

FACTSHEET

TITLE: COMPREHENSIVE PLAN AMENDMENT NO. 08012, by the Director of Planning, at the request of the Lancaster County Engineer, the Nebraska Department of Roads and the Director of the Public Works & Utilities Department, pursuant to the 2008 Comprehensive Plan Annual Review, to amend the County Rural Road element and the National Functional Street and Road Classifications maps of the 2030 Lincoln-Lancaster County Comprehensive Plan.

SPONSOR: Planning Department

BOARD/COMMITTEE: Planning Commission
Special Public Hearing: 05/14/08
Administrative Action: 05/14/08

RECOMMENDATION: Approval (8-0: Esseks, Sunderman, Taylor, Gaylor Baird, Francis, Larson, Cornelius and Carroll voting 'yes').

STAFF RECOMMENDATION: Approval

FINDINGS:

1. The Lancaster County Engineer has requested to amend the County Rural Road element of the 2030 Comprehensive Plan to show North 141st Street, Raymond Road to Davey Road, as 2.0 miles for "potential paving" (See map on p.11). The staff recommendation of approval is based upon the "Analysis" and "Summary" as set forth on p.3-4, concluding that the proposed amendment will allow this two mile segment of North 141st Street to be upgraded from an existing gravel road to a paved road in the future.
2. The Nebraska Department of Roads has requested to amend the County Rural Road element of the 2030 Comprehensive Plan to show the realignment of South 148th Street north of Nebraska Highway 2 (approximately 1.5 miles of 148th Street and .25 miles of 162nd Street) and the closure of at-grade north and south access at Nebraska Highway 2 to/from 148th Street (See map on p.12). The staff recommendation of approval is based upon the "Analysis" and "Summary" as set forth on p.5-6, concluding that this amendment will allow the realignment of a 1.5 mile segment of South 148th Street and 162nd Street just north of the Bennet, Nebraska N-2 and N-43 interchange, which will improve operations along Highway 2 between the Bennet interchange and the proposed Lincoln Beltway system. This will also eliminate direct access to Highway 2 by closing the north and south legs of the intersection at 148th Street/Highway 2. This project will include the acquisition of new right-of-way for the entire length of this project.
3. The Director of the Public Works & Utilities Department has requested to amend the National Functional Street and Road Classification Maps of the 2030 Comprehensive Plan to show West Vine Street, N.W. 40th Street to N.W. 56th Street, as an "urban collector" (See map on p.13). The staff recommendation of approval is based upon the "Analysis" and "Summary" as set forth on p.7-8, concluding that the proposed amendment will allow West Vine Street, N.W. 40th Street to N.W. 56th Street, to be identified on the National Functional Classification Map as an urban collector and be treated accordingly in the planning process. This will allow future road improvement projects on N.W. 48th Street to give full consideration to the intersection of N.W. 48th Street and West Vine Street, which will provide for access to the properties adjacent to both streets.
4. The specific proposed amendments are found on p.9.
5. The minutes of the public hearing before the Planning Commission are found on p.10.
6. There was no testimony in opposition.
7. On May 14, 2008, the Planning Commission agreed with the staff recommendation and voted 8-0 to recommend approval.
8. The Lancaster County Board of Commissioners will also hold a public hearing on this proposed amendment on Tuesday, June 10, 2008, at 9:30 a.m.

FACTSHEET PREPARED BY: Jean L. Walker

REVIEWED BY: _____

REFERENCE NUMBER: FS\CC\2008\CPA.08012

DATE: May 21, 2008

DATE: May 21, 2008

LINCOLN /LANCASTER COUNTY PLANNING STAFF REPORT
for May 14, 2008 Planning Commission Meeting

PROJECT #: Comprehensive Plan Amendment #08012

AMENDMENT PROPOSALS

A. North 141st Street: Amend the *2030 Lincoln City-Lancaster County Comprehensive Plan*, County Rural Road element, to show North 141st Street, Raymond Road to Davey Road, 2.0 miles for “potential paving”.

Conclusion: The proposed amendment will allow this two mile segment of North 141st Street to be upgraded from an existing gravel road to a paved road in the future.

