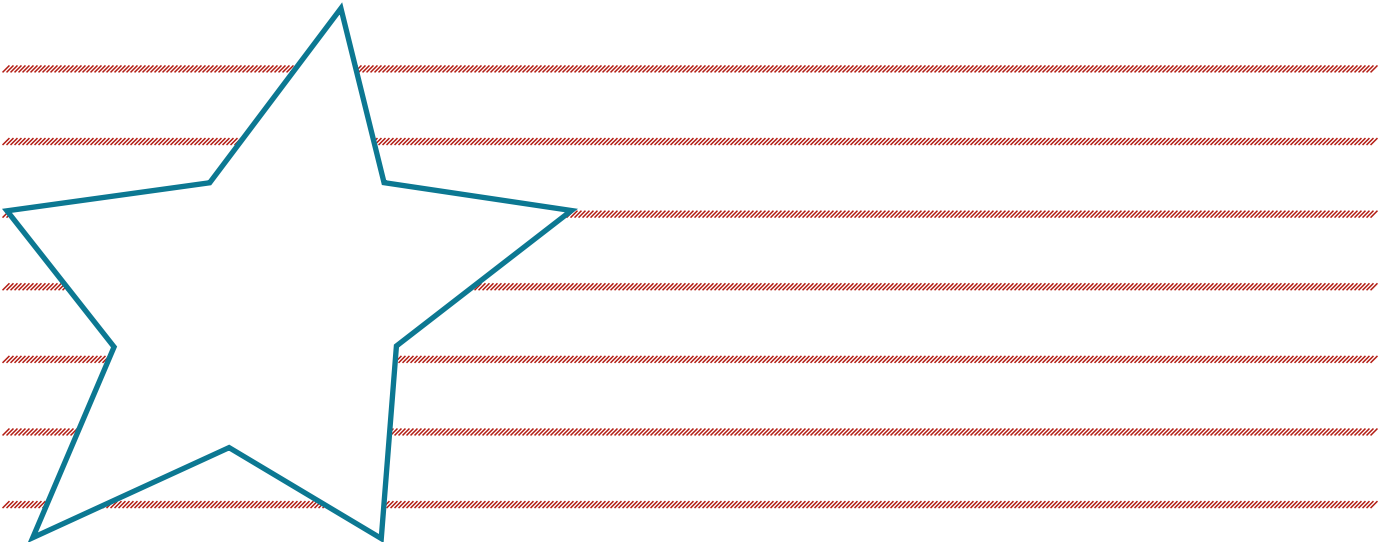




# COMPREHENSIVE PLAN 2018

74 SANTEE ROAD  
LINCOLN, NORTH DAKOTA 58504

Adopted by the Lincoln City Council on April 5, 2018



# TABLE OF CONTENTS

## Section I.

Table of Contents .....	i
Acknowledgments .....	ii
Introduction .....	5
Chapter 1 - Lincoln Today.....	15

## Section II.

### Community Vision

Chapter 2 - Land Use.....	29
Chapter 3 - Housing .....	43
Chapter 4 - Transportation .....	49
Chapter 5 - Economic Development .....	63
Chapter 6 - Utilities & Community Facilities .....	69
Chapter 7 - Parks and Trails.....	79
Chapter 8 - Intergovernmental Cooperation.....	83

## Section III.

### Achieving the Vision

Chapter 9 - Achieving the Vision.....	89
---------------------------------------	----

## Section IV.

### Appendix

Community Survey Summary .....	97
PAC Meeting Summaries.....	105
Parks and Trails Masterplan .....	115







# ACKNOWLEDGMENTS

## CITY COUNCIL

*Gerarld Wise, Mayor*

*Ervin Fischer, Council President*

*Karen Daly, Council Vice-President*

*Tom Volk*

*Jon Aman*

## PLANNING ADVISORY COMMITTEE MEMBERS

*Gerarld Wise*

*- gerarld\_wise@hotmail.com*

*Kyle Hanscal -*

*- bisbuilder@gmail.com*

*Cammie Schock*

*- cammieschock@gmail.com*

*Jessica Holcomb*

*- jholcomb@thetitleteam.com*

*Kay Lacoe*

*- klacoe@gmail.com*

*Becky Moszer Smith*

*- beckysmith24@hotmail.com*

*Ben Houdek - ben@srfinancial.net*

*Devon Vaira - djvaira@gmail.com*

*Melissa Ahonen*

*- melissaahonen@yahoo.com*

*Lance Hagen - lance\_hagen@yahoo.com*

## CONSULTANTS

*SEH Inc.*

*4719 Shelburne Street*

*Suite 6*

*Bismarck, ND 58503*

*Ken Nysether, PE*

*City Engineer*

*[knysether@sehinc.com](mailto:knysether@sehinc.com)*

*701-354-7122*

*Toni Haider*

*Assistant City Engineer*

*[thaider@sehinc.com](mailto:thaider@sehinc.com)*

*701-354-7121*

*Bob Kost, AICP, ASLA*

*Lead Urban Designer / Planner*

*[bkost@sehinc.com](mailto:bkost@sehinc.com)*

*952-912-2604*

*Sarah Sularz, Assoc. ASLA*

*Urban Designer / Planner*

*[ssularz@sehinc.com](mailto:ssularz@sehinc.com)*

*612-255-4032*

---

*\*All demographic data and statistics have been taken from the US Census Survey 2014-2016 and MPO report of 2015.*

*\*\*All Photos are property of SEH and the City of Lincoln, ND.*





# INTRODUCTION

## PURPOSE OF THE PLAN

The purpose of the Comprehensive Plan for Lincoln is twofold. The first provides an essential legal basis for land use regulation such as zoning and subdivision control. The second establishes a picture or vision of Lincoln's future as expressed through the aspirations of its citizens; and establishes specific goals and strategies necessary to fulfill that vision. The vision continues to be crucial, as the challenges related to growth and quality of life effect the future character of Lincoln.

