LPlan 2040

Lincoln/Lancaster County 2040 Comprehensive Plan

Adopted October 25/ October 31, 2011

LPlan 2040 is the Lincoln-Lancaster County 2040 Comprehensive Plan. The Plan embodies Lincoln and Lancaster County's shared vision for the future, out to the year 2040. It outlines where, how and when the community intends to grow, how to preserve and enhance the things that make it special, and strategies for implementing the vision for how we will live, work, play and get around in the future.

LPlan 2040 was developed through a broad-based community input process that included the work of the LPlan Advisory Committee (LPAC), a 20-person citizen group appointed by the Mayor representing a broad range of interests in the City and County which included the nine members of the Lincoln-Lancaster County Planning Commission. LPAC members were as follows:

Brett Baker, Small Towns
Michael Cornelius, Planning Commission
Scott Ernstmeyer, Education
Dick Esseks, Planning Commission
Wendy Francis, Planning Commission
Leirion Gaylor Baird, Planning Commission
David Grimes, Farmer
Randy Harre, Business
Tom Huston, Attorney
Bill Langdon, Commercial Realty
Roger Larson, Planning Commission
Jeanelle Lust, Planning Commission
Patte Newman, Neighborhood
Jim Partington, Planning Commission
Mike Rezac, Builder
Dennis Scheer, Design
Cecil Steward, Sustainability
Lynn Sunderman, Planning Commission
Tommy Taylor, Planning Commission
Donna Woudenberg, Natural Resources

LPAC met from June of 2010 through June of 2011. During the same time period, broad input was sought from the community, as well as from City-County departments and numerous other agencies and organizations. The technical elements of the Transportation chapter were developed with consulting assistance from LSA Associates, Inc.

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Bob Workman
Ed Zimmer
Rick Koepping

Land Use Plan

The Vision is the basis for decision making within the community. The challenge is turning these statements and goals into reality. Implementing these guiding principles requires additional details that come in three distinct forms:

1. The principles and strategies found in this Plan
2. The land use relationships in the future land use plan
3. The direction and timing of future development projected by the future urban growth tiers

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 providing greater clarity of display within the Lincoln urban area. The first figure displays the entire Lincoln/Lancaster County Future Land Use Plan. The second figure is an enlarged portion of the same plan, focused on the Lincoln urban area.

The future 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. LPlan 2040 also encourages the integration of compatible land uses, rather than a strict segregation of different land uses.

The comprehensive plans adopted by surrounding towns and counties are listed in the *"Plan Realization"* chapter.

Timing: Future Growth Tier Map

Tier I, II and III

The Comprehensive Plan includes three tiers of growth for the City of Lincoln.

Tier I reflects the "Future Service Limit," 34 square miles 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.

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. Infrastructure planning, especially for water and sanitary sewer facilities is anticipated to reach beyond the 30 year time horizon to 50 years and further. Tier II shows areas where long term utility planning is occurring today. Tier II should remain in its current use in order to allow for future urban development. It also acts as a secondary reserve should Tier I develop faster than anticipated.

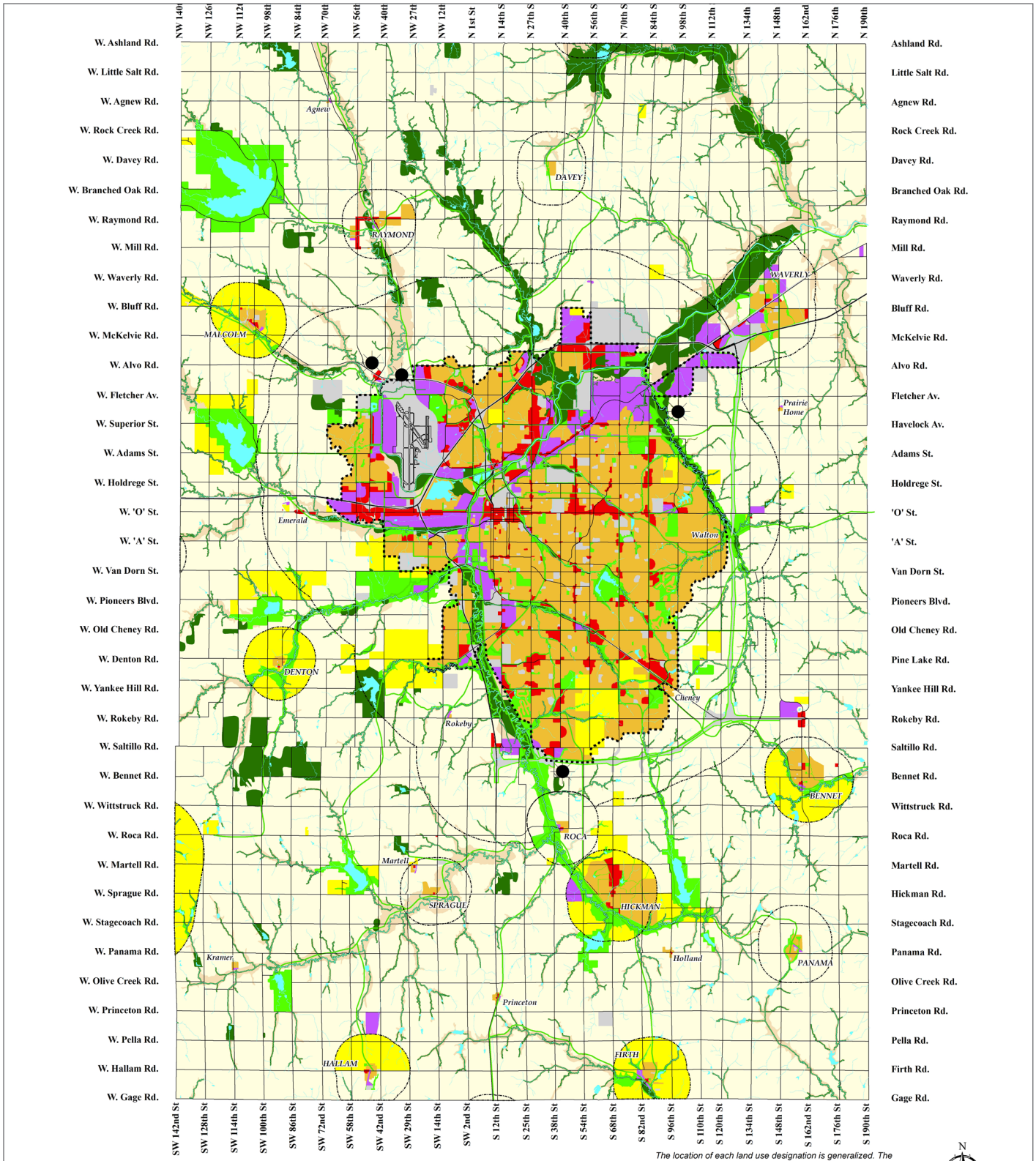
Tier III provides an approximately 131 square mile area for Lincoln's longer term growth potential – perhaps 50 years and beyond. Little active planning of utilities or service delivery is likely to occur in the near term in Tier III; however, it should also remain in its present use in order to be available for future urban development.

