

# Comprehensive Plan Amendment No. 06001

## N.56th (US-77) & Interstate 80

Location	Proposal
<p>Generally between N. 40th and N. 56th Street, north of Interstate 80 and south of Bluff Road</p>	<p>Amend the 2025 Lincoln/ Lancaster County Comprehensive Plan to</p> <ol style="list-style-type: none"> <li>1) Change land from Agricultural to Industrial and Commercial between N. 40th and N. 56th Street, north of Interstate 80 and south of Bluff Road</li> <li>2) Change land from Agricultural to Low Density Residential on the south side of Bluff Road 1/4 mile west of N. 56th Street</li> <li>3) Designate all of the land in the proposal as Tier I, Priority A and inside the Future Service Limit for Lincoln</li> </ol>
<p><b>Recommendation: Approval</b></p>	

Status/Description

This application is for over 400 acres of Industrial use and 125 acres of Commercial use between N. 40<sup>th</sup> and N. 56<sup>th</sup> Street, from Interstate 80 to Bluff Road. It also adds a small area of Low Density Residential on the south side of Bluff Road, about a 1/4 mile west of 56<sup>th</sup> Street. Finally, it adds all of these land uses of over 600 acres to the Future Service Limit.

This amendment expands upon a previous amendment which added 200 acres of Industrial use to the Future Service Limit on the northwest corner of 56<sup>th</sup> and I80. The previous application, Comp Plan Amendment #05009, was approved by the City Council and County Board on June 20, 2005. It made the following changes to the Comprehensive Plan for the area of about 200 acres:

- a. Amended the “Lincoln/Lancaster County Land Use Plan” to add a “site specific” Light Industrial Center designation on the northwest corner of N. 56<sup>th</sup> Street (US Highway 77) and Interstate 80,
- b. Amended the “Urban Growth Tier”, to change the land on the northwest corner of N. 56<sup>th</sup> Street (US Highway 77) and Interstate 80 from Tier II to Tier I, Priority A within the City’s Future Service Limit,
- c. Amended the “Existing and Proposed Industrial Centers” map to add a “site specific” Light Industrial Center designation on the northwest corner of N. 56<sup>th</sup>

Street and I80 and amended the list of “Proposed Locations” for future Industrial Centers to add a center at N. 56<sup>th</sup> Street and I80

The additional area of about 400 acres in this application, compared to the previously approved amendment, is in a different sub-basin and is designated Tier II. The entire area is west of the City of Lincoln Bluff Road Landfill Facility.

The primary purpose of this application is to provide nearly 500 acres of industrial zoning in order to potentially provide large economic development sites. Initially, the main interest is in marketing the site to large warehouses. In addition, the application includes 125 acres of commercial land that could be retail uses, such as hotels, restaurants, truck stops and gas stations.

*Comprehensive Plan Implications*

During the past year, the City and the applicant have been discussing providing infrastructure to this year. As part of the process of funding the improvements for this project, the City declared this land and surrounding area as blighted in October 2005, so that “Tax Increment Financing” (TIF) could be used to fund improvements. The “North 56<sup>th</sup> Street and Arbor Road Redevelopment Plan” is associated with this request (see staff report Comprehensive Plan Conformance #06008) and is the next step in the TIF process.

A large portion of the applicants’ land naturally drains to the west into the Little Salt Creek sub-basin. The Little Salt Creek sub-basin provides habitat for the Salt Creek Tiger Beetle and Saltwort through the many Saline Wetlands located in the watershed. The Salt Creek Tiger Beetle and Saltwort are State listed Endangered Species. The Comprehensive Plan acknowledges the importance of these sensitive natural resources, and whose safeguarding for future generations in indispensable. The City, County, the Lower Platte South NRD and the State have implemented programs to protect and preserve the unique habitat offered by saline wetlands. Attached is a July 2005 letter from the Nebraska Game and Parks Commission outlining some of the issues that will have to be addressed in the future in regards to the development of this site in order to minimize impact on saline wetlands.