B. South 148th Street: Amend the *2030 Lincoln City-Lancaster County Comprehensive Plan*, County Rural Road element, to show the realignment of South 148th Street north of Nebraska Highway 2, approximately 1.5 miles of 148th Street and .25 miles of 162nd Street, and the closure of at-grade north and south access at Nebraska Highway 2 to/from 148th Street.

Conclusion: This amendment will allow the realignment of a 1.5 mile segment of South 148th Street and 162nd Street just north of the Bennet Nebraska N-2 and N-43 interchange which will improve operations along Highway 2 between the Bennet interchange and the proposed Lincoln Beltway system. This will also eliminate direct access to Highway 2 by closing the north and south legs of the intersection at 148th Street / Highway 2. This project will include the acquisition of new right of way for the entire length this project.

C. West Vine Street: Amend the *2030 Lincoln City-Lancaster County Comprehensive Plan*, National Functional Street and Road Classification maps, (pages 102 & 103 and A48 & A49) to show West Vine Street, NW 40th Street to NW 56th Street, as an “urban collector.” This is to generally follow the alignment in the *Airport West Subarea Plan*.

Conclusion: The proposed amendment will allow the West Vine Street, NW 40th Street to NW 56th Street, to be identified on the National Functional Classification Map as an urban collector and be treated accordingly in the planning process. This will allow future road improvement projects on NW 48th Street to give full consideration to the intersection of NW 48th Street and West Vine Street which will provide for access to the properties adjacent to both streets.

GENERAL INFORMATION**A. North 141st Street:**

History: The segment of North 141st Street, Raymond Road to Davey Road, is a County road under the jurisdiction of Lancaster County. This road is currently Functionally Classified as a “Rural Major Collector” within the Lancaster County road system serving the area generally to the north of the City of Waverly. The Lancaster County Engineer intends to make this 2 mile segment of North 141st Street an active road improvement project and upgrade the road to current design standards and pave or asphalt the surface.

The 2030 Lincoln/Lancaster County Comprehensive Plan states:

Page 115 *Road improvements for the County are triggered based upon daily traffic volumes with the amount of traffic dictating the type and degree of improvement necessary.*

The first level of traffic volume is in the range of 300 vehicles per day. At this level, the County acquires a minimum of 100 feet of right of way, with additional ROW acquisition standards applying as appropriate. Once the ROW is acquired, the County then grades and installs new drainage structures. The process of grading and graveling provides a road profile that is safer and wider. This profile can accommodate the next level of improvement, which would be pavement, provided the traffic counts continue to increase to the second level.

Page 115 *The second level of improvement, which is pavement, is triggered at a traffic volume level of about 400 vehicles per day. This second level should remain as an effective transportation facility, with the exception of routine maintenance and pavement overlays, until the traffic volumes reach the level of 6,000 vehicles per day.*

Analysis:

1. Traffic demands within the area north of Waverly has increased and is requiring improved transportation facilities. Currently there are no paved roads north of Raymond Road and east of US 77 (North 56th Street) serving this general area and the primary north-south corridor to access Waverly from the north is North 141st Street which is currently paved from Waverly north to Raymond Road.
2. This two mile segment of North 141st Street, Raymond Road to Davey Road, has a gravel surface and currently carries an average of 185 to 316 vehicles per day with the higher traffic count to the south. This level of traffic volume triggers the County Engineer to closely evaluate the road for safety because a gravel roadway tends to weaken as more traffic uses it and this greatly influences its overall useful life.

3. In addition to reviewing the area to be served and the level of traffic, its functional role within the system and the critical road connections are taken into account. This roadway is currently Functionally Classified as a "Rural Major Collector" within the county road system and is to receive a higher priority for improvements than local roads.
4. The *Lincoln-Lancaster County Comprehensive Plan* is the first test for determining which roads in the county can be included for funding in the "Lancaster County Road & Bridge Construction Program" and the addition of this segment of North 141st Street in the Transportation Plan will allow it become an active project in the Road & Bridge Construction Program.

