

**STAFF MEETING MINUTES  
LANCASTER COUNTY BOARD OF COMMISSIONERS  
COUNTY-CITY BUILDING  
ROOM 113 - BILL LUXFORD STUDIO  
THURSDAY, SEPTEMBER 22, 2016  
8:30 A.M.**

Commissioners Present: Todd Wiltgen, Vice Chair  
Deb Schorr  
Bill Avery

Commissioners Absent: Roma Amundson, Chair  
Larry Hudkins

Others Present: Kerry Eagan, Chief Administrative Officer  
Dan Nolte, County Clerk  
Ann Taylor, County Clerk's Office

*Advance public notice of the Board of Commissioners Staff Meeting was posted on the County-City Building bulletin board and the Lancaster County, Nebraska, web site and provided to the media on September 21, 2016.*

The Vice Chair noted the location of the Open Meetings Act and opened the meeting at 8:33 a.m.

**AGENDA ITEM**

**1 APPROVAL OF MINUTES OF THE SEPTEMBER 15, 2016 STAFF MEETING**

Item was held until later in the meeting.

**2 ADDITIONS TO THE AGENDA**

Item was held until later in the meeting.

**3 BOARD OF EQUALIZATION REQUEST FOR PROPOSAL (RFP) - Bob Walla, City-County Purchasing Agent; Dan Nolte, County Clerk; Cori Beattie, Chief Deputy County Clerk; Peter Katt, Baylor Evnen Law Firm**

Dan Nolte, County Clerk, noted there was discussion earlier in the year about whether the County should issue a request for proposal (RFP) for referee coordinator services (see May 3, 2016 County Board of Commissioners Meeting minutes and May 5, 2016

County Board Staff Meeting minutes) and said Bob Walla, City-County Purchasing Agent, can provide information on that process. **NOTE:** Great Plains Appraisal, Inc. has held the contract to provide referee coordinator services since 1994, as well as other professional services contracts with the County, i.e., contracts for Great Plains' staff to serve as Board of Equalization (BOE) referees, for the services of qualified professional appraisers to assist the County Assessor's Office in performing the appraisal functions necessary to process the Tax Equalization and Review Commission (TERC) appeals, and to provide appraisal services. He said he also invited Peter Katt, Baylor Evnen Law Firm, to participate in the discussion because he has a long-term perspective on property valuation protests. Nolte said he believes there are two components to the issue: 1) Cost; and 2) Results.

Schorr arrived at the meeting at 8:35 a.m.

Nolte said property owners, primarily residential homeowners, have expressed concerns to his office that they aren't "getting a fair shake" out of the process. He felt there may be some legitimacy to those concerns and encouraged the Board to take a more expansive look to see how the process could be reformed to provide better outcomes. Nolte stressed that he has no criticism of Great Plains, adding they have been great to work with and have helped make a lot of changes over the years to improve the process.

Avery expressed concern that there is no way to evaluate whether taxpayers are "getting their monies worth" with the existing contract. He added he does not have any specific complaints about Great Plains but felt it was "bad policy" to continue to do things the same way for 20 years without question.

Nolte said evaluation is challenging because there are so many components and each year is different. He felt the Board should also look at outcomes, noting a lot of the valuations are appealed to TERC and there is a cost to that. Nolte noted there have been statements in the past that more information is presented at TERC than at the referee hearings and said not everyone agrees with that statement. Wiltgen said the BOE has reduced values if the property owner provides relevant information, such as an appraisal or comparable sales. However, many property owners don't provide enough information to make an informed decision. Nolte responded that some property owners provide a lot of information and question why their values aren't being reduced when similar properties are valued lower. He added some property owners lack confidence in the system and waive their referee hearings with the belief they will get a better outcome at TERC. Nolte encouraged the Board to look at whether there is a better model available.

Schorr disagreed with Avery's assertion that the Board had done things the same ways for 20 years. She said a component of the process has been changed every year, citing

moving the location of the referee hearings and providing for electronic filing of protests as examples of changes that have been made to make the system more efficient and to provide better service to the taxpayers.

Katt said he believes the relationship between Great Plains and the County Assessor's Office has become too closely connected in recent years and said it appears that the process has started to skew to defending the County Assessor's valuations rather than providing an independent review of valuations for the taxpayer. He said the other problem he perceives is the length of time it takes TERC to get to hearings, noting there may be three or four years of protests stacked up. Katt felt the function between the referees and whoever represents the County at TERC should be separate. He also felt there should be advocacy for the taxpayer in the process. Katt said he believes the referees are being asked to make the taxpayer prove that the County Assessor's value is wrong and said he believes the question should be is the valuation reasonably fair to the taxpayer. Wiltgen felt that would not be a good policy change but said he believes there is validity to having some separation between the different functions of the process.

Katt said the referee shouldn't expect the taxpayer to have the evidentiary level of an attorney or appraiser and felt their role should be to facilitate and listen to the taxpayer. He said property owners are not receiving an explanation as to why their value was not changed and are just told it is a fair value. Schorr suggested it might be helpful to send a better explanation to the property owner after their valuation has been set.

Ryan Swaroff, Deputy County Attorney, appeared and asked that the Board consult with her if it decides to proceed with an RFP, since she is the attorney that handles the BOE cases. She said she would be willing to discuss the different components and what might need to be changed. Swaroff explained property owners often do not provide relevant information until they receive a discovery request pursuant to the TERC process. She said she and the referee coordinator try to work informally with property owners to get the cases settled and avoid TERC hearings. Swaroff said it would be unfair to other property owners and would impact equalization if the Board were to change a lot of values at the BOE level. She also stressed that Great Plains does not answer to the County Assessor's Office.

Doug Cyr, Chief Deputy County Attorney, appeared and said Great Plains has a great reputation and said he disagrees with Katt's assertion that Great Plains is acting as an advocate on behalf of the County. He said Great Plains is required to give their professional opinion as to actual value separate and apart from the County and said he hopes this discussion won't destroy the relationship that was built with them.

Cyr suggested that if the Board believes the process is "broken" it should form a subcommittee to look at the process with the assistance of individuals such as Mike Thew, former Chief Deputy County Attorney, who previously handled BOE cases for the County and has extensive knowledge of the TERC process.

Wiltgen said he is not convinced the Board needs to issue an RFP. He said the system is rife for complaints because it deals with property values and said he doesn't believe anything the Board does will resolve that.

Walla noted he was asked in May to come back to discuss an RFP. He said he will need to be provided the basis of the RFP and the specifications in order to proceed, adding the process would need to begin quickly in order to select a provider by the time the current contracts expire. Walla said he will also need to be provided a contact person to help coordinate the process.

Schorr asked Avery which of the four contracts he is interested in putting out for an RFP. Avery said all of them. Schorr said she is not willing to go that far, adding she doesn't believe it would solve the problem of property owners not getting their questions answered. Avery said he believes that is a separate issue.

Wiltgen asked Norm Agena, County Assessor/Register of Deeds, how many firms in Lincoln could take the place of Great Plains. Agena said there are none.

Cyr said these are professional services and don't require an RFP. He said the Board has statutory authority to appoint the referees and determine their compensation (see Nebraska Revised Statute §77-1502.01).

There was consensus to form a sub-committee comprised of representatives of the County Assessor's, County Attorney's, and County Clerk's Offices and facilitated by Kerry Eagan, Chief Administrative Officer, to examine the current BOE referee system and make recommendation to the Board regarding whether the services should be sent out for an RFP. Other individuals, such as Mike Thew, former Chief Deputy County Attorney who previously handled BOE cases for the County, may be invited to provide their prospective.

#### **APPROVAL OF MINUTES OF THE SEPTEMBER 15, 2016 STAFF MEETING**

**MOTION:** Avery moved and Schorr seconded approval of the September 15, 2016 Staff Meeting minutes. Avery, Schorr and Wiltgen voted yes. Amundson and Hudkins were absent. Motion carried 3-0.

## **ADDITIONS TO THE AGENDA**

- A. Grant for Family Drug Court Implementation and Enhancement Program (Exhibit A)

**MOTION:** Schorr moved and Avery seconded approval of the addition to the agenda. Schorr, Avery and Wiltgen voted yes. Amundson and Hudkins were absent. Motion carried 3-0.

## **ACTION ITEMS**

- A. Renewal of Fiduciary Liability Coverage

**MOTION:** Schorr moved and Avery seconded approval. Avery, Schorr and Wiltgen voted yes. Amundson and Hudkins were absent. Motion carried 3-0.

- B. Correction of Center for Medicare Services Form 855B for Lancaster County Mental Health Crisis Center

Eagan noted Commissioner Schorr signed the initial form that was submitted on behalf of Lancaster County and recommended that she sign the corrected form as well.