This proposal places industrial uses potentially immediately adjacent to existing and future Low Density Residential uses. The Health Department in the past has recommended against placing industrial zoning within 300 feet of residential uses.

The industrial and commercial uses in this application have over a mile of frontage along Interstate 80, which is a main entry into Lincoln. Page F 19a of the Plan also identifies a “Capitol View Corridor” extending to this location. The existing Nebraska Department of Road (NDOR) rest stop is oriented to this View Corridor. It appears NDOR is interested in removing the rest stop in the future and the applicant intends to include that land in the future industrial development. The Comprehensive Plan notes on page F 19:

*“Preserve and enhance entryways corridors into Lincoln and Capitol View Corridors.”*

Public Works and Utilities also notes concerns about the impact of this large industrial and commercial development on Highway 77 and unimproved roads along N. 40<sup>th</sup> Street, Arbor Road

and Bluff Road. Neither N. 40<sup>th</sup> nor Bluff Road are shown for improvement in the 2025 Road Network, thus this application will add to future road needs. (See attached Public Works and Utilities memo) The Road Network in the Plan will be updated as part of the 2030 Comprehensive Plan update currently underway.

It is recommended that in the future this area be developed under the provisions of the Employment Center District (I-3) zoning standards. This use permit district could address adequate setbacks to the residential uses, landscaping along the entryway, view corridors and future transportation concerns as part of the use permit process – while still allowing commercial and industrial development to proceed.

**Change designation from Tier II to Tier I, Priority A:**

The Comprehensive Plan does not include a method to evaluate changes from Tier II to Tier I. However, the criteria used to evaluate changing land from Tier I, Priority B to Priority A, can be reasonably applied to Tier II areas. The Plan states that Tier II Priority Areas should be considered first for addition to Tier I. The Comprehensive Plan states the following about priority areas on page F 29:

***“Priority A of Tier I***

*Areas designated for near term development are generally contiguous to existing development and should be provided with basic infrastructure within 12 years of the adoption of the plan. Some of the infrastructure required for development may already be in place. This area includes some land already annexed, but is still undeveloped and without significant infrastructure. Areas with this designation are the next priority for infrastructure programming. Some infrastructure improvements may be done in the near term while others, such as road improvements that are generally more costly, may take longer to complete.*

***Priority B of Tier I***

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

The Comprehensive Plan then addresses how the priority areas are to be used to guide infrastructure financing and utility planning. In particular, on page F 29 and 30 the Plan states:

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

- *The top priority for the City's CIP is to maintain existing infrastructure, provide for new neighborhood improvements and to complete needed improvements for areas already under development...*

- *Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B areas.*
- *It is anticipated that there may be some unique circumstances to **warrant consideration of development of land in Priority B** prior to the full completion of improvements in Priority A. The community will consider development in a sub-basin in Priority B areas, before completing the infrastructure in Priority A areas, if all of the following conditions are met:*
  - 1) *the project is contiguous to the City and proposed for immediate annexation, and is consistent with principles of the Comprehensive Plan,*
  - 2) *the developer provides information demonstrating how the necessary infrastructure improvements to serve the sub-basin would be provided and financed. The City shall contact other public agencies to obtain their report on the infrastructure necessary to serve the sub-basin including utilities, roads, fire service, public safety, parks, trails, schools and library needs.*
  - 3) *the impact that development in the sub-basin will have on capital and operating budgets, level of service, service delivery and Capital Improvement Programs is addressed,*
  - 4) *there is demonstrated substantial public benefit and circumstances that warrant approval of the proposal in advance of the anticipated schedule.” (Emphasis added)*

There are several issues in regards to extending water and sanitary sewer infrastructure to this site. Some initial improvements are included in the draft 2006 Capital Improvement Program (CIP) to serve the land both north and south of Interstate 80. In addition, the proposed redevelopment plan, which accompanies this application and includes this land plus land south of I80, it proposes TIF financing for some of these improvements. The potential need for a water pump station and a private sanitary sewer lift station to serve this area will be reviewed as part of a more specific application.

### Conclusion

In regards to the request to change from Tier II to Tier I Priority A, the draft CIP has already included water and sewer improvements to serve some of this application area. While I80 and Highway 77 will have capacity to serve this area, other needed road improvements to Arbor Road, N. 40<sup>th</sup> Street and Bluff Road are not included and will be added to the growing list of unfunded but needed road improvements. As this project develops, it will probably be necessary for the developer to construct some of these improvements as the adjacent land develops.

Approval of this amendment is also based on the fact that:

- The draft CIP is based on numerous water and sewer rate increases, new financing sources for the arterial streets, continued revenue from impact fees, and approval of general obligation bonds to pay for watershed, park and fire station improvements. If any of these financing mechanisms are not approved or available, then improvements and services to Priority A areas will be further delayed, and

- It is important that the community move toward the goal of concurrency in improvements — providing utilities to an area in one year, with roads, schools, fire protection and parks lagging years afterward provides citizens with poor service and is contrary to the goals of the Plan.

Industrial and commercial uses are appropriate adjacent to the I80 and the landfill. The proposed site next to I80 fulfils a key location criteria for some industries and distribution centers the City is targeting to expand or locate in Lincoln.

Finally, a future use permit would be the appropriate venue to address more specific issues in regards to the potential impact of the industrial and commercial uses on saline wetlands, adjacent residences, the entryway and Capitol View Corridor as well as infrastructure and Highway 77 access issues.

Amend the Comprehensive Plan as follows:

1. Amend the “Lincoln/Lancaster County Land Use Plan”, figures on pages F23 and F25, to, as shown on the attached Exhibit 1.
2. Amend the “Urban Growth Tier”, figures on pages F27, F31, and F33, to change the land on the northwest corner of N. 56<sup>th</sup> Street (US Highway 77) and Interstate 80 from Tier II to Tier I, Priority A within the City’s Future Service Limit, and other maps accordingly, to include the land shown as Commercial, Industrial and Low Density as shown on attached Exhibit 1.

Prepared by:

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Planning Department, (402) 441-6374

**Date:** July 18, 2006

**Applicant:** Mark Hunzeker, Pierson/ Fitchett Law Firm  
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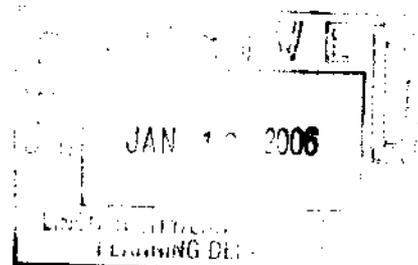
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January 19, 2006

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Marvin Krout  
Director of Planning  
City of Lincoln  
555 S. Street



RE: *North 56<sup>th</sup> and I-80*

Dear Marvin:

As part of the Long Range Transportation Plan Update, the area lying generally north of I-80, south of Bluffs Road, and between N. 40<sup>th</sup> and Hwy 77 was included within Draft Future service area.

As you know, this area is also within the area declared blighted and substandard by the City Council. We are working toward a redevelopment plan for the area, and intend to bring that forward very soon.

Please consider this our application to amend the current Lincoln/Lancaster County Comprehensive Plan to modify the Future Land Use Map to the area depicted in the attached exhibit as Commercial (red), Industrial (pink) and Residential (yellow), and to include the area in Phase 1, priority A to indicate near-term development of the property.

We continue to have strong interest in this location from prospective large employers. Having the area shown in the Comprehensive Plan for near term development will be advantageous to Lincoln. It will show the prospects that Lincoln is serious about serving the area with utilities and making the area developable within a time a time frame that they can consider.

**Pierson, Fitchett, Hunzeker, Blake & Katt**

We recognize that this change will not solve all the issues we face in developing this area. However, it will make an important difference in demonstrating to prospective major employees that Lincoln is serious about moving forward with this area.