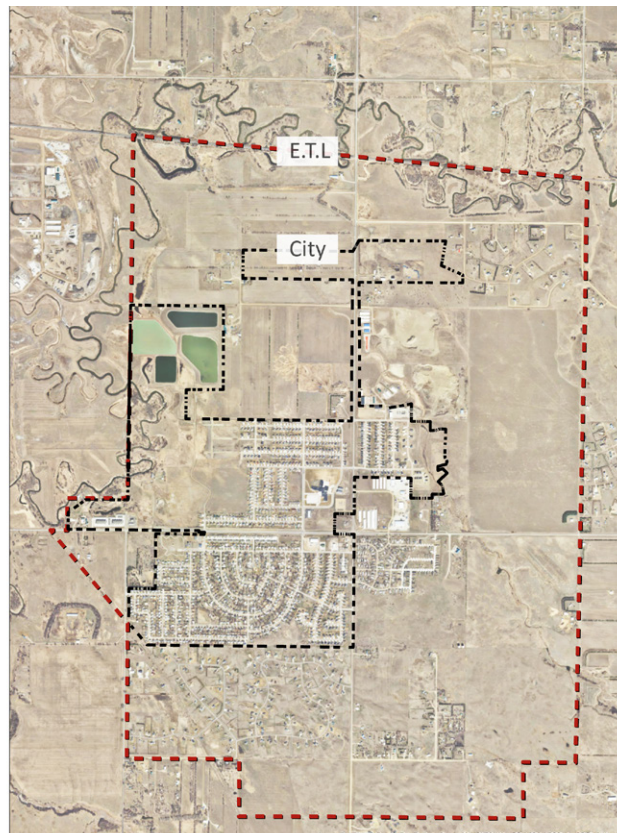
According to North Dakota statutes, various jurisdictions have the authority to administer land use regulations and development controls, such as zoning and subdivision regulations. The City of Lincoln has authority within its corporate municipal boundaries, as well as areas within an Extraterritorial Limit (ETL) outside of its corporate limits, as shown on the map below.

Land use regulations such as zoning ordinances, recognize that people in a community live cooperatively and have certain responsibilities to one another. These regulations establish rules that govern how land is developed within a municipality. Typically a City, however, may not adopt land use ordinances without first adopting a Comprehensive Plan. This requirement derives from the premise that land use decisions should not be arbitrary, but should follow an accepted and reasonable concept of how the City should develop/redevelop.

### Use of Plan

The Comprehensive Plan presents a vision for the future of Lincoln, and an agenda for community action. It is based on locally established visions, goals, and strategies derived through public participation. The individual chapters outline in more specific terms the goals and strategies to ensure Lincoln retains livability, grows in a way that supports the values of the community, enhances market strength, and continues to be sustainable. The plan is designed as a working document that both defines the future and provides a working program for realizing the City's future potential.

The plan provides specific recommendations to direct and manage Lincoln's growth and development. Some of the changes will come in the form of reinvestment and redevelopment





while others will come as the City expands its land base. As with all land use decisions, implementation of these growth and redevelopment recommendations will have different levels of benefit and impact on community members.

To realize full potential of the Plan, it should be used to:

- Guide City officials and staff to assist with a variety of tasks:
  - Communicating Lincoln’s vision for the future;
  - Development and infrastructure decisions;
  - Acquisition and use of land;
  - Budgeting capital improvements; and
  - Establishing regulatory changes.
- Guide residents, businesses, and property owners to assist them in:
  - Determining potential property use;
  - Understanding possible land use changes in the surrounding area;
  - Establishing reasonable land value expectations;
  - Understanding future infrastructure improvements; and
  - Making improvements and investments to their own properties.
- Guide developers in their property acquisitions and coordinating their development plans with City goals, regulations, and infrastructure plans.
- Assist neighboring and overlapping jurisdictions to coordinate issues of mutual interest.

While this plan provides information and guidance, it depends heavily on appropriate exercise of individual discretion, interpretation, and initiative to fulfill the plan’s overall goals, strategies, and recommendations.

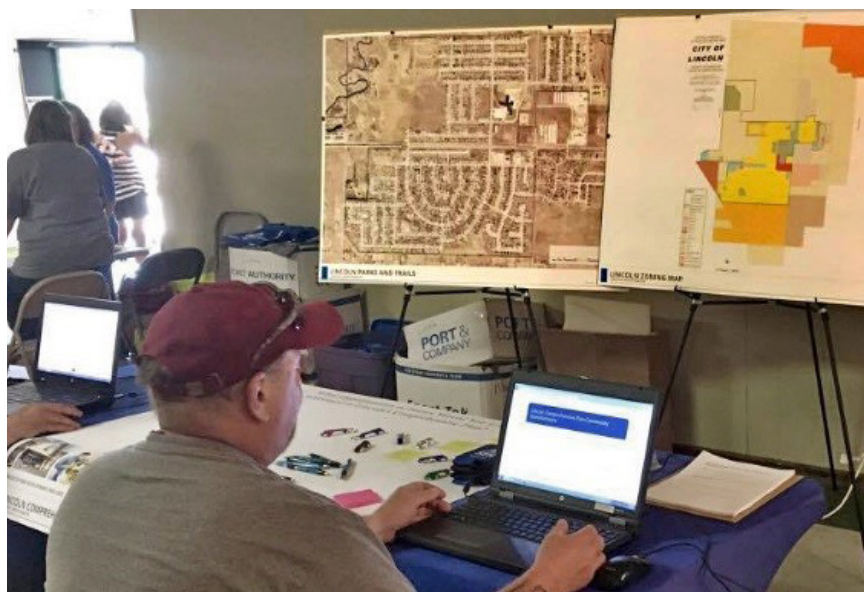
## Organization of Plan

The Lincoln Comprehensive Plan is presented in three sections described as follows:

- I. **Lincoln Today** – describes existing conditions such as demographics, progress made from previous planning efforts, ongoing or eminent facility and utility improvements, and issues and opportunities identified during community outreach and input activities.
- II. **Community Vision** – describes an updated vision statement, and goals and strategies for each plan element aimed at achieving the vision. In an effort to address sustainability and resiliency in an integrated fashion, applicable aspects of these topics are identified within each of the following plan elements:
  - **Land Use** – identifies issues related to growth and land use, analyzes the current land use patterns, describes concepts for special planning areas, recommends growth and development principles, and specific goals and strategies.

- **Housing** – provides a summary of existing housing characteristics, identifies potential demand through , and provides goals and strategies for future development relative to need and demand.
- **Transportation** – discusses key findings of the current transportation network, including the trail system, evaluates current and future transportation needs, and provides a number of goals and strategies for attaining Lincoln’s transportation vision.
- **Utilities and Community Facilities** - discusses key findings of the current facility and utility provisions, including the water, sewer and storm sewer systems, evaluates current and future needs, and provides a number of goals and strategies for Lincoln’s facilities and utilities’ vision.
- **Economic Development** – discusses Lincoln’s economic situation, and develops goals and strategies for continuing to sustain and improve Lincoln’s economic situation.
- **Parks and Trails** – summarizes current park and recreation facilities, briefly describes Lincoln’s Parks and Trails facilities. A separate Parks and Trails Masterplan is incorporated into this Comprehensive Plan by reference.
- **Intergovernmental Cooperation** – describes current relationships with neighboring and overlapping governmental jurisdictions, and puts forth a set of goals and strategies to guide collaboration and coordination.

**III. Achieving the Vision** – provides guidance for maintaining accountability, monitoring activities, developing procedures and regulations, and community involvement in implementation of the 2012 Comprehensive Plan.



The comprehensive plan being presented at the 2017 Lincoln Days celebration, where participants could comment on plans and engage in the online survey.