Summary:

Most county roads in Lancaster County have been developed along mile-line or section-line corridors and early county road designs standards were within a narrow 66 foot right of way width. Population growth and increasing demands have added to the volumes of rural traffic using these facilities and access needs have increased over time. County roads must now carry more traffic, larger trucks, and wider farm equipment and road safety has become a major concern. Gravel roads have lower construction costs but maintenance demands tend to increase and driver safety tends to decrease proportionately to the increase in traffic counts.

The decision to pave a gravel roadway within a county is primarily made by the County Engineer with the concurrence of the County Commissioners. However, the *Lincoln-Lancaster County Comprehensive Plan* is the first test for determining which roads in the county can be included for funding in the "Lancaster County Road and Bridge Construction Program."

This segment North 141st Street is meeting the *Comprehensive Plan* test for road improvements on several counts. The Plan states that County road improvements are triggered based upon daily traffic volumes with the amount of traffic dictating the type and degree of improvement necessary. The first level improvement which is triggered when traffic volume is in the range of 300 vehicles per day. This includes acquiring 100 feet of right of way, grading and installing new drainage structures to meet current design standards for safer and wider road profile.

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B. South 148th Street:

History: The City of Lincoln, Lancaster County Engineer, and Nebraska Department of Roads have worked together to complete the Lincoln South and East Beltway study. The design of the Lincoln Beltway is to be that of an expressway or freeway type facility that requires eliminating any existing at-grade intersections. Existing intersections are to be replaced with interchanges, overpasses or a road connection could be eliminated altogether. The end result is a South and East Beltway system that works in combination of US-77 to create a complete expressway system around Lincoln.

The Nebraska Department of Roads has developed project concepts and has held a public information meeting on the proposed realignment for approximately 1.5 miles of 148th Street and .25 miles of the gravel 162nd Street just north of the Nebraska Highway 2 and Bennet Interchange. This project concept is to include the closure of direct access to Nebraska Highway 2 at the 148th Street intersection.

The 2030 Lincoln/Lancaster County Comprehensive Plan states:

Page 105 *During the planning period, improvements are planned for Interstate 80 and many of the existing Nebraska State Highways in Lincoln and Lancaster County. These improvements can generally be categorized as the widening of roadways or construction of interchanges.*

Page 107 *The South and East Beltway are essential components of a regional transportation network. They will aid in moving car and truck traffic around and through congested urban areas, thus reducing travel delays and improving traffic flows across the entire street system. Protecting the beltway corridors, acquiring the right-of-way, and obtaining funding has begun for these routes.*

Page 107 *Of the two beltway alignments, the South Beltway must be built first, with construction coming within the first half of the planning period. The South Beltway is considered a committed City project.*

Analysis:

1. Eliminating existing at-grade intersections to create the Lincoln Beltway system is an on-going project. The City of Lincoln, Lancaster County Engineer, and Nebraska Department of Roads have been working to implement the Lincoln Beltway study and complete an expressway or freeway system. This system is to include US-77 (West Beltway) as it passes through Lincoln that will work together with the South and East beltways to will make up a complete expressway system around Lincoln.
2. The segment of Nebraska Highway 2 between the Bennet Interchange and the proposed Lincoln Beltway system (1.6 miles) is considered to be the first leg in the larger expressway system around Lincoln. This requires eliminating existing at-grade intersections by either replacing these with an interchange or overpass, by making alternative road connections, or by eliminating the connection altogether.
3. The Nebraska Department of Roads is proposing to eliminate the at-grade connection to Highway 2 and provide an alternative connection by connecting 148th to Nebraska Highway

2 by using the Bennet interchange. To do this, the concept of realigning approximately 1.6 miles of 148th Street to connect with the Bennet Interchange was developed.

4. The Nebraska Department of Roads would like to complete this project ahead of the South Beltway because the higher traffic volumes on 148th are causing accidents and it looks like the Nebraska Highway 2 intersection will warrant a traffic signal. Since this is in a rural setting with higher speeds which make a traffic signal very problematic and relocating 148th over to the Bennet interchange will be a increase traveler safety.
5. The Nebraska Department of Roads has held a public information meeting on the proposed realignment of 148th Street just north of the Nebraska Highway 2 and the Bennet Interchange to include the closure of the intersection of 148th Street to Nebraska Highway 2. The meeting was held at Village Hall in Bennet, Nebraska on August 22, 2007.

