The following principles are based on this Economic Opportunity statement and describe the desired end state:

- Existing businesses flourish and there are opportunities for new businesses within Lincoln and the incorporated communities. The Plan provides new employment locations and supports retention of existing businesses.
- Residential, commercial, and industrial development take place in the City of Lincoln and within incorporated towns. This ensures that there are convenient jobs and a healthy tax base to support the public safety, infrastructure and services within the communities. While location in the cities and towns of the county is a priority, unique site requirements of a business may necessitate consideration of other suitable and appropriate locations in the county.
- The community has adapted and thrives in an ever changing world economy. A strong information technology infrastructure exists to support business growth and the community's information demands. New technologies have led to new modes of living and working. A skilled workforce continues to adapt to economic and cultural changes.

✧ Environmental Stewardship

Clean air, clean water, parks and open space, mature trees, signature habitats, and prime and productive farmlands are valuable assets. Conservation areas, floodplains, green spaces, and parks define, and help create linkages between, neighborhoods and surrounding population centers. The Comprehensive Plan takes into consideration the effects of natural events and characteristics not only upon localized development, but also upon the community as a whole, upon private ownership issues, and upon recreational opportunities. The Plan thus commits Lincoln and Lancaster County to preserve unique and sensitive habitats and endorses creative integration of natural systems into developments.

The following principles are based on this Environmental Stewardship statement and describe the desired end state:

- Natural and environmentally sensitive areas are preserved and thrive. Wetlands, native prairies and stream (riparian) corridors are preserved to ensure the ecological health of the community.
- Other natural features, such as tree masses, in areas for future development, are integrated into new development to provide for green spaces within the built environment.

✧ Downtown Lincoln - the Heart of our Community

Downtown Lincoln is the heart of our community, a unique common ground for all Lincoln and Lancaster County residents. At the same time, Downtown Lincoln belongs to all residents of Nebraska because "downtown" is synonymous with the University of Nebraska, state government, and the State Capitol building. This state-wide ownership has strong economic implications, and for that reason, as well as the desire to maintain downtown as the "heart" of the community, the Comprehensive Plan will ensure that downtown remains a special place. The Plan will seek to preserve vistas and institutions of cultural importance, to reinforce the district as a center of entertainment, and to promote a rich diversity of activities and uses, including housing, education, government, offices and commerce.

The following principles are based on this Downtown Lincoln statement and describe the desired end state:

- Downtown Lincoln continues to serve as the heart of our community and is an asset for all Nebraska residents.
- Downtown Lincoln continues to serve its role as the central location for commerce, government, entertainment and the arts.
- Views to the State Capitol have been preserved, as they have in the past, as part of our community form.

Interaction between the Comprehensive Plan and the Citizens

Although the Comprehensive Plan is intended primarily to guide the physical development of our community, the results of such development are ultimately felt by individuals and their families. The planning process aspires to make this interaction between people and their physical landscape one in which all facets of our community can prosper, not only economically, but also intellectually, aesthetically, and spiritually. The Comprehensive Plan seeks to accommodate and encourage the participation of all citizens of the city and county in the making of public policies to implement the visions of the community. Comprehensive planning is a continuous process, requiring a continuing, equitable, and frequent interaction between the governments and their constituencies.

The following principles are based on this Interaction Between the Comprehensive Plan and the Citizen statement and describe the desired end state:

- The Comprehensive Plan continues to be updated regularly with extensive citizen participation.
- The Plan is a successful guide, shaping development, yet remaining responsive to changing conditions.

Sustainability

The Comprehensive Plan has long recognized the importance of building sustainable communities - communities that conserve and efficiently utilize our economic, social, and environmental resources so that the welfare of future generations is not sacrificed. This concept has grown in importance with increased understanding of the limits to energy supplies and community resources, the likelihood that energy costs will continue to increase in the future, and the climatic impacts of energy consumption. In a new century where these factors are likely to affect economic survival, we need to think about building communities that are resilient and adaptable to change. We should encourage economics that are sustainable, an attractive quality of life, and a healthy environment so that long-term benefits are derived for our community. Sustainability, as a part of the Community Vision, now requires added attention.

The community should be engaged in discussing how to more effectively approach this goal.

Specific topics for discussion could include:

- Creating stronger incentives to encourage more projects and neighborhoods that incorporate best practices for mixing uses and reducing vehicle trips.
- Building a stronger relationship between city and rural communities and more security of our food supplies by encouraging more "local food."
- Encouraging reduced energy consumption in new building construction and in retrofitting existing buildings.
- Encouraging more re-use, recycling, and conservation of natural resources, such as water, and other natural and man-made materials.
- Attracting new and expanding industries that serve the emerging market for more sustainable products and services.
- Modify existing policies and regulations that act as barriers to furthering sustainable principles.

Guiding Principles for Community Form

In addition to the principles from the Vision Statement, there are further divisions of the principles into statements that are more specific to the rural and urban environments. The following core principles for the development of the rural and urban environment are further expanded upon within the various sections of the plan.

The Rural Environment

✧ Acknowledge the fundamental "Right to Farm." Preserve areas throughout the county for agricultural production by designating areas for rural residential development — thus limiting