## PLANNING PROCESS

### Community Outreach and Input

Development of this plan was guided by a ten-person committee comprised of the Mayor and interested citizens. In addition to this guidance a series of community engagement activities were facilitated in conjunction with updating the City's Comprehensive Plan:

- Booth at Lincoln Days to inform people about the project.
- Community Survey, digital and paper.
- SWOT Analysis with the Planning Advisory Committee and comprehensive planning committee members.
- Issues and Opportunities Community Workshop.

### Lincoln Days

A variety of ideas and concerns were received from residents attending the Lincoln Days celebration through marking up maps and completing the on line community survey.

### Community Survey

A fifteen question community survey (online and paper) was developed and administered to obtain input from community members on a range of subjects from transportation and housing to parks and trails. 244 surveys were submitted over a 4 week period. A full summary of the survey responses is included in the appendix.

## ISSUES AND OPPORTUNITIES

### Strengths, Weakness, Opportunities and Threats (SWOT Analysis)

Common themes / ideas included:

As a part of the planning process, committee members completed a SWOT analysis to share impressions of Lincoln and inform the development of system needs. This input has been combined with input received from the broader community survey and the Issues and Opportunities Workshop. A summary of specific responses is provided in the Appendix.

### Issues and Opportunities Workshop

- |                             |  |
|-----------------------------|--|
| • Splash Pad or Pool        | • Food Co-op                               |
| • Post Office               | • A park on the north side of Lincoln Road |
| • Handicap accessible paths | • Fast food options                        |
| • Good road maintenance     | • Inclusive playground                     |
| • Keep Transit Bus          | • More sidewalks                           |
|                             | • Dog Park                                 |



A community workshop focusing on identifying specific community issues and opportunities was conducted as a part of the comprehensive planning process. The workshop was held at DJ's Restaurant and facilitated by planning and engineering consultants. Twelve community members participated in community conversations marking up maps, writing comments and discussing a wide variety of topics from land use and transportation to parks and trails. While some of the comments reinforced input received in the community survey additional ideas were discussed including:

- Lincoln is a safe, quiet and friendly community
- Lincoln's small-town charm, character should be preserved
- Parks and trails are highly valued and need to be improved, expanded and well maintained
- Lincoln needs more businesses catering to residents daily and weekly needs
- More family-oriented facilities, activities, and entertainment are needed
- Current housing options are satisfactory
- A community water – play or swimming facility is highly desired
- City government should be prepared for occasional economic downturns
- Convenient, easy access to fresh healthy foods is important
- Add sidewalks (in new neighborhoods and existing where possible)



Workshop participants discussing community issues and opportunities for growth and enhancement.

- Create a distinct town center or downtown where shops, service business, entertainment, housing and public social spaces would be concentrated.
- Extend the Lincoln Rd. trail to provide a connection with Bismarck.
- Rectify zoning map and zoning designation anomalies
- Upgrade / extend water system and water main
- Explore recruitment of a modest-sized grocery store (3-5 years out)

### Summary of Issues and Opportunities

As the City continues to grow, increasing challenges will continue to arise. Key directions for managing future growth include:

- **Assuring a strong economy:** The City and residents will continue to largely be employed in Bismarck. However – as entrepreneurs evolve and develop viable businesses, having space for them to locate, grow and prosper will be important. This will also include ensuring that housing remains affordable to continue demand, and allowing for the development of market-supported commercial, retail and industrial development.
- **Establishing a strong sense of place** and identifiable community character. There are many attributes and reasons why residents have opted to locate in Lincoln. For some – this is the small, quiet community on the outskirts of Bismarck. However - the character of the community can be what makes residents feel connected to their neighbors and the rest of the City. Lincoln Road gives an interesting impression of the community – facing away from one of the main roads leading into the City from Bismarck – with little identification or branding on what Lincoln is.
- **Creating a vibrant, multi-use commercial district / town center** that serves residents daily and weekly needs. It has widely been identified that commerce activity – with the exception of a restaurant or two – are largely missing from Lincoln. Having some retail commerce activity – such that families can acquire staple goods locally, would help to create a more livable and sustainable community environment. Having dedicated areas that are identified for high-quality mixed-use development that integrates both social and economic opportunities with residential development will help create a sense of vibrancy. This excitement will help to build the character of these areas and the community as a whole.
- **Strengthening and maintaining an interconnected system of parks, open spaces and trails** that support year-round activity, health and wellness for all ages. The current park and recreation areas are somewhat unconnected, and residents voiced their opinions that some of them are in need of upgrades. These are important facilities in establishing a community's character, and in impacting the quality of life offerings within a community. The demographics suggest a large population of potential park users and with improvements to the existing facilities, safe non-

motorized routes to access them, and additional facilities developed in close proximity to homes and families, this will continue to benefit the community and help to establish community character.

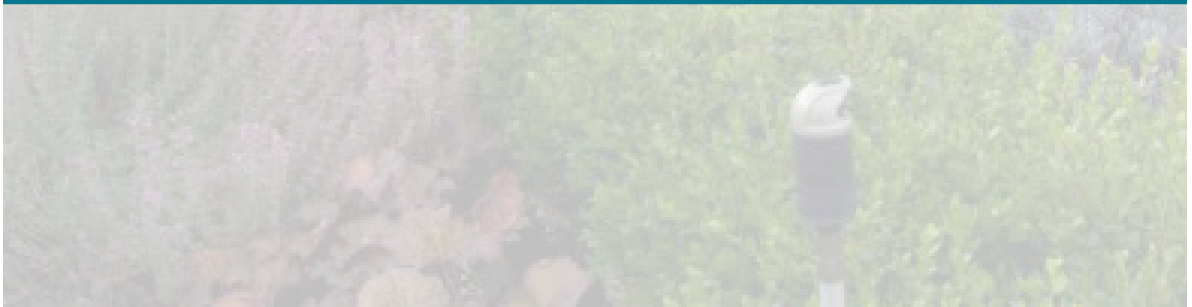
- **Promoting an ethic of sustainability in all City activities.** Local governments need to “lead the way” when it comes to sustainability. Challenges with consumption of greenfield acreage and farmland conversions will continue as suburban housing demand remains strong. However –there are challenges associated with serving this development – including the provision of essential services, such as water and sanitary sewer. Promoting water conservation efforts, and managing sanitary sewer treatment will help to ensure that the growth that is occurring is sustainable. The City can also take the lead on stormwater treatment, green building principles and general best management practices to managing limited resources.
- **Plan for strategic growth in the community.** Many of the above-referenced policy directions can be accomplished with strategic growth strategies. It is important for the City to reflect on why current residents have chosen to reside in Lincoln – and what impacts changes to the community’s culture will have on the long-term attractiveness of the City. In general – creating and encouraging a balanced mix of uses in strategic locations will help the economics of the City, will help to create a sense of vibrancy and a sense of place, and will help to showcase sustainable development. It is important to manage this growth carefully to mitigate some of the services that are currently lacking within Lincoln, while still retaining that small-town, quiet feeling where people live.





