

**LINCOLN /LANCASTER COUNTY PLANNING STAFF REPORT**  
**for December 8, 2004 Planning Commission Meeting**

**P.A.S.:** Comprehensive Plan Amendment #04021  
Airport West Subarea Plan

**PROPOSAL:** The Director of Planning requests to amend the 2025 Lincoln-Lancaster County Comprehensive Plan to adopt the proposed “Airport West Subarea Plan,” including associated amendments to the Community Form, Business and Commerce, Mobility and Transportation, Community Facilities, and Parks, Recreation and Open Space sections of the Plan.

**CONCLUSION:** The proposed Airport West Subarea Plan is in conformance with the principles of the 2025 Lincoln-Lancaster County Comprehensive Plan.

**RECOMMENDATION:**

Approval

**GENERAL INFORMATION:**

**LOCATION:** Generally between NW 27<sup>th</sup> and NW 70<sup>th</sup> Street, from US Highway 34 to US Highway 6 (West “O” Street).

**EXISTING LAND USE:** Mainly urban residential uses, public and semi-public, and agricultural uses, including the Air Park West Industrial Park industrial area. More urban residential uses are under development.

**ASSOCIATED APPLICATIONS:** None

**HISTORY:** See Subarea Plan for detailed history

**COMPREHENSIVE PLAN SPECIFICATIONS:** In the 2025 Comprehensive Plan, the land use plan identifies a “Moderate to Heavy Industrial Center” center on the north side of Interstate 80 in the general vicinity of NW 56<sup>th</sup> Street. The land use plan generally shows the subarea as Urban Residential, Industrial, Commercial, Green Space, and Public/ Semi-Public uses. The current Plan already provides significant guidance as to the community’s values on future development. The goals and strategies of the Plan, relevant to the subarea encourage:

*The community will strive to provide future employment areas that meet the needs of existing businesses and identify emerging industry clusters. (Page F 12)*

*Preserve and enhance entryway corridors into Lincoln and Capitol View Corridors. (Page F 19)*

*Make “green space” an integral part of all environments. (Page F 57)*

*Integrate the “Core Resource Imperatives” and natural resources feature concepts into future city and county studies that implement the Comprehensive Plan. (Page F 63)*

*Promote the preservation, maintenance and renovation of existing housing and neighborhoods throughout the city, with special emphasis on low and moderate income neighborhoods. Maintain and enhance infrastructure and services in existing neighborhoods. (Page F 68)*

*Continue the City’s growth policy of contiguous urban growth. Urban development will occur in areas immediately abutting the city that reflect a logical and timely extension of urban infrastructure. (Page F 75)*

*Extend the bicycle and trails system into the new neighborhoods as the city grows. Connections should be made to schools, parks, and other activity areas. (Page F 94)*

*Continue to provide for a high level of access to the Airport terminal and associated facilities. (Page F 123)*

*Encourage cooperative planning and site development between the City and public and private educational institutions. (Page F 145)*

*The City and the County will work cooperatively in as many areas as possible in order to provide services in the most efficient manner possible. (Page F 147)*

*Infrastructure improvements should be made concurrent with development. Except in limited cases, such improvements should not be made in advance of development proposals in an area. There should be adequate infrastructure in place every year to accommodate housing and employment demands. (Page F 149)*

*New urban development should be timed so that there is adequate school capacity in the developing area. (Page F 150)*

**ANALYSIS:**

The staff report provides a summary of the vision of the subarea plan. The proposed Subarea Plan includes many more details as to the development issues in this area and as to which items may need to be addressed in the future.

1. The initial impetus for the subarea plan began with the modification of the special zoning regulations that determines where specific land uses in parts of the Airport Environs Noise District surrounding the Airport are allowed. However, after an a full review of issues in the subarea, the planning effort was expanded to include a broader land use, transportation, and community facilities review of the area.
2. This Subarea Plan identifies a number of transportation, infrastructure and land use changes as well as identifying potential partnerships for public service agencies. The approval of this Subarea Plan is critical in providing guidance for a number of private and public entities involved in future developments, infrastructure, and facilities in the subarea.
3. If adopted, the Airport West Subarea Plan will be added to the list of approved subarea plans in the 2025 Lincoln-Lancaster County Comprehensive Plan.
4. The purpose of this Subarea Plan is to provide a vision for the desired future for this region and to serve as a guide for review of future development proposals. The vision of the subarea plan is to:
  - ! **Provide for Future Industrial/Employment Centers:** clarify and refine areas designated for commercial and industrial uses.
  - ! **Efficient Use of Transportation Network:** land use decisions must consider the impacts on the transportation network. The proposed land uses are scaled to the capacity of future land uses and to retain the community's desire for these roads. NW 48<sup>th</sup> Street is not just a road used by local residents, it is an arterial street that serves the whole community and region. The traffic flow capacity of this corridor should not be overloaded.
  - ! **Provide Guidance to Public and Private Service Providers:** encourages cooperative planning and site development for all levels of public and private entities regarding the provision of community services in the subarea.
  - ! **Provide Effective Land Use Transitions:** identifies appropriate transitions from commercial to residential land uses. Within commercial areas, office and lower intensity commercial uses along with appropriate buffer areas should be developed as a transition to adjacent residential areas. In some areas,

“related-residential” uses may be located to adjacent lower density residential uses, such as churches, domiciliary care facilities, retirement apartments, child care facilities or townhomes.