Subarea Planning Process

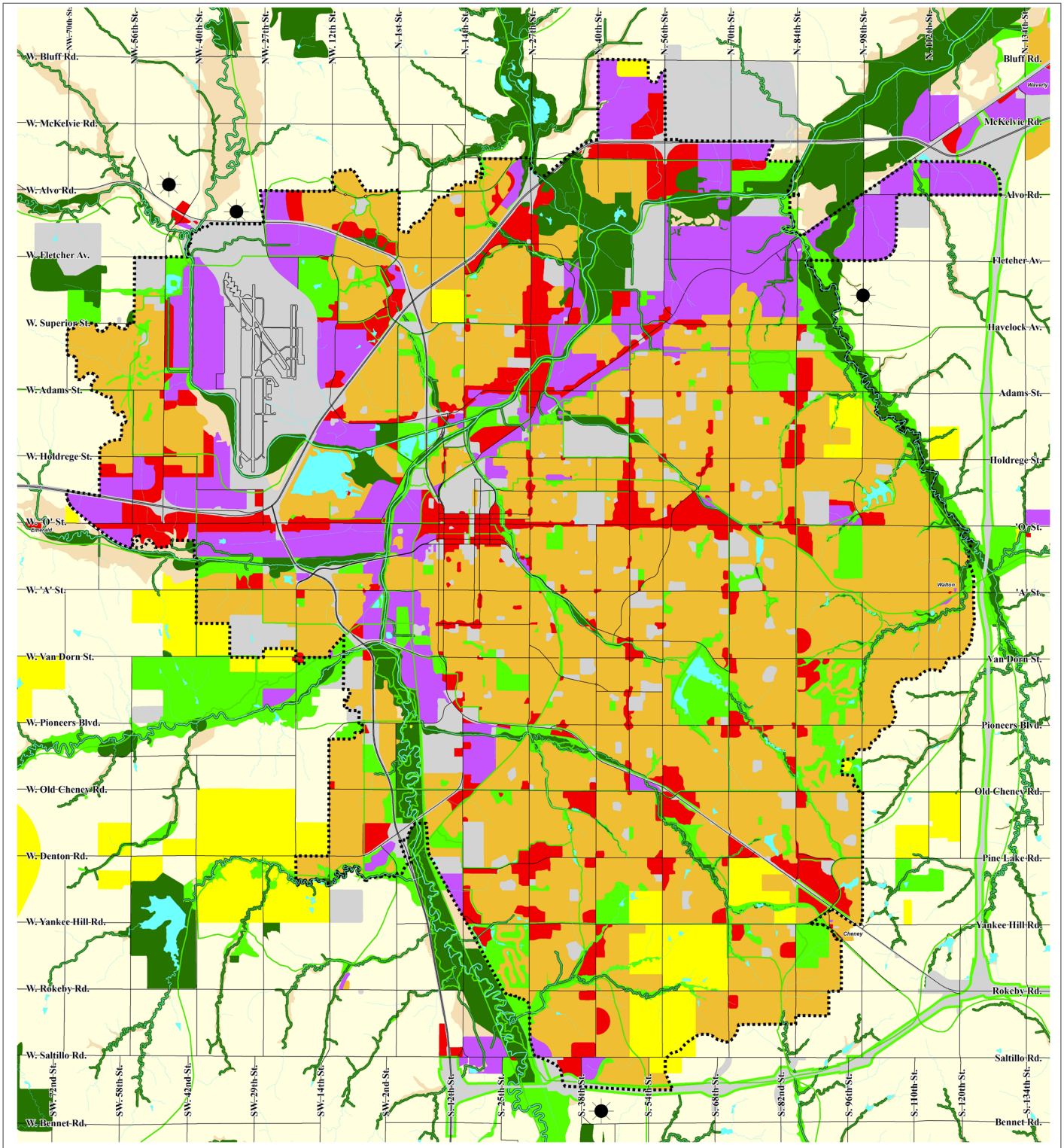
Subarea planning for neighborhoods or other small geographic areas can address issues at a more refined scale than can be included in LPlan 2040. Subarea plans may then become incorporated into LPlan 2040 through a formal adoption process. Subarea plans can serve as an official guide for elected decision makers, individuals and various City or County departments to promote improvements in areas such as land use, housing, transportation, parks and recreation, public safety, infrastructure and the built and natural environments.

Subarea planning for neighborhoods or other small geographic areas can address issues at a more refined scale than can be included in the Comprehensive Plan.