## VISION STATEMENT

*Lincoln, North Dakota is a welcoming, prosperous community with small-town charm where residents enjoy a high quality of life and a range of housing options within attractive, walkable neighborhoods, employment districts, a vibrant, mixed use town center, well maintained parks, and natural areas, connected by a safe and accessible network of streets, walkways and trails.*



[page intentionally left blank]

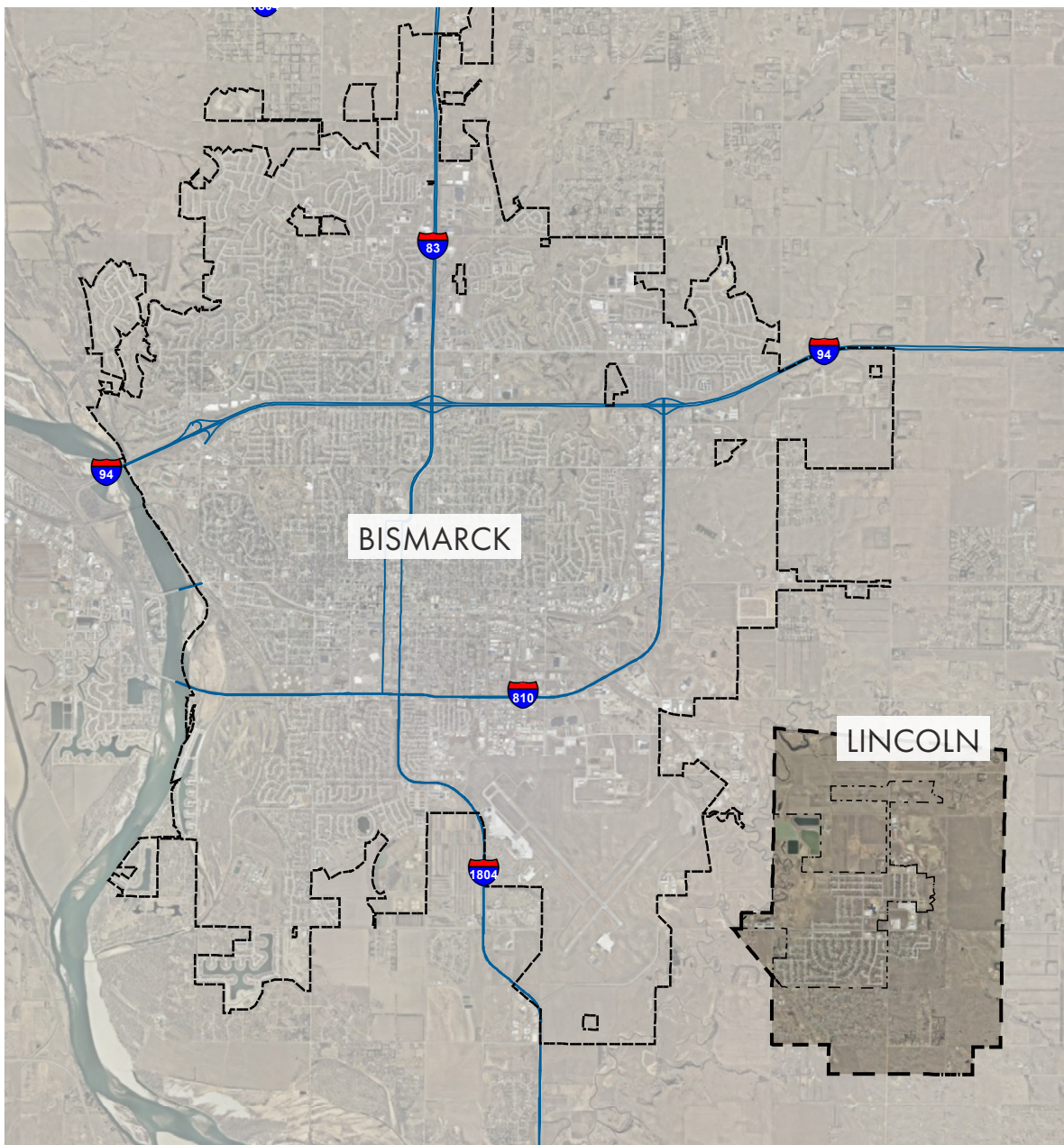




# CHAPTER 1. LINCOLN TODAY

## REGIONAL SETTING

The City of Lincoln is located in southwestern Burleigh County and a southeast suburb of Bismarck. Lincoln is a core city in the Bismarck-Mandan Metropolitan Statistical Area (MSA). 1972 – with the first inhabitants and occupants of those houses arriving in 1973. As the development continued to grow, they developed a co-op to handle water and sewer services. In 1977, the community incorporated as the City of Lincoln. Since that time – growth has continued at a rapid pace. The City now has over 3,000 residents.

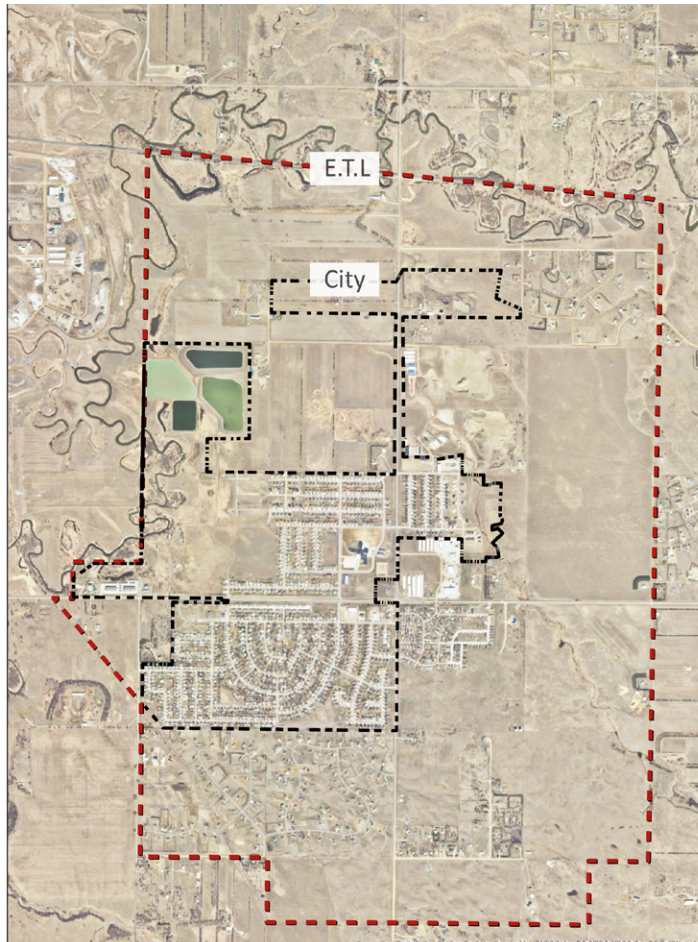


## COMPREHENSIVE PLANNING – 1978-2012

The City created a Comprehensive Plan shortly after incorporation in 1978. Until 2007 – that plan was largely untouched in terms of updating. A standing committee has now been structured to ensure this document is updated at least every five years – and serves to remain a guide for current and future growth.