- ! **Promote Desirable Entryways:** standards for landscaping and architecture should be developed to promote a desirable entryway into Lincoln along Interstate 80, US Highway 34, and US Highway 6 (West ‘O’ Street)— however, standards alone will have little impact if land use decisions strip the area with commercial uses, signs and improvement and widening of roadways in the subarea.
5. The Subarea Plan includes several important land use decisions. In summary the significant decisions include:
- ! **Clarify the general boundaries of two Industrial/ Employment Centers in the subarea:** this Subarea Plan designates the area generally a quarter mile south of West Holdrege, between NW 63<sup>rd</sup> and NW 27<sup>th</sup> Streets; and the Air Park West Industrial Park as industrial/ employment centers. This Subarea Plan encourages these industrial/ employment areas to develop as a planned center. Combined, these areas account for over a 1,000 acres of undeveloped industrial land.
  - ! **Promote coordinated planning for public and private community services:** this Subarea Plan recommends that a joint-use facility be located west of NW 56<sup>th</sup> Street and south of West Adams Street. A potential joint-use facility is already under discussion with Lincoln Public Schools, Parks and Recreation, Lincoln City Libraries, Lincoln Housing Authority, and other public agencies.
6. The Subarea Plan identifies land for new Industrial and Employment Center along Interstate 80 centered on the NW 48<sup>th</sup> Street interchange. Nearly 800 acres north of I-80 is shown for future commercial and industrial uses in well planned and landscaped Industrial Park setting.
7. The Subarea Plan supports the continued development of the Air Park West Industrial Park, including new roadways and road alignments to better serve and facilitate development of this land by the Lincoln Airport Authority.
8. The Subarea Plan identifies land suitable for a public-private partnership to bring new housing to the old “Huskerville” area at NW 48<sup>th</sup> and West Cuming in the near-term.
9. A realignment of NW 48<sup>th</sup> Street, from West Adams to West Cuming, east along approximately NW 46<sup>th</sup> Street is proposed as part of this Subarea Plan. This

realignment will provide an improved transition between residential uses in the Arnold Heights subdivision, with planned commercial and industrial uses for the Air Park West Industrial Park. This new alignment will allow for improved access and visibility for Air Park West developments, and allow for safer access points with the neighborhood. The new corridor will also accommodate widening to 4 lanes in the future, without impacting the Arnold Heights neighborhood. The realignment concept does not impact the Air Park Recreation Center and Arnold Heights Swimming Pool. The NW 48<sup>th</sup> Street Realignment Concept is attached.

10. The outcome of two neighborhood meetings and written responses submitted by area residents, indicates there is no consensus on the alignment alternatives for NW 48<sup>th</sup> Street. The community identified several issues regarding the proposed movement of NW 48<sup>th</sup> Street east along a NW 46<sup>th</sup> Street alignment. These issues include: visibility for Arnold Heights; access; lack of detail in realignment concept; additional cost; loss of “greenspace” buffer on Air Park West property; and, concern of potential incompatible commercial uses closer to the neighborhood.
11. Upgrading and converting the existing NW 48<sup>th</sup> Street to local street standards between West Adams and West Cuming would be evaluated as part of a further detailed realignment study. Prior to the determination of a final alignment, the detailed design study will evaluate costs, access control, pedestrian and bicycle facilities, traffic capacity, circulation and other items related to the proposed new NW 46<sup>th</sup> Street arterial alignment. If, at the conclusion of this detailed study, the outcome is not to move forward with the realignment of NW 48<sup>th</sup> Street, the decision will be to improve NW 48<sup>th</sup> Street to 4 lanes plus turn lanes along the existing alignment.
12. A new arterial roadway from West Superior to West Cuming Street, from NW 70<sup>th</sup> to NW 48<sup>th</sup> is proposed in the subarea plan to serve the Huskerville tract and to provide east/west traffic movement within the subarea. This effort concludes a study called for in the 2025 Comprehensive Plan.
13. A new roadway is proposed along the NW 40<sup>th</sup>/38<sup>th</sup> Street alignment from West “O” Street on the south to US 34 on the north. This facility will provide better access to abutting land uses along this corridor over the planning period, alleviate traffic capacity and service for NW 48<sup>th</sup> Street, and will provide a potential route for truck and automobile traffic to serve industrial uses in Air Park West Industrial Park and the new residential, commercial and industrial land north of Interstate 80.
14. At the first neighborhood meeting in August, there was concern raised about the proximity of a new north-south arterial road along a NW 40<sup>th</sup> Street alignment. The traffic modeling analysis indicated a level of service improvement for NW 48<sup>th</sup> Street, when a second north-south arterial road was shown over the planning period. The

proposed NW 40<sup>th</sup>/38<sup>th</sup> Street roadway was moved east approximately 700 feet away from existing and planned residential subdivisions identified in this Plan.

15. As part of the proposed NW 40<sup>th</sup>/38<sup>th</sup> Street roadway a new grade separation at I-80 at NW 40<sup>th</sup> Street is included in the Subarea Plan to provide continuous traffic movement through this corridor.
16. Traffic modeling, financial evaluation, future roadway classification modifications, roadway facility improvements, and identification of Right-of-Way (ROW) needs were evaluated as part of the subarea planning effort. Modifications to the Comprehensive Plan are included in the proposed Subarea Plan.
17. As part of the subarea planning process, the Lincoln Public Works and Utilities Department completed a review of the financial requirements needed to undertake the City's new road improvements that are added with the approval of the Subarea Plan. In 2004 dollars, the new roadways add approximately \$48 million of costs over the entire planning period. The new road improvements identified in this Subarea Plan are currently unfunded. This figure includes estimates for construction, preliminary engineering, ROW acquisition, and utility relocation. It is assumed that ROW requirements for new roadways located on public property will be donated.
18. There are still issues regarding the financing of needed utility and transportation improvements that will need to be resolved regarding this area in the upcoming development proposals.
19. There are still issues regarding the financing of needed utility and transportation improvements that will need to be resolved as the subarea develops.