**MOTION:** Schorr moved and Avery seconded to authorize Commissioner Schorr to sign the form on behalf of Lancaster County. Schorr and Avery voted yes. Wiltgen abstained from voting. Amundson and Hudkins were absent. Motion carried 2-0, with one abstention.

- C. Microcomputer Request C#151290 from Juvenile Probation, \$2,439.36 from the Microcomputer Fund for 2 Personal Computers (PC's), 5 Computer Monitors and Software

**MOTION:** Schorr moved to approve the microcomputer request.

Avery requested additional information on the number of computer monitors requested.

Schorr withdrew her motion.

There was consensus to hold the item for additional information.

Schorr exited the meeting at 9:30 a.m. **NOTE:** There was no longer a quorum.

- 4     **A) SURPLUS COUNTY PROPERTY AT HIGHWAY 34 AND  
NORTHWEST 48<sup>TH</sup> STREET** - Pam Dingman, County Engineer; Ken  
Schroeder, County Surveyor  
      **B) SALTILLO ROAD** - Pam Dingman, County Engineer

**A) Surplus County Property at Highway 34 and Northwest 48<sup>th</sup> Street**

Ken Schroeder, County Surveyor, disseminated information on surplus county property along Highway 34 and Northwest 48<sup>th</sup> Street (Exhibit B). A local resident had inquired about purchasing the excess right-of-way that was deeded to Lancaster County when Highway 34 was built (see March 5, 2015 County Board Staff Meeting minutes). Schroeder said County Engineering contacted the Nebraska Department of Roads (NDOR) to determine what portion is not needed for road purposes (see yellow highlighted area on Page 2 of Exhibit B).

Pam Dingman, County Engineer, said the County's ownership of part of Highway 34 is problematic because it is a road that is in the State's jurisdiction. Schroeder suggested the County relinquish that portion to the State, noting there is a drainage culvert in the area that may need to be excluded.

Dave Derbin, Deputy County Attorney, appeared and said the County does not have specific power to relinquish property to the State. Eagan noted the State has condemnation powers if it is needed for state road purposes. Derbin said it is inherent in the power of condemnation that the State must negotiate a settlement with the County. He said it could also be addressed through vacating and abandoning, adding it is up to the State how it wants to proceed.

Dingman said her department will continue to work with NDOR to resolve the issue.

**B) Saltillo Road**

Dingman said Saltillo Road has a significant amount of fast moving traffic, lacks paved shoulders, and has steep embankment slopes that make it difficult to recover if a vehicle leaves the roadway and said a number of constituents came forward to express concerns regarding the road at last year's public hearing on the One and Six Year Road and Bridge Improvement Program.

Dingman said when the South Beltway was planned it was thought that roadway would take pressure off of Saltillo Road. That project has been delayed for a number of years and the City has continued to grow in that direction. She said she believes Saltillo Road will continue to be a major roadway, even after the South Beltway is constructed. Dingman noted that the State plans to rebuild intersections on Saltillo Road, as part of that project, at South 14<sup>th</sup>, 30<sup>th</sup>, 70<sup>th</sup>, 84<sup>th</sup> and 98<sup>th</sup> Streets. In addition, the South Beltway will close and make a stub road out of South 38<sup>th</sup> Street. She said that leaves

the County with the issue of what to do with Saltillo Road from South 30<sup>th</sup> Street to slightly past South 56<sup>th</sup> Street. Dingman said she commissioned a study of what could be done in that area (see Exhibits C & D for information on the Saltillo Road Operations and Safety Study), noting the study showed a 10 percent increase in traffic counts since counts were taken 2014. She said the consultant has recommended the County consider roundabouts at South 40<sup>th</sup>, 54<sup>th</sup> and 56<sup>th</sup> Streets and six foot shoulders and grading on either side of Saltillo Road for that area. Dingman said the State has funds available that would cover 90 percent of the cost of improving Saltillo Road and said she presented information to the Nebraska Department of Roads (NDOR's) Safety Committee last week and asked the State to share in the cost of the shoulders and roundabouts at an approximate cost of \$5,000,000. She said NDOR asked County Engineering to bring back additional improvements in the concept design that would bring the total cost of the project to \$5,800,000. Dingman said she has coordinated her efforts with the City of Lincoln but said the City has indicated it does not believe it will grow a mile south of Saltillo Road until after 2040. She said NDOR does not believe that is a correct assumption and said she concurs.

#### **ADMINISTRATIVE OFFICER REPORT**

- E. Claim for Review - Payment Voucher (PV) Numbers 541110-541119 from County Engineer for A-1st Rate Pumping Service, Inc., Dated October 21, 2015 through May 13, 2016 in the Total Amount of \$1,855.60. These Claims are Beyond the 90 Day Time Period

Pam Dingman, County Engineer, discussed why the vendor did not submit invoices in a timely manner.

Bob Walla, City-County Purchasing Agent, said he and County Engineering discussed the matter with the vendor and received assurances that it won't occur again.

There was consensus to move the claim to the September 27, 2016 County Board of Commissioners Meeting as a regular claim. Eagan said he can provide an explanation to the full Board at that time.

#### **5 605 BUILDING UPDATE - Don Killeen, County Property Manager; Greg Newport, The Clark Enersen Partners (Architectural Firm)**

Greg Newport, The Clark Enersen Partners, said the project to remodel the 605 Building is on schedule, noting it is scheduled for substantial completion in February, 2017. He said finishes are approximately 80%, 60% and 30% completed on the first, second and third floors, respectively. Newport offered to schedule a walk-through for Board when it is convenient.

Don Killeen, County Property Manager, noted departments are scheduled to move into the building in April, 2017.

Wiltgen asked whether the project is on budget. Newport explained that the scope of the project was expanded (space added for Veterans Services, exterior repairs such as caulking, and changing out the emergency generator) and said they are currently five percent over the base bid. He said costs are currently at \$12,735,000 but another change order for additional work will be presented that increase costs to \$12,800,000. Newport said there have also been approximately \$100,000 in reductions since the original bid.

**6 VICTORY PARK UPDATE - Randy Jones, Aging Partners Director**

Item was dropped from the agenda.

**7 ACTION ITEMS**

- A. Renewal of Fiduciary Liability Coverage
- B. Correction of Center for Medicare Services Form 855B for Lancaster County Mental Health Crisis Center
- C. Microcomputer Request C#151290 from Juvenile Probation, \$2,439.36 from the Microcomputer Fund for 2 Personal Computers (PC's), 5 Computer Monitors and Software

Items A-C were moved forward on the agenda.

**8 CONSENT ITEMS**

There were no consent items.

**9 ADMINISTRATIVE OFFICER REPORT**

- A. New District Court Law Clerk Salary

Item was held.

- B. October Management Team Meeting Date and Agenda

Item was held.

- C. Report on the Sale of Community Mental Health Center (CMHC) Property



Eagan said he will schedule acceptance of the offer received by the Lancaster County Sheriff at the sale conducted on September 8, 2016 on the September 27, 2016 County Board of Commissioners Meeting agenda and to set the closing date upon release of all of the utility easements.

D. Staff Meeting on Thursday, September 29, 2016

There was consensus to hold a Staff Meeting on Tuesday, September 27, 2016 instead, beginning at 10:00 a.m. or immediately following the regular County Board of Commissioners 9:00 a.m. meeting.

- E. Claim for Review - Payment Voucher (PV) Numbers 541110-541119 from County Engineer for A-1st Rate Pumping Service, Inc., Dated October 21, 2015 through May 13, 2016 in the Total Amount of \$1,855.60. These Claims are Beyond the 90 Day Time Period

Item was moved forward on the agenda.

**10 PENDING**

There were no pending items.

**11 DISCUSSION OF BOARD MEMBER MEETINGS**

- A. Public Building Commission (PBC) Vice Chair Meeting with Mayor - Amundson

No report.

- B. Public Building Commission (PBC) - Amundson/Hudkins

No report.

- C. Board of Health - Avery

Avery said they discussed the decision to relocate the Parks and Recreation Department headquarters from 2740 A Street to the City-County Health Department Building. He said they also received presentations on active shooter preparedness and the greenhouse gases inventory and a report on public health emergency response.

- D. Mental Health Crisis Center Advisory Committee - Avery

Avery said they were updated on issues involving sprinkler heads and the heating, ventilating and air conditioning (HVAC) at the Mental Health Crisis Center.

E. Lincoln Metropolitan Planning Organization (MPO) - Wiltgen

Wiltgen said they reviewed revisions to the Fiscal Year (FY) 2017-2020 Transportation Improvement Program and received a briefing on the updating of the 2040 Lincoln Long Range Transportation Plan.

F. Lancaster County Fairgrounds JPA - Wiltgen/Avery

Wiltgen said the JPA approved the budget following a public hearing. The JPA also approved disbursements and engaged an audit firm for next year.