Lincoln continues to grow and evolve from the original residential settlement established in the 1970's into a more complete community offering places of employment, shopping, recreation, leisure, entertainment and education. Demographic and other related community information was obtained from the Bismarck-Mandan Metropolitan Planning Organization along with information from the US Census Bureau's American Community Survey in the development of Lincoln's Comprehensive Plan. This data helps describe Lincoln's current conditions as well as charting changes and growth. Information such as employment characteristics, age distribution, median household income, and household and population growth projections assist the City in making land use, and infrastructure decisions and help identify areas of change and growth.

### Bismarck – Mandan Metropolitan Planning Organization (MPO)



The Bismarck–Mandan Metropolitan Planning Organization (MPO) is comprised of five jurisdictions including Bismarck, Lincoln, Mandan, and portions of Burleigh and Morton counties. This organization can assist with communities and the region as a whole with transportation and land use planning.

Lincoln is noted and included throughout the major regional planning documents created by the MPO. The MPO has produced a series of documents (Monitoring Reports) relating to housing, employment, and travel that incorporate projected changes for the region, as well as for Lincoln. The MPO also produced “Envision 2040” – the region’s long range transportation plan. Various metrics and data, including projections from these reports and documents are included in the various discussions that follow.



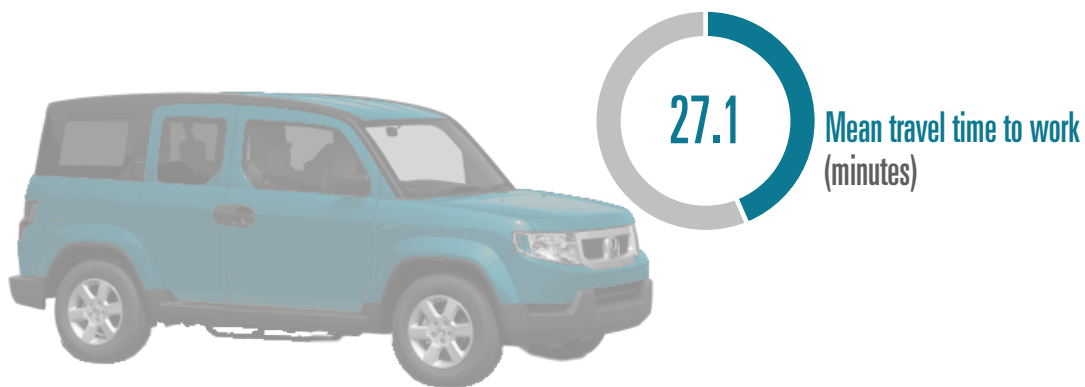
## COMMUNITY DEVELOPMENT

Lincoln functions largely as a suburb of Bismarck. The average travel time to work for residents of Lincoln is nearly 30 minutes – indicating that many workers are likely commuting to Bismarck for their employment opportunities. The MPO has tracked average daily traffic counts from several points within Lincoln. From 2012 to 2014, a few of these spots measured up to a 10% increase – which would be expected with the development the City has seen. There is virtually no heavy truck traffic in the City. Non-motorized accommodations for bicycles and pedestrians are not readily available – although a multi-use path is identified along Lincoln Road towards the airport.

Based on aerial photography, however, this appears to be largely unimproved – and would not generally be considered a viable non-motorized commuting option. Short and mid-term improvements are identified in the trail system plan within Envision 2040.

Capital Area Transit routes also do not serve Lincoln – and remain on the western side of the airport – inaccessible from Lincoln.

It also appears – based on commuting patterns that Lincoln in many respects functions as somewhat of a bedroom community for Bismarck. Of the 2,182 residents who work – over 1,900 are employed outside of Lincoln. However – the proximity to Bismarck has led to small, incremental growth in commercial and retail services.



The City has seen rapid growth – and with it, faced difficult challenges associated with unplanned and unmanaged growth. The City has made it a priority to place a point of emphasis on planning – to best position the elected officials to make informed decisions on how best to grow the community.

While growth is anticipated to continue – many planning participants noted that the attractiveness of Lincoln largely stems from being a smaller sized community.

## Commerce

Currently – there is not a specified downtown area in Lincoln. In fact – very little commerce activity takes place within the community. Lincoln residents who took part in the survey and public workshops indicated a strong preference to remain a relatively small and quiet community. Given the geographic proximity to Bismarck, it is likely that growth in the commercial and retail segment will need to be based on serving the needs of the Lincoln population – rather than trying to attract retail customers to the City.



## Parks and Recreation

There are seven park and recreation sites within Lincoln, six are operated by the Lincoln Park District and one included with Lincoln's Elementary School. Improving and expanding the recreational opportunities throughout Lincoln are high on the priority list both of community leaders, as well as residents. While the existing parks are well utilized, survey respondents indicated that as a whole, the recreational needs of the community are not being met. This can be addressed by updating the existing facilities, creating additional accessible facilities, and by creating additional community connections via a regional trail system. A Comprehensive Parks and Trails System Plan has been developed in parallel with this Comprehensive Plan and should be referred to for more specific information regarding existing conditions, goals and policies and recommendations.

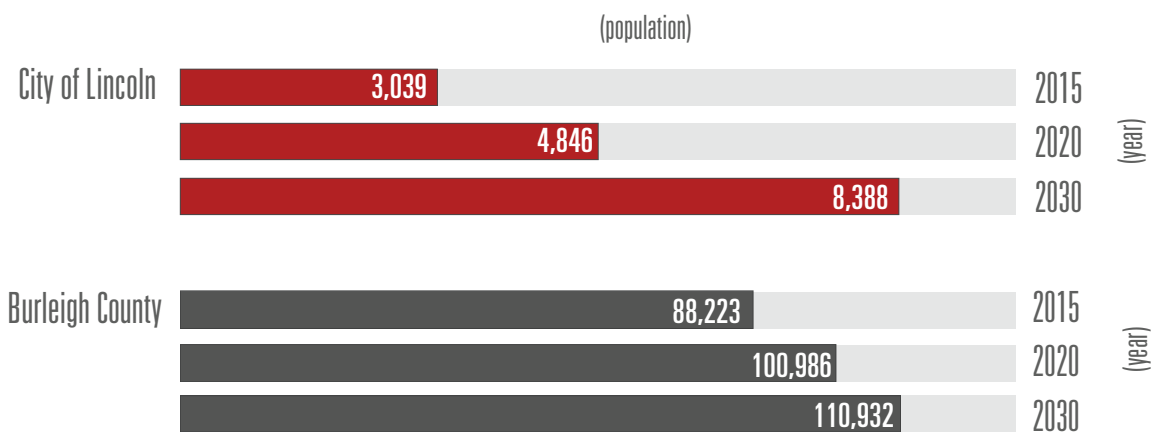
## DEMOGRAPHICS

### Population

Lincoln's population has seen significant, steady growth over the past several decades, Figure 1.1. This has led to the expansion and construction of community facilities and infrastructure such as expansion of the sewer treatment facility, a new City Hall, a new elementary school, and renovation of Millennium Park to mitigate neighborhood flooding. By 2030, it is projected that Lincoln's population will be nearly 8,388. This represents nearly a 276% increase.