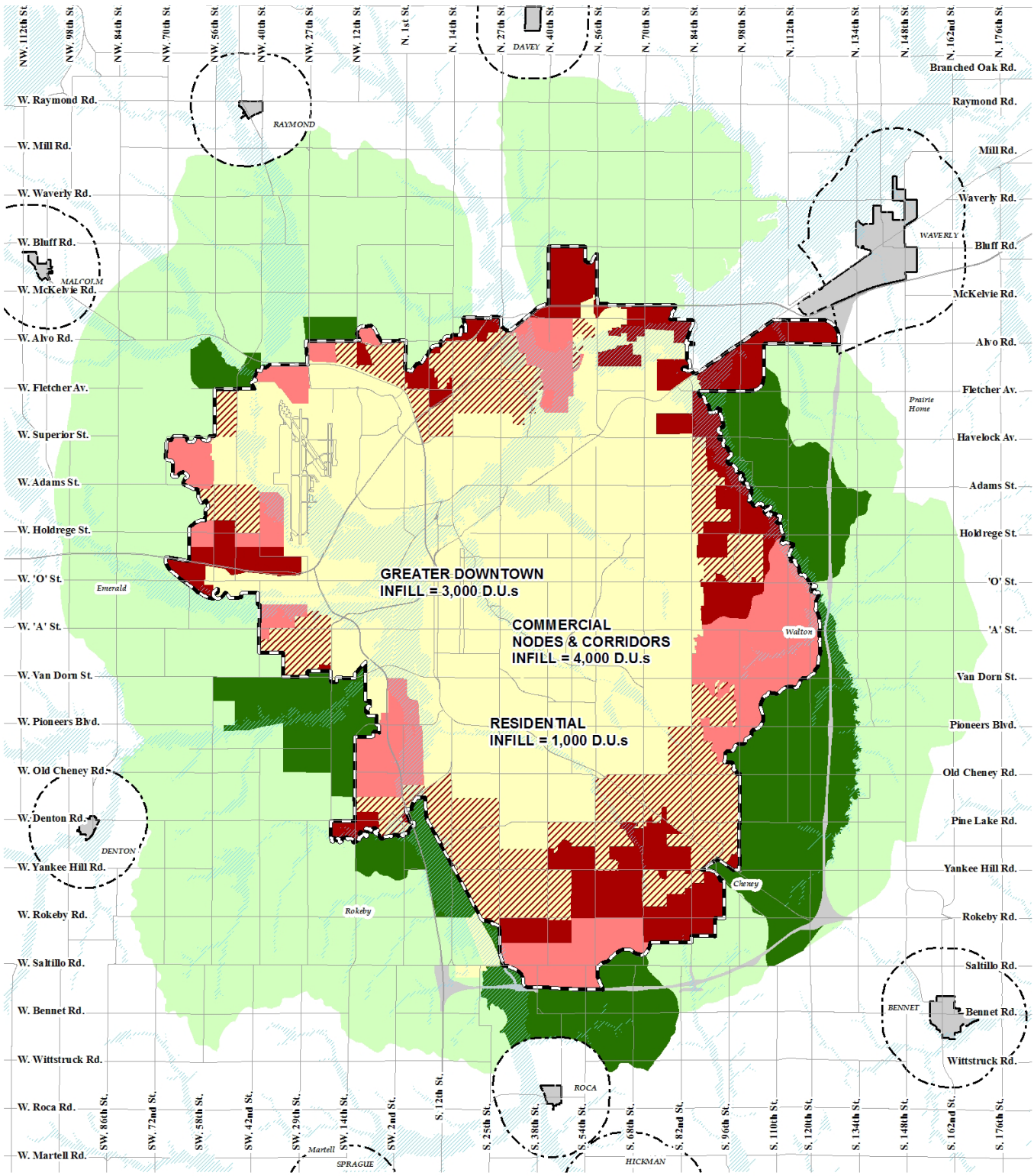
Subarea plans adopted as part of the Comprehensive Plan are discussed in the *"Plan Realization"* chapter.



Map 1.1: Lancaster County Future Land Use Plan



Map 1.2: Lincoln Area Future Land Use Plan



Map 1.3: Growth Tiers with Priority Areas

LPlan 2040 Elements

LPlan 2040 for Lincoln and Lancaster County evaluates many different planning factors. These factors have been divided into chapters, summarized in the remainder of this chapter.

The Community

Introduces the reader to the community of Lincoln and Lancaster County: its history, place in the larger region, people, employment, and general urban and rural form. This chapter includes discussions on changing demographics, their possible effect on future development and the need for regional planning within the greater southeast Nebraska area.

Environmental Resources

Includes an outline of the guiding principles for environmental resources, a discussion of environmental resource features and a long range planning and implementation approach with associated strategies, entitled "The Greenprint Challenge."

Placemaking

Describes principles and strategies intended to preserve and enhance the community's unique character—its sense of place—through preservation of cultural and historic resources and focused attention to the quality of public and private development through urban design.

Business & Economy

Lays out the Plan's strategy for economic development and additional commercial and industrial activities. Different types of commercial and industrial centers are described in this chapter.

Mixed Use Redevelopment

Develops the strategy for mixed use redevelopment that strives for compatibility with surroundings while accomplishing various principles of the Plan.

Mixed use redevelopment focuses primarily on the Greater Downtown area and nodes and corridors identified elsewhere in the city for redevelopment.

Neighborhoods & Housing

Discusses the desired pattern of development in existing and developing neighborhoods and rural areas and describes strategies for meeting future housing demand.

Community Facilities

Reviews the projected status of community facilities such as libraries, fire services, law enforcement, health care, schools and public buildings and proposes a series of principles and strategies to meet the community's future health, safety and educational needs.

Parks, Recreation & Open Space

Describes principles and strategies for acquiring and managing parks, recreation and activity centers, open space, greenways, and other recreational facilities in the community.

Transportation

Examines multiple modes of travel and lays out the transportation vision to 2040 based on future land uses. This chapter is related to and consistent with the Lincoln Metropolitan Planning Organization's (MPO's) 2040 Long Range Transportation Plan, or LRTP.

Energy & Utilities

Examines energy and individual utilities including water, wastewater, watershed management, solid waste, electric services, information technology, and natural gas service.

Plan Realization

Explores the means for bringing about the Vision described throughout this Plan and ways to ensure that the community continues to view the Vision and the Plan as remaining current and pertinent.

Uses near the interchange of Highway 2 and Highway 43 (the Bennet exit) should be limited to commercial immediately surrounding the interchange that generally supports the agricultural community and those traveling through the area. The remainder of the designated area should be reserved for a potential large industrial employer which may desire to locate in a rural area with limited services and would be compatible with the surrounding rural residential area.

Strategies for Lancaster County, Outside of Lincoln

- Locate all new commercial and industrial development within Lincoln or the incorporated communities.
- Continue the County's support for road improvements that accommodate commercial and other development within the towns.
- Continue to encourage and permit accessory home businesses, and locate businesses within the commercial areas of incorporated towns as they expand beyond the definition of home occupation.
- Continue efforts to preserve the viability of the county's agriculture industry through zoning, easements, and other means.