**CONCLUSION:**

In general a subarea plan identifies issues and details that will need to be addressed in the future, and offers specific guidance as to how development should be accomplished within the area. This Subarea Plan is particularly crucial to the future of this area and to the community as a whole. The land use and transportation decisions made here will impact the transportation network throughout the community. The Subarea Plan includes potentially Lincoln's newest industrial and employment center, additional commercial acres and housing to accommodate the growth of Lincoln. And most importantly, this subarea is home to thousands of persons who will have to live daily with the impact of these decisions.

The community has an opportunity to provide a distinct impression of its desired future for this subarea. The vision of this subarea plan is one that retains residential character of the

subarea, while providing for well planned industrial and employment centers to serve nearby residents and the entire community.

The impact on the transportation network is fundamental to the continued development and necessary to support the land uses identified in the Subarea Plan. Additional roadways are identified for inclusion to the 2025 Comprehensive Plan. These new roadways and facilities add cost to the 25-year transportation plan for Lincoln. These planned and proposed roadway improvements may impact the residential character of this area, the character of the entryway into Lincoln and, potentially, existing residences.

Neighborhood meetings were held in August and November of this year to present alternatives and discuss options for developing the preferred subarea plan.

**RECOMMENDATION:**

Amend the 2025 Lincoln-Lancaster County Comprehensive Plan as follows:

1. Amend the “Lincoln/Lancaster County Land Use Plan”, figure on pages F 23 and F 25, to revise the land uses and future service limit as shown on Figure 2 (Exhibit A - attached) of the Subarea Plan, and change other maps accordingly;
2. Amend the “Urban Growth Tiers”, and associated figures on pages F 27, F 31 and F 33 to add a portion of land to the Tier I Priority B area as shown on Figure 2 (Exhibit A - attached) of the Subarea Plan, as described below and change other maps accordingly;
  - i. West of the Lincoln Water System water tower located on W. Superior, south of the proposed W. Superior to W. Cuming roadway.
3. Amend the “Existing and Proposed Industrial Centers”, figure on page F 39 to change the “Moderate to Heavy Industrial (HI)” designation from New Proposed Center (General Location, Not Site Specific) to Unbuilt Approved Center (Site Specific) as shown on Figure 2 (Exhibit A - attached) of the Subarea Plan, and change other maps accordingly;
4. Amend the “Future Functional Classification: City Streets and County Roads”, figure on pages F 103 and F 104 as shown on Exhibit B attached as indicated below, and, change other maps accordingly;
  - i. West Holdrege, NW 56<sup>th</sup> to NW 48<sup>th</sup> change to Minor Arterial
  - ii. West Adams, NW 48<sup>th</sup> to NW 38<sup>th</sup> change to Minor Arterial

- iii. West Cumming, NW 56<sup>th</sup> to NW 38<sup>th</sup> change to Minor Arterial
  - iv. West Superior, NW 70<sup>th</sup> to NW 56<sup>th</sup> change to Minor Arterial
  - v. NW 40<sup>th</sup>, West "O" to West Adams change to Minor Arterial
  - vi. NW 38<sup>th</sup>, West Adams to Air Park Road change to Urban Collector
  - vii. NW 56<sup>th</sup>, West Superior to West Cumming change to Minor Arterial
  - viii. NW 56<sup>th</sup>, West Cumming to West Fletcher change to Urban Collector
  - ix. West Fletcher, NW 56<sup>th</sup> to NW 48<sup>th</sup> change to Urban Collector
  - x. NW 38<sup>th</sup> to US 34, West Cumming to West Webster to NW 31<sup>st</sup> change to Minor Arterial
5. Amend the "Projects & Studies: Lincoln Area Street & Roadway Improvements 2025", figure on page F 105 as shown on Exhibit C attached and change other maps accordingly;
6. Amend the "Additional Urban Area System Improvements", section on pages F 109 to F 111 as indicated below;

Add to the list of Proposed Projects the following:

- i. Huskerville Link: West Superior, NW 70<sup>th</sup> to West Cumming to NW 38<sup>th</sup> Street 2 lanes + turn lanes
- ii. NW 40<sup>th</sup> Street and Interstate 80 Grade Separation Grade Separation
- iii. NW 40<sup>th</sup> Street, West "O" Street to West Adams 2 lanes + turn lanes
- iv. NW 38<sup>th</sup> Street, West Cumming to West Webster to NW 31<sup>st</sup> Street to US Highway 34 2 lanes + turn lanes
- v. West Holdrege, NW 56<sup>th</sup> to NW 48<sup>th</sup> Street 2 lanes + turn lanes

Modify the list of Proposed Projects as shown below:

- vi. West Adams St, NW 70<sup>th</sup> to NW ~~48<sup>th</sup>~~38<sup>th</sup> Street 4 lanes + turn lanes
7. Amend the "Proposed Studies", section on page F 111 as indicated below;

Add to the list of Proposed Studies the following:

- A study that encompasses the general area bounded by NW 48<sup>th</sup> Street and NW 27<sup>th</sup> Street, West Webster to US Highway 34. The study is to include north/south and east/west roadway needs and alignments, including the West Fletcher corridor and US Highway 34 access considerations.