G. Lincoln Independent Business Association (LIBA) Budget Monitoring Committee - Amundson

No report.

H. General Assistance (GA) Monitoring Committee - Wiltgen

Wiltgen reported that revenues are higher than was anticipated.

I. Parks and Recreation Futures Committee - Hudkins

Meeting was cancelled.

**ADDITIONS TO THE AGENDA**

A. Grant for Family Drug Court Implementation and Enhancement Program (Exhibit A)

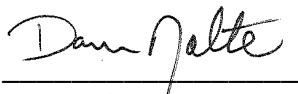
Eagan reported the County has received a \$400,000 grant from the United States Department of Justice, Office of Justice Programs for the Family Drug Court Implementation and Enhancement Program.

**12 EMERGENCY ITEMS AND OTHER BUSINESS**

There were no emergency items or other business.

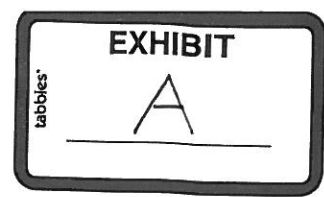
**13 ADJOURNMENT**

By direction of the Vice Chair, the meeting was adjourned at 10:16 a.m.



Dan Nolte  
Lancaster County Clerk





U.S. Department of Justice  
Office of Justice Programs

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Office of the Assistant Attorney General

Washington, D.C. 20531

September 20, 2016

Mrs. Roma Amundson  
Lancaster County  
605 South 10th Street  
Lincoln, NE 68508

Dear Mrs. Amundson:

On behalf of Attorney General Loretta Lynch, it is my pleasure to inform you that the Office of Justice Programs has approved your application for funding under the FY 16 Family Drug Court Implementation and Enhancement Program in the amount of \$400,000 for Lancaster County.

Enclosed you will find the Grant Award and Special Conditions documents. This award is subject to all administrative and financial requirements, including the timely submission of all financial and programmatic reports, resolution of all interim audit findings, and the maintenance of a minimum level of cash-on-hand. Should you not adhere to these requirements, you will be in violation of the terms of this agreement and the award will be subject to termination for cause or other administrative action as appropriate.

If you have questions regarding this award, please contact:

- Program Questions, Brittany Ford, Program Manager at (202) 616-4389; and
- Financial Questions, the Office of the Chief Financial Officer, Customer Service Center (CSC) at (800) 458-0786, or you may contact the CSC at [ask.ocfo@usdoj.gov](mailto:ask.ocfo@usdoj.gov).

Congratulations, and we look forward to working with you.

Sincerely,

A handwritten signature in cursive script that reads "Karol V. Mason".

Karol Virginia Mason  
Assistant Attorney General

Enclosures



U.S. Department of Justice  
Office of Justice Programs  
Office of Juvenile Justice and  
Delinquency Prevention

**GRANT MANAGER'S MEMORANDUM, PT. I:  
PROJECT SUMMARY**  
**Grant**

PROJECT NUMBER  
2016-DC-BX-0060

PAGE 1 OF 1

This project is supported under FY16(OJDP - Juvenile and Family Drug Courts - other than TTA or research) 42 USC 3797u

1. STAFF CONTACT (Name & telephone number)

Brittaney Ford  
(202) 616-4389

2. PROJECT DIRECTOR (Name, address & telephone number)

Sara Hoyle  
Human Services Director  
555 South 10th Street Suite 107  
Lincoln, NE 68508  
(402) 441-6868

3a. TITLE OF THE PROGRAM

Category 2: Enhancement Grants

3b. POMS CODE (SEE INSTRUCTIONS  
ON REVERSE)

4. TITLE OF PROJECT

Lancaster County Family Treatment Drug Court Grant

5. NAME & ADDRESS OF GRANTEE

Lancaster County  
605 South 10th Street  
Lincoln, NE 68508

6. NAME & ADDRESS OF SUBGRANTEE

7. PROGRAM PERIOD

FROM: 10/01/2016 TO: 09/30/2019

8. BUDGET PERIOD

FROM: 10/01/2016 TO: 09/30/2019

9. AMOUNT OF AWARD

\$ 400,000

10. DATE OF AWARD

09/20/2016

11. SECOND YEAR'S BUDGET

12. SECOND YEAR'S BUDGET AMOUNT

13. THIRD YEAR'S BUDGET PERIOD

14. THIRD YEAR'S BUDGET AMOUNT

15. SUMMARY DESCRIPTION OF PROJECT (See instruction on reverse)

The Family Drug Court Implementation and Enhancement Program builds the capacity of states, state and local courts, units of local government, and federally recognized tribal governments to either implement new drug courts or enhance pre-existing drug courts for individuals with substance abuse disorders or substance use and cooccurring mental health disorders, including histories of trauma, who are involved with the family dependency court as a result of child abuse, neglect, and other parenting issues. This program is authorized by 42 U.S.C. 3797u, et seq.

Lancaster County, Nebraska is enhancing upon their Family Drug Court Program to further services to their Family Treatment Drug Court Track (FTDCT). FTDCT is an infusion court that seeks to provide evidence based services for adults and children to not only treat substance abuse, but to provide services that address trauma and reduce other risk factors for future maltreatment and substance abuse. The enhancement program has three main goals: (1) Provide substance-abusing parents with support, treatment, and access to services to protect children; (2) Increase the rate of re-unification for children, where appropriate; and (3) expedite

permanency for children in the program. The program will serve the City of Lincoln as well as Lancaster County and partner with treatment providers' including Lutheran Family Services, St. Monica's, Touchstone and First Step Recovery and Wellness.

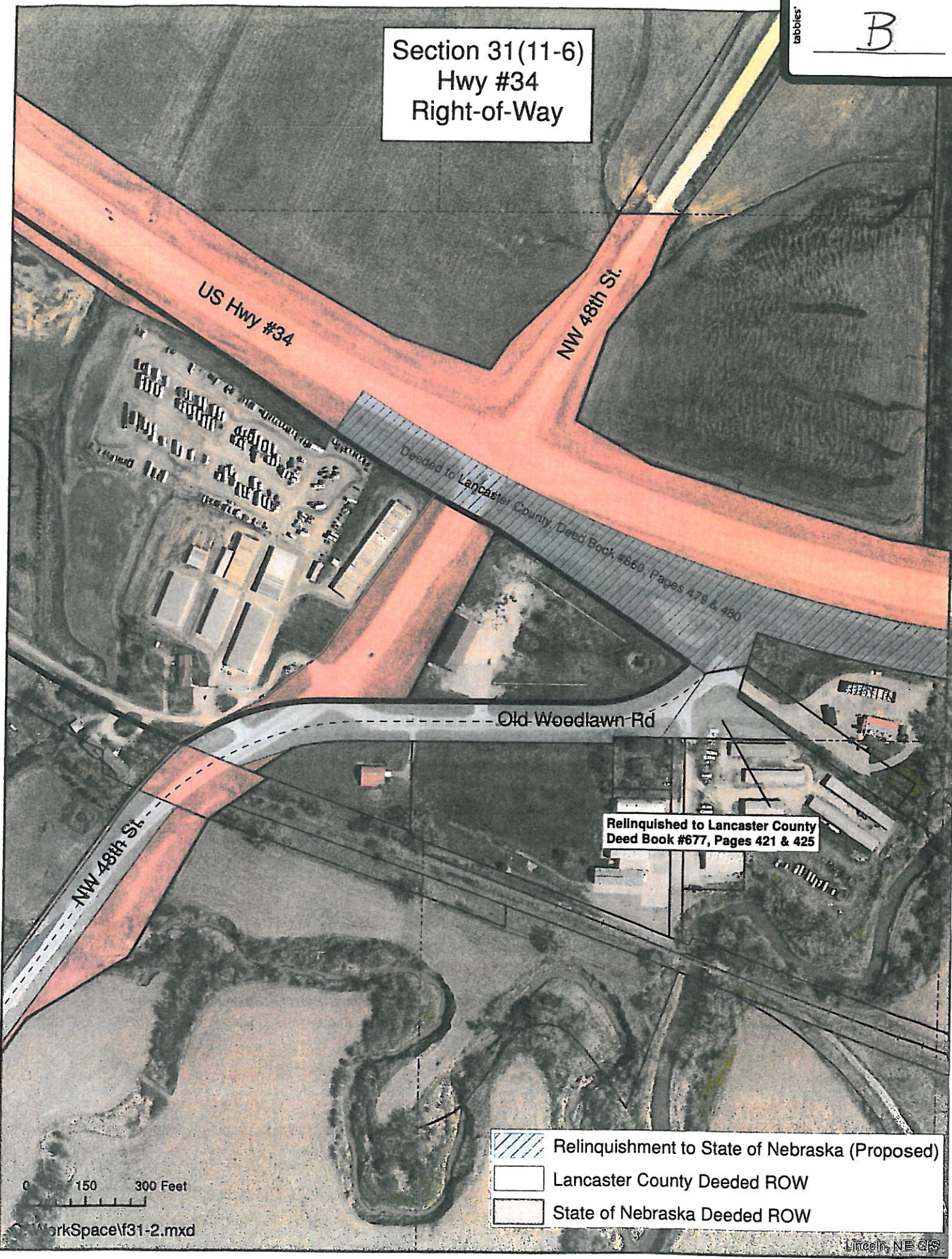
CA/NCF

permanency for children in the program. The program will serve the City of Lincoln as well as Lancaster County and partner with treatment providers' including Lutheran Family Services, St. Monica's, Touchstone and First Step Recovery and Wellness.