Commercial and Industrial Development

The City and County have experienced significant increases in commercial and industrial development over the last several decades. Numerous new shopping centers, office complexes, and industrial facilities have been built – representing valuable economic resources for the community.

Lincoln remains the County's dominant home to both the commercial and industrial sectors of the local economy. Virtually all of the recent growth in commercial space – that is, retail, office, and service uses – has occurred within the city limits of Lincoln. Most manufacturing expansion has also taken place in Lincoln with a few industries locating in the City of Waverly. This clustering of commercial and industrial activity in the City of Lincoln has been completed in accordance with the goals of previous comprehensive plans.

Commercial and Industrial Development Strategies

- It is the policy that Commercial and Industrial Centers in Lancaster County be located:

  - Within the City of Lincoln or incorporated villages.
  - Outside of saline wetlands, signature habitat areas, native prairie and floodplain areas (except for areas of existing commercial and industrial zoning).
  - Where urban services and infrastructure are available or planned for in the near term.
  - In sites supported by adequate road capacity — commercial development should be linked to the implementation of the transportation plan.
  - In areas compatible with existing or planned residential uses.
  - In existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and to more efficiently utilize existing infrastructure.
  - In areas accessible by various modes of transportation (i.e. automobile, bicycle, transit, and pedestrian).
  - So that they enhance entryways or public way corridors, when developing adjacent to these corridors.
  - In a manner that supports the creation and maintenance of green space as indicated in

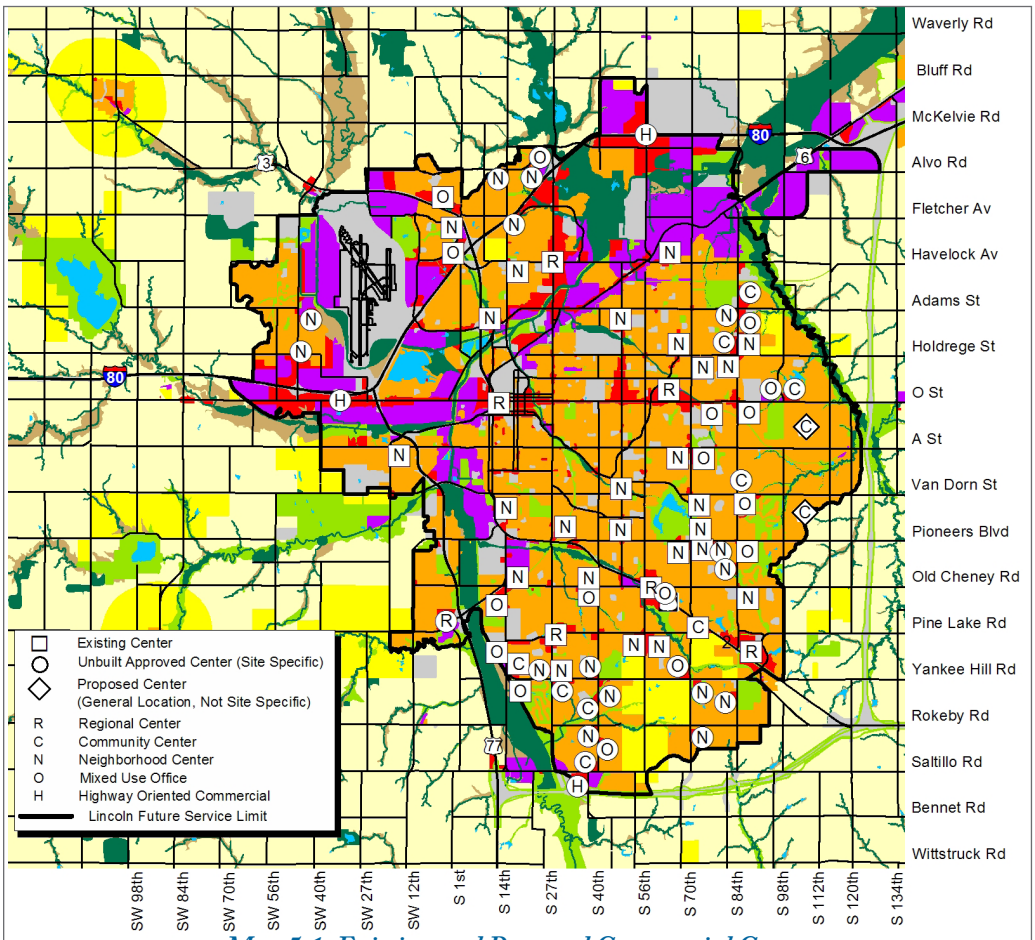
the environmental resources section of this Plan.

- Encourage public-private partnerships, strategic alliances, and collaborative efforts as a means to accomplish future economic objectives.
  - Explore additional opportunities for streamlining the permitting process.

Commercial Centers

Based on the projected population growth rates, the Plan identifies the potential for 58.6 million square feet of occupied retail, office, and service uses by 2040. A substantial portion of this future commercial capacity will be accommodated on sites already zoned or approved for commercial development or that have been identified in the Plan for future commercial land use.

"Commercial Centers" are defined as areas containing a mix of retail, office, service, and residential uses, with some light manufacturing and warehousing in selected circumstances. Other land uses such as child care centers, assisted living facilities, and recreational facilities should be integrated within the development. They can include shopping centers or districts (such as neighborhood centers, large scale retail malls, strip centers, and traditional store-front retail settings), residential mixed use centers, office parks, business parks, stand-alone corporate office campuses, research and technology parks, and Downtown Lincoln. Commercial Centers are distinguished from Industrial Centers by their dominance of commercial uses over industrial uses, and in the types of industrial uses located in them — that is, the uses are less intrusive in terms of lighting, noise, odors, truck and vehicular traffic, and pollutants. Where properly sited, light manufacturing uses may be a part of larger Commercial Centers, except for Neighborhood Centers.



Map 5.1: Existing and Proposed Commercial Centers

The Commercial Centers concept gives recognition to the evolving role of commercial and industrial uses in the life of cities. Commercial Centers encompass a broad range of land uses and are intended to encourage the mixing and integration of compatible land use types. Residential mixed use is encouraged in some commercial areas; especially for Regional, Community, Neighborhood, and Mixed Use Office Centers. Transitional uses (such as offices or commercial uses) should develop between Moderate to Heavy Industrial Centers and residential uses. In redeveloping areas, smaller setbacks between commercial

be established only after further consideration of site characteristics, buffering and appropriate zoning.