Summary:

Nebraska Highway 2 as it enters Lincoln from the east is an essential component of the Lincoln and Lancaster County regional transportation network. Nebraska Department of Roads improvement project will aid in moving car and truck traffic around and through the urban area, improve traffic flow, reduce travel delays and increase travel safety. This roadway improvement will support the planning and engineering efforts in developing the Lincoln South and East Beltway system and maintain the character of the Beltway system as an expressway or freeway type facility by eliminating a potentially dangerous at-grade intersection.

Adding the realignment of 148th Street and the closing of the intersection of 148th Street at Highway 2 to the Transportation Element of the *Lincoln/Lancaster County Comprehensive Plan* will allow the project to enter the Transportation Improvement Program and be considered for construction in the Spring of 2010.

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C. West Vine Street:

History: The current National Functional Street and Road Classification maps were updated and adopted by the Federal Highway Administration and Nebraska Department of Roads in 2004. The Airport West Subarea Study followed and the extension of West Vine Street from NW 40th Street to NW 56th Street along the new alignment was first proposed in the *Airport West Subarea Plan* (2005). This was identified in this *Subarea Plan* as a future urban collector. The Plan was adopted and amended to the *Lincoln/Lancaster County Comprehensive Plan* with the note that “elements of the Plan should be pursued for implementation over time” (page 124)

The 2030 Lincoln/Lancaster County Comprehensive Plan states:

Page 124 The *Airport West Subarea Plan* was adopted and amended to the *Comprehensive Plan* with the note that “elements of the Plan should be pursued for implementation over time.”

Page 102 *Roadways are classified based on the function they serve. All roadways fall under one of four broad categories: principal arterial, minor arterial, collectors or local streets.*

“Arterials” are multiple use corridors that carry large volumes of through traffic. “Collectors” equally serve to carry traffic but also provide access to neighborhoods and abutting properties.

Page 105 *Collector Streets: These streets serve as a link between local streets and the arterial system. Collectors provide both access and traffic circulation within residential, commercial, and industrial areas. Collector streets also provide more direct routes through neighborhoods for use by transit, pedestrians and cyclists. Moderate to low traffic volumes are characteristic of these streets. There should be one north/south and one east/west continuous, but not straight, collector street within a developing square mile.*

Analysis:

1. Land use development proposals are beginning to take shape for the area north of I-80 along the NW 48th Street corridor and the transportation system that is needed to serve new development proposals within this area needs to be defined in the Transportation Element of the *Comprehensive Plan*.
2. The *Airport West Subarea Plan* and the *Comprehensive Plan* are providing the planning framework for developing the transportation system within this area of Lincoln and they are being used to coordinate project implementation with the Nebraska Department of Roads, Lancaster County Engineer, City of Lincoln and local developers.
3. The street location and the functional classification of West Vine Street, NW 40th Street to NW 56th Street, is a key transportation element for this area. This amendment will allow the future road improvement project on NW 48th Street to give full consideration to the intersection of NW 48th Street and West Vine Street that will provide for access to the properties adjacent to both Streets and meet Nebraska Department of Roads spacing criteria.

4. It is desirable to have a continuous collector street that can provide both access and traffic circulation within an area for moderate to low traffic volumes. As noted in the *Comprehensive Plan*, there should be one north/south and one east/west collector street within a developing square mile. The collector street alignment does not need to be straight and in most cases it is preferable that a collector street not be straight.
5. The final street design and alignment will be determined at the land use development and transportation engineering stage to allow for the greatest level of flexibility in site development. The key for Comprehensive Plan Amendment is to include West Vine Street, NW 40th Street to NW 56th Street, in the transportation element of the Plan to allow its intersection at NW 48th Street to be given full consideration in the corridor planning/engineering process.
6. The West Vine Street connections to the east of NW 40th Street and the west of NW 56th Street will be aligned in future transportation planning and engineering activities into 4-way intersections at NW 40th Street and NW 56th Street.