Approximately 1961 new residents are projected for Lincoln over the coming decade for a growth rate of approximately 75%, Figure 1.1

FIGURE 1.1 PROJECTED POPULATION GROWTH





## Age

Figure 1.2 illustrates the age distribution of Lincoln in 2015. Since its inception, Lincoln has been a community comprised of growing families and its current make up continues to exhibit similar characteristics with over half the population below the age of 35 years of age. A somewhat new aspect is the increase in adults 55 and older that have settled into making Lincoln their home.

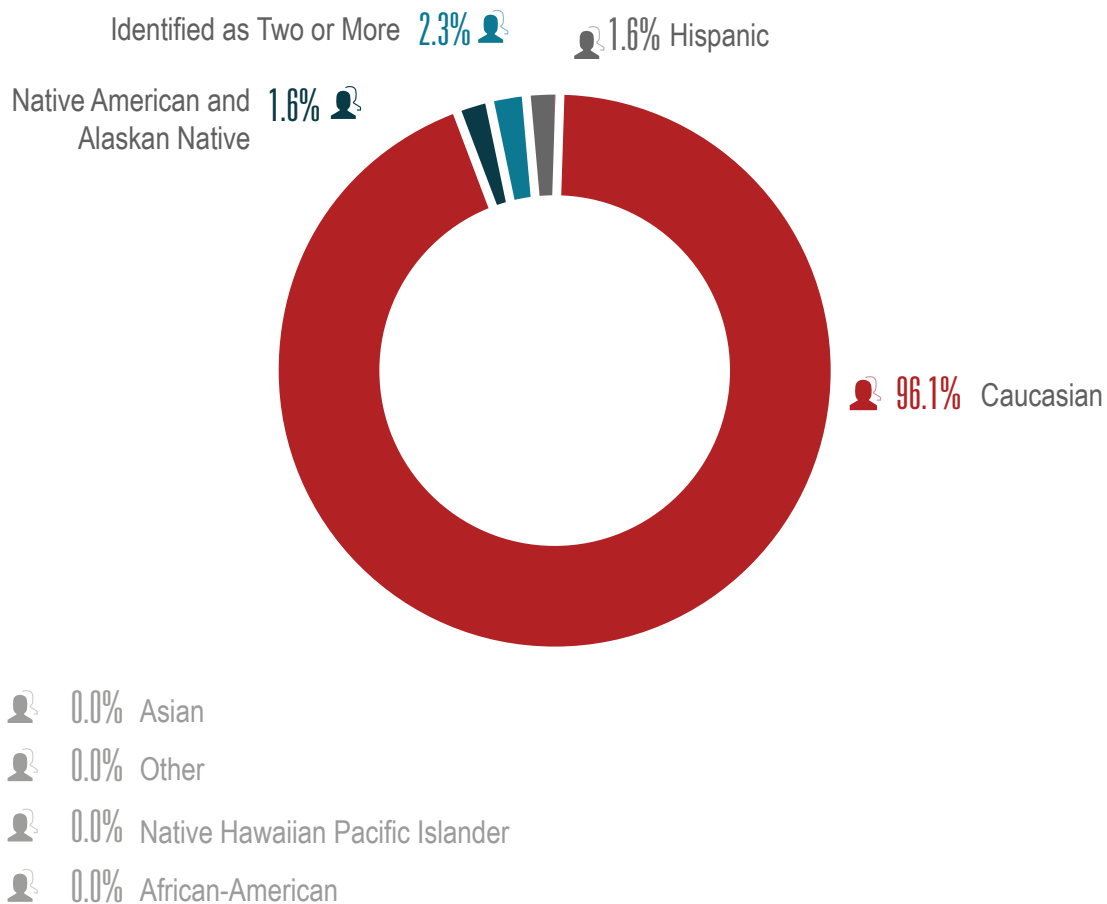
FIGURE 1.2



## Race

While Lincoln exhibits diversity in age and gender, its racial make- up is fairly homogeneous, with 96% of residents self-identifying as Caucasian, Figure 1.3.

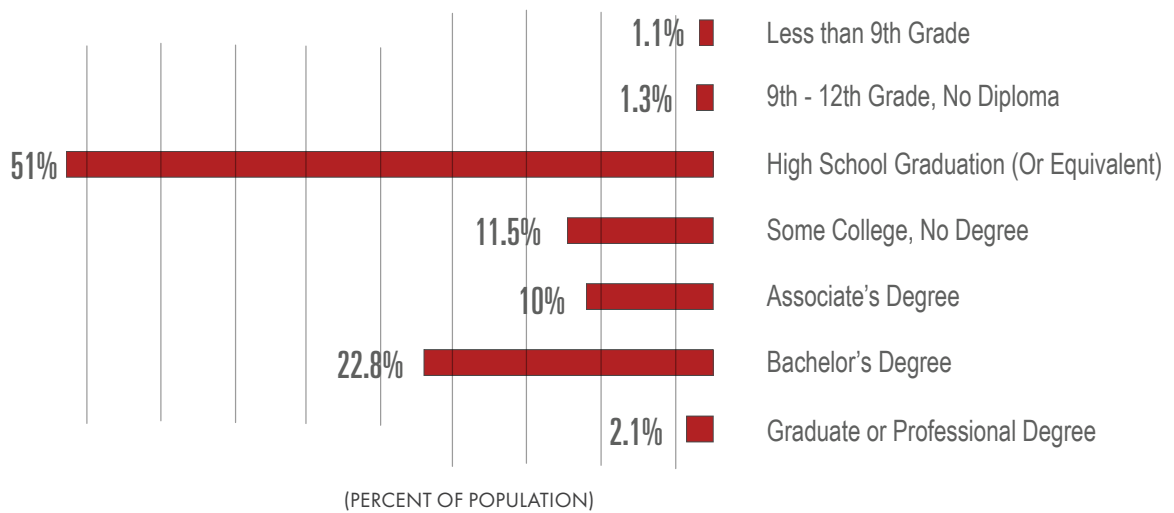
FIGURE 1.3



## Education

Figure 1.4 describes education attainment for individual 25 years and older in 2015. The majority (97%) of Lincoln's adults have completed high school population while approximately 40% have college degrees.