Light Industrial Centers (LI)

Size

Light Industrial Centers should be a minimum of 50 acres in size, with larger planned centers preferred.

Description

Light Industrial Centers are primarily for lighter manufacturing uses with some additional office and retail uses located within the center, such as the Chamber Industrial Park at S. 14th Street & Old Cheney Road.

Spacing

Light Industrial Centers should generally be distributed throughout the community. Particularly, new Light Industrial Centers should be located in new growth areas of the city.

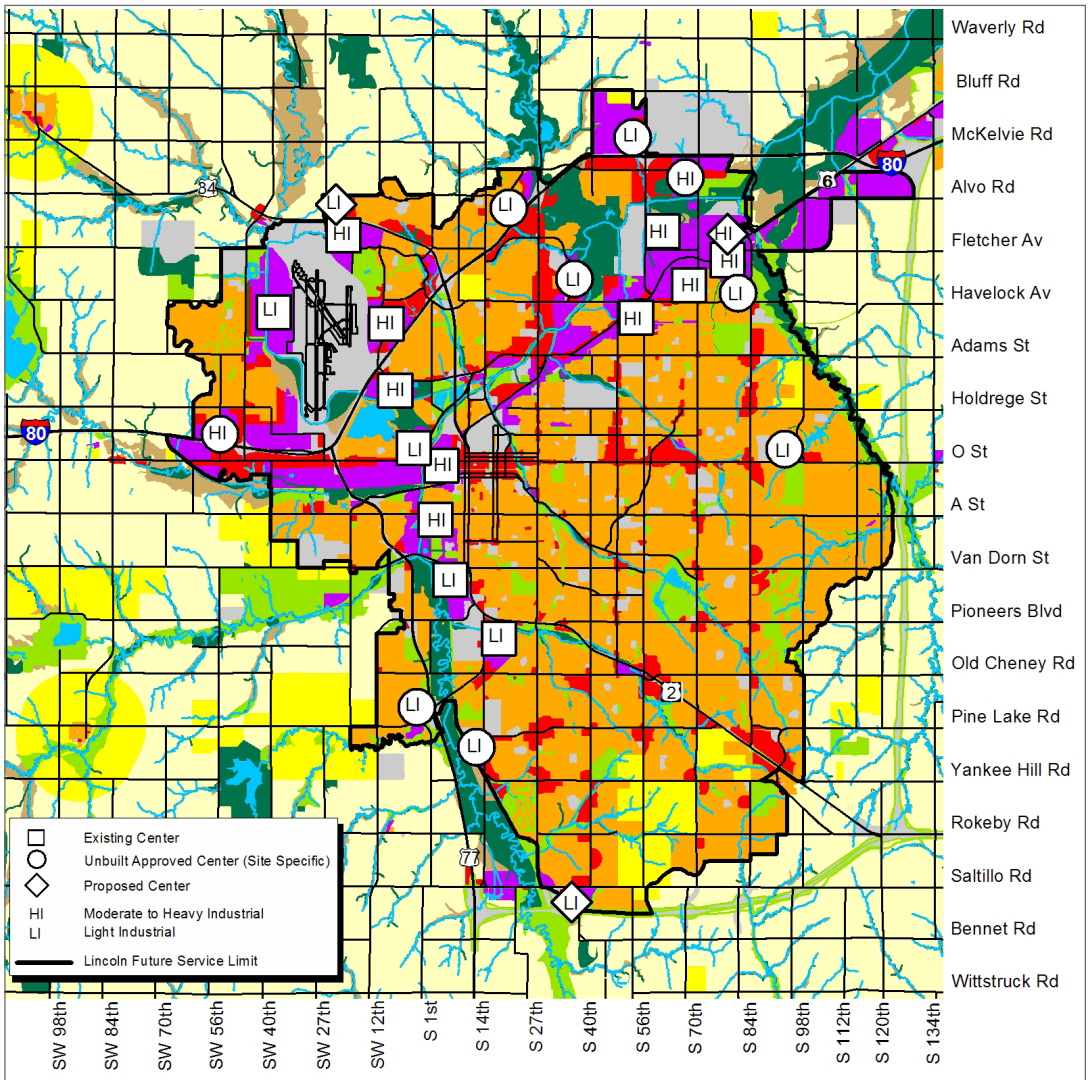
Criteria

Light Industrial Centers can be located more closely to residential uses than Moderate to Heavy Industrial Centers, though residential uses should be buffered through landscaping, large setbacks and transitional uses, such as office or open space. In redeveloping areas, smaller setbacks may be acceptable due to the existing conditions, as long as existing industrial zoning does not get closer to existing residences.

Hazardous Materials

There are considerations for industrial uses in regard to the potential impact on adjacent property. In 2005, a Joint Committee of the Board of Health and Planning Commission began to meet regularly to discuss issues of common interest; including industrial land uses that use and store hazardous materials. The Joint Committee developed reports called *"Use and Storage of Hazardous Materials" and "Pipelines Carrying Hazardous Materials."*

LPlan 2040 foresees the demand for nearly 1,400 acres of additional industrial property over the planning period.



Map 5.2: Existing and Proposed Industrial Centers

Public Health & Safety Measures

Industrial zoning districts should be primarily for industrial uses.

Risk Reduction: In areas where industrial and residential uses are already close, efforts should focus on changes in the quantity and type of hazardous materials used and on increasing the distance between where hazardous materials are stored and residential districts.

Notification: Persons living in close proximity to businesses with hazardous materials should be notified of the hazards.