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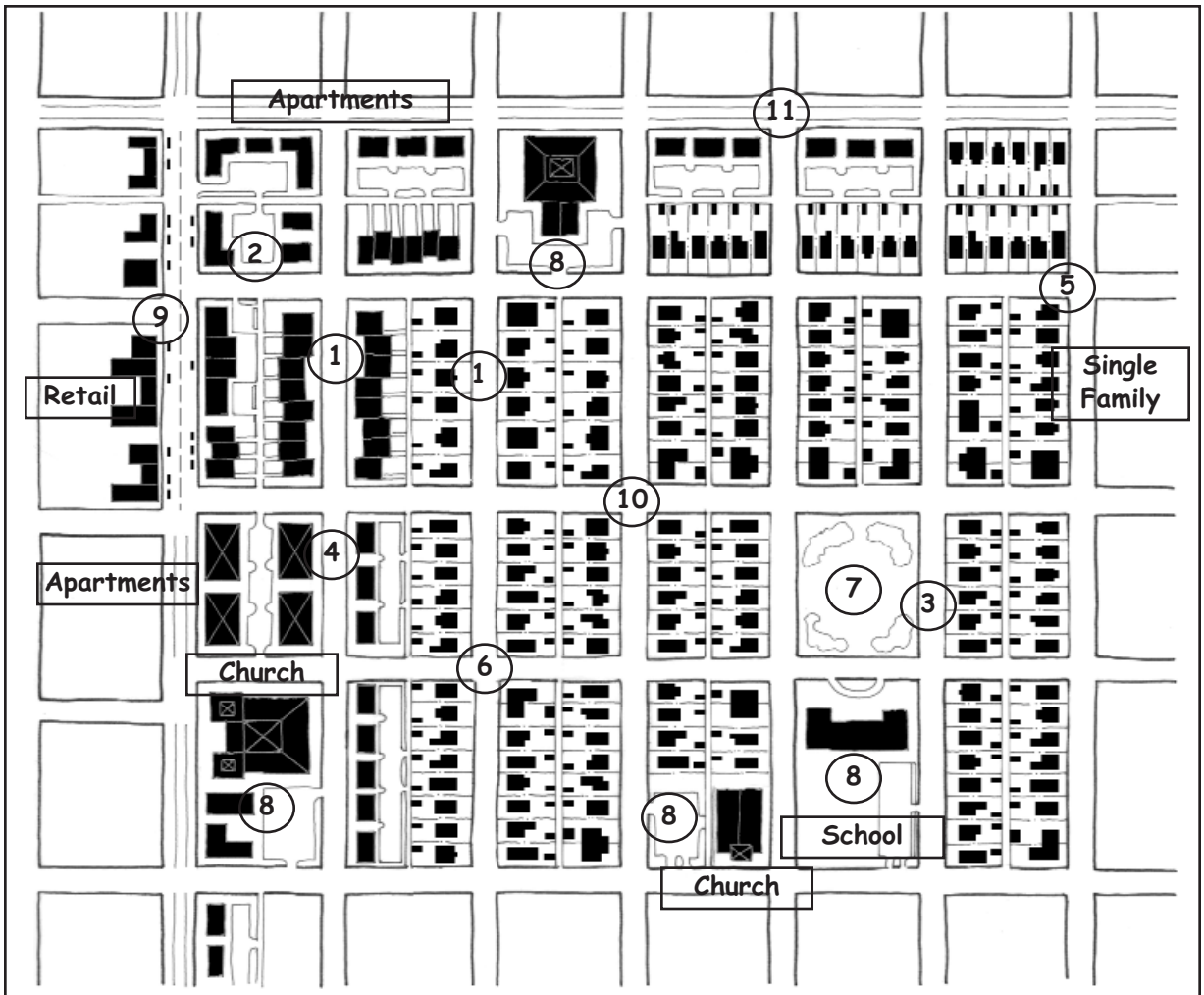

Existing Neighborhood Image

Guiding Principles for Rural Areas

- The Comprehensive Plan supports the preservation of land in the bulk of the county for agricultural and natural resource purposes. But it recognizes that some part of the County are in transition from predominantly agricultural uses to a mix which includes more residential uses. Balancing the strong consumer demand for country style living and the practical challenge of integrating acreages with traditional land uses will continue. Land in the county should be managed so that the historic segment of six percent of the county's population can continue to choose an acreage lifestyle, while minimizing conflicts between land uses. Rural development policies should be written plainly and followed consistently, to provide landowners and developers with clear expectations about their development options.

- Future challenges may arise when a growing city or town needs to annex rural acreage areas, such as; acreage infrastructure systems that are not compatible with urban standards, the potential change in the lifestyle of rural acreage owners, financial implications of higher property taxes, and impact on acreage parents and children when the annexation leads to a change in school districts.

✧ Residential, commercial and industrial growth should be directed to the incorporated municipalities of the county, and the areas beyond city and town boundaries in their extra-territorial jurisdiction should be preserved for future urban growth by designating them for agricultural use. However, each town should determine if and how much acreage development should be permitted within their jurisdiction. Some towns have established plans to permit acreages within some or all of their jurisdiction, and these are reflected on the future land use map for the county.

✧ New acreage development generally is not encouraged in the Urban Growth Tiers for Lincoln's three-mile extra territorial jurisdiction, 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). This 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 waives the right to protest the creation of lawful assessment districts for sewer, water and paving in the future.

✧ All proposals for acreages on land not already designated on the future land use map for acreages should be evaluated based on factors such as water quality and quantity, soil conditions, roads, availability of emergency services, agricultural productivity, land parcelization, 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 accompanies by information on water quality and quantity. If information becomes available thatn 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)

✧ 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 resourceson the remainder, should continue to be encouraged in agricultural-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. This would enable rural area developers to purchase the rights to develop more home sites on more suitable land from owners of less suitable land who wish to preserve their land for farming and open space. This transfer of rights could occur within short distances or from one portion of the county to another, such as from the northeast to the southeast part of the county, where rural water districts are established, more roads are paved, and towns are closer by. It is important, however, 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 in other rural areas seeing pressure for development to preserve farmland. 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 as prairie or wetland or forest. The donation of these easements qualify as charitable deductions to federal income tax. Other states which are very interested in protecting farming close in 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.

- City and county officials should continue to look at ways to contain public costs and coordinate public resource allocation, especially in the area of road construction. A variety of management techniques could be used, including the shared engineering and funding of road projects that aid urban expansion.

- Many families are not well-informed of all the implications of country 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, a comparison of public services (e.g.road maintenance, emergency medical, fire protection, and police) in urban versus rural areas. Objective information on the pros and cons of "country living" should be provided to the public through continuing educational efforts by the County's extension service, handouts available to county departments and local realtors, and possibly, documents filed of record with new platted lots for disclosure to prospective buyers.

Strategies for New & Existing Urban Neighborhoods

The key to both new and existing urban neighborhoods is diversity. For new neighborhoods, it is having a greater mix of housing types and land uses. New neighborhoods should have a variety of housing types and sizes, plus commercial and employment opportunities. Developing a pedestrian orientation of buildings and streets is also a priority for new areas.

For existing neighborhoods, the diversity is often already in place, but efforts must focus on maintaining this balance and variety. The diversity of architecture, housing types and sizes are central to what makes older neighborhoods great places to live. New construction should continue the architectural variety, but in a manner that is sympathetic with the existing neighborhoods. Infill development also needs to respect the street pattern, block sizes and development standards of the area, such as having parking at the rear and front porches, windows and doors on the front street side. The diversity of land uses,

including commercial and congregate living facilities are important to the diversity of any area, provided they fit within the character of the block and neighborhood.