FIGURE 1.4

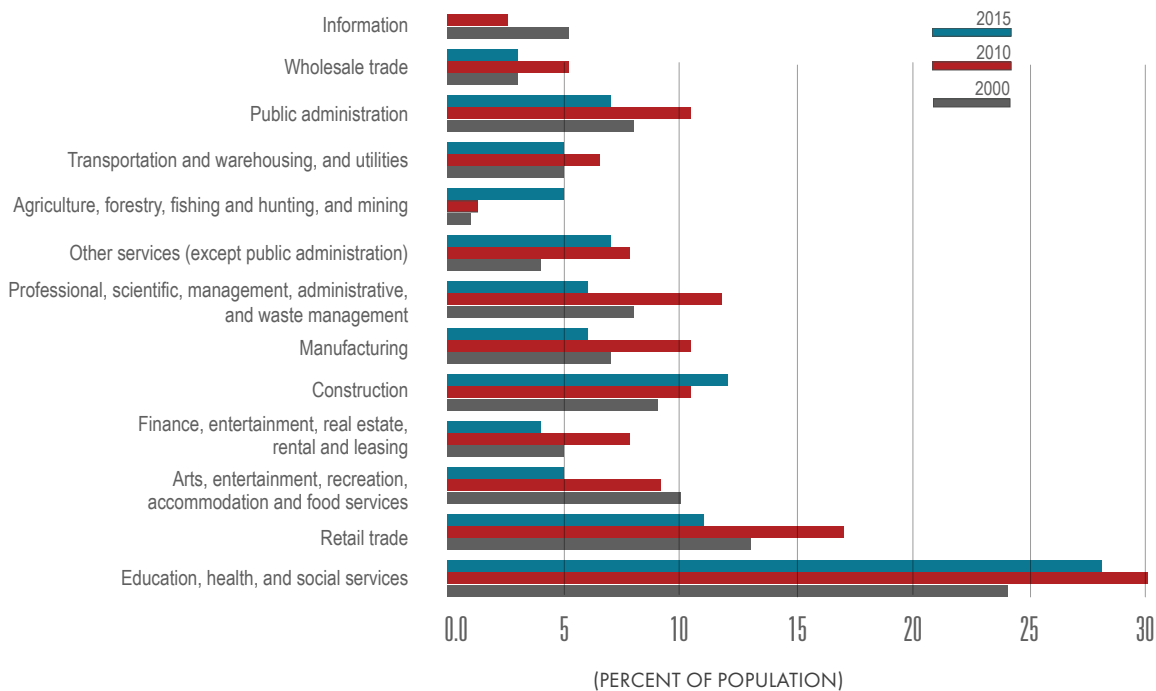


## Employment

Looking at employment by industry shows that education, health care, and social service constitute the largest industry sector followed by retail trade, construction, professional, scientific, management, administrative and waste management, Figure 1.5.

Figure 1.5 identifies the distribution of occupations with Management, business, science and arts as leading occupations followed closely by sales and office occupations.

FIGURE 1.5





## Career Distribution and Commuter Statistics

Figure 1.7 illustrates the prevalence of commuting with over 82% of working people going outside of Lincoln for employment. With a mean travel time of 27 minutes, many people are spending considerable time (54 minutes) driving to and from their places of employment (Figure 1.6). Given the prevalence of working families, increasing employment and business opportunities within Lincoln could allow more residents to live and work within the community, reducing commute times while increasing time available for family activities.

FIGURE 1.6

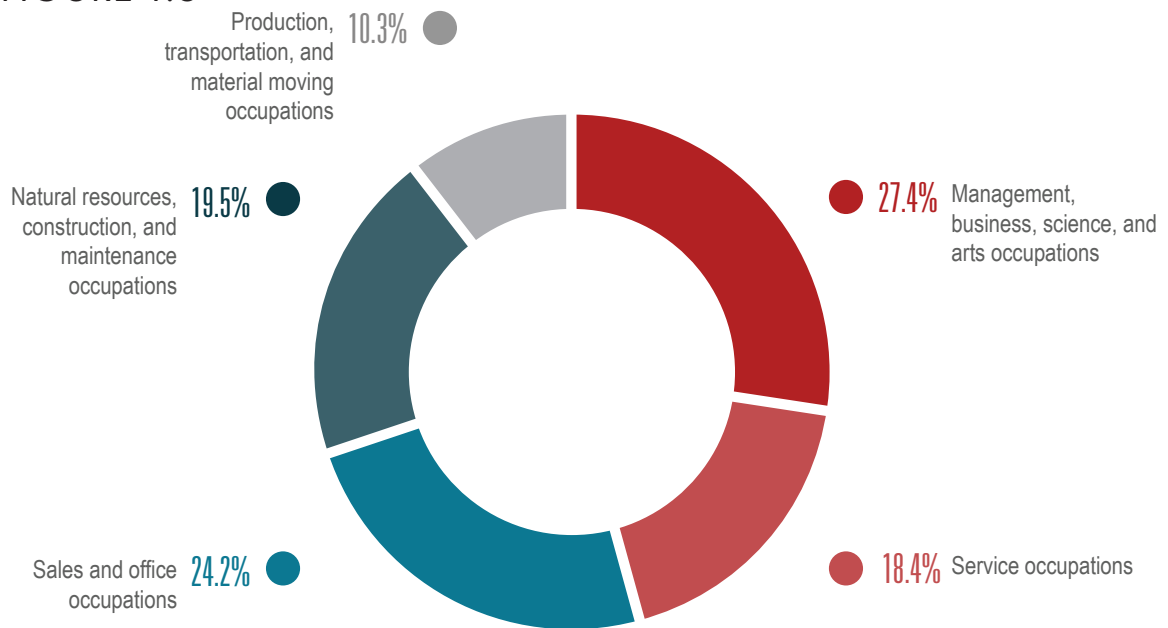
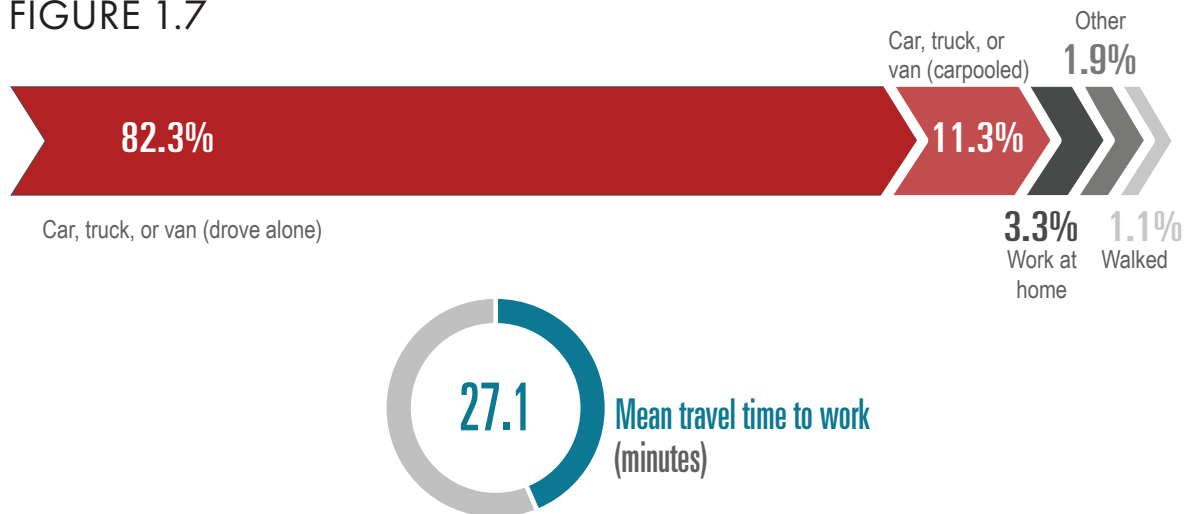