Remove from the list of Proposed Studies the following:

- ~~Roadway alternative for connecting NW 70<sup>th</sup> and NW 48<sup>th</sup> Streets in the general location of West Superior Street~~
8. Amend the “Right of Way Standards” and “Tiers I & II Right of Way”, figures on page F 112 and F 113 as shown on Exhibit D attached and change other maps accordingly;
  9. Amend the “Future Parks” figure on page F 134 to show a future Neighborhood Park in the general vicinity, between NW 56<sup>th</sup> to NW 70<sup>th</sup>, and West Adams to West Superior Streets, as shown on Exhibit E attached;
  10. Amend the “Future Lincoln School Sites”, figure on page F 143 to show a “Future School” in the vicinity south of West Adams, and west of NW 56<sup>th</sup> Street; and,
  11. Amend the “On-Going Comprehensive Plan Activities”, section on page F 156 to add the following Plan to the list of approved subarea plans.
    - Airport West Subarea Plan, 2004

Prepared by:

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Planner

**DATE:** November 22, 2004

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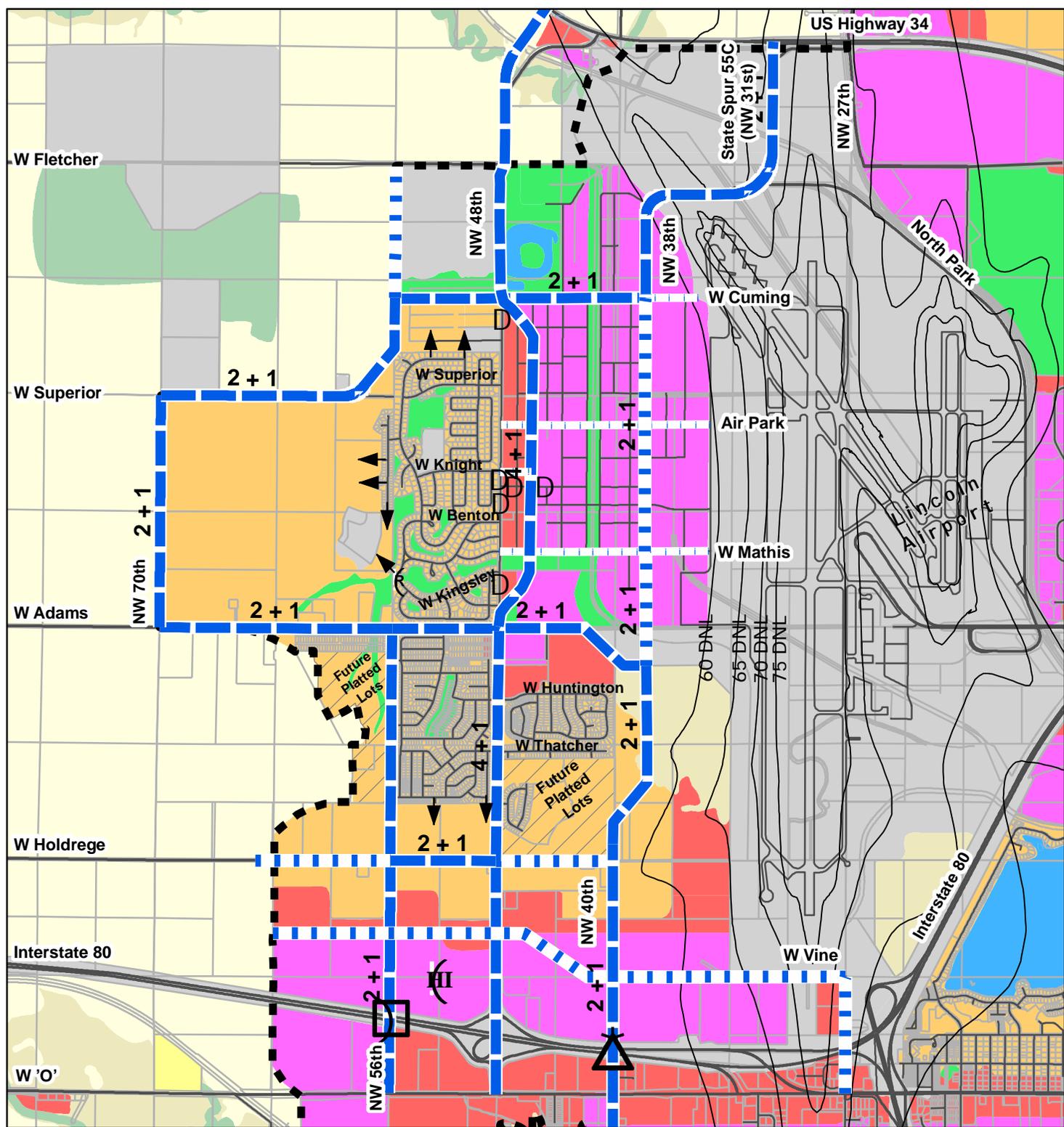
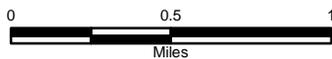
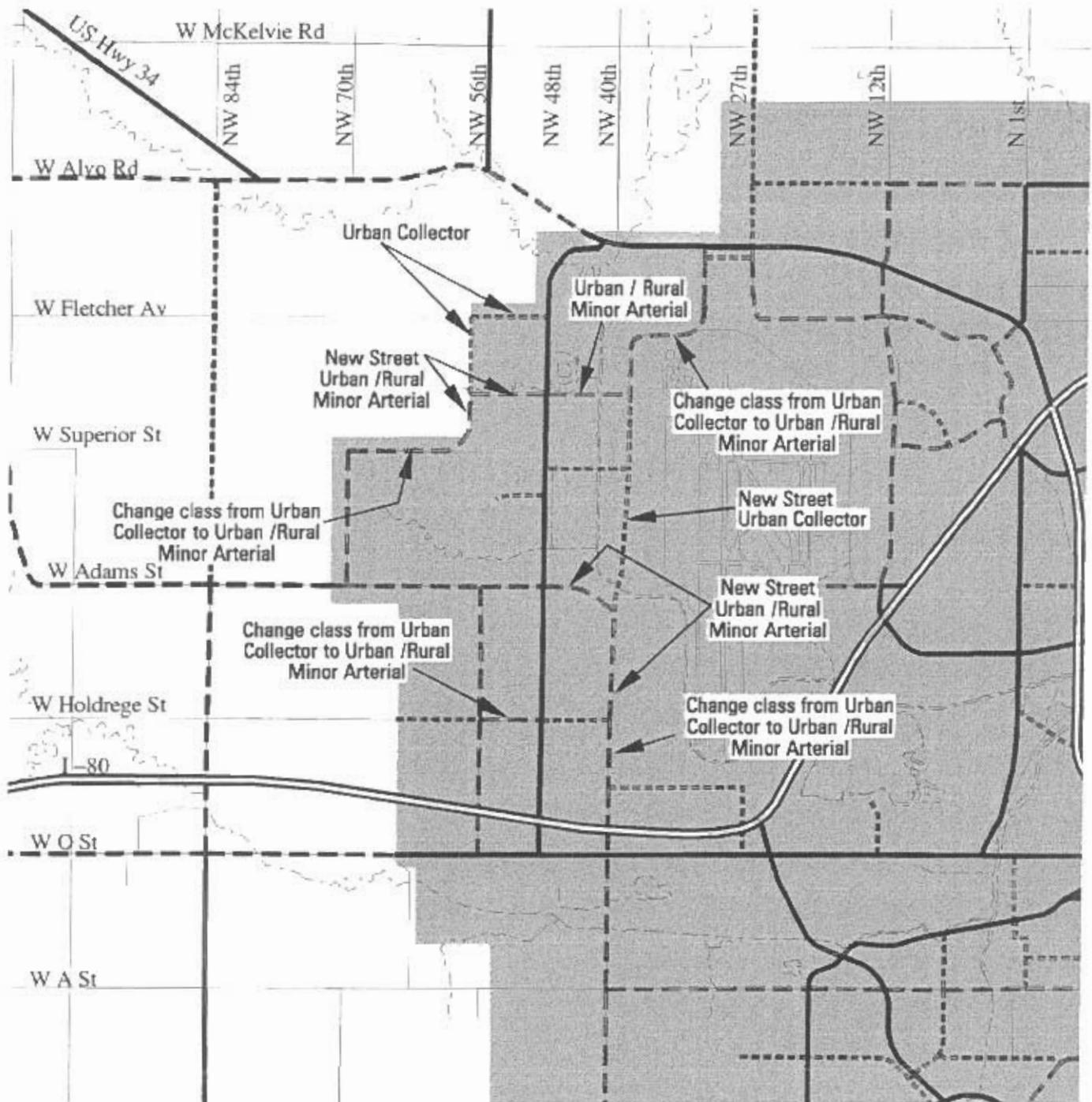