- Single family homes, in particular, add opportunities for owner-occupants in older neighborhoods and should be preserved. The rich stock of existing, smaller homes found throughout established areas, provides an essential opportunity for many first-time home buyers.
- Plan for sufficient and varied choices for the location of elderly housing. Encourage elderly housing to locate in areas designated for mixed-uses where the elderly housing would serve as a transitional use to less intensive residential development.
- There are notable differences between elderly housing and traditional multiple-family residential developments. Typically, elderly housing will have fewer occupants per unit and will generate less traffic than housing built for the general marketplace. Thus, a location that is deemed appropriate for elderly housing may not be deemed appropriate for other types of higher-density housing such as multiple-family or town homes.
- Evaluate the provisions for accessory dwelling units in residential areas.
- Revise standards to ensure that residential and commercial development more efficiently provide night time lighting, minimizing glare and without intruding on adjacent uses or casting significant lighting skyward.
- Encourage public/private partnerships with housing entities including Lincoln Housing Authority, Nebraska Housing Resource, and Neighborworks.
- The congregate living facility codes and regulations were recently updated in order to continue to provide housing opportunities for residents with special needs throughout the city that are compatible with residential neighborhoods. Congregate facilities should be designed and located to enhance the surrounding neighborhood. Reasonable spacing, design, and operational requirements were established for all congregate facilities to preserve the neighborhood character while providing for those with special needs.
- Support policies that encourage affordable housing in all areas. Look at options such as incentives to encourage housing or a program to allow density to be transferable between properties.

Strategies for New Residential Areas

- Structure incentives to encourage more efficient residential and commercial development to make greater utilization of the community's infrastructure. Incentives may include financial, process and/or regulatory conditions.
- Revise pertinent codes and regulations in order to remove impediments to achieving mixed-use residential and commercial development.
- Develop standards for residential, commercial and industrial development along entryway corridors into Lincoln.
- Develop new design standards that encourage density, optimize infrastructure costs, and help lower the overall cost of property development.
- Provide for an adequate supply of affordable land, and timely infrastructure improvements.
- Revise the regulations or procedures to provide notice to potential buyers about the location of pipelines and hazardous chemical use & storage as well strongly encourage adequate spacing be provided from pipelines and areas where hazardous chemicals could be used and stored.

Strategies for Existing Residential Areas

- Implement the housing and neighborhood strategies as embodied in the City of Lincoln Consolidated and Annual Action Plans and subsequent housing and neighborhood plans. These plans provide the core for affordable housing and neighborhood preservation actions for public and private agencies.
- In existing neighborhoods, retain existing predominately single family blocks in order to maintain the mix of housing types. The current mix within each neighborhood provides ample housing choices. Because existing neighborhoods have significantly greater populations and residential densities than other areas of the community, intensification will be detrimental to the neighborhoods and exceed infrastructure capacities. Codes, zoning and regulations that encourage changes in the current balance of housing types, should be revised to retain the existing character of the neighborhoods and to encourage maintenance of established older neighborhoods, not their extensive conversion to more intensive uses.
- Encourage a variety of housing types in the Downtown and Antelope Valley area.
- Develop and promote building codes and regulations with incentives for the rehabilitation of existing buildings in

order to make it easier to restore and reuse older buildings. Encourage deconversion of single family structures in multi-family use to single family use.

- Modify design standards and code requirements that impede affordable housing development, while remaining consistent with the character of the existing neighborhood.
- Structure incentives to preserve the existing housing stock.

Strategies for Rural Areas

- Continue to reflect adopted town plans on the future land use map for the county.
- 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, if planning to use on-site wells, to provide information on water quality and quantity.
- Consider all proposals for new acreage developments in undesignated areas at one time, annually, as part of the Comprehensive Plan.
- Pursue state legislation to enable the County to establish a transfer of development rights program that helps encourage acreage development in more suitable locations.
- 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 country living.

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The following watershed studies are adopted in order to provide guidance to watershed management activities within the basin.

- Stevens Creek Watershed Study and Flood Management Plan, 1998 (for rural watershed).
- Beal Slough Stormwater Master Plan, May 2000.
- Southeast Upper Salt Creek Watershed Master Plan, 2003.
- Stevens Creek Watershed Master Plan, 2005.
- Cardwell Branch Watershed Master Plan, 2007.
- Deadmans Run Watershed Master Plan, 2007
- Little Salt Creek Watershed Master Plan, 2009

Solid Waste

Solid Waste Management

The Bluff Road Sanitary Landfill is projected to be at capacity near the year 2030 based on current generation rates and the projected population growth rate of 1.5 percent per year. Planning for expansion of the Bluff Road Landfill on City owned property just east of the existing site is anticipated. The City policy of public ownership, operation and financing of integrated solid waste management services is anticipated to continue during the planning period. This additional landfill area has not been permitted by the State of Nebraska Department of Environmental Quality.

The North 48th Street construction and demolition landfill is estimated to be at capacity in the year 2021 based on current generation rates and projected rates of growth. Thus, a new facility for handling construction and demolition debris will need to be sited during the planning period, starting in 2014. During the planning period the North 48th Street construction and demolition landfill and the old solid waste landfill closure shall be completed and may be returned to public use. The N. 48th Street transfer station and recycling areas are scheduled to remain.

Additional multi-material recycling sites will be required in each new development area to provide for convenient use by residents in growth areas. The growth of population in the County will also require additional recycling sites in villages in the County. Southwest Lancaster County would have the higher priority for new sites.

Other methods for the collection of recyclables, such as expansion of a curbside pick-up program to a city and county-wide basis may become economically feasible during the planning period and will continue to be evaluated on a periodic basis throughout the planning period.

Development, maintenance and ultimate closure of the Bluff Road Landfill, as well as daily operations, are funded by a fee collected for disposal of wastes in the landfill. Other solid waste management programs, such as recycling drop off program, composting, transfer station, construction and demolition debris landfill, closure of the old 48th Street landfill, household hazardous waste collections and the special waste permitting program are funded by a combination of user fees and an occupation tax assessed to refuse haulers collecting refuse in the city or in the county and utilizing the Bluff Road Landfill for disposal. These forms of financing for solid waste management are anticipated to continue during the planning period.