FIGURE 1.7

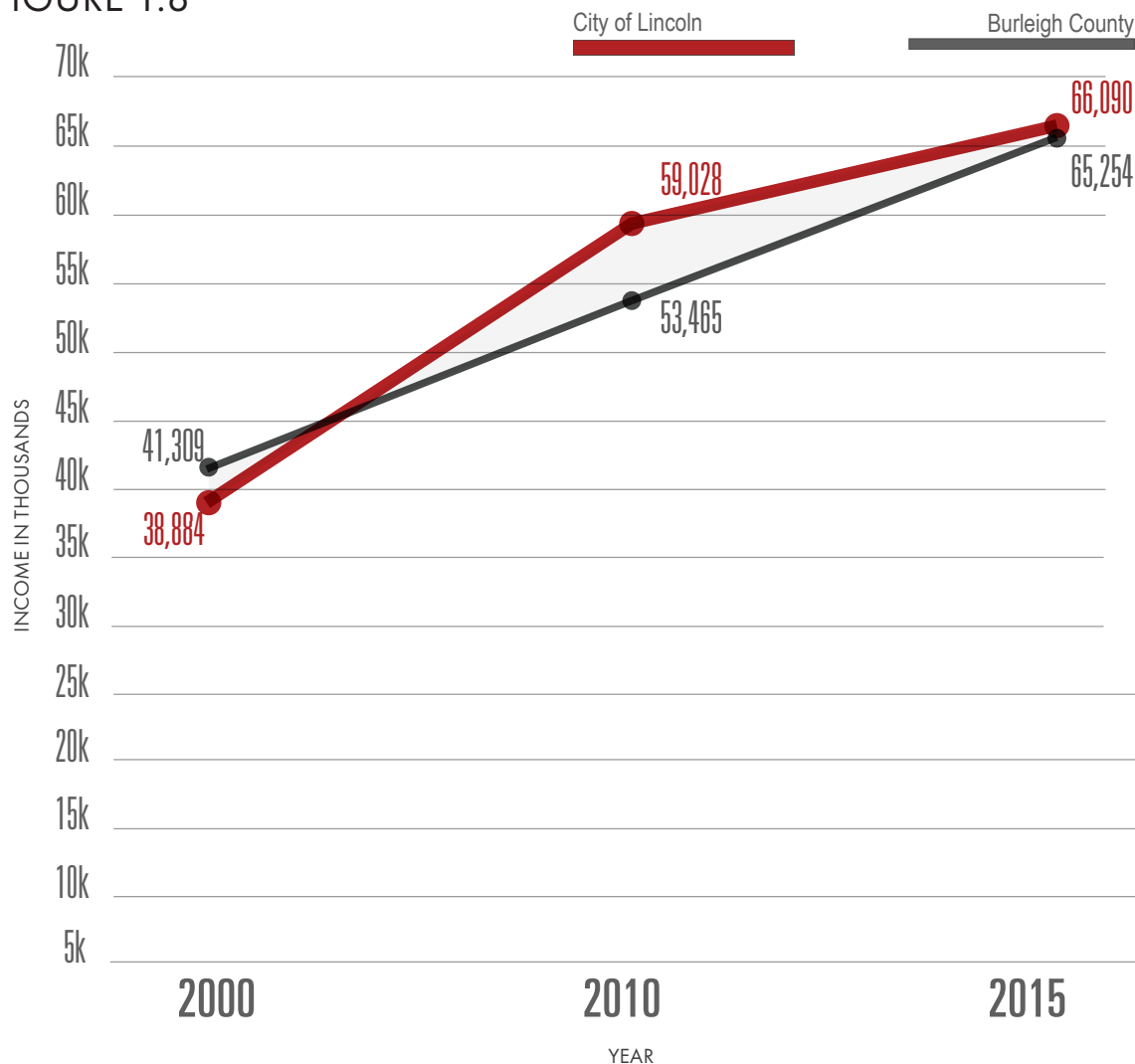


## Income

Another aspect of Lincoln's demographics is the level of its residents' median household income. Median household income refers to the income level earned by a given household where half of the homes in the community or area earn more and half earn less. It's used instead of the average or mean household income because it can give a more accurate picture of an area's actual economic status. Median household incomes are frequently used to determine housing affordability. The median household income for Lincoln has been on a steady rise over the past fifteen years as illustrated in Figure 1.8. With a 2015 reported median household income of \$66,090 Lincoln ranks above Burleigh County (\$65,254) and a recent (2017) US rate of \$59,039.

As an indicator of a community's, spending power and general economic health, it provides a useful point of reference. As the City looks to attract new business, especially retail and restaurants, the strong economic standing and capacity of its residents provides plays an important role, along with population growth, in the recruitment process.

FIGURE 1.8



## PLANNING EFFORTS

### Previous Plans

This new Comprehensive Plan replaces the City's 2012 Comprehensive Plan.

### Current Initiatives

Lincoln continues to grow and evolve during the process of preparing the new comprehensive plan as evidenced by ongoing construction of subdivisions, housing, commercial and industrial facilities. A description of current infrastructure improvements in support of this continued growth are described in the Utilities and Community Facilities section of this plan.



Areas in Lincoln undergoing residential growth.

## SECTION II. COMMUNITY VISION



## VISION STATEMENT

*Lincoln, North Dakota is a welcoming, prosperous community with small-town charm where residents enjoy a high quality of life and a range of housing options within attractive, walkable neighborhoods, employment districts, a vibrant, mixed use town center, well maintained parks, and natural areas, connected by a safe and accessible network of streets, walkways and trails.*





## CHAPTER 2. LAND USE

---

### INTRODUCTION

Land Use establishes a foundation for other elements of the comprehensive plan. How land within the City is used determines aspects of the community; roads and streets, City services, economic development, housing, parks, and open spaces are developed, maintained and expanded according to the needs generated by the particular types and characteristics of Lincoln's land uses. In addition to establishing land use types this Land Use chapter also establishes the community's growth strategy and policy framework over the next 10 years.

The Land Use Plan helps the Planning Commission and City Council respond to individual development and redevelopment requests. It is comprised of text and maps that are intended to guide land use, zoning, and physical development within Lincoln consistