

**MINUTES**  
**LANCASTER COUNTY BOARD OF COMMISSIONERS**  
**JOINT PUBLIC HEARING ON THE 2040 LINCOLN-LANCASTER COUNTY**  
**COMPREHENSIVE PLAN**  
**COUNTY-CITY BUILDING, ROOM 112**  
**MONDAY, DECEMBER 12, 2016**  
**1:00 P.M.**

*Advance public notice of the Board of Commissioners meeting was posted on the County-City Building bulletin board and the Lancaster County, Nebraska, web site and emailed to the media on December 9, 2016.*

Commissioners present: Roma Amundson, Chair; Todd Wiltgen, Vice-Chair; Bill Avery, Larry Hudkins and Deb Schorr

City Council Members present: Leirion Gaylor Baird, Chair; Roy Christensen, Vice-Chair; Jon Camp, Carl Eskridge, Trent Fellers, Cyndi Lamm and Jane Raybould

Others present: Dan Nolte, County Clerk; Teresa Meier, City Clerk

*The location of the Nebraska Open Meetings Act was announced and the pledge of allegiance was recited.*

By order of the Chair, the Lancaster County Board of Commissioners meeting was called to order at 1:00 p.m.

By order of the Chair, the Lincoln City Council meeting was called to order at 1:00 p.m.

**MOTION:** Gaylord Baird moved and Hudkins seconded that Commissioner Amundson serve as Chair for the joint public hearing.

**CITY ROLL CALL:** Camp, Christensen, Eskridge, Fellers, Gaylord Baird and Lamm voted yes. Raybould was absent. Motion carried 6-0.

**COUNTY ROLL CALL:** Avery, Hudkins, Schorr, Wiltgen and Amundson voted yes. Motion carried 5-0.

Amundson read a statement of protocol and opened the public hearing.

**PLANNING DEPARTMENT STAFF PRESENTATION:**

Paul Barnes, Principal Planner, Long Range Planning Division, Planning Department, was administered the oath. He provided an overview of the Comprehensive 2040 LPlan (Exhibit A).

Raybould entered the meeting at 1:10 p.m.

Barnes addressed the following concerns:

- Number of infill units projected and the impact to the Plan. The Plan proposes 8000 units of infill. The units are projected based on the population growth up to the year of 2040.
- Impact of student housing in the downtown area.
- Concerns of developers and realtors that by not widening or building streets this could promote suburbs. The Plan encourages contiguous growth and longstanding policies are in place that will insure orderly growth continues.
- Growth assumption numbers are projected with data provided by The Center of Urban Affairs, census estimates, building permits and community unit plans.
- Construction of homes outside the city limits with a growth trend in acreage developments. Low density areas have been added in the Roca and Hickman vicinity.
- Impact of interest rates.
- Growth due to the South Beltway in the southern part of the County is reflected in the Plan.

David Cary, Planning Director, was administered the oath. He stated construction of the South Beltway is expected to begin in approximately five years which will coincide with the next major Plan update. It is not expected that the South Beltway will dramatically alter the growth plan.

Cary addressed the transportation component of the Plan and the Long Range Transportation Plan (LRTP). Although the LRTP is approved under a separate process it does serve as the Transportation chapter of the Comprehensive Plan. Cary said the content, proposals and projects are the same in both plans.

Cary discussed the comparison level of investment (Exhibit B). He said the priority is to “maintain what we have” and create a balanced program for transportation. Cary provided information on committed projects, developer commitments and roadway capital projects of the urban transportation program (Exhibit C). He said a combination of technology as well as specific corridor improvements for intersections without widening the road will help traffic flow. Cary addressed the rural roads program with focus on the priority paving projects as well as maintaining existing roads (Exhibit D). He also discussed the priority trail projects (Exhibit E) with a focus on expanding the trail systems to the areas that are going to mature as neighborhoods.

Cary addressed the following concerns:

- The number of roads in poor condition is increasing. Cost is increasing greater than revenue generated. Due to restrictions on federal funding, moving funds from transit or trails to roads is not an option.
- How the Plan takes into account changes in demographics (i.e. millennials). Updating the Plan every five years provides the opportunity to look at trends and plan accordingly.
- High cost of “widening” projects. Adding widening projects would result in funds taken away from another road project or the need to find additional revenue.
- A proposed increase in wheel tax of five dollars every five years beginning in 2021. The increase could generate revenue of approximately 1.1 million dollars per year.
- Annual increase cost of public transit is 5% with the majority of the cost in personnel and fleet turnover.

Randy Hoskins, Assistant City Engineer, was administered the oath. Hoskins discussed the expense of widening roads. He stated the Plan does include making intersection improvements to help traffic flow. Hoskins noted if the intersections operate more efficiently, widening the entire road is not necessary.

## **PUBLIC TESTIMONY**

Richard Schmeling, 4612 Van Dorn Street, Lincoln, was administered the oath. He appeared in favor of the Plan. As a public transit user, he sees a number of millennials taking advantage of StarTran bus service. He would like to see more investment in StarTran and trails.