Strategies

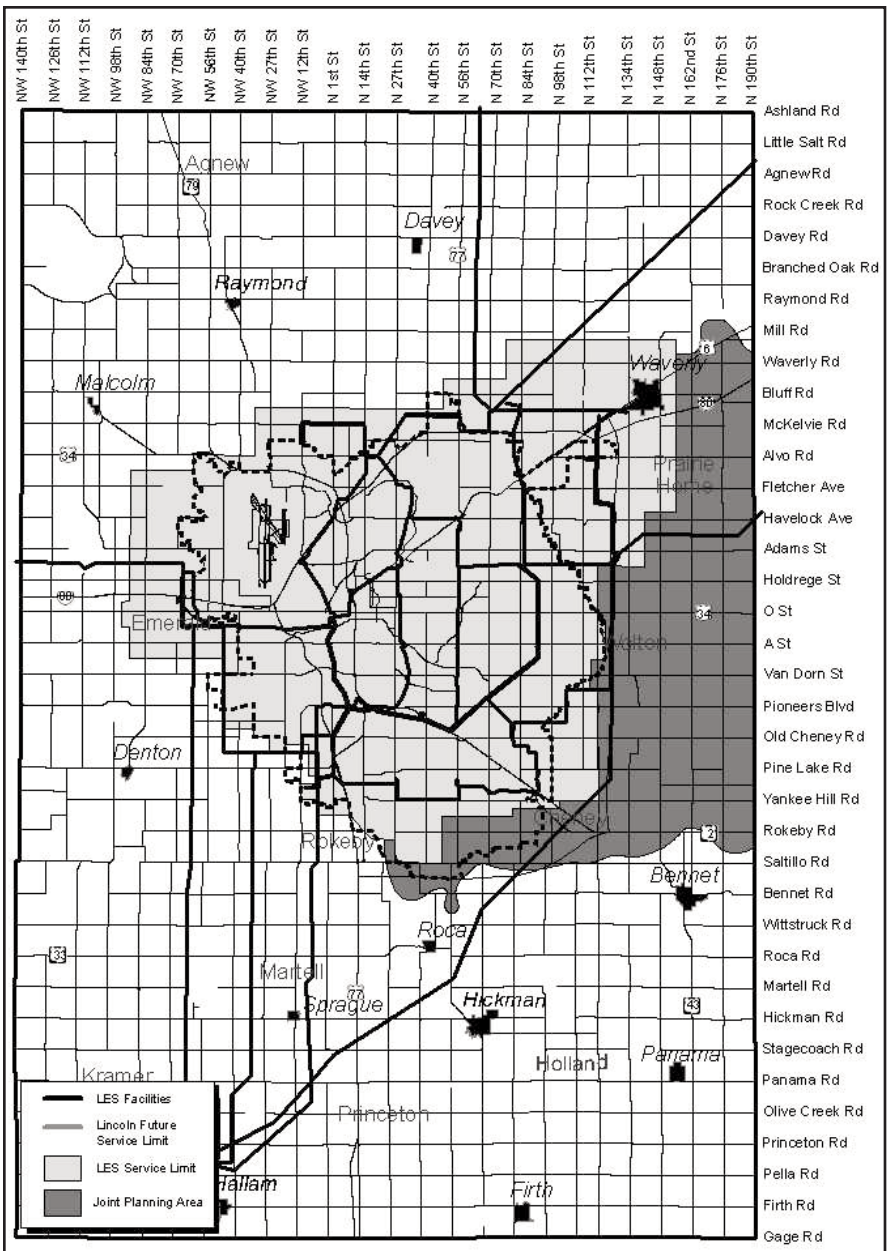
- Develop standards for future commercial and industrial development to ensure proper space for separation and handling of recyclables and solid waste. Investigate amending zoning ordinances to encourage new commercial developments to provide space for recycling drop-off facilities.
- Discourage future urban acreage developments in the area around the Bluff Road landfill and LES power generating operations, which are located between N. 56th and N. 84th Streets. Acreage development could impact the current and future landfill and LES operations.
- Coordinate development proposals with the Lincoln-Lancaster County Health Department, Environmental Health Division.
- Create a county-wide integrated, efficient, environmentally safe and conservation-oriented recycling and waste management system. Promote and support markets for waste materials and recycled products.

Electric Service

In January 2001, Norris Public Power District (Norris) and Lincoln Electric System (LES) formalized a Joint Planning and Service Area Adjustment Agreement which both utilities support as a way to more efficiently serve their customers and to allow for the expansion of Lincoln and the LES service area.

The Norris/ LES Agreement established a "Joint Use Area" which is primarily east and southeast of Lincoln. LES will provide all of the power, but both LES and Norris will own facilities in the area. The proposed growth areas will entail some additional joint efforts, but basically would still be covered under the Norris/LES Agreement. LES and Norris may amend this joint area in the future, without needing to amend this figure in the Plan.

By the year 2030, the LES peak load is projected to increase by about 470 megawatts (MW) to a peak load of 1235 MW. LES will need to build new 115 kilovolt (kV) lines in growth areas in order to serve the new development. In addition, LES will need to build several new substation sites to serve these new growth areas.



Joint LES/Norris Agreement Area

Strategies

- As LES plans new transmission line routes, it will continue its policy of examining multiple options and conducting public forums on proposed routes in order to minimize the impact of new lines on residential and agricultural uses as much as feasible.
- Continue, and amend as necessary, the Norris/LES Agreement which provides for cooperative planning and utility service in Lincoln and Lancaster County.
- Within the City of Lincoln, wherever feasible and affordable, implement a phased program to relocate overhead utility lines underground.
- Continue to encourage energy conservation practices with the development of the City and County.

Wind Energy

Lincoln Electric System currently operates two wind turbines in the county. LES is encouraged to take advantage of available federal and state incentives to pursue the

Community Facilities

This section reviews the projected status of community facilities during the planning period. This includes the Lincoln City Libraries, public safety (fire services and law enforcement), medical health care, and public buildings and facilities.

Guiding Principles

- Public buildings and structures should be well built, functional, and designed to blend attractively within the context of surrounding development or to serve as a guide for future development or redevelopment.
- Public art is an important means by which the community can strengthen a sense of place and promote a positive image.
- Libraries are important centers of activity and education, and should grow along with the community while keeping their center in downtown.
- As the community grows, law enforcement and fire services must be able to respond to changing needs in order to provide public safety services.
- Future public buildings should be designed, built, and maintained to ensure good indoor air quality to help protect the public's health.

Strategies

- The Urban Design Committee should serve as an advisory board on the design of city buildings and other public projects, major public/private developments, and any private projects constructed on city right of way or other city property.
- Part of the conceptualization and design of any major public construction should be an investigation of the possibility for inclusion of public art.
- The main branch of the library should remain in the downtown area.
- Lincoln Fire Department should continue to identify needed fire facilities that will allow them to maintain a response time of 3.5 minutes or less to any area of the city.
- The location of public buildings should support the policies of the Comprehensive Plan
- The City's government center must remain Downtown. All efforts should be made to locate local, state, and federal offices Downtown when expansions and relocations are considered.
- The current adult corrections facility must be addressed in the near term.

Urban Design

City government uses the volunteer advisory services of an Urban Design Committee (UDC). This is a group of design professionals and interested citizens appointed by the Mayor with the approval of the City Council. The Committee is charged with advising the Mayor, City Council, Planning Commission, city boards, and city departments on the design of city buildings and other public projects, major public/private developments, and any private projects constructed on city right of way or other city property. The Committee's intent is to make sure that new public facilities are exemplary – that they provide functional and aesthetically pleasing facilities for the public, and model good design for the private sector.

The Committee also works to publicize and reward good design, private as well as public, through an annual awards program.

The benefits of this free advice would be strengthened by including all public projects under UDC review, just as the Environs Commission reviews projects of all local and state governmental units. LES has brought projects to UDC, and Lincoln Public Schools has used the committee's input on siting communication towers. But the Public Building Commission, which provides facilities for City and County government, does not currently benefit by UDC review, although it is the major developer of local government buildings. Lancaster County, the Railroad Safety Transportation District, the Airport Authority, and other units of local government could all utilize this experienced volunteer board.

Public Art

Cities can strengthen their sense of place and positive image through promotion of artworks in public places. The Lincoln Arts Council demonstrated the power of public art through its invigorating "Tour de Lincoln" project and is promoting a downtown "art corridor" on 12th Street. The Arts Council may expand its activities in the future to assist with public art plans for downtown, Antelope Valley, and the city's key entryways.

Lincoln would improve the design of its public buildings and facilities, and expand its inventory of public artworks, by an early integration of the efforts of artists with architects and engineers on future projects. Cities like Seattle and Phoenix are more interesting places, with a stronger sense of local pride and identity, as a result of their efforts to integrate art in the design of many public construction projects. In the past, most public facilities in Lincoln were designed without opportunities for artistic expression, or with art added only as an afterthought. Local government should include artists on the design teams for major construction projects from the conceptual stage, and budget to incorporate artistic expression. The Antelope Valley Redevelopment Plan has accomplished this by including the integration of public art as an important component in the planning and design of public structures in the project area.

Lincoln City Libraries

As the Lincoln City Libraries plan the delivery of information services to the community, it is guided by three principles. First is the mission which has been established for the library system. Second – given that information delivery is so closely tied to information technology – is the state of technology when the demands of the community require an expanded system. Third is the geographic and population size of the community, as well as its physical layout, which are critical to planning library services.

Library services, similar to many other public services, must be provided to the "built community" regardless of how the community grows. Library planners will be carefully observing patterns of growth and development within the community. The intent will be to provide balanced, accessible service to the entire community. Neighborhood and Downtown development, transportation corridors, public school patterns, and the plans of agencies and services with which the public library system might develop partnerships will all be critical to the way in which library services will be provided for Lincoln in the next twenty-five years.

There should be an electronic library initiative among UNL, LPS, other school districts and public libraries in the County and Lincoln City Libraries to establish mutual access via the Internet to digital library assets.

Downtown is the heart of our community, and strong community facilities are essential to maintaining downtown vitality. The Downtown Master Plan has identified the importance of maintaining the location of the main library in the downtown area. Any future renovation and/or relocation plans must involve sites that maintain or augment pedestrian and mass transit accessibility and continue the main library's role as a core community facility in traditional geographic downtown.

Public Safety

Fire Protection

Lincoln Fire Department

The Lincoln Fire Department anticipates the need for additional fire stations to service the City's projected expansion during the 25 year planning period.

These new stations would house a variety of "Fire and Rescue" and "Emergency Medical" units. In general the new facilities would be placed in growth areas to the north, east, southeast, south, and southwest. No specific locations have been identified for these possible stations in the Comprehensive Plan. The Department also routinely monitors the response time of all existing stations. Changing development patterns or other conditions may warrant the relocation of these stations.

Rural Fire Districts

The 17 rural volunteer fire departments will continue to see increasing challenges. As growing population in the small towns, villages, and rural areas, as well as increased traffic, will continue to create demands for fire and emergency services. The physical growth of the City of Lincoln will cause changes to the character of some areas and to the tax base of many districts. An expansion of the requirements to meet the evolving fire needs in the rural areas, such as fire ponds and dry hydrants, should be investigated.

Law Enforcement

The Lincoln Police Department and Lancaster County Sheriff's Office are anticipated to remain as the sole providers of law enforcement services to the city and county during the planning period. The Sheriff's Office will continue to provide contract law enforcement support to the various incorporated towns of the county. The overall increase in population in the city and county will increase the demand for police and sheriff services in the urban, small town, and rural areas.

The opening of the "Hall of Justice and Law Enforcement Center" in the year 2000 placed both operations within a single facility. This renovated facility at 575 South 10th Street in Lincoln is an example of the cooperation exhibited by the city and county in furthering the efficient delivery of governmental services to the community. The Lincoln Police Department will experience a need for additional full service assembly stations and other facilities located within the community. The Capital Improvement Program will be used to plan and finance projects needed to meet this growing need.

Adult Detention Facility

The current County adult corrections facility is located next to the "Hall of Justice and Law Enforcement Center". Planning has taken place for the building of a new jail facility on a site which should allow the County to accommodate the projected increase in future inmate numbers. The new facility is anticipated to be built in the near term on a site located at the corner of S.W. 40th Street and W. O Street.

Medical Health Care

Currently, Bryan LGH West and St. Elizabeth's Hospitals are undergoing significant expansions. The Bryan LGH East campus and Madonna Rehabilitation hospitals also recently underwent major renovations and construction as well. These four campuses, located near existing residential neighborhoods are expected to remain the vital core to health care services in the county and region. It is important to Lancaster County citizens and other surrounding areas to develop Lincoln as a major network of quality regional health care services at reasonable costs.

Hospitals represent one of the highest and most important community service land uses. Further construction on these campuses in the future is likely. Any hospital expansion will need to take into consideration the impact on the adjacent neighborhoods. Hospitals are planning on using parking garages and multi-story construction in order to maximize the use of the land.

The Veterans' Medical Center at 600 South 70th Street was established in 1930. For over seven decades the handsome complex of Colonial style buildings has served veterans throughout the region. The buildings and grounds are eligible for listing on the National Register of Historic Places. The site is an important part of the history of Lincoln and Lancaster County.

The Veterans' Center faces an uncertain future. If the federal government deems that its current hospital use is to be discontinued, then any redevelopment of the site (including the site of the former residence on the grounds) should be done in a manner that respects the character of the historic property and adjacent neighborhood.

Another major factor in health care is the expansion of medical office space throughout Lincoln. Recently, new medical office buildings have been constructed in both the southern and northern portions of the city. This trend is likely to continue into the immediate future as the demand for health care services increases as a result of the community's growing and aging population base.

The Community Mental Health Center of Lancaster County (CMHC) operates from multiple service sites around Lincoln, serving mental health needs of persons in Lancaster County. The Crisis Center Program serves all of Southeast Nebraska for emergency protective custody evaluations out of the main site at 2200 St. Mary's Avenue. Continued population increases in Lancaster County and Southeast Nebraska have meant increased demand for mental health services provided both at the main facility and in program satellites.