Summary:

The basic elements of the Transportation and Functional Classification System are identified on pages 101 - 122 and on Appendix pages A47-58 of the *2030 Lincoln/Lancaster County Comprehensive Plan*. These sections describe the existing transportation system and outlines future improvements that are projected to meet future needs in community growth. The *Airport West Subarea Plan* an important planning tool for to guide the growth proposals and the transportation elements for this area. It is important to note that these plans describe a future transportation system that is based upon on the future land use plan and the demands it will place on the transportation system. As the details of the land use plan are defined within development proposals, the details of the transportation system will also be worked out with participating transportation agencies and developers.

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PROPOSED AMENDMENTS

Amend the *2030 Lincoln-Lancaster County Comprehensive Plan* as follows:

A. North 141st Street:

1. Update the “Future Road Improvements in County” map on page 116 to show North 141st Street, Raymond Road to Davey Road, for “potential paving”.

B. South 148th Street:

2. Update the “Future Road Improvements in County” map on page 116 to show the realignment of South 148th Street north of Nebraska Highway 2, for 1.5 miles of 148th Street and .25 miles of 162nd Street, and show the closure of, at-grade access from 148th Street on the north and south of Nebraska Highway 2.
3. Update the 2030 National Functional Street and Road Classification maps on pages 102 and 103 to show realignment of South 148th Street north of Nebraska Highway 2 as a “rural major collector”.
4. Update the National Functional Street and Road Classification maps on pages A48 and A49 to show the realignment of South 148th Street north of Nebraska Highway 2 as a “rural major collector”.

C. West Vine Street:

5. Update the 2030 National Functional Street and Road Classification maps on pages 102 and 103 to show West Vine Street, NW 40th Street to NW 56th Street, as an “urban collector”, to generally follow the alignment shown in the *Airport West Subarea Plan*.
6. Update the National Functional Street and Road Classification maps on pages A48 and A49 to show West Vine Street, NW 40th Street to NW 56th Street, as an “urban collector” to generally follow the alignment shown in the *Airport West Subarea Plan*.

Prepared by:

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COMPREHENSIVE PLAN AMENDMENT NO. 08012

PUBLIC HEARING BEFORE PLANNING COMMISSION:

May 14, 2008

Members present: Francis, Sunderman, Taylor, Esseks, Larson, Cornelius, Gaylor Baird and Carroll.

Ex Parte Communications: None.

Staff presentation: **Mike Brienzo of Planning staff** presented the following changes to the County Rural Road element and the National Functional Street and Road Classification maps:

- A. **North 141st Street:** Amend the *2030 Lincoln City-Lancaster County Comprehensive Plan*, County Rural Road element, to show North 141st Street, Raymond Road to Davey Road, 2.0 miles for “potential paving”.
- B. **South 148th Street:** Amend the *2030 Lincoln City-Lancaster County Comprehensive Plan*, County Rural Road element, to show the realignment of South 148th Street north of Nebraska Highway 2, approximately 1.5 miles of 148th Street and .25 miles of 162nd Street, and the closure of at-grade north and south access at Nebraska Highway 2 to/from 148th Street.
- C. **West Vine Street:** Amend the *2030 Lincoln City-Lancaster County Comprehensive Plan*, National Functional Street and Road Classification maps, (pages 102 & 103 and A48 & A49) to show West Vine Street, NW 40th Street to NW 56th Street, as an “urban collector.” This is to generally follow the alignment in the *Airport West Subarea Plan*.