W. Don Nelson, 2430 South Canterbury Lane, Lincoln, was administered the oath. He said more focus needs to be placed on the public transit system to encourage the business community and low-income families to utilize the system.

Esther Hernandez, 1000 O Street, Lincoln, was administered the oath. She stated she relies on the handibus as do many of her neighbors.

DaNay Kalkowski, Seacrest & Kalkowski Law Firm, was administered the oath. She appeared in favor of the Plan involving updates to the growth tiers and land use. Kalkowski noted an interest and need for additional areas for growth.

Robert Kuzelka, 1935 A Street, Lincoln, was administered the oath. He appeared in support of the Plan. Kuzelka said trails and public transit deserve more funding.

The Chair indicated that due to the City Council's meeting scheduled at 3:00 p.m., additional testimony would not be taken.

**MOTION:** Lamm moved and Camp seconded to delay action on the Comprehensive 2040 LPlan Update for one week.

Schorr questioned if there would be an opportunity for public comment. Fellers stated yes, if the motion included the desire to keep the public hearing open.

The Chair inquired if there was any additional testimony. As only two individuals came forward, it was decided to allow them the opportunity to comment.

Coby Mach, President and Chief Executive Officer (CEO), Lincoln Independent Business Association (LIBA), was administered the oath. He appeared in opposition to the Plan. Mach cited a number of issues and asked the staff to address the amount of wheel tax and highway allocation funds going towards sidewalks, trails, bikeways and bicycle facilities (Exhibit F).

Jane Kinsey, Watchdogs of Lincoln Government, was administered the oath. She appeared in opposition of the Plan. Kinsey commented on the wheel tax, bike trails and public transit.

Raybould clarified the City Council would take final action on Monday, December 19, 2016 and the County Board on Tuesday, December 20, 2016.

Lamm stated the motion did not include keeping the public hearing open as all those present wishing to testify had an opportunity to do so.

The County Board discussed holding the public hearing open but that option was not included in the motion.

**COUNTY ROLL CALL:** Hudkins, Avery, Wiltgen, Schorr and Amundson voted yes. Motion carried 5-0.

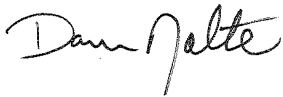
Raybould offered a Friendly Amendment to continue the public hearing for one week. The maker and seconder both agreed to accept the amendment.

**CITY ROLL CALL:** Camp, Christensen, Eskridge, Fellers, Gaylord Baird, Lamm and Raybould voted yes. Motion carried 7-0.

**MOTION:** Christensen moved and Wiltgen seconded to adjourn the Lincoln-Lancaster County joint public hearing at 3:05 p.m.

**COUNTY ROLL CALL:** Wiltgen, Schorr, Hudkins, Avery and Amundson voted yes. Motion carried 5-0.

**CITY ROLL CALL:** Camp, Christensen, Eskridge, Fellers, Gaylord Baird, Lamm and Raybould voted yes. Motion carried 7-0.



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Dan Nolte, County Clerk



# LPlan 2040 Update

## *Lincoln-Lancaster County Comprehensive Plan*

City Council/County Board  
December 12, 2016





# The Comprehensive Plan Update

- Major update every 10 years
  - 2011 most recent
- 5-year minor update in 2016
  - 2040 Plan is refreshed, not replaced
- This process affirms major assumptions and updates other information
  - Land use
  - Growth assumptions/tiers
  - Other important new items
- Coordinated with LRTP process



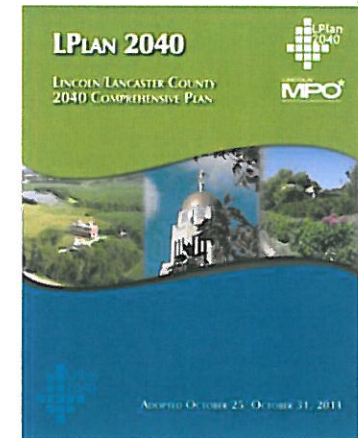
# The Long Range Transportation Plan

- **Parallel process with Comprehensive Plan**
  - ❑ Based on same growth assumptions and land use
  - ❑ Chapter 10 of Comprehensive Plan
- **Federal regulations require an MPO to update its Long Range Transportation Plan every 5 years**
  - ❑ Qualifies community for federal funding
  - ❑ 2011 is most recent plan



# Update Process

- **August 2015: Infrastructure Funding Requests**
- **November 2015: Planning Commission briefings – Total of 18 through 2016**
- **April 2016: Comprehensive Plan proposals presented to the Planning Commission**
- **Multiple email blasts sent to over 1800 contacts**
- **Eight focus groups**
- **Two online surveys with over 1,000 participants**
- **Three open houses**
- **Over 13 presentations to stakeholder groups**
- **City Council and County Board briefings**
- **Comprehensive Plan website with all Planning documents**
- **Planning Commission vote of 7-0 in support of the Comprehensive Plan Update**