Other Public Buildings and Facilities

During the time period covered by this Plan, there will likely be a need to construct, renovate, or abandon certain public buildings and facilities not already discussed in this document. At such time as these events may occur, care should be taken by those public officials making these decisions that the Vision of this Plan is recognized and respected. This may include the siting of a new facility, the abandonment of an existing one, the way renovations are undertaken, the manner of financing used to complete the work, the arrangements made for the facility's operation, the process followed in making the decision, and the timing of the action.

Of particular note to local government operations is the Lincoln-Lancaster County Public Building Commission. This entity was established in 1991 to oversee any buildings, structures, or facilities used jointly by the City and County for a public purpose. The Commission consists of five members – two from the City Council, two from the County Board, and a fifth member chosen by the other four members. The Commission currently has responsibility for eleven buildings:

- 233 South 10th St. Building
- Hall of Justice
- K Street Complex
- City-County Health Department
- Northeast Senior Center
- Health Annex
- County-City Building
- Election Office Building
- Downtown Senior Center
- LPD North Station

Parks, Recreation & Open Space

This section examines the principles and specific strategies that will help guide the further enhancement of regional, community and neighborhood parks, community and recreation centers, swimming pools, an ice arena, open space and greenway linkages, and the urban forest.

Guiding Principles

- It is recognized that parks and open space enhance of the quality of life of the community's residents and are central to the community's economic development strategy (i.e., the community's ability to attract and retain viable business and industry is directly linked to quality of life issues, including indoor and outdoor recreational opportunities).

- Signature landscapes are defined as those areas and natural features that are unique to Lincoln and Lancaster County, and residents and visitors therefore directly associate these areas and features with the identity of the community. Acquisition and development of parks and open space areas should conserve and enhance these areas and features.

- It is important that the community continue to acquire parkland and conserve open space areas commensurate with expanding development and population growth. The responsibilities for acquisition and development of parkland, and conservation of open space must be shared among many cooperating partner agencies and organizations.

- Comprehensive and adaptive systematic urban forestry management approaches are needed to sustain the structure (e.g. number of trees, sizes, species composition, and tree location) health, and benefits of our urban forest. It is essential that adequate human and financial resources be allocated and specifically dedicated to sustaining our community's expanding public green infrastructure in conjunction with increasing development and population growth.

- Public and private partnerships are important in the development of recreational opportunities and the preservation of environmental resources that bring a high quality of life to the City and County.

Regional Parks

Description

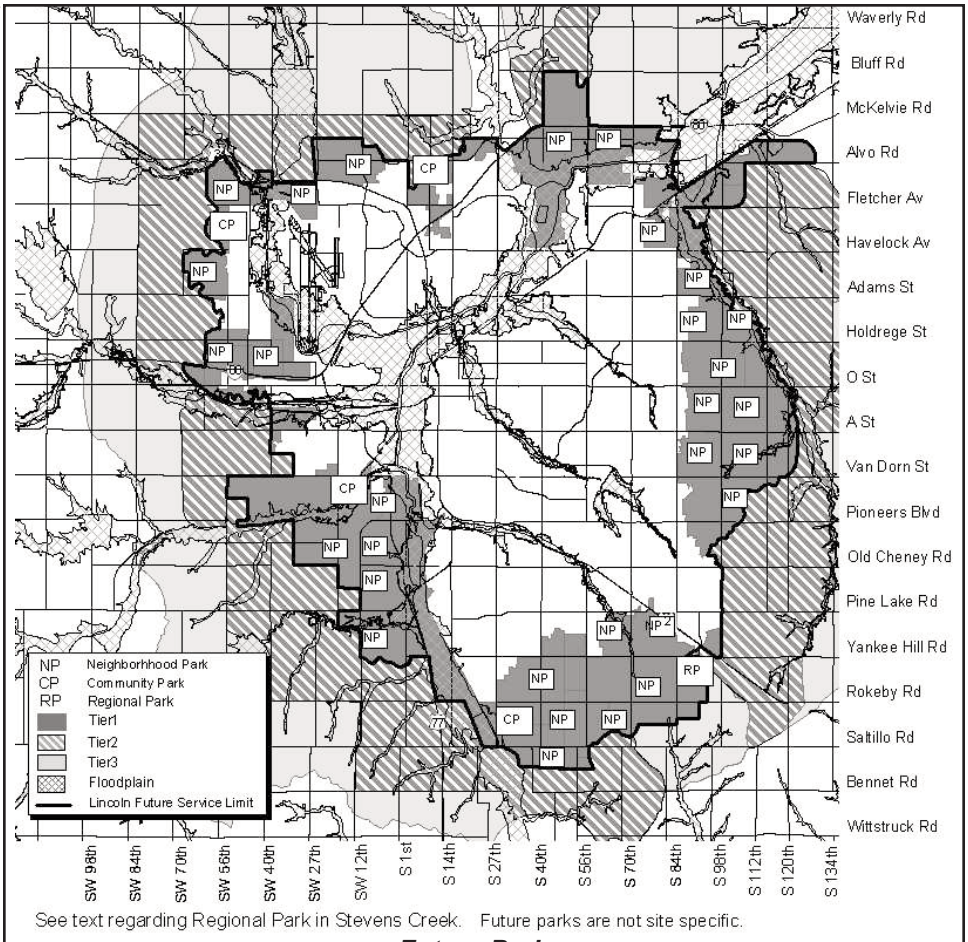
Regional parks are large tracts of land that encompass special or unique facilities and features that are of interest to the diverse groups throughout the community. Sites offer opportunities for a variety of activities, a portion of which are generally centered around natural or environmental features. There is generally an emphasis on preserving natural landscape features as an important element of park design. Regional parks primarily provide opportunities for day use activities that may include community festival/gathering spaces, picnicking, hiking, sports, fishing, canoeing and boating, and environmental interpretation and appreciation. Fields and courts for organized sports activities may be secondary uses.

Service Area

Regional parks provide recreation opportunities of interest to diverse groups throughout the community, and may attract visitors from outside the immediate area.

Other Location and Design Criteria

Jensen Park, located southeast of Yankee Hill Road and South 84th Street was acquired with the intent of development as a regional park facility in the future. In addition, acquisition of a new regional park site in the eastern portion of the Stevens Creek Basin is anticipated. Acquisition and development of additional regional parks within the future urban area associated with Lincoln during the 25 year planning horizon is not anticipated. Rather it is anticipated that the City will work with the Nebraska Game and Parks Commission and the Lower Platte South Natural Resources District (NRD) to provide recreation facilities around the Salt Valley Lakes and other natural resource sites. Ultimately public park areas around the Salt Valley Lakes may gradually transition from management by the Game and Parks Commission to management by the City as the surrounding area urbanizes. Similarly, some sites presently managed by the Lower Platte South NRD may transition to management by the City as the surrounding area urbanizes. Efforts should be made over time to provide trail access to the Salt Valley Lakes and other natural resource sites via connections to the Salt Valley Heritage Greenway and associated tributary stream corridors.