CA/NCF



Section 31(11-6)  
Hwy #34  
Right-of-Way



Relinquished to Lancaster County  
Deed Book #677, Pages 421 & 425




Deeded to Lancaster County, Deed Book #660, Pages 479 & 480

Old Woodlawn Rd

US Hwy #34

NW 48th St.

NW 48th St.

-  Relinquishment to State of Nebraska (Proposed)
-  Lancaster County Deeded ROW
-  State of Nebraska Deeded ROW

0 150 300 Feet



# WOODLAWN

1

# WEST

2

20.23 ± Ac. Total  
19.02 ± Ac. Net

#94-20341  
#98-35489  
#2005-60972

COUNTY RD.

NORTH



U.S. HWY. #34

OLD WOODLAWN RD.

ST.

48th

**LOT 68**  
22.82 ± Ac.

#94-20341  
#98-35489  
#2005-60972

**LOT 62**  
1.08 ± Ac.

#2005-24640

**LOT 57**  
1.30 ± Ac.

#92-38866  
#92-48991  
#98-35489  
#92-47785

**LOT 43**  
3.44 ± Ac.

#90-24699  
#94-13348

**LOT 25**  
0.45 ± Ac.

#94-29136  
#98-35489  
#98-47785

**LOT 26**  
0.45 ± Ac.

#94-13348

**LOT 28**  
0.45 ± Ac.

#94-29136  
#98-35489  
#98-47785

**LOT 40**  
6.19 ± Ac.

**LOT 5**  
4.54 ± Ac.

**LOT 7**  
3.21 ± Ac.

**LOT 30**  
1.50 ± Ac.

#2001-4917

**LOT 31**

**LOT 24**  
2.14 ± Ac.

Deed Book #560  
Fgs. 157 & 158

REM PORT  
LOT 11  
0.36 ± Ac.

Deed Book #113  
Pg. 103, 206

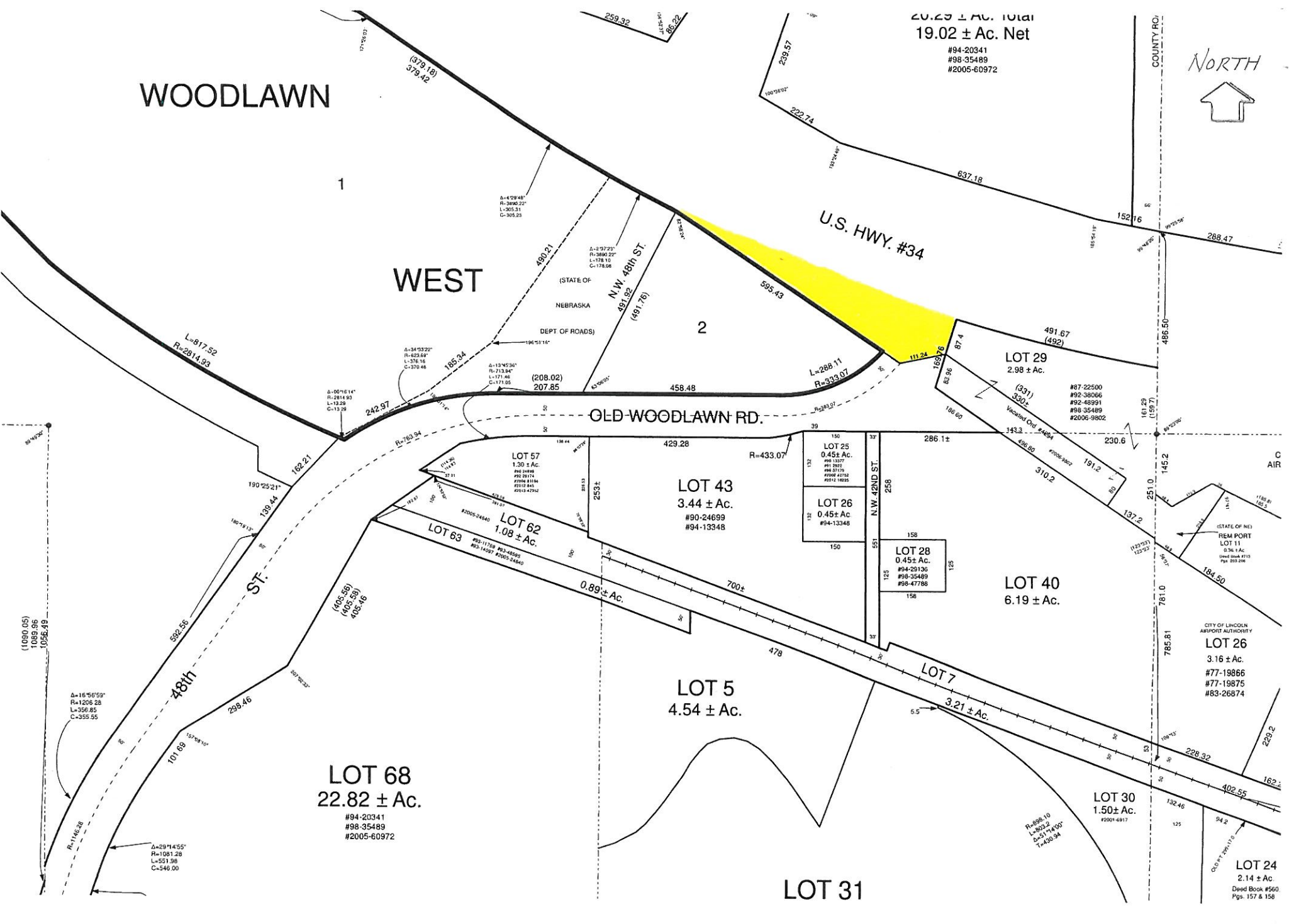
**LOT 26**  
3.16 ± Ac.

#77-19866  
#77-19875  
#83-26674

**LOT 29**  
2.98 ± Ac.

(331)  
330 ±  
Vacated Old #4854

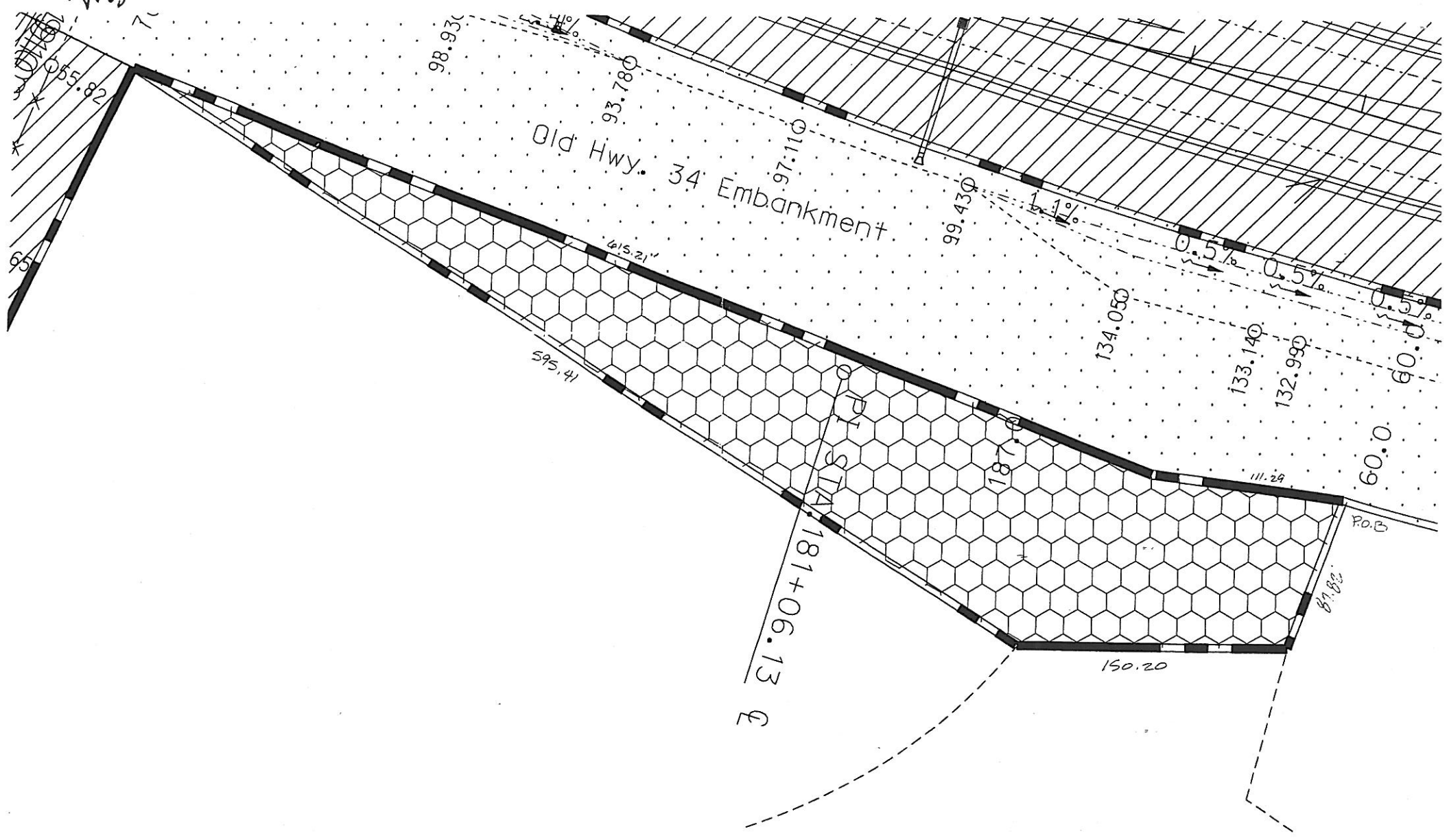
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#92-38866  
#92-48991  
#98-35489  
#2006-9802