Sincerely,



Mark A. Hunzeker  
For the Firm

MAH:sjp

(G:\WPData\MHJTS LLC - Developments Unlimited 5522.001\Comprehensive Plan Amendment.wpd)

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N. 40TH STREET

BLUFF ROAD

RESIDENTIAL, LOW DENSITY

INDUSTRIAL

COMMERCIAL  
125 AC (NET)

STATE  
OF  
NEBRASKA

INTERSTATE 80

N. 56TH STREET (HIGHWAY #77)



drawn by: djr  
checked by: mte  
project no.: 2005-0001  
date: 10/19/2005

### COMPREHENSIVE PLAN N 56TH STREET AND I-80 LINCOLN, NEBRASKA



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EXHIBIT

1



## Nebraska Game and Parks Commission

2200 N. 33rd St. / P.O. Box 30370 / Lincoln, NE 68503-0370

Phone: 402-471-0641 / Fax: 402-471-5528 / [www.outdoornebraska.org](http://www.outdoornebraska.org)

15 July 2005

Joan D.S. Darling  
Olson Associates  
1111 Lincoln Mall  
P.O. Box 84608  
Lincoln, NE 68501-4608

Dear Ms. Darling,

This letter was generated in response to a meeting held on 24 June 2005 regarding potential land development in north Lincoln, Nebraska. We appreciated the opportunity to visit with you about proposed development plans well ahead of any construction or permitting. The area proposed to be developed is located north of Interstate 80 between 40<sup>th</sup> Street and 56<sup>th</sup> Street and is bounded on the north by Bluff Road. We understand that there is also some intent to develop the area on the west side of 40<sup>th</sup> Street, but that the area outlined above is of the most immediate interest. Because this area is located within the eastern saline wetland complex the Nebraska Game and Parks Commission (Commission) has some concerns with how development in this area may impact nearby saline wetlands and the species that depend on them. In the following we outline those concerns and offer some recommendations on how to alleviate them.

Saline wetlands and streams are home to hundreds of species, several of which have evolved to depend solely on this salty environment. Two such species are the state listed endangered saltwort (*Salicornia rubra*) and the state listed and federally proposed endangered Salt Creek tiger beetle (*Cicindela nevadica lincolniata*). In order to promote the survival and recovery of these species within the state of Nebraska, the Commission continues to be concerned about degradation of saline wetlands and stream habitats and the associated watersheds that support these habitats.

The functionality of saline wetlands and streams is dependant on the presence of saline soils and the interaction between freshwater flows and saltwater seeps with those soils. Since proper hydrology is the key to maintaining these wetlands and streams, the Commission takes a watershed approach when examining how the ecosystems will be impacted by potential development. We will not only review a proposed project for direct impacts that it may have on wetlands, such as filling or draining, but also the indirect impacts that altering the landscape within the watershed may have on the hydrology that is contributing to the wetlands and streams in their current state. Further, due to the loss of much of the saline wetland habitat through commercial, residential, and agricultural development, suitable habitat for many saline dependent species, such as the

Salt Creek tiger beetle, has been restricted to stream channels and banks within the complex. Populations of saltwort are also known to occur within some of these saline stream channels. These moist and salty streambanks can be quickly affected by changes in hydrology, erosion, siltation, pollution, or the encroachment of vegetation, due to a change in land management practices that may accompany a project. All of these factors should be considered when planning a development in this area.

There are no known saline wetlands or soils within the proposed development site. However, this site is located within a watershed (12 digit Hydrological Unit Classification) that contains several Category I saline wetlands. A Category I classification for a saline wetland means that the wetland either currently provides saline wetland functions at high value, or has the potential to function at high value following restoration or enhancement (Gilbert and Stutheit 1994). The Arbor Lake Wildlife Management Area, which is located just 0.75-mile west of 40<sup>th</sup> Street, contains several of these Category I saline wetlands. The streams and wetlands within and near Arbor Lake also house populations of saltwort and the largest remaining Salt Creek tiger beetle population. There are also saline wetlands containing populations of saltwort and the Salt Creek tiger beetle located in Section 30, T11N-R07E, immediately downstream from the proposed development. Due to the close proximity of this development to these high quality saline wetlands and to populations of state listed species; the Commission feels that the indirect impacts of this development should be considered. As projects are proposed on this site several common practices may be responsible for these indirect impacts.