Future Parks

(This map also appears in the Environmental Resources chapter.)

Strategies

- Continue to enhance opportunities for interpretation of native landscapes and eco-systems indigenous to eastern Nebraska through acquisition of additional parcels for buffering and enhancement of visitor facilities at the Pioneers Park Nature Center.
- Explore opportunities to provide enhanced water recreation activities at Holmes Lake in Holmes Park.
- Develop Jensen Park as a regional park as the surrounding area is urbanized and funding is available. The land should remain in agricultural use in the interim.
- Continue to develop a cooperative relationship with the Nebraska Game and Parks Commission and the Lower Platte South Natural Resource District to provide recreation facilities within rural areas of the community.
- Identify and acquire a regional park site for the future development in the eastern portion of the Stevens Creek Basin.
- Develop Union Plaza as a regional park in conjunction with the Antelope Valley waterway and as public-private partnership funding is generated.

Community Parks

Description

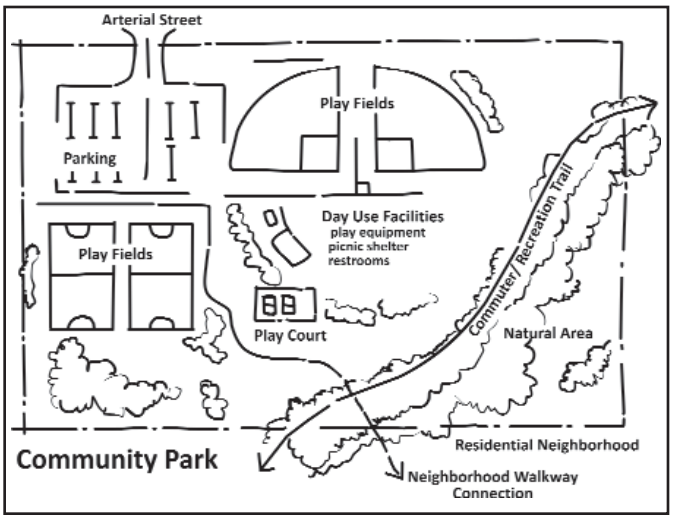
Community parks are comprised of sites that are thirty to fifty acres and are readily accessible from arterial streets and commuter/recreation trails. Community parks may include fields and play courts for organized sports, a playground with an accessible fall surface, facilities for day use activities including a picnic shelter and restroom, seating, walking paths, off-street parking, swimming pools, and recreation centers. Community parks often include activity areas consistent with those located in neighborhood parks. As a result, community parks may serve as the neighborhood park for surrounding residential areas.

Service Standard

1.5 acres of community parkland per 1,000 residents.

Service Area

Approximately 2 mile radius in the urban area.



Other Location and Design Criteria

- Locate community parks on a collector or arterial street to accommodate automobile access and parking. Park sites shall also be readily accessible by pedestrians and bicyclists from a commuter/recreation trail.
- Locate community parks adjacent to middle schools where possible.
- Community parks shall be adjacent to greenway linkages.
- Provide buffering between community park activities and adjacent residential areas to minimize traffic and noise impacts.
- Design standards for field and parking lot lighting should seek to minimize glare, light spill-over onto adjacent properties, and impacts on the dark night sky.
- Select sites for community parks that allow for multiple functions, such as storm water management or habitat conservation.
- Establish Youth Baseball/Softball complexes as part of community parks throughout the city. Partnerships should be formed with the youth baseball organizations and Lincoln Public Schools for maintenance of utilization strategies.
- Create pedestrian connections between surrounding residential development and neighborhood-related park features such as playground and park shelters.

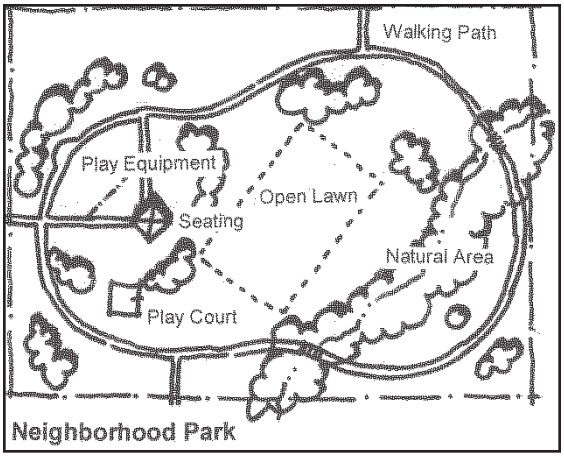
Strategies

- Acquire and develop community park sites through regular "quality of life bond" issue initiatives and capital improvement program allocations.

Neighborhood Parks

Description

Neighborhood parks are comprised of sites that are approximately eight to twelve acres and are centrally located within areas of residential development. Typical activity areas include playground equipment, open lawn area for informal games and activities, play court with a single basketball goal for informal games, seating, and walking paths.



Service Standard

Two acres of neighborhood parkland per 1,000 residents.

Service Area

Approximately ½ mile radius in the urban area; neighborhood parks are anticipated to generally be located within the center of each mile section.

Other Location and Design Criteria

- Locate neighborhood parks close to the center of residential areas and within walking distance of a majority of residents. Park sites should be readily accessible by pedestrians and bicyclists.
- Locate neighborhood parks adjacent to elementary schools where possible.
- Locate neighborhood parks adjacent to greenway linkages where possible.
- Locate park sites where residents living in surrounding homes can view activities in the park to provide for informal supervision.
- Where possible, select sites for neighborhood parks that allow for multiple functions, such as storm water management or habitat conservation.

Strategies

- Identify opportunities to acquire and develop neighborhood parks in established neighborhoods that are deficient in neighborhood park resources.
- Continue joint planning activities between the City of Lincoln and Lincoln Public Schools for selection and acquisition of future school/park sites.

Community Recreation Centers & Recreation Activity Centers

Description

"Community recreation centers" are dedicated multi-purpose facilities designed to accommodate a variety of recreation, social and human service programs serving multiple generations. Community centers are approximately 24,000 to 30,000 square feet in size and include a gymnasium. Community centers should be designed and programmed to offer programs by a variety of agencies and organizations based upon identified needs within the associated service area.