Figure 2 (Exhibit A - #04021):  
Proposed Airport  
West Subarea Plan



- ← Future Street Extension
- ⊕ Future Road Connection to be Completed
- D Future Road Closing
- △ Potential Grade Separation
- Potential Overpass Improvement
- Arterial Street (Proposed)
- - - Collector Street (Proposed)
- ! ! ! New/Improved Local Road
- Future Service Limit
- Public & Semi-Public
- Lakes & Streams
- Environmental Resources
- Green Space
- Agricultural
- Residential, Low Density
- Residential, Urban
- Agricultural Stream Corridor
- Commercial
- Industrial

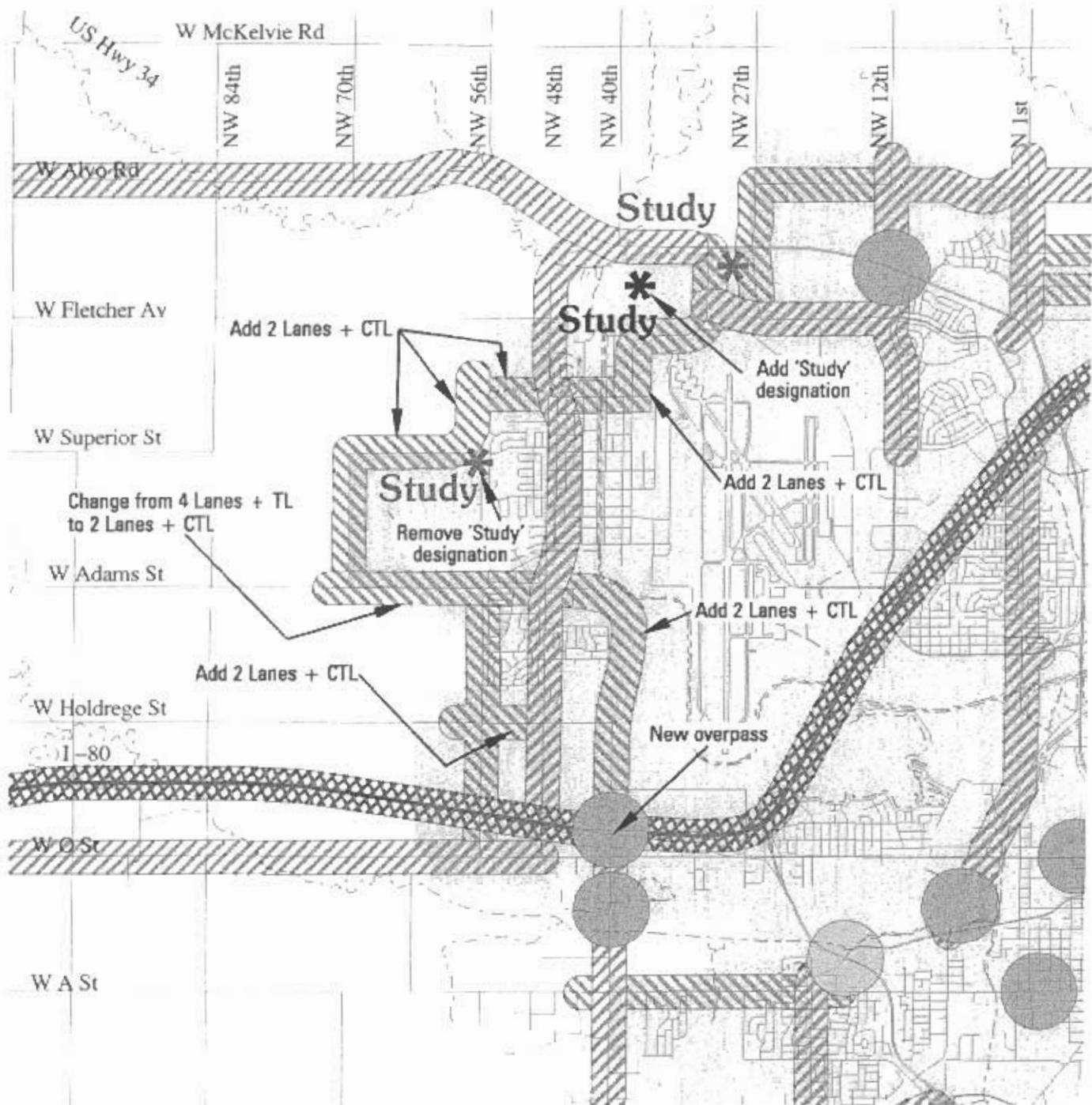


## Future Functional Classification - City & County

### Proposed Amendment 04021 - Exhibit B

- |  |  |  |                     |
|--|--|--|---------------------|
|  | Urban / Rural Interstate, Freeway and Expressway |  | Urban Area Boundary |
|  | Urban / Rural Principal Arterial                 |  |                     |
|  | Urban / Rural Minor Arterial                     |  |                     |
|  | Urban Collector                                  |  |                     |
|  | Rural Major Collector (County)                   |  |                     |
|  | Rural Major Collector (State)                    |  |                     |
|  | Rural Minor Collector                            |  |                     |