Hwy. #34

15  
48 ft  
NW  
71



Old Hwy. 34 Embankment

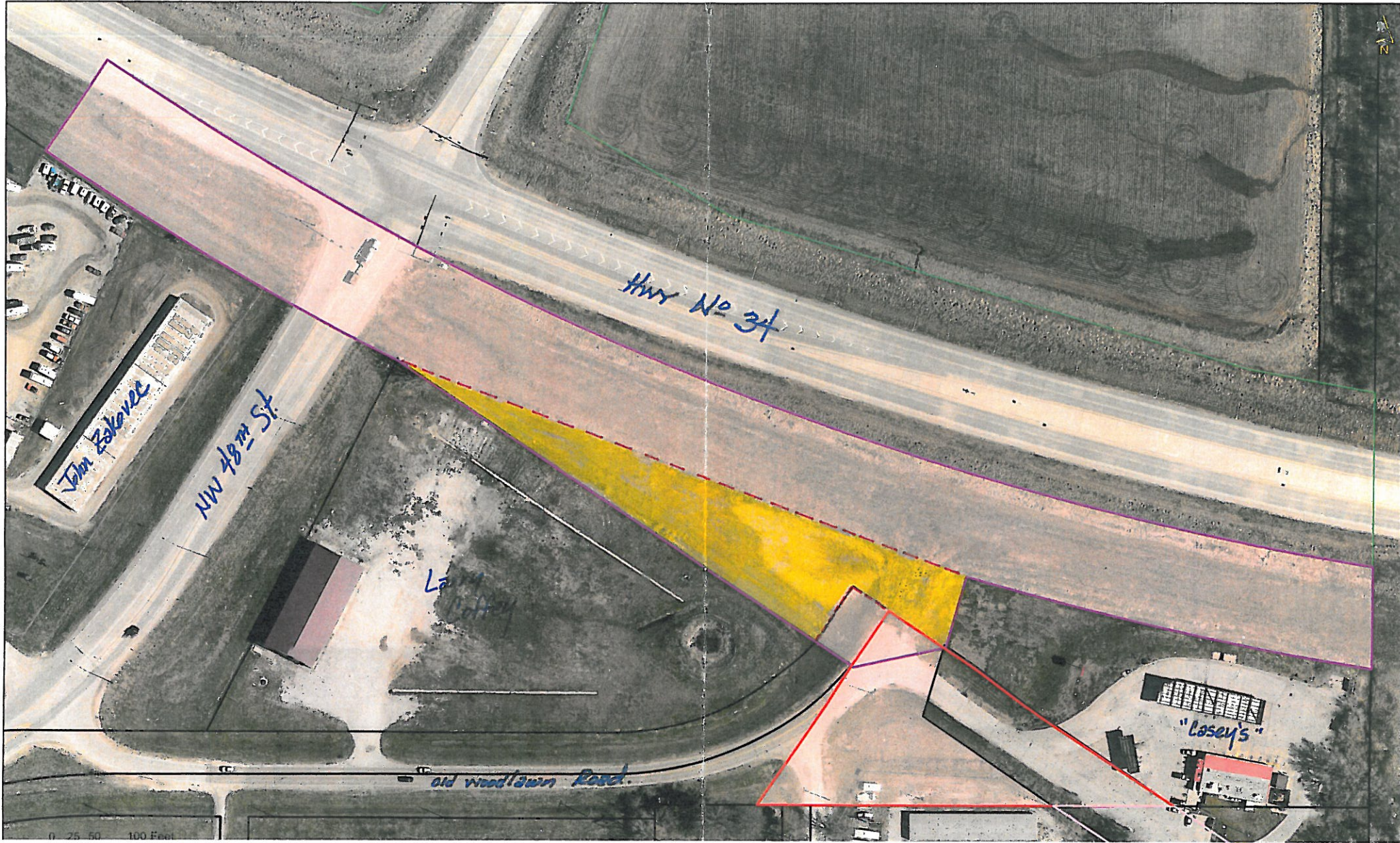
OLD STA 181+06.13

Old Woodlawn Rd.

NORTH







Hwy No 34

NW 48th St

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old woodlawn Road.

"Casey's"

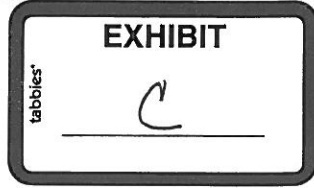
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217



# Salttilo Road Operations and Safety Study

09/13/16



## Speed Study

A speed study was conducted at three locations along Salttilo Road by Lancaster County. These locations include 2,000 feet west of S. 38<sup>th</sup> Street, 1,500 feet west of 48<sup>th</sup> Street, and 2,400 feet east of S. 56<sup>th</sup> Street. The data was collected on December 11, 2015 at various times throughout the day. Based on the collected speed data, the 85<sup>th</sup> percentile speed at the three locations ranged from 58 mph to 60 mph. This exceeds the posted speed limit of 55 mph by 3 to 5 mph. A summary of traffic speeds is attached to this memo.

## 2016 Existing Traffic Volumes

**Table 1. Traffic Count Comparison**

Intersection	Movement	ADT		Percent Change	Annual Growth Rate
		2016 FHU	2014 County	2016 FHU/2014 County	2014 County to 2016 FHU
Salttilo Road	S. 27th to S. 38th	6,940	6,299	110.2%	5.0%
	S. 38th to S. 40th	6,948	6,192	112.2%	5.9%
	S. 40th to S. 54th	6,813	6,253	109.0%	4.4%
	S. 54th to S. 56th	6,778	6,355	106.7%	3.3%
	S. 56th to S. 68th	6,257	5,558	112.6%	6.1%

## 2040 Future Traffic Volumes

Future year traffic volumes were developed for analyses utilizing 2040 traffic projections from the Lincoln Metropolitan Planning Organization (Lincoln MPO) travel demand model. The model utilized the 2040 land use plan for the area to develop future traffic forecasts. Full implementation of the land use plan was assumed by 2040. The 2016 Existing daily volumes, 2040 Future daily volumes, and estimated 2016 to 2040 annual growth rates are shown on **Table 2**.