#### Altered Hydrology

By changing the landscape and land use, through development, the hydrology of the watershed will be altered and this has the potential to change the salinity of the barren salt flats in several ways. By increasing the amount of impervious surfaces (e.g. rooftops, parking lots) in the project area the overland flow is increased both in quantity and in the time it takes to reach the salt flats. This will dilute the salinity of the barren salt flats along the edges of wetlands and streams. Conversely, as areas are leveled for building pads, etc., overland flow may be reduced such that water is retained on the site and not allowed to reach the wetlands or streams. The reduced flow can cause the area to become less saline and/or drier and preclude it as suitable habitat for the Salt Creek tiger beetle or saltwort. Similarly, if borrow material is needed for the project, where that material will come from and how pit design and excavation will impact the hydrology of the watershed should be considered. In general borrow areas should be designed to prevent water retention and ensure that overland flow can occur at a rate similar to what was realized before the area was developed. When large areas of a development site are covered in impervious surfaces the runoff from these surfaces can be stored in borrow areas or retention pools designed to hold the runoff on a temporary basis and release it into the watershed in a manner more closely replicating natural conditions. Studies have shown that the Salt Creek tiger beetle has a very narrow range of salinity and soil moisture within which it will lay eggs (Hoback et al. 2000). Any alteration of that salinity and/or

soil moisture may prevent ovipositing by the beetle and could cause a decline in population numbers.

Altered hydrology can also increase erosion due to increased rate of run-off, redirection of flows and/or concentration of flows. The design and grading of a developed area should ensure that discharge of runoff should not alter or adversely impact the down-slope habitat from the development site. Design of site topography and retention pools can be utilized to eliminate or minimize the effects of altered hydrology.

### Contamination

By increasing the amount of impervious surfaces in the watershed it allows freshwater runoff during a storm event to reach the wetlands and streams much quicker and disallows time for contaminants, which may be on those surfaces (e.g. oil, gas, or other vehicle fluids), to settle out before reaching critical wetland or stream habitat. Due to the sensitivity of the area the Commission recommends that stormwater runoff be properly dealt with when preparing site plans for this area. Further, depending on what type of development is being considered, the incorporation of a detention basin to allow contaminants to settle out may be necessary to ensure that contaminants do not reach Salt Creek tiger beetle or saltwort habitat.

### Sedimentation

Altered water flows and land cover have the potential to increase sediment delivery to the nearby saline wetlands and streams. This sediment can directly alter the hydrology and salinity of the wetlands and streams and can also cover over saline species of plants and animals, including saltwort and Salt Creek tiger beetle larval burrows. Best management practices will need to be implemented to ensure the sediment will not adversely impact the saline wetlands and streams.

### Pesticides

Pesticides applied to outdoor landscaping or insecticides that may be used to control mosquitoes around any development, particularly a housing development, may adversely impact the Salt Creek tiger beetle. This can happen directly, if the beetles come in contact with the pesticides, or indirectly as the prey base for the predatory beetle is reduced or eliminated. The Commission recommends that the developers coordinate with contaminants experts with the U.S. Fish & Wildlife Service, Grand Island, NE, to come up with a list of pre-approved outdoor pesticides that can be used in the area.

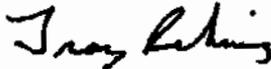
### Lighting

Research has shown that the Salt Creek tiger beetle is attracted to a variety of artificial light, and in particular ultraviolet light sources. These light sources can affect the beetle in several ways. Like other beetles, the Salt Creek tiger beetle may use moonlight to

navigate within its habitat and to move between adequate habitats in its highly fragmented range. When artificial light (e.g. security lights, street lights, billboards) increases the level of ambient light in an area near a Salt Creek tiger beetle population, it may reduce the beetle's ability to find adequate ovipositing sites and to mate, and therefore reduce overall reproduction of the species. In addition, beetles are attracted to the artificial light sources and are thus attracted away from adequate habitat in the saline wetlands and likely into harms way. The Commission recommends that light sources within the development be limited to only those necessary for day-to-day operations and security purposes. We recommend the developer explore alternate lighting sources with low ultraviolet output, such as sodium vapor lights, which have proven to reduce the attraction of Salt Creek tiger beetles. Additional recommendations to reduce the affect that artificial light sources have on the Salt Creek tiger beetle include; the shielding of lights or focusing of lights downward to the area of interest, turning lights off or reducing the number of lights that are on from June 15 - August 15 (the time period when adults are most active), and by planting natural buffers (native trees and shrubs) between the developed area and Salt Creek tiger beetle habitat.