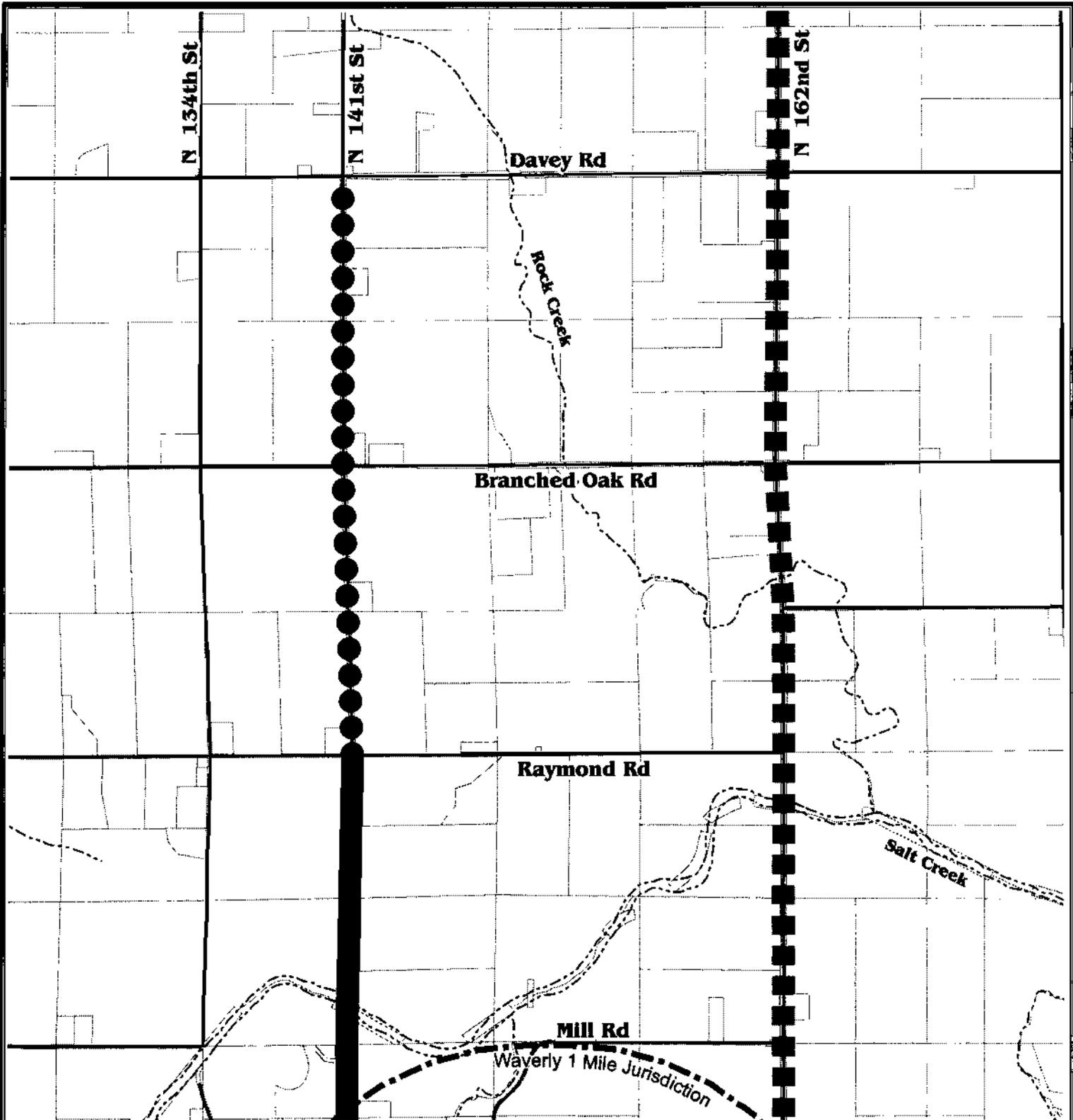
All three of these changes have been recommended for approval by the MPO Technical Committee. The Federal Highway Administration did offer comments on West Vine Street, pointing out that this is the first step in a larger process that would include their approval at the end of the process. We recognize that the Comprehensive Plan is a starting point for this change.

There was no testimony in opposition.

ACTION BY PLANNING COMMISSION:

May 14, 2008

Sunderman moved approval, seconded by Taylor and carried 8-0: Francis, Sunderman, Taylor, Esseks, Larson, Cornelius, Gaylor Baird and Carroll voting ‘yes’. This is a recommendation to the City Council and Lancaster County Board of Commissioners.



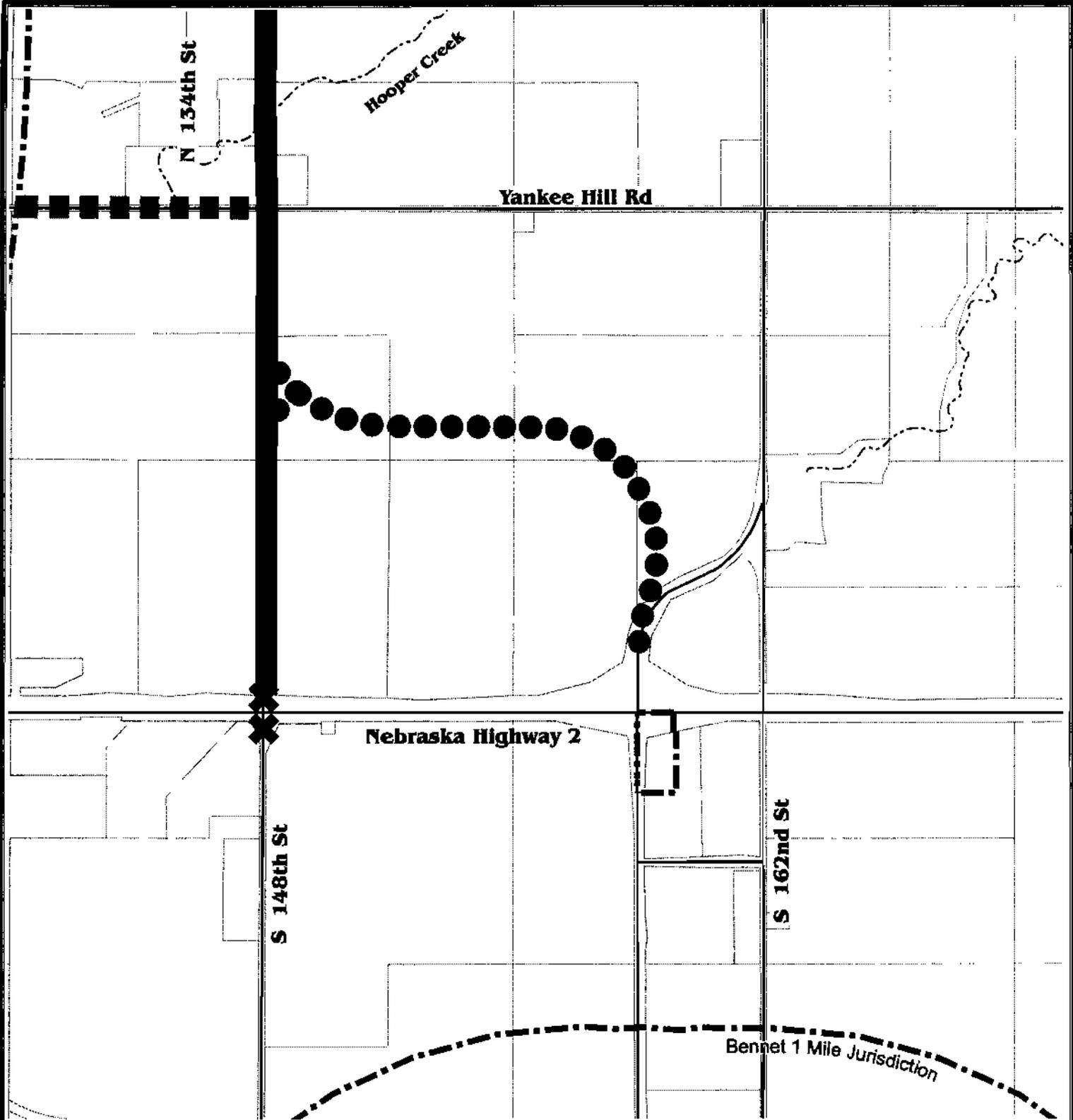
CPA # 08012 - A : N 141st & Branched Oak Rd
Proposed Potential Paving

FUTURE ROAD IMPROVEMENTS IN COUNTY

-  Existing Paved
-  Potential Paving
-  Proposed Potential Paving



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PTS
Professional Traffic Services, Inc.

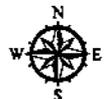


CPA # 08012 - B : S 148th & Highway 2

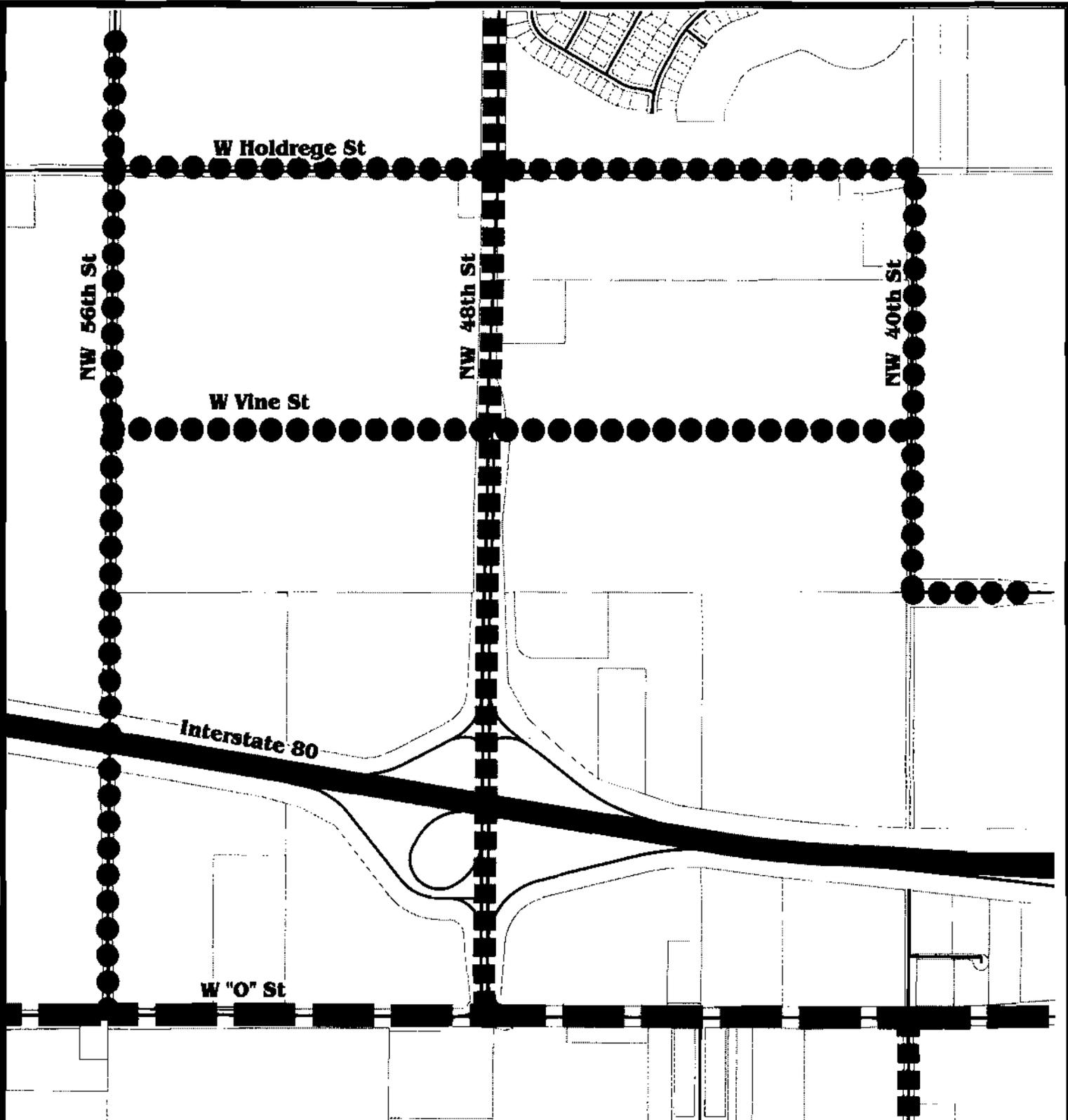
Proposed Realignment & Access Closure

FUTURE ROAD IMPROVEMENTS IN COUNTY

- Existing Paved
- Potential Paving
- Proposed Realignment
- Proposed Access Closure



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CPA # 08012 - C : W Vine St, NW 40th to NW 56th

Proposed Functional Classification Designation

FUNCTIONAL CLASSIFICATION DESIGNATION

-  Urban Interstate
-  Urban Principal Arterial
-  Urban Minor Arterial
-  Urban Collector
-  Proposed Urban Collector



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LINCOLN - LANCASTER COUNTY
PLANNING DEPARTMENT
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