**Table 2. Daily Traffic Volume Forecasts**

Intersection	Leg	Year 2016 Daily Volumes	Year 2040 Daily Volumes	Annual Growth Rate
Salttilo Road & S. 38 <sup>th</sup> Street	South	175	5,500	15.4%
	East	6,948	9,100	1.1%
	West	6,940	9,300	1.2%
Salttilo Road & S. 40 <sup>th</sup> Street	North	3,531	8,200	3.6%
	East	6,813	7,900	0.6%
	West	6,948	9,100	1.1%
Salttilo Road & S. 54 <sup>th</sup> Street	South	2,220	5,100	3.5%
	East	6,778	9,500	1.4%
	West	6,813	7,900	0.6%
Salttilo Road & S. 56 <sup>th</sup> Street	North	1,973	4,200	3.2%
	East	6,527	6,600	0.0%
	West	6,778	9,500	1.4%

\* 2040 Daily Volume from Lincoln MPO Model

# Salttillo Road Operations and Safety Study

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## Roadway Capacities and Levels of Service

**Table 4. Maximum Traffic Volumes at Level of Service C Versus Facility Type**

Type of Street and Number of Through Lanes (2-Way Traffic)	Maximum Capacity (LOS C) (Vehicles Per Day)
2-lane surfaced street, 7.9-9.8 m (26-32 ft) wide, without turn lanes	3,500 - 6,000
2-lane surfaced street, 7.9-9.8 m (26-32 ft) wide, with turn lanes	6,000 - 14,000
4-lane surfaced street, 13.4 m (44 ft) wide, without turn lanes	16,000
4-lane surfaced street, 13.4-18 m (44-60 ft) wide, with turn lanes	20,000 - 24,000
4-lane surfaced street with medians	28,000 - 30,000
4-lane divided roadway with partial access control	32,000
4-lane divided roadway with full access control	38,000
6-lane surfaced roadway with medians	40,000

*Source: Lincoln - Lancaster County Planning Department*

**Table 5** shows the facility type and levels of service for the 2016 Existing and 2040 Future traffic scenarios assuming no improvements are made to Salttillo Road. The segments which exceed the capacity thresholds are highlighted in the table. All segments along Salttillo Road Exceed the LOS C threshold of 6,000 ADT. By 2040, traffic volumes are also expected to exceed the LOS C threshold.

**Table 5. Roadway Capacity**

Roadway Segment		Facility Type	Threshold ADT (LOS C)	2016 Existing ADT	2040 Future ADT
Salttillo Road	S. 27 <sup>th</sup> to 38 <sup>th</sup>	2-lane surfaced street, without turn lanes	6,000	6,938	9,300
	S. 38 <sup>th</sup> to S. 40 <sup>th</sup>	2-lane surfaced street, without turn lanes	6,000	6,948	9,100
	S. 40 <sup>th</sup> to S. 54 <sup>th</sup>	2-lane surfaced street, without turn lanes	6,000	6,813	7,900
	S. 54 <sup>th</sup> to S. 56 <sup>th</sup>	2-lane surfaced street, without turn lanes	6,000	6,778	9,500
	S. 56 <sup>th</sup> to S. 68 <sup>th</sup>	2-lane surfaced street, without turn lanes	6,000	6,527	6,600

With the addition of turn lanes along Salttillo Road the maximum capacity threshold is estimated at 14,000 ADT. The 2040 Future ADT projections for all segments of Salttillo Road in the study area would fall below this threshold. As such a two lane surfaced roadway with turns lanes is recommended.

# Salttilo Road Operations and Safety Study

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## Auxiliary Turn Lane Analysis

**Table 6. Auxiliary Turn Lane Analysis Summary**

Intersection	Warrant	2016 Existing		2040 Future	
		AM Peak	PM Peak	AM Peak	PM Peak
Salttilo Road & S. 38 <sup>th</sup> Street	WB Left-Turn Lane	NO	NO	YES	YES
	EB Right-Turn Lane	NO	NO	YES	YES
	NB Approach	One Lane	One Lane	Two Lane	Two Lane
Salttilo Road & S. 40 <sup>th</sup> Street	EB Left-Turn Lane	YES	YES	YES	YES
	WB Right-Turn Lane	YES	YES	YES	YES
	SB Approach	One Lane	One Lane	Two Lane	Two Lane
Salttilo Road & S. 54 <sup>th</sup> Street	WB Left-Turn Lane	NO	YES	YES	YES
	EB Right-Turn Lane	NO	YES	YES	YES
	NB Approach	One Lane	One Lane	One Lane	Two Lane
Salttilo Road & S. 56 <sup>th</sup> Street	EB Left-Turn Lane	Existing LT Lane	Existing LT Lane	Existing LT Lane	Existing LT Lane
	WB Right-Turn Lane	Existing RT Lane	Existing RT Lane	Existing RT Lane	Existing RT Lane
	SB Approach	Existing Two Lane	Existing Two Lane	Existing Two Lane	Existing Two Lane

## Traffic Control Device Warrant Evaluation

**Table 7. Traffic Control Device Warrant Summary**

Intersection	MUTCD Warrant	Is Warrant Satisfied?		
		2016 Existing	2016 w/ Turn Lanes *	2040 Future**
Salttilo Road & S. 38 <sup>th</sup> Street	Warrant 1	NO	-	YES
	Warrant 2	NO	-	YES
	AWSC	NO	-	NO
Salttilo Road & S. 40 <sup>th</sup> Street	Warrant 1	NO	NO	YES
	Warrant 2	YES	NO	YES
	AWSC	NO	NO	YES
Salttilo Road & S. 54 <sup>th</sup> Street	Warrant 1	NO	NO	YES
	Warrant 2	YES	NO	YES
	AWSC	NO	NO	YES
Salttilo Road & S. 56 <sup>th</sup> Street	Warrant 1	NO	-	NO
	Warrant 2	NO	-	YES
	AWSC	NO	-	NO


\* Turn Lanes On Salttilo Road at S. 40<sup>th</sup> Street and S. 54<sup>th</sup> Street

\*\* Turn Lanes On All Approaches



	Year 2016	Year 2040
Existing Lane Configuration (NB Stop)		
Reconfigured with Turn Lanes (NB Stop)		
Reconfigured with Turn Lanes (Traffic Signal)		
Reconfigured (Roundabout)		

**LEGEND**


 = Recommended Configuration

**Figure 5**  
S. 38th Street and Saltillo Road Traffic Operations



	Year 2016	Year 2040
Existing Lane Configuration (SB Stop)		
Reconfigured with Turn Lanes (SB Stop)		
Reconfigured with Turn Lanes (Traffic Signal)		
Reconfigured (Roundabout)		

**LEGEND**


 = Recommended Configuration

**Figure 6**  
S. 40th Street and Saltillo Road Traffic Operations



	Year 2016	Year 2040
Existing Lane Configuration (NB Stop)		
Reconfigured with Turn Lanes (NB Stop)		
Reconfigured with Turn Lanes (Traffic Signal)		
Reconfigured (Roundabout)		

**LEGEND**

 = Recommended Configuration


**Figure 7**  
S. 54th Street and Saltillo Road Traffic Operations





	Year 2016	Year 2040
Existing Lane Configuration (SB Stop)		
Existing Lane Configuration (Traffic Signal)		
Reconfigured (Roundabout)		

**LEGEND**

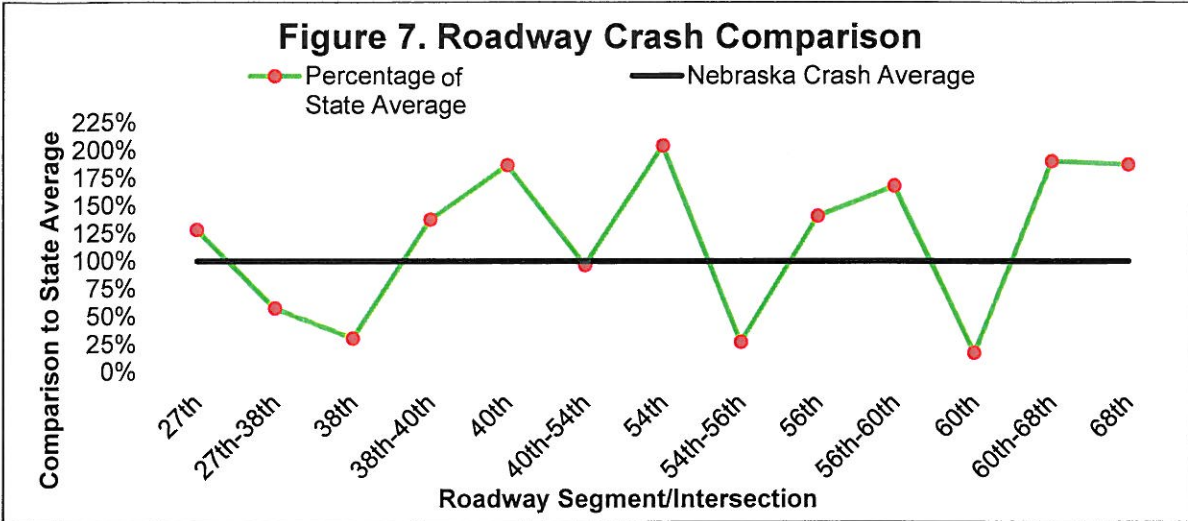
 = Recommended Configuration

**Figure 8**  
S. 56th Street and Saltillo Road Traffic Operations



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Figure 7 gives a visual representation for both facility types compared to their respective state averages. This graph gives a more holistic view of the roadway as it shows each concurrent piece without skipping. The graph shows two significant areas that are of concern with consistently higher than average crash rates; from the S. 38<sup>th</sup> Street intersection through the S. 54<sup>th</sup> Street intersection as well as from the S. 56<sup>th</sup> Street intersection through the end of the project area.