# Street & Roadway Improvements

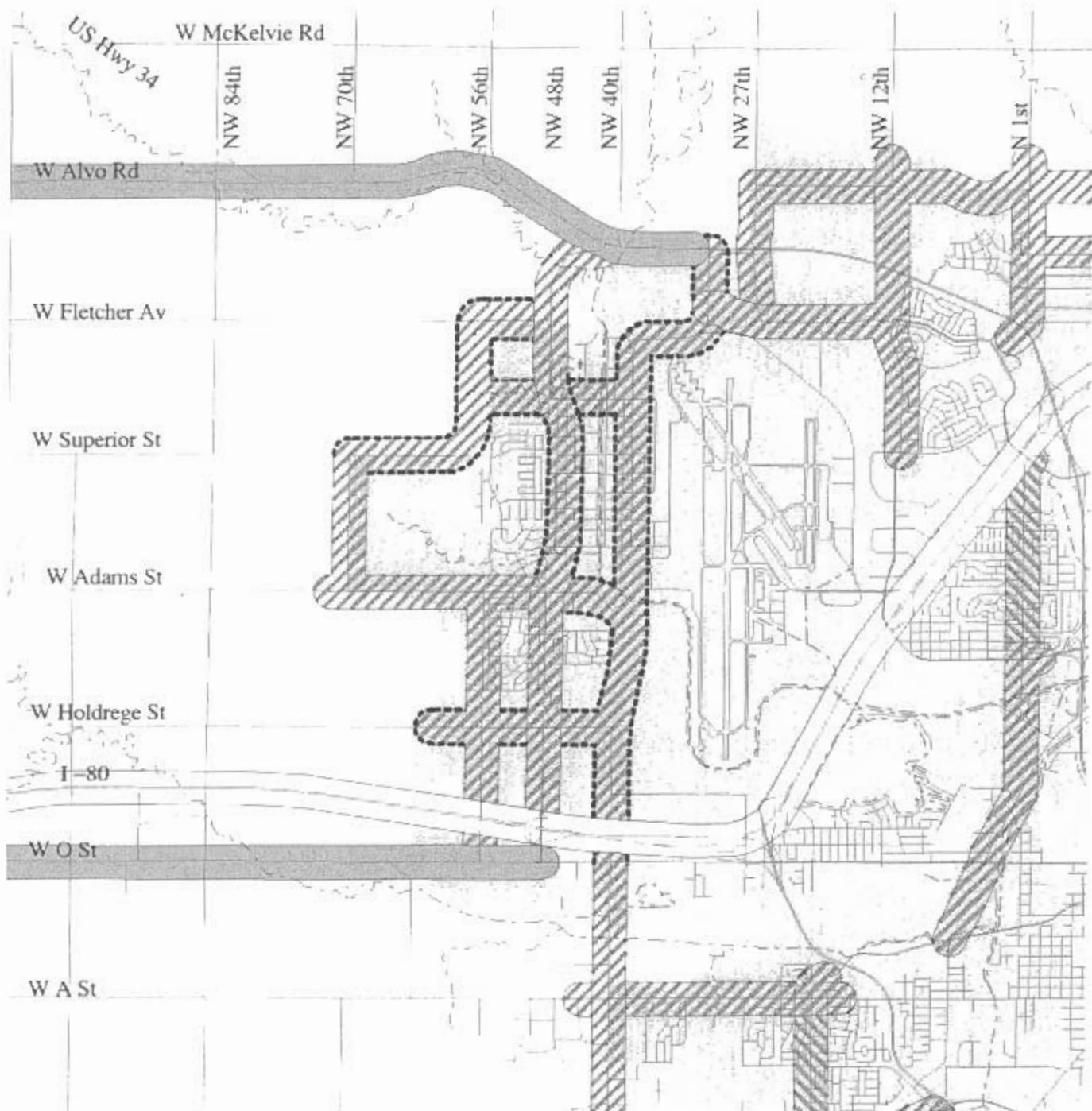
## Proposed Amendment 04021 - Exhibit C

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

-  Street Closure Study
-  Study

 Future Service Limit





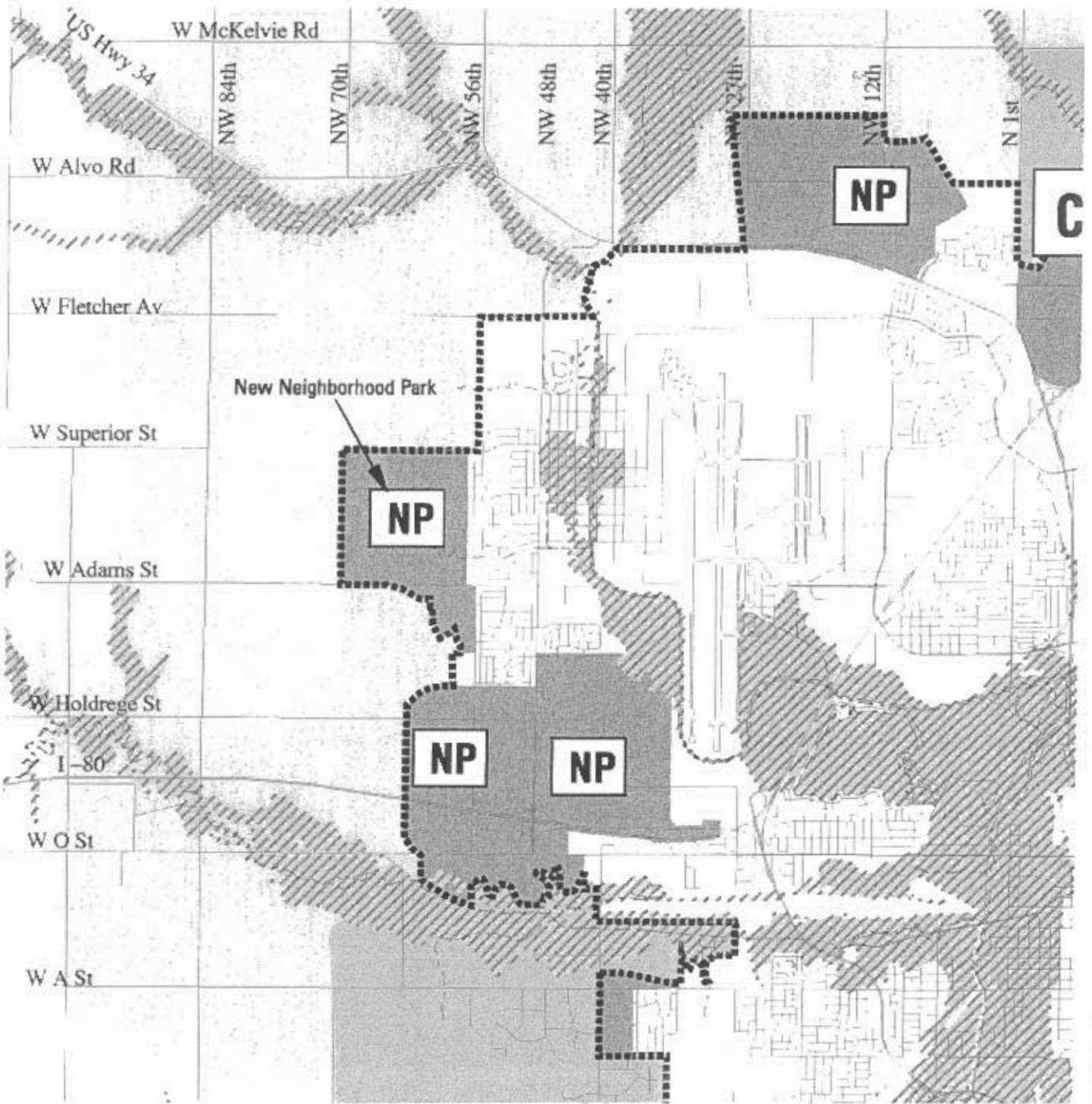
# Right Of Way Standards

## Proposed Amendment 04021 - Exhibit D

- N/A on Interstate
- 100 Foot ROW
- 120 Foot ROW
- 200 Foot ROW
- Areas of New ROW