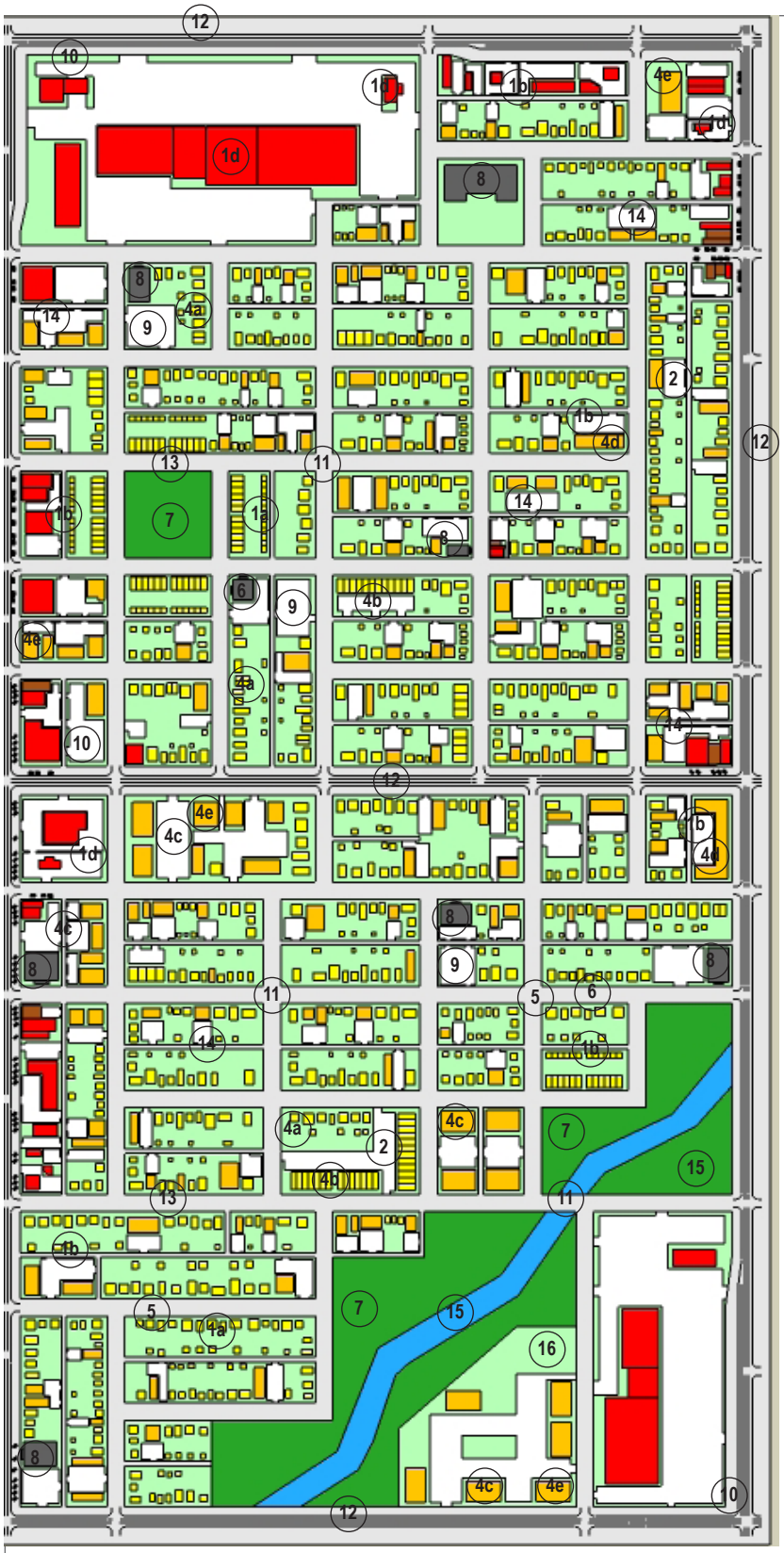
Emergency Planning: Businesses and government agencies should continue to work together on developing and updating Emergency Management Plans for dealing with accidents and emergencies.

Joint Planning: Joint planning and health efforts should continue between the Board of Health and Planning Commission. The specific objectives and recommendations already developed should be further reviewed and implemented.

Potential Large Employer Opportunity Areas

The Plan designates some sites outside the 2040 Future Service Limit as "Large Employer Opportunity Areas," which are displayed on *"Map 1.2: Lincoln Area Future Land Use Plan"*. The purpose of these sites is to provide a "second tier" of potential sites for large "primary" employers to consider, if for some reason potential sites within the Future Service Limit are unsuitable. These second tier sites currently have limited infrastructure, however, some employers may find them desirable due to their large size, highway and/or rail accessibility, and remoteness from residential areas. All economic development efforts should focus on land within the future service limit, which are the most viable sites, however, these Opportunity Areas can potentially provide a secondary option if needed for a large primary employer.

Initially, not all of the Opportunity Areas are viable locations, since many are remote from the city limits and infrastructure. A selected site would develop only if annexed by the City after a careful evaluation of infrastructure costs and implications.



6. Encourage historic preservation and the rehabilitation and maintenance of buildings.
7. Maintain small parks and open space within walking distance of all residences.
8. Support retention of public and semi-public uses (elementary schools, churches) as centers of neighborhoods.
9. Encourage shared parking whenever possible — permit minor incursions of accessory parking for public/semi-public uses into neighborhoods if properly screened.
10. Integrate transit stops into commercial center, near arterial.
11. Maintain existing pattern of streets for connectivity.
12. Maintain arterial streets that are compatible with the existing neighborhood character with two through lanes and a center turn lane where applicable.
13. Utilize streets for commercial and residential parking.
14. Encourage alley access and shared driveways to parking areas in order to reduce interruptions to pedestrian traffic, to preserve on street parking capacity, and to reduce automobile conflict points.
15. Support the preservation and restoration of natural resources.
16. Encourage additional density of apartment complexes and special needs housing on open adjacent land areas.

Note: This image is conceptual and does not depict a specific Lincoln neighborhood, but has been developed from examples from several neighborhoods throughout the city and elsewhere. The intent of the image is to provide examples of situations in older neighborhoods that illustrate a range of development outcomes.

Rural Areas

LPlan 2040 supports the preservation of land in the bulk of the County for agricultural and natural resource purposes. However, it recognizes that some parts of the County are in transition from predominantly agricultural uses to a mix that includes more residential uses. Balancing the demand for rural living and the practical challenge of integrating acreages with traditional land uses will continue.