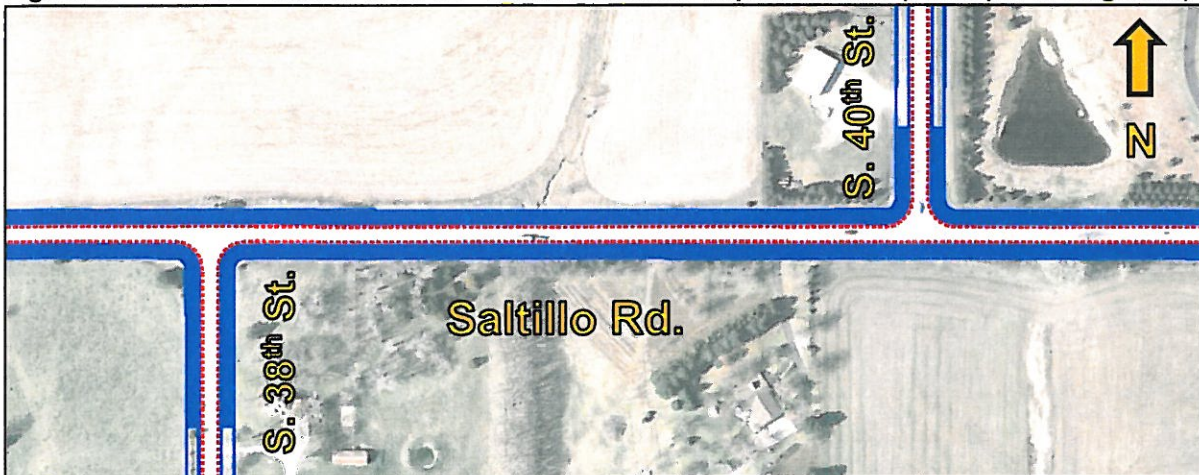
**Proposed Improvements**

Based on the existing traffic operations and crash patterns at the intersection, several countermeasures were developed to improve safety along Saltillo Road between S. 27<sup>th</sup> Street and S. 68<sup>th</sup> Street. Please note right-of-way impacts were included as part of the improvement costs. It was assumed that 20' of ROW on each side of the roadway would be acquired. The total ROW width would go from 80' to 120' with the proposed improvements.

Countermeasure 1 – Construct 6' Paved Shoulders & Rumble Strips

With this countermeasure, the existing shoulders would be widened to 6' and paved with safety edges along the length of the study area as well as including centerline and roadside rumble strips. The shouldered areas include approximately 200' into S. 38<sup>th</sup> Street, S. 40<sup>th</sup> Street, and S. 54<sup>th</sup> Street. This would require roadside embankment work along the study area as well, which is assumed to have 5' average height at a 4:1 slope. Figure 8 displays the proposed improvement.

Figure 8. S. 27<sup>th</sup> Street to S. 68<sup>th</sup> Street Shoulder Improvements (Example of Segment)



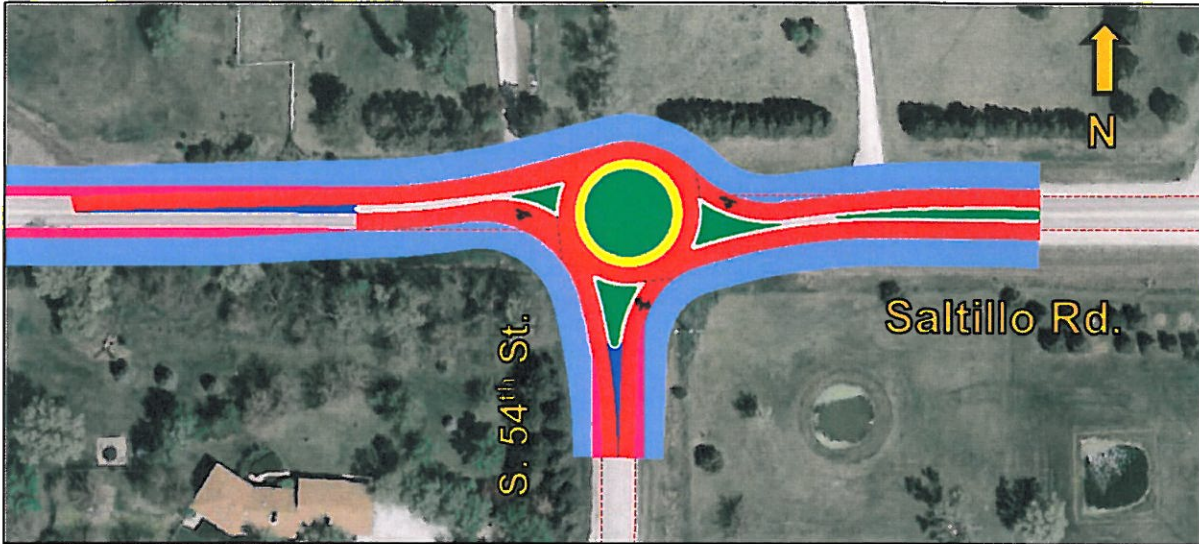


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***Countermeasure 2 – Construct Single Lane Roundabout at S. 54<sup>th</sup> Street***

This project includes the construction of a single lane roundabout at the intersection of S. 54<sup>th</sup> Street with Saltillo Road. This option has been shown to have improvements to the area around the intersection with the inclusion of embankment and some shouldering. The east leg of this roundabout can transition directly into/out of the left turn lane currently in place on Saltillo Road heading east for S. 56<sup>th</sup> street. The layout of the proposed roundabout at the intersection of S. 54<sup>th</sup> Street with Saltillo Road is shown in **Figure 9**.

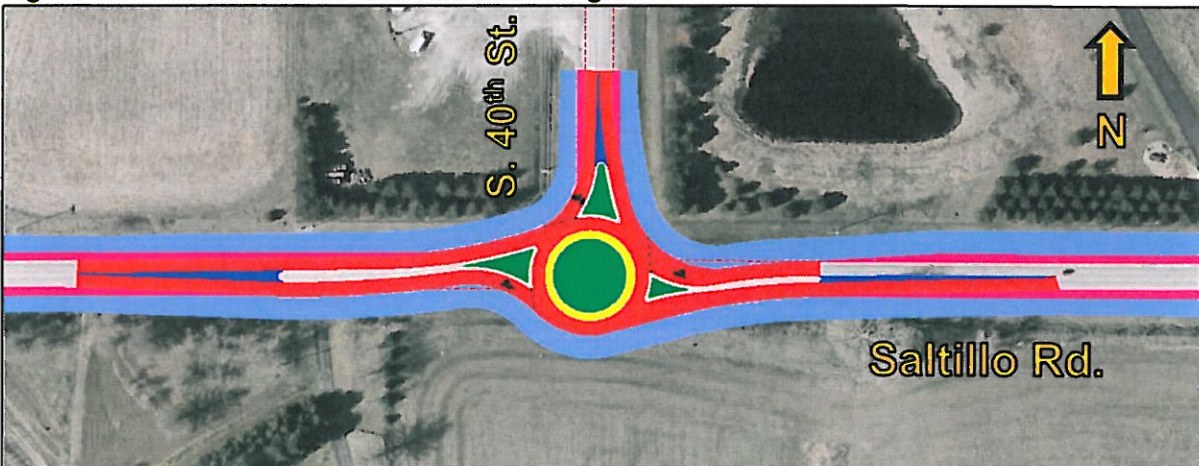
**Figure 9. S. 54<sup>th</sup> Street Roundabout Design**



***Countermeasure 3 - Construct Single Lane Roundabout at S. 40<sup>th</sup> Street***

Similar to countermeasure two, this project would include a single lane roundabout and local improvements to shoulders and embankment around the intersection of S. 40<sup>th</sup> Street with Saltillo Road. The layout of the proposed roundabout at the intersection of S. 40<sup>th</sup> Street with Saltillo Road is shown in **Figure 10**.

**Figure 10. S. 40<sup>th</sup> Street Roundabout Design**





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***Countermeasure 4 – All Improvements***

Construct all three of the previous counter measures together. This option would place a single lane roundabout at both the S. 40<sup>th</sup> Street and S. 54<sup>th</sup> Street intersections with Saltillo Road as well as paving a 6' shoulder and installing rumble strips along the entire corridor from S. 27<sup>th</sup> Street to S. 68<sup>th</sup> Street. This option allows for some of the materials costs to overlap and the total cost is slightly less than if the total cost of three measures were taken independent of each other.