Future Service Limit





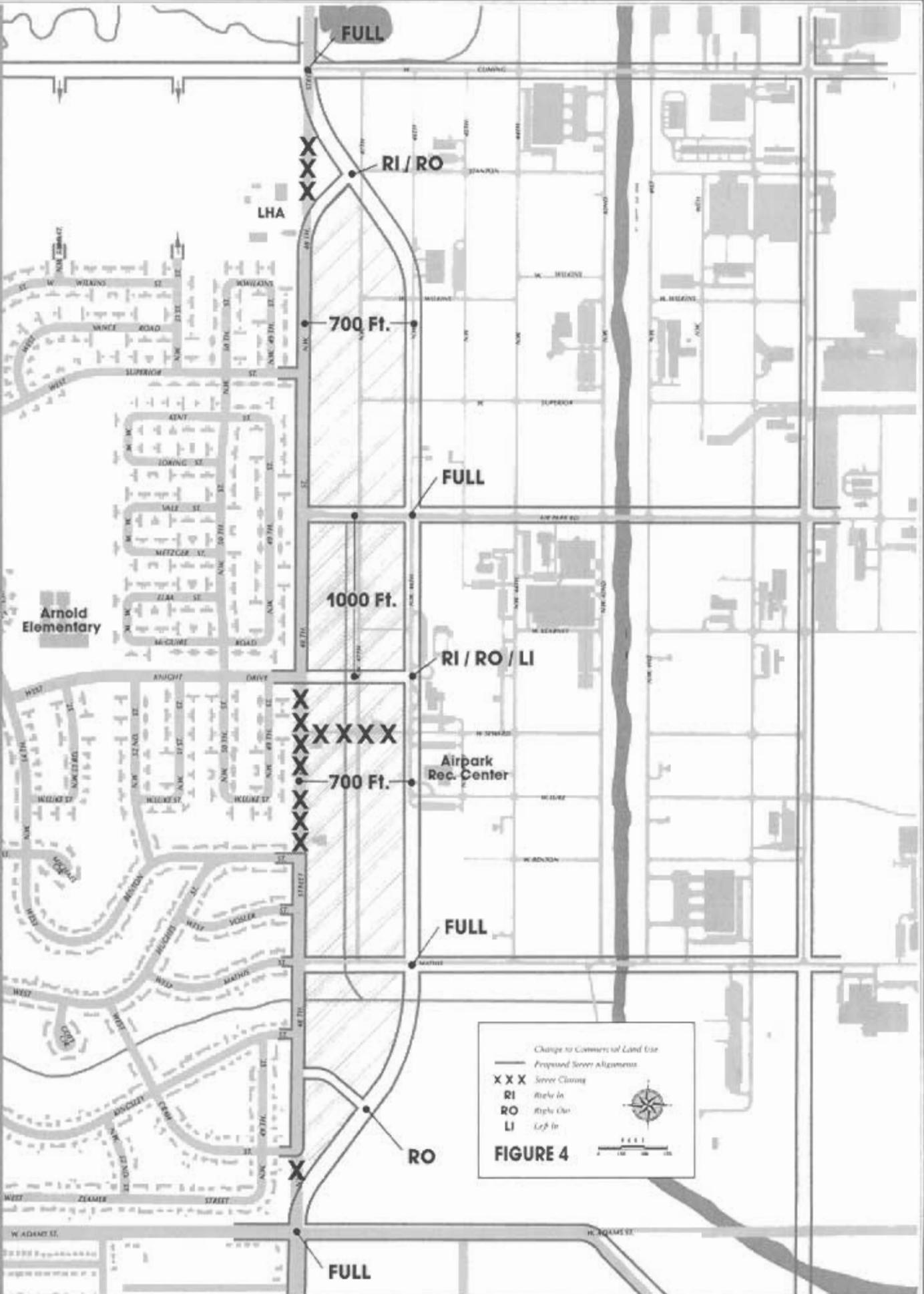
# Future Parks

## Proposed Amendment 04021 - Exhibit E

- Tier 1
- Tier 2
- Tier 3
- Floodplain
- Future Service Limit
- NP** Neighborhood Park
- CP** Community Park
- RP** Regional Park



# NW 48TH STREET REALIGNMENT CONCEPT



Change to Commercial Land Use  
 Proposed Sewer Alignment  
 X X X Sewer Crossing  
 RI Right In  
 RO Right Out  
 LI Left In

**FIGURE 4**