# Plan Update Assumptions

- **Maintain Horizon Year 2040**
  - Urban service area sufficient for growth
  - Utility Master Plans
- **Population and Household Projections**
  - Population figures on track with projections (1.2% annually)
- **90% population in Lincoln**
- **40% Multi-family Units**
- **8,000 Units of Infill**

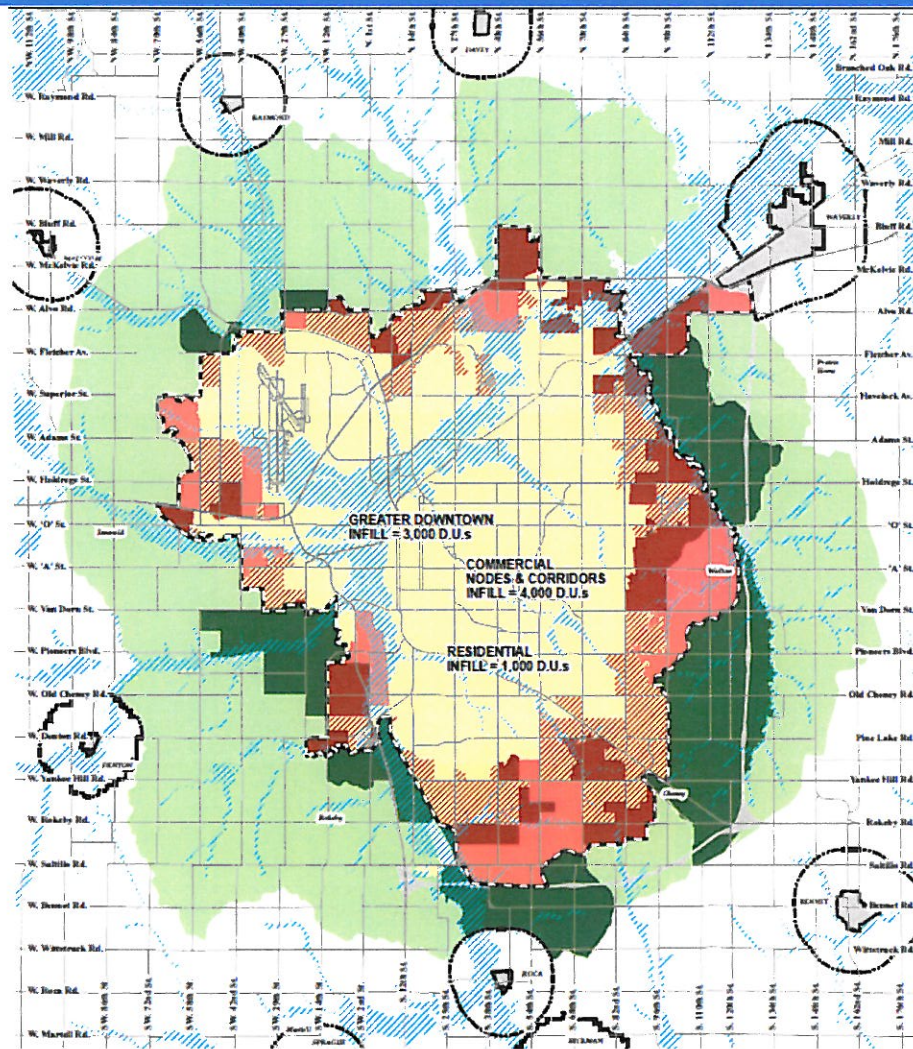
# Proposed Text Changes

- Updated numbers throughout the Plan (Population, Dwelling Units, Growth Tier Priority Areas etc.)
- Updated threatened and endangered species
- Added reference to adopted plans (South Haymarket Neighborhood Plan, Dog Use Facilities Master Plan)
- Added language for the biogas project at Theresa Street facility
- Added language about the Green Light Lincoln project