***Project Costs***

Based on a planning level cost estimate for the proposed improvements, the overall cost of all combined projects (Countermeasure 4) is estimated at approximately **\$5,028,170**. **Table 5** breaks down the cost estimates by project and shows what they would cost independent of each other. Again the total cost is less than the individual countermeasure totaled due to some overlaps of materials. A more detailed cost estimate for each project as well as all of them combined is attached to this memo.

**Table 5. Project Cost Estimates**

Project Summary	Cost
Countermeasure 1 – Construct 6' Paved Shoulders & Rumble Strips	\$4,419,660
Countermeasure 2 – Construct Single Lane Roundabout at S. 54 <sup>th</sup> Street	\$703,690
Countermeasure 3 – Construct Single Lane Roundabout at S. 40 <sup>th</sup> Street	\$752,850
<b>Countermeasure 4 – All Improvements Cost (Constructed as One Project)</b>	<b>\$5,028,170</b>

***Benefits of Project***

The observed crash history along this roadway will be directly addressed with each of these project countermeasures. The segment crashes have significant numbers of run off road type accidents, which can be greatly affected by roadside safety measures. There have been many overturn type accidents in this stretch of roadway, which could see a dramatic reduction with the addition of paved shoulders along Saltillo Road and more forgiving safety edge and roadside sloping allowing for additional recovery area. The intersection improvement suggestion of roundabouts also would help solve many of the observed problems of rear end collisions with turning traffic, right angle and left turn accidents, as well as head-on collisions.

***Benefit Cost Analysis***

A Benefit Cost Analysis (BCA) was completed for each of the proposed improvements. A B/C tool developed by FHU that follows the example process given by NDOR was utilized. The BCA was completed on an annual basis, assuming an improvement life period, construction costs, and maintenance costs for each project. With this excel spreadsheet, intersections and segments can be looked at together or separately if desired as long as each crash only has one assigned mitigation technique. This BCA looked primarily at crashes by type, instead of by severity, as per the preferred method by NDOR. In general, projects with a B/C ratio of 1.0 or greater have greater benefits than costs over the analysis time period. Only crashes directly affected by the proposed improvement were used in the benefit/cost calculations.

Societal cost of traffic accidents by crash severity and by crash type were gathered from the *Proposed 2016 428 NAC 2 Standards* provided by NDOR. For the BCA analysis, Crash Modification Factors (CMF) / Crash Reduction Factors (CRF) were obtained from the *Crash Modification Factors Clearinghouse* (<http://www.cmfclearinghouse.org>). If there is a case where more than one CMF applied to a specific crash, (i.e. installing rumble strips as well as paving the shoulder provide a reduction in run off road crashes) a composite CMF factor can be developed, however for the purpose of this BCA, only the more significant CMF for any one accident was used. The CMF's utilized in the BCA analysis are attached with this memo.

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Countermeasure 1: Construct 6' Paved Shoulder & Rumble Strips

The cost for Countermeasure 1 was estimated at \$4,419,660 in 2015 dollars with a projected life of 20 years. The annual maintenance was estimated at \$10,000 per year. There were several CMF found for the application of rumble strips as well as introducing a 6' paved shoulder to a roadway. For the shouldering a 0.580 CMF (CMF ID 5409) was used, and a CMF of 0.628 for the inclusion of rumble strips (CMF ID 6952) was utilized. These CMF both apply to the specific scenario being evaluated. **Table 6** summarizes the benefit-cost calculations for Countermeasure 1, resulting in a B/C of **1.37**.

**Table 6. Countermeasure 1: Benefit-Cost Calculation by Crash Type**

Average Cost/Crash (2005 through 2015 average weighting crash type)	\$200,169
Value of Avoided Crashes, <b>BENEFIT</b>	\$6,324,097
Value of Associated Cost, <b>COST</b>	\$4,619,660
<b>Crash Type Benefit/Cost Ratio</b>	<b>1.37</b>

Improvements associated with the proposed project are anticipated to provide a positive benefit/cost value from a crash type standpoint. This countermeasure is anticipated to mitigate just over 30 crashes over its 20-year lifespan. The BCA worksheets which break down each crash type, cost associated, and mitigated values are attached to this memo.

Countermeasure 2: Construct a Single Lane Roundabout at S. 54<sup>th</sup> Street

The cost for Countermeasure 2 was estimated at \$703,690 in 2015 dollars with a projected life of 20 years. The annual maintenance was estimated at \$3,500 per year. A CMF of 0.640 was used for the conversion of a three legged intersection with a minor roadway to a roundabout (CMF ID 4924). **Table 7** summarizes the benefit-cost calculations for Countermeasure 2 utilizing crash type. Based on crash type, the project would be expected to provide a benefit-cost ratio of **3.87**.

**Table 7. Countermeasure 2: Benefit-Cost Calculation by Crash Type**

Average Cost/Crash (2005 through 2015 average weighting crash type)	\$158,375
Value of Avoided Crashes, <b>BENEFIT</b>	\$2,994,940
Value of Associated Cost, <b>COST</b>	\$773,690
<b>Crash Type Benefit/Cost Ratio</b>	<b>3.87</b>

Improvements associated with the proposed project are anticipated to provide a positive benefit/cost value from a crash type standpoint. Just under 20 crashes are thought to be mitigated with this countermeasure. The BCA worksheets which break down each crash type, cost associated, and mitigated values are attached to this memo.

Countermeasure 3: Construct a Single Leg Roundabout at S. 40<sup>th</sup> Street

The cost for Countermeasure 3 was estimated at \$752,850 in 2015 dollars with a projected life of 20 years. The annual maintenance was estimated at \$3,500 per year. A CMF of 0.640 was again used for the conversion to a roundabout. **Table 8** summarizes the benefit-cost calculations for Countermeasure 3 utilizing crash type. Based on crash type, the project would be expected to provide a benefit-cost ratio of **3.96**.

**Table 8. Countermeasure 3: Benefit-Cost Calculation by Crash Type**

Average Cost/Crash (2005 through 2015 average weighting crash type)	\$137,940
Value of Avoided Crashes, <b>BENEFIT</b>	\$3,260,632
Value of Associated Cost, <b>COST</b>	\$822,850
<b>Crash Type Benefit/Cost Ratio</b>	<b>3.96</b>



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Improvements associated with the proposed project are anticipated to provide a positive benefit/cost value from a crash type standpoint. The 40<sup>th</sup> Street roundabout would be anticipated to mitigate roughly 25 accidents over a 20-year lifespan. The BCA worksheets which break down each crash type, cost associated, and mitigated values are attached to this memo.

Although the intersection of S. 68<sup>th</sup> Street and Saltillo Road shows a pattern or right angle and rear-end collisions, the South Beltway project will relocate the south leg of S. 68<sup>th</sup> Street to align with S. 70<sup>th</sup> Street. A roundabout would be included at that new intersection. A roundabout is also planned at the realigned intersection of S. 38<sup>th</sup> Street on Saltillo Road as part of the South Beltway.

Countermeasure 4 – All Improvements

The total cost for All Projects was estimated at \$5,028,170 in 2015 dollars. The annual maintenance was estimated at \$17,000 per year. The same CMFs were used as in the previous Countermeasures. This project puts all three countermeasures together, which eliminates some overlapping materials from the total costs of the project. **Table 9** summarizes the benefit-cost calculations for All Improvements utilizing crash type. Based on crash type, the project would be expected to provide a benefit-cost ratio of **1.67**.

**Table 9. All Improvements: Benefit-Cost Calculation by Crash Type**

Average Cost/Crash (2005 through 2015 average weighting crash type)	\$157,051
Value of Avoided Crashes, <b>BENEFIT</b>	\$8,938,130
Value of Associated Cost, <b>COST</b>	\$5,368,170
<b>Crash Type Benefit/Cost Ratio</b>	<b>1.67</b>

Improvements associated with the proposed project are anticipated to provide a positive benefit/cost value from a crash type standpoint while mitigating over 55 crashes throughout the lifespan of the project. The BCA worksheets which break down each crash type, cost associated, and mitigated values are attached to this memo.

**HSIP Funds Request**

In summary, based on existing and future traffic operations, impacts from the future South Beltway, and potential for crash reduction along the Saltillo Road corridor it is recommended that the All Improvements (countermeasure 4) be funded. The total cost for all recommend countermeasures is estimated at \$5,028,170. Lancaster County is requesting HSIP funds for the improvements at an 90/10 share. This amounts to \$4,525,353 (90% share) from the NDOR, with a local County match of \$502,817 (10% share). The breakdown of funding is shown on **Table 10**. All improvements combined generate a B/C ratio of 1.67 from a crash type standpoint.

**Table 10. Proposed Project Funding**

Funding Breakdown Summary	Cost
<b>All Improvements Cost</b>	<b>\$5,028,170</b>
<b>Safety Funds Request - 90%</b>	<b>\$4,525,353</b>
<b>County Match - 10%</b>	<b>\$502,817</b>