New acreage development is not encouraged in the *"Map 1.3: Growth Tiers with Priority Areas"* for Lincoln's three-mile extra territorial jurisdiction (ETJ), except for areas already platted, zoned, or designated for low density residential development. Development in these tiers should only be permitted under the "build-through" model that has been established, and without use of Sanitary Improvement Districts (SIDs). For areas outside of the Lincoln three mile jurisdiction but inside a future Lincoln growth tier, the County should consider applying "build-through" standards, on a case-by-case basis, when a proposed development is in a location that is more likely than others to have city services extended in the foreseeable future. The build-through model includes provisions that are intended to facilitate a later transition to urban densities when city services are extended, including:

- A preliminary plan lot layout that accommodates first phase subdivisions on a portion of the land area with rural water and sewer systems, and shows how future urban infrastructure will be built through the land to permit further subdivision and annexation when appropriate.
- A development agreement that runs with the land and acknowledges that the acreage development is not entitled to extra buffering protection and that waives the right to protest the creation of lawful assessment districts for sewer, water and paving in the future.

The build-through model includes provisions that are intended to facilitate a later transition to urban densities when city services are extended.

All proposals for acreages, whether designated on the future land use map for low density residential or not, should be evaluated based on factors such as paved roads, adequate water quality and quantity, soil conditions for on-site wastewater management, availability of emergency services, agricultural productivity, land parcelization, the pattern of existing acreages, and plans for future urban development. Applications for acreage designation on the future land use map or rezoning to *AGR*, if planned for on-site wells, should be accompanied by information on water quality and quantity. If information becomes available that land already designated in the Plan for acreages is not suitable for acreage development, that designation should be reconsidered as part of the annual review. Areas not designated for acreages should remain agriculturally zoned and retain the current overall density of 32 dwellings per square mile (1 dwelling unit per 20 acres). However, consideration should be given to new ways that smaller lots within the County jurisdiction can be subdivided and sold, while still maintaining that overall density and maintaining good access management along the County's section line roads.

Grouping acreages together in specific areas will limit the areas of potential conflict between farms and acreages. It also may enable services to be provided more efficiently, by reducing the amount of paved routes, reducing the number and distance of school bus routes, and taking advantage of more effective rural water district service. Clustering lots in one portion of a development site, while preserving both farmland and environmental resources on the remainder, should continue to be encouraged in agriculturally-zoned areas. A considerable supply of acreage lots has been platted in recent years in this manner. The County

also should continue to pursue state enabling legislation to enable clustering lots by "transfer of development rights" between non-contiguous parcels of land. It is important to note that the value of this tool, by which property owners "buy" and transfer rights to develop additional lots, will be negated if the owners simply are "given" those additional lots through rezoning.

Private nonprofit land trusts are operating successfully to preserve farmland in other rural areas experiencing pressure for development. They accept donations, and in some cases have funds to pay in part for land to be conserved, including land that is cropped or pastured as well as land that is held for its natural value such as prairie, wetland, or woodland. The donations of these easements qualify as charitable deductions to federal income tax. Some other states protecting farming close to cities also have adopted tax credit programs to help encourage the donation of agricultural easements. City and county officials should encourage the expansion of an existing private trust or formation of a new one to encourage more of these donations.

Many families are not well-informed of all the implications of rural living before they make that lifestyle choice. This includes an understanding of the state's *"Right to Farm"* law, which protects farmers from nuisance claims when conducting normal agricultural practices, and an understanding of the difference between urban and rural public services (e.g. road maintenance, emergency medical, fire protection, and police). Objective information on the pros and cons of rural living should be provided to the public through continuing education efforts by the County's extension service, handouts available to county departments and local realtors, and potentially, documents filed of record with new platted lots for disclosure to prospective buyers.

Strategies for Rural Areas

- Continue to use GIS data and other sources, along with adopted county zoning criteria, to help determine which lands are most suitable for acreage development.
- Require applicants seeking plan designation or rezoning for acreages to provide information on water quality and quantity if planning to use on-site wells.

- Pursue state legislation to enable the County to establish a transfer of development rights program that helps encourage acreage development in more suitable locations while protecting environmental resources and prime farmland, while also respecting property rights by compensating owners who agree to the transfers.
- Encourage an existing private land trust or a new one to pursue the donation of agricultural easements on prime farmland in the county.
- Expand education for prospective home buyers on the implications of rural living.