We offer the above recommendations as technical assistance and are encouraged by the early coordination on this development. As this project moves forward and design plans are considered the Commission would like to remain involved so we can better assess the impacts that this project may have on state listed species and help to reduce and hopefully eliminate those impacts. If you have any questions or need additional information, please feel free to contact me.

Sincerely,



Troy Rahmig  
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Nebraska Game and Parks Commission  
(402) 471-5444  
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#### References

- Gilbert, M.C. and R.G. Sturheit, eds. 1994. Resource categorization of Nebraska's eastern saline wetlands. Prepared for the Eastern Nebraska Saline Wetlands Interagency Study Project. U.S. Army Corps of Engineers, Omaha District, and Nebraska Game and Parks Commission. 18 pp.
- Hoback, W.W., D.A. Golick, T.M. Svatos, S.M. Spomer, and H.G. Higley. 2000. Salinity and shade preferences result in ovipositional differences between sympatric tiger beetle species. *Ecological Entomology* 25:180-187.

**Cc: John Schleich, CIP  
Tom Schleich, CIP  
Steve Anschutz, USFWS  
Frank Albrecht, NGPC  
Carey Grell, NGPC  
Mike Fritz, NGPC  
Ted LaGrange, NGPC**



Lincoln MPO  
Public Works and Utilities Department  
COMPREHENSIVE PLAN AMENDMENT

**Date:** February 17, 2006

**To:** Steve Henrichsen, Planning Department

**From:** Mike Brienzo, Transportation Planning *MB*

**Subject:** *Comprehensive Plan Amendment #06001:  
US-77 (North 56th Street) & I-80*

**Copies To:** Randy Hoskins, Roger Figard, Marc Rosso, Karl Fredrickson  
Virendra Singh, Dennis Bartels, Kelly Sieckmeyer

FEB 22 2006

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Public Works: Long Range Transportation Planning recommendation is for conditional approval of proposed *Comprehensive Plan Amendment #06001, US Highway 77 (North 56th) and I-80.*

As proposed, this amendment will modify the future land use map to depict a mix of Commercial, Industrial and Residential uses and include this area in Phase 1, Priority A which would indicate near-term development of this area. This area is considerable, over one square mile in size (685 acres) bounded on the north by Bluff Road (a gravel roadway); on the south by I-80; on the east by US-77 (expressway) and on the west by North 40th Street (a gravel roadway). The proposed commercial occupies approximately 125 acres while the industrial and residential occupy approximately 440 and 120 acres respectively. The proposed 125 acre commercial use is located in the southeast corner of the section bounded by US-77 on the east and I-80 on the south with limited access potential. It should be noted that US-77 is a Federal Highway under jurisdiction of the Nebraska Department of Roads with a posted speed limit of 65 mph.

If approved, the number of vehicular trips generated at build-out would have a significant impact on the transportation network in this area. As a result, our recommendation is for approval of this amendment is to be contingent on restricting access to one full access from US Highway 77 approximately 1/2 mile south of Bluff Road. This access is to be located to insure proper spacing between the I-80 ramps and this proposed intersection. Since US-77 is a federal highway, State approval for access will be required.

It is important to recognize that county road facilities are scaled to meet rural development and are not the correct grades nor the correct design to serve urban development. The Transportation Plan shows urban roadway improvements to Arbor Road but improvements for 40th Street and Bluff Road are not in the plan. These roadways need to be included in discussions regarding the Comprehensive Plan Update and approval needs to be contingent on road improvements to North 40th Street, Bluff Road, and Arbor Road. A traffic impact study is required to determine the full extent of needed roadway improvements.