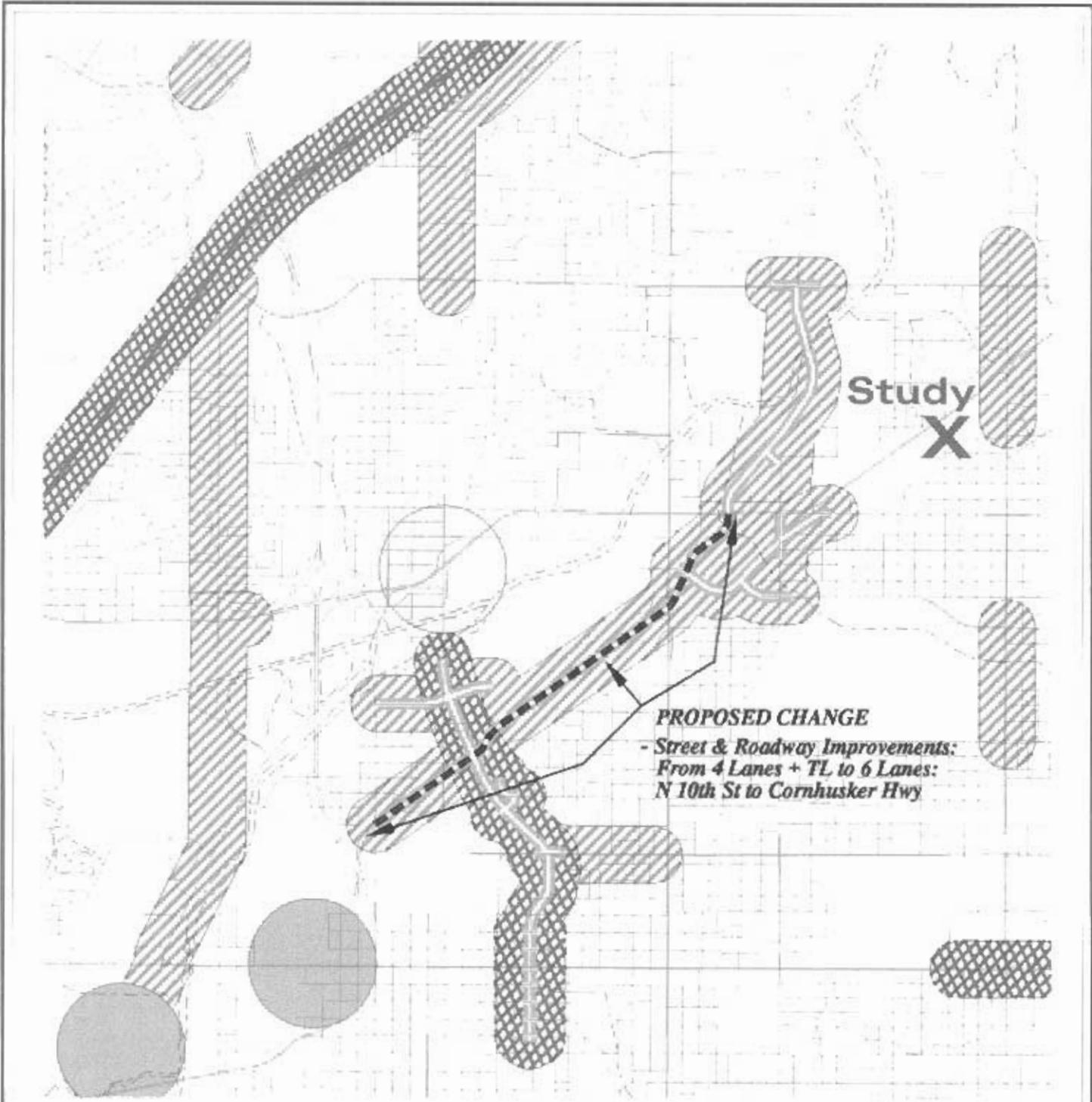
Staff presentation: Sara Hartzell of Planning staff explained that this proposed amendment to the map in the Comprehensive Plan is part of the Antelope Valley Roadway system, known as the east/west leg of the Big X. The current Comprehensive Plan shows this as a four-lane roadway on the map, but in the text of the plan it is referred to as "four to six lane" roadway. During the environmental impact statement, this east/west leg was looked at as a six lane roadway and has been approved as such. Comprehensive Plan Amendment No. 94-60, approved in 2000, brought Antelope Valley into the Comprehensive Plan and also identified this as a six-lane roadway. It was kept as a four-lane in the Comprehensive Plan as we moved through the design process. But, in the final design, it is a six-lane and Public Works would like to proceed with it as a six-lane roadway. This change does not conflict with the text; however, the map shows it as four lanes and Public Works would like to amend the map in the Comprehensive Plan to show it as six lanes.

There was no testimony in support nor in opposition.

## **ACTION BY PLANNING COMMISSION:**

May 24, 2006

Carroll moved approval, seconded by Cornelius and carried 5-0: Esseks, Cornelius, Carroll, Sunderman and Carlson voting 'yes'; Taylor, Strand, Larson and Krieser absent at time of the vote. This is a recommendation to the City Council.



# CPA # 06003: Antelope Valley Roadway Project

## Proposed Segment Change From 4 To 6 Lanes

-  2 Lanes + CTL
-  4 Lanes + TL
-  6 Lanes
-  Proposed Change: 4 to 6 Lanes
-  Future Service Limit
-  Overpass
-  Interchange
-  Street Closure Study

### Exhibit A