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

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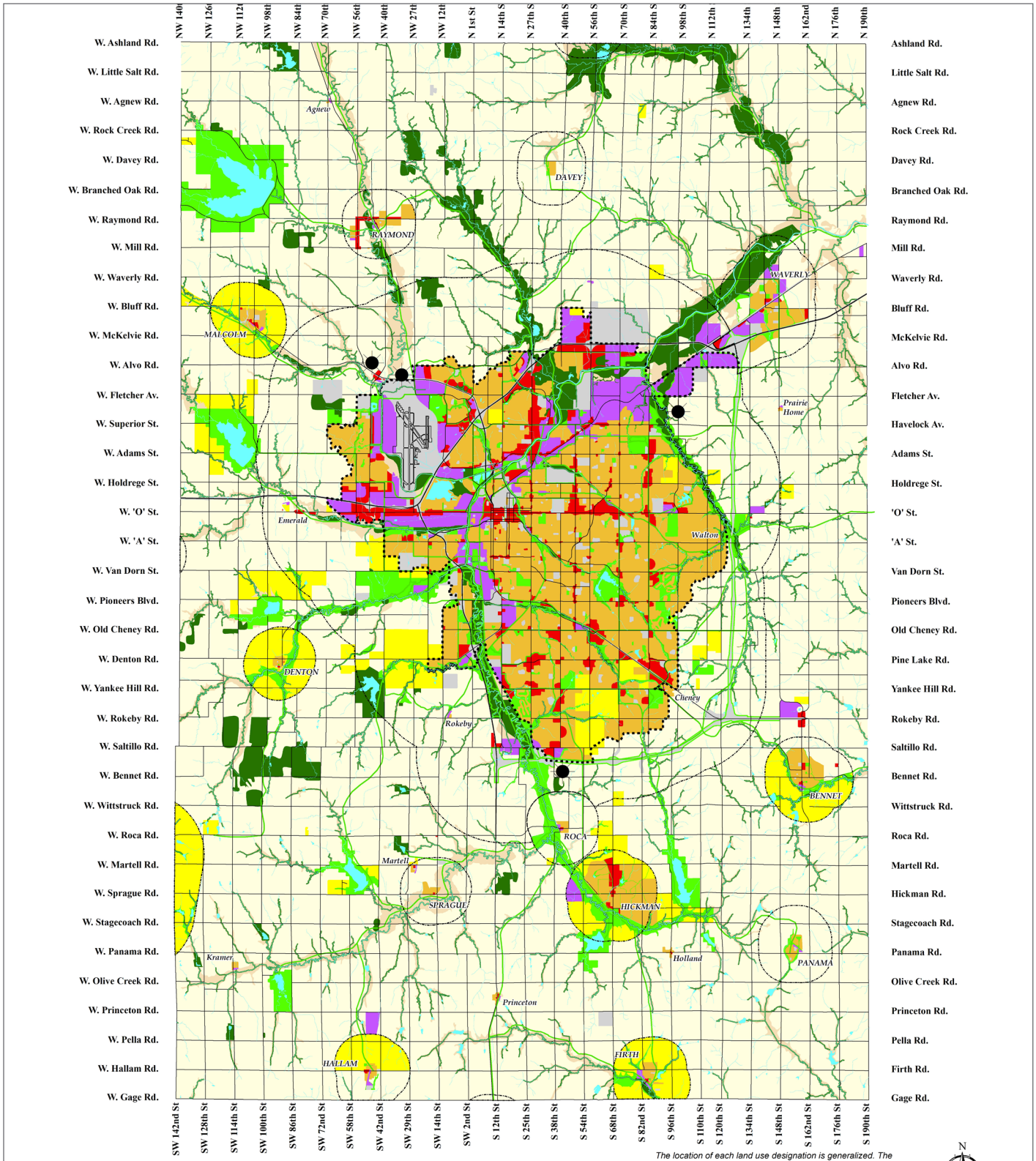
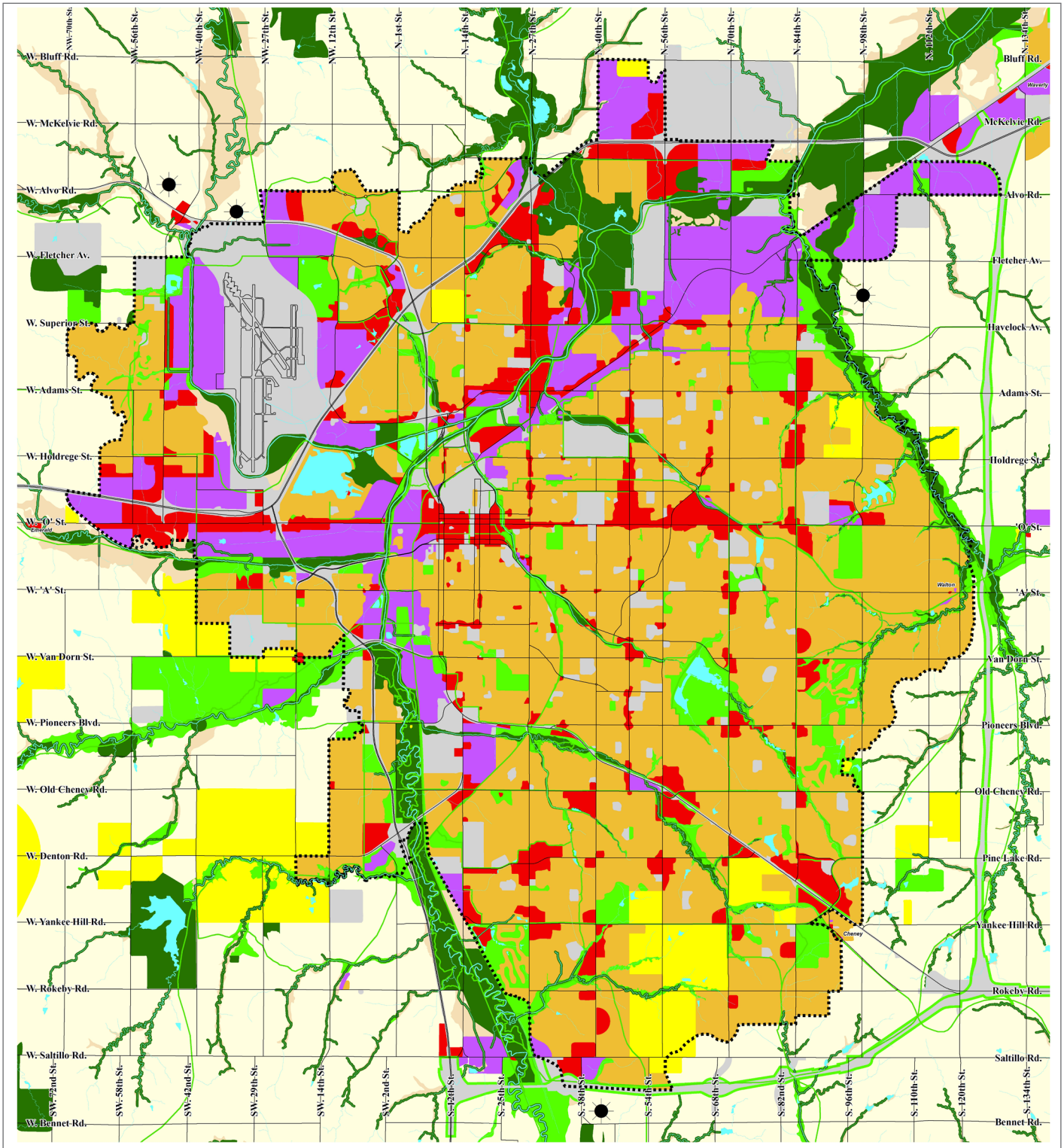


Map 12.1: Lancaster County Future Land Use Plan



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

L Plan 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.

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 develops 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 MPO's fiscally constrained Long Range Transportation Plan 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 MPO's Long Range Transportation Plan. 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.
- 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.

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

- 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

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. The Lincoln MPO's 2040 LRTP is a companion to the *"Transportation"* chapter in the 2040 Comprehensive Plan. By the year 2015, the community will need to begin the process to update the LRTP, and potentially the Comprehensive Plan to meet federal requirements.