# Proposed Growth Tier Amendments



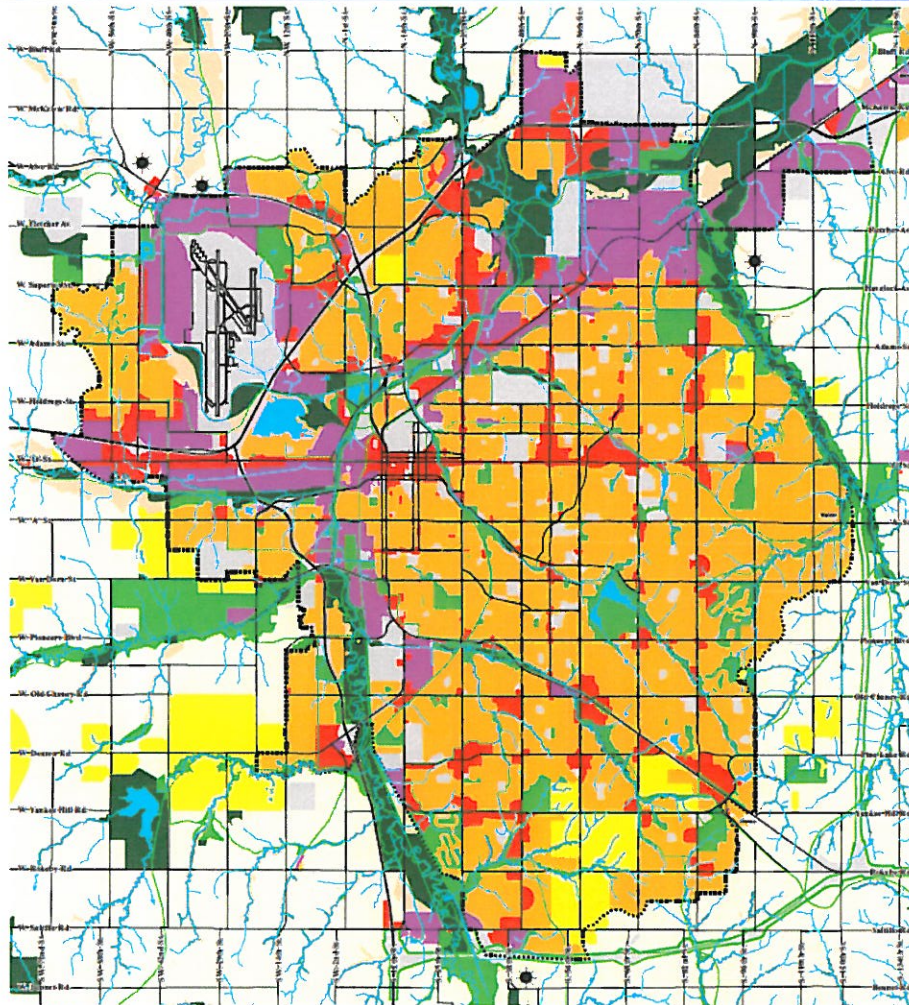
## 2040 PRIORITY GROWTH AREAS

- Existing Lincoln City Limits and Approved Preliminary Plans (2016)
- Floodplain and Flood Prone Areas
- Tier I, Priority A (Developing)
- Tier I, Priority B (2025)
- Tier II (2060)
- Tier I, Priority C (2040)
- Tier III
- 2040 Future Service Limit





# Proposed Land Use Amendments

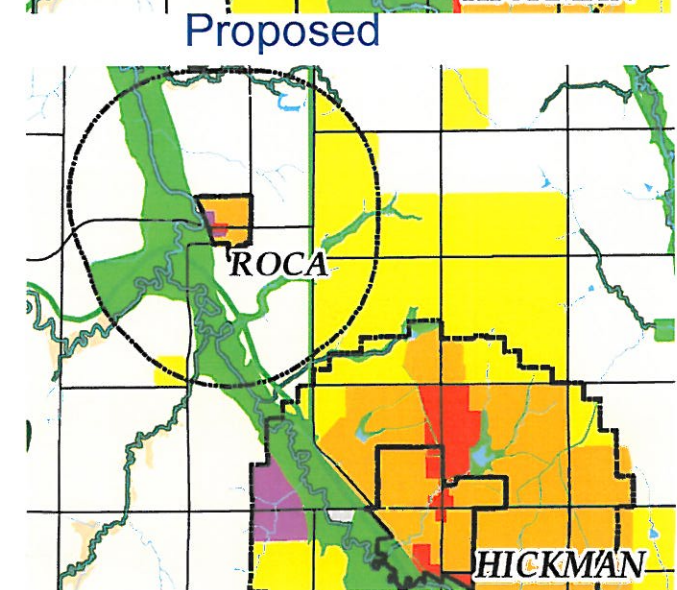
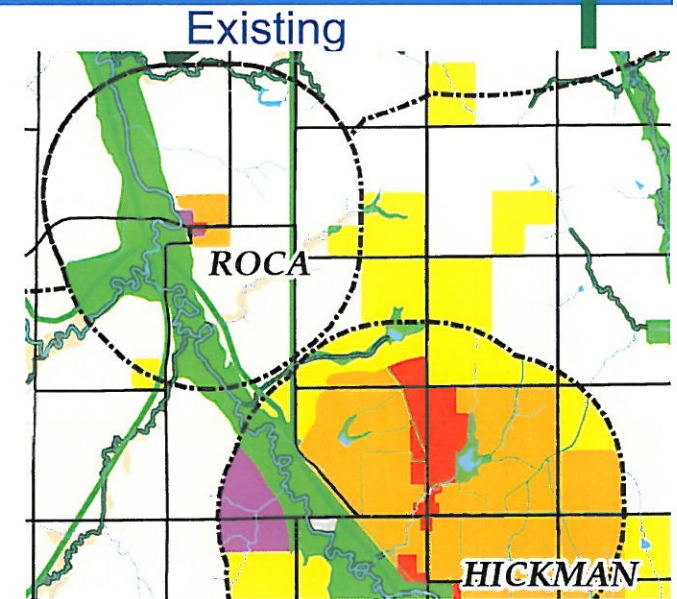


2040 LINCOLN AREA FUTURE LAND USE PLAN

- |  |                              |                         |
|--|------------------------------|-------------------------|
| Agricultural                               | Commercial                   | Green Space             |
| Residential - Urban Density                | Industrial                   | Environmental Resources |
| Residential - Low Density                  | Public & Semi-Public         | Lakes & Streams         |
| Potential Large Employer Opportunity Areas | Agricultural Stream Corridor | Future Service Limit    |

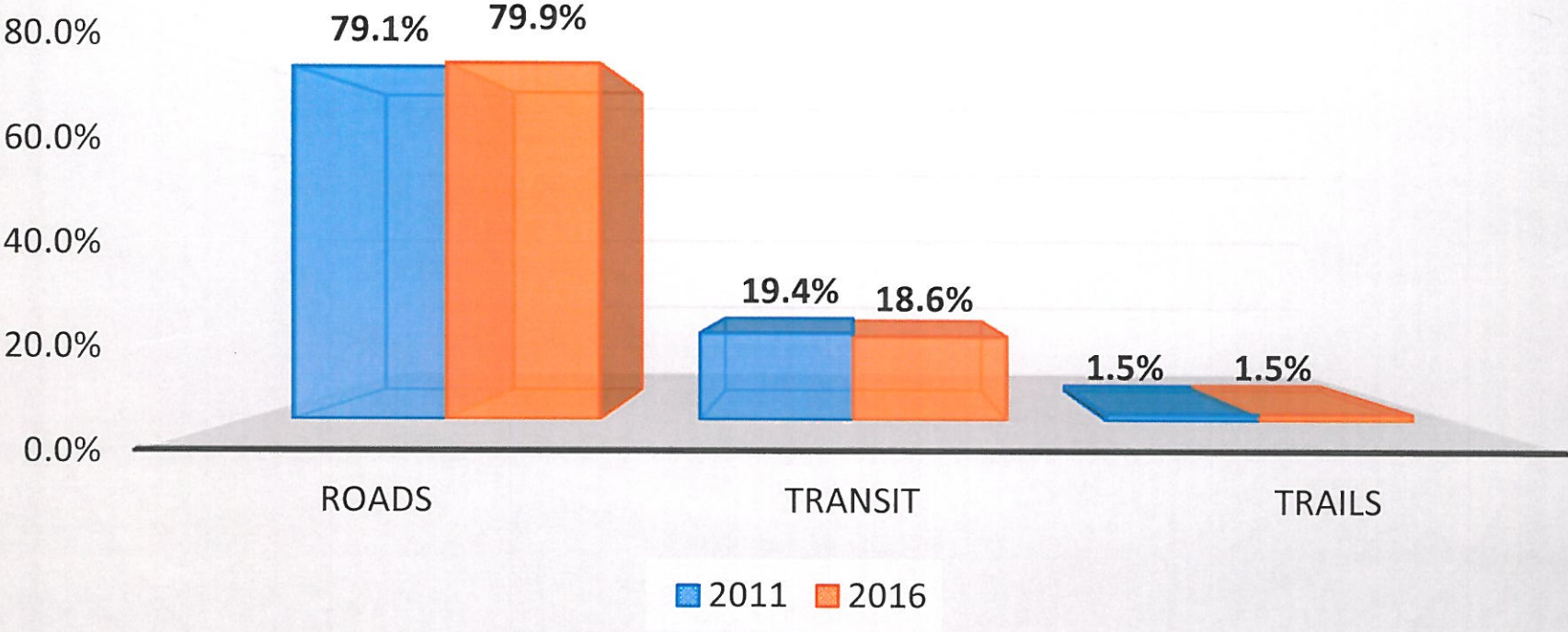
The location of each land use designation is generalized. The appropriateness of a particular zoning district for a particular parcel of property will depend on a review of all of the elements of the Comprehensive Plan. Please consult other sources for exact locations of environmental resources such as wetlands, natural gas and hydrocarbons. Not all of these resources are depicted on this figure.

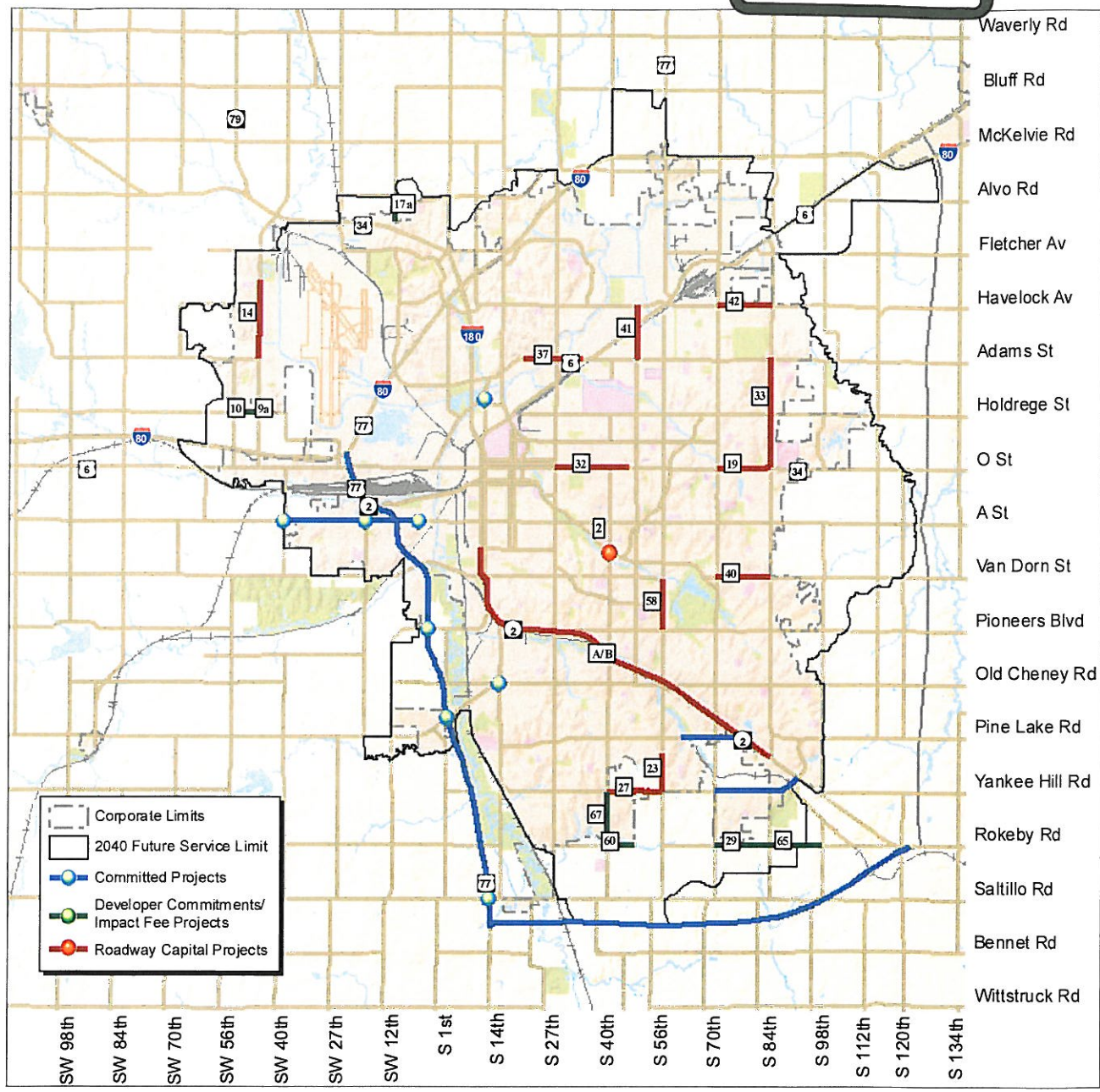
The incorporated town plans are displayed on this figure in many circumstances the land use designations in the town plans were affected from the categories used in the Lincoln Lancaster County Plan; as some adjustments were made for the purposes of this display. These categories and their specific subcategories should be consulted as the source for decisions within their zoning jurisdictions.





# Comparison of Level of Investment: 2011 and 2016 LRTPs





Map 10.17: Fiscally Constrained Roadway Plan

Traffic Management Plan and Green Light Lincoln initiative. Travel delay reductions in the range of 20 percent may be expected with full implementation of Green Light Lincoln.

Technology could also help to improve transit service through applications such as transit signal priority treatments and next bus rider information. As transportation technologies advance, it will

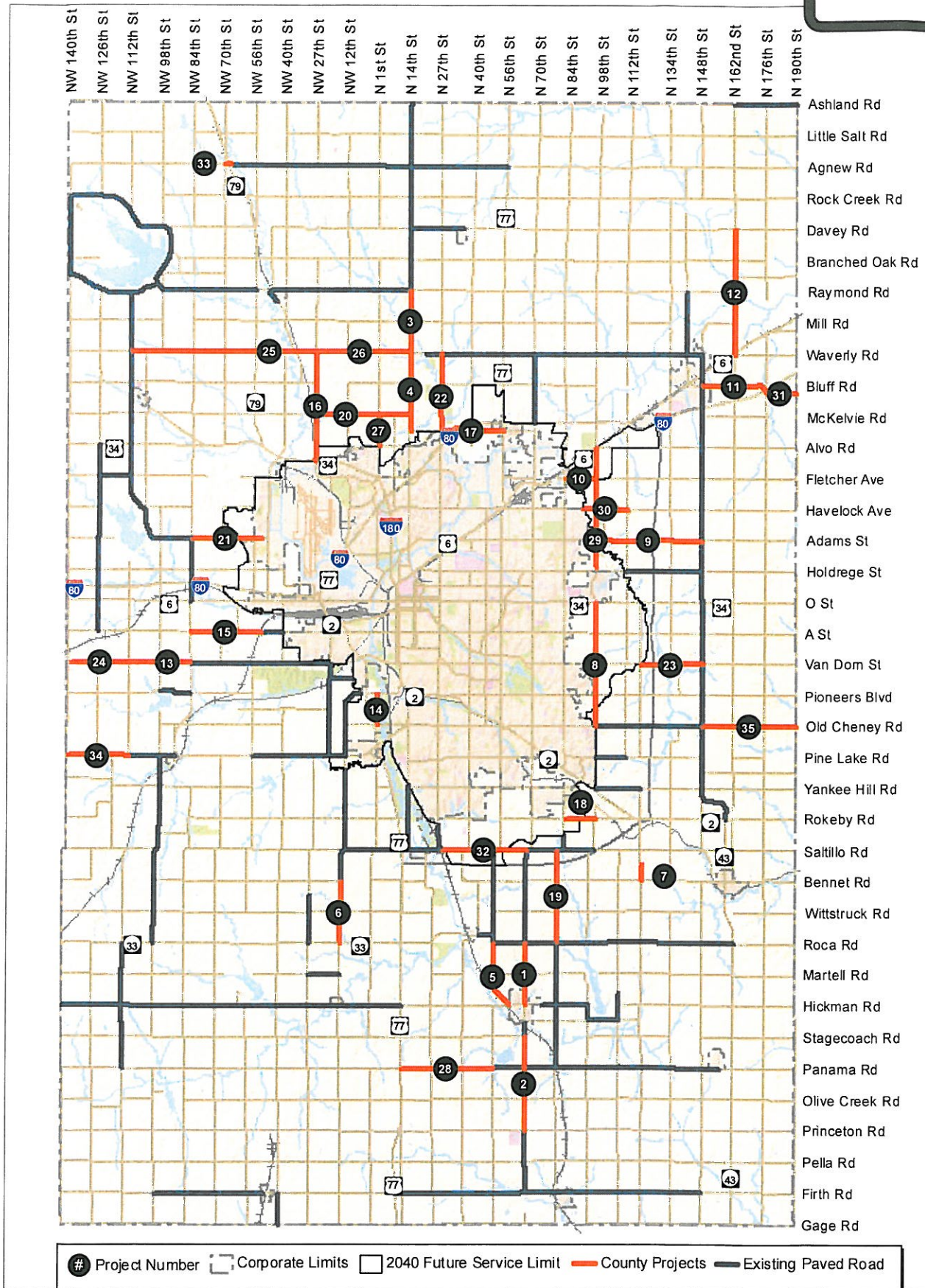
be important to stay abreast of how connected vehicles and driverless cars change the travel needs in Lincoln.

#### East Beltway Preservation

The allocation of \$250,000 per year (\$6 million over the 24-year time horizon) should be used to preserve approximately 170 acres of land along



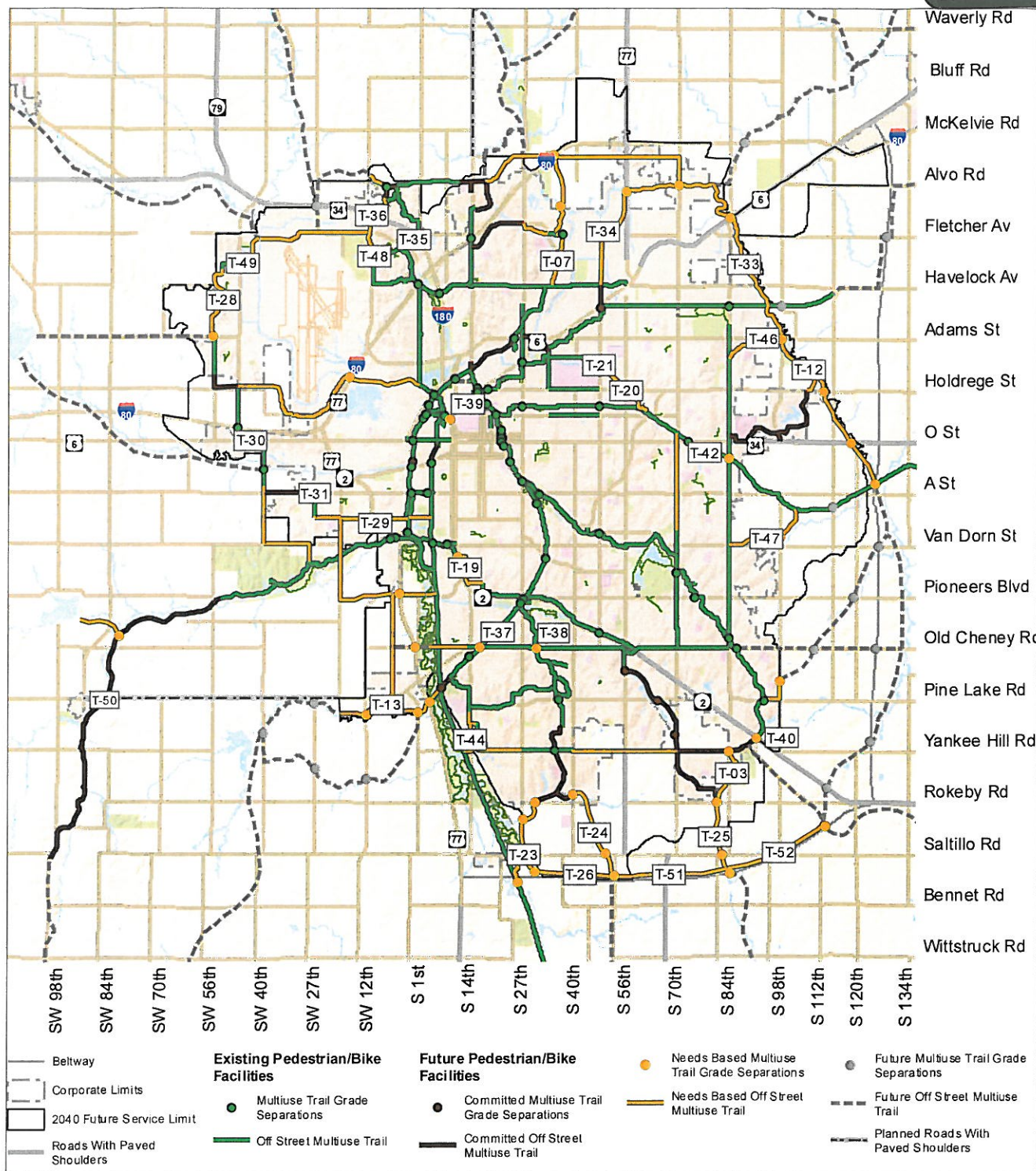




Map 10.18: Rural Roads Projects







Map 10.16: Priority Trail Projects



**2016-2022 CIP – Public Works and Utilities**  
**Road Funds Used for Sidewalks, Trails, Bikeways & Bicycle Facilities**

**Safety and Operation Improvement Program**

- "...improvements at locations based on the annual traffic monitoring and crash analysis programs traffic calming, minor intersection improvement and *help provide subsidies for paving districts, bikeways/trails to improve bicycle/pedestrian movement used in conjunction with other improvement projects.* . . . Helps meet LRTP goals supporting the Intersection Capacity Improvements, ITS, Safety Projects, Travel Demand Management, *maintenance / rehabilitation and new capital expenditure for Pedestrian and Bicycle Facilities.*"
  - \$850,000 in 16/17 & again in 17/18 from City Wheel Tax, Residual
  - \$2.5 mil in 16/17, \$4.4 mil in 17/18, and \$500k per year after from Stpp – Hazard Elimination

**Sidewalk Maintenance and Repair**

- "City funds are *allocated for maintenance and repair of sidewalks.* Helps meet LRTP goals *supporting both the maintenance / rehabilitation and Capital expenditure for Pedestrian and Bicycle Facilities as existing infrastructure are improved / repaired* and Capital expenditure when new amenities, such as curb ramps, are constructed. Rehabs and replaces existing infrastructure."
  - A little more than \$1 mil per year from Highway Allocation Funds

**Roadway and Bridge Rehabilitation**

- "*...help provide subsidies for paving districts, bikeway/trails to improve bicycle/pedestrian movement used in conjunction with other improvement projects.*"
  - City Wheel Tax, Residual - \$809,500 16/17, \$2.9 mil in 17/18, \$2.97 mil in 18/19, \$2.54 mil in 19/20, \$1 mil in 20/21 & 21/22
  - Highway Allocation Funds - \$1.87 mil in 16/17, \$1.29 mil in 17/18, \$324,900 in 18/19

**Residential Rehabilitation & Intersection**

- "Pavement management, resurfacing and repairing residential street pavement, curbs and *sidewalks to maintain their serviceability.*"
  - City Wheel Tax, Residential Rehab – Between \$2.7 mil and \$2.9 mil per year

**Traffic Optimization and Management Program**

- "*...new capital expenditure for Pedestrian and Bicycle Facilities.*"
  - City Wheel Tax, Residual - \$2.9 mil in 16/17, 650k in 17/18, \$650k in 18/19, \$650 k in 20/21, \$1.65 in 21/22
  - Hwy Allocation Funds - \$1.996 mil in 16/17, \$1 mil in 18/19, \$1.5 mil in 19/20, \$1.345 mil in 20/21, \$524k in 21/22

**Pedestrian and Bicycle Capital Program**

- "Dedicated funding for an ongoing pedestrian and bicycle capital program is identified as a priority in the 2040 Transportation Plan. *The ongoing program will help implement a coordinated system of well-connected pedestrian and bicycle facilities that serve both new and older neighborhoods and provide access to activity centers such as schools, parks, employment areas and shopping.* Examples of high priority capital projects to be funded by this program include new and updated on-street bike route signs, pedestrian countdown signal heads at all signalized intersections, installation of priority sidewalk connections, sidewalk connections to trails, public bicycle parking, bicycle activated signals, and enhanced at grade pedestrian crossings."
  - Highway Allocation Funds - \$50k per year