"Recreation activity centers" are anticipated to be dedicated spaces within schools intended to house staff and equipment storage associated with recreation and human service programs offered in the associated school buildings. These dedicated spaces would be approximately 2,000 square feet in size and integrated into the overall design and layout of each school building. It is anticipated that programming would occur outside of regular school hours in multi-purpose spaces such as gymnasiums or cafeterias.

the Plan's implementation.

Joint Planning Commission and Planning Department – The City and County created a joint City-County Planning Commission and a single City-County Planning Department more than fifty years ago. This structure has served the community well over this period. It is intended that this structure remain in place as a means for furthering the implementation of the Plan.

City-County Common – The City Council, County Board, and Lincoln Mayor hold a joint meeting each month to discuss issues of common concern to them. This group is known as the City-County Common. The Common provides a regular opportunity for the elected officials to discuss planning issues of joint interest to them.

MPO Officials Committee and Technical Committee – Through the Metropolitan Planning Organization structure, the Officials and the Technical Committees lend additional policy and technical oversight to the process. These standing groups meet on an ad hoc basis to review, discuss, and approve matters relating to the area-wide transportation planning process. This includes the annual MPO Work Program, Transportation Improvement Program (TIP), Annual Certification, Long Range Transportation Plan (LRTP) and other related studies and programs.

Subarea Planning – The Comprehensive Plan provides broad guidance for achieving the community's stated Vision. Putting details to the Plan takes additional effort. One means of doing this is through the preparation of subarea plans. Subarea plans offer greater details about the intended future of an area of the community — including land uses, infrastructure requirements, and development policies and standards. Many of these subarea plans are prepared by the City-County Planning Department, while some are prepared by other agencies and departments. Subarea plans from the previous (1994) Comprehensive Plan carried over as part of this Comprehensive Plan include:

- North 27th Street Corridor Plan, RDG Crose Gardner Shukert, April 1997.
- Antelope Valley Major Investment Study: Amended Draft Single Package, City of Lincoln; May 1998, Updated November 1998.
- Wilderness Park Subarea Plan; February, 2000
- Stonebridge Creek Development Area at 14th to 27th, north of the Interstate; March 27, 2000.
- Greater Arnold Heights Area Neighborhood Plan; September, 2000.
- Southeast Lincoln/Highway 2 Subarea Plan; March 26, 2001.
- City-County Solid Waste Management Plan, Public Works and Utilities Department and Lincoln Lancaster County Health Department; September, 1994.
- Ground Water Management Plan, Lower Platte South Natural Resources District; April, 1995.
- Consolidated Plan for HUD Entitlement Programs; FY 2000 Urban Development;
- Lincoln Water System Facilities Master Plan, Public Works and Utilities Department; April 2003.
- Lincoln Wastewater Facilities Master Plan, Public Works and Utilities Department; November 2007.
- Stevens Creek Watershed Study and Flood Management Plan, Lower Platte South Natural Resources District; March 1998.
- Beal Slough Stormwater Master Plan, Olsson Associates & Wright Water Engineers; May 2000.
- Southeast Upper Salt Creek Watershed Master Plan, 2003.
- Lincoln Public Schools 10 year Plan: which is based on the Comprehensive District Master Plan; May 2003 and Student Housing Task Force Report 2005
- North 48th Street/University Place Plan: Neighborhood Revitalization & Transportation Analysis, 2004
- Lincoln Airport F.A.R. Part 150 Noise Compatibility Study, 2003
- Airport West Subarea Plan, 2004
- Stevens Creek Watershed Master Plan, 2005
- Downtown Master Plan, 2005
- Cardwell Branch Watershed Master Plan, 2007
- Deadmans Run Watershed Master Plan, 2007
- Little Salt Creek Watershed Master Plan, 2009

As part of the Annual Plan Status Report process, the Planning Director should complete a yearly review of all subarea plans that become five years of age and older. This review would be for the purpose of determining the continued viability and relevance of those subareas plans to the Comprehensive Plan and the long range planning process.

Human Services Planning - Explore points of common concern and emphasis between the long range land use Comprehensive Plan and the community's long range health and human services Community Services Implementation Plan (CSIP). Enhancing the coordination of these two endeavors should be initiated and completed.

Contributing Planning Efforts

During the preparation of this Comprehensive Plan, several contributing planning efforts were completed in support of the overall comprehensive planning process. These efforts involved an overall planning committee and five subordinate working groups (work products noted):

- Comprehensive Plan Committee, Draft City-County Comprehensive Plan (February 6, 2002)
- Mobility & Transportation Task Force, Draft Mobility and Transportation Sections of Comprehensive Plan (December 7, 2001)
- Economic Futures Task Force, Final Task Force Report (August 24, 2001)
- Stevens Creek Basin Initiative Task Force, Planning Guidelines and Summary Report (April, 2001)
- Infrastructure Financing Study Advisory Committee, Advisory Committee Final Report (January 8, 2001)
- Greenprint Cabinet, Greenprint Challenge (August, 2001)

All of these bodies were composed of citizens from throughout the city and county. The ideas, concepts, visions, and thoughts from all of these groups were drawn upon in the crafting of this Plan. The reports they issued were reviewed and their work is embodied throughout this document - ranging from the use of various planning concepts and guidelines to specific programs and strategies. The contribution of these groups to the Plan's creation is gratefully acknowledged.

Annual Review of the Plan

Approximately one year following adoption of the Comprehensive Plan and on an annual basis thereafter, the Planning Director will prepare a report entitled the Annual Review of the Comprehensive Plan. Such report may include new and pertinent information about the community; changes in the Plan's underlying assumptions or any other factors affecting the health or welfare of the community. Such report may include specific proposals to amend the Plan.

This report and its review by the Planning Commission will be closely coordinated with the Commission's deliberations on the City of Lincoln's Capital Improvements Program (CIP) for the upcoming years.

In order to monitor the progress in attaining several of the goals and base assumptions for the new Comprehensive Plan, a variety of information will need to be reviewed annually. This information will be obtained from various sources in order to look at a broad range of indicators. The goals and assumptions to be reviewed include items such as: multi-directional growth; 1.5% annual population growth; 2.0% annual commercial employment growth; 2.5% annual industrial employment growth; 90% of County population in Lincoln; increased funding for maintenance and; accelerated infrastructure improvements.

No single indicator, in a single year, provides clear evidence of significant variation from the goals and assumptions. Instead, many indicators should be used to determine any change after at least a three year period.

As part of the Annual Review of the Comprehensive Plan, if it is determined that the community is deviating significantly from what is assumed in the Plan and that this trend can be reasonably expected to continue, then the following would occur:

- The Planning Director will forward a report to the Planning Commission, for recommendation to City Council and County Board, to determine whether an immediate update of the phasing, infrastructure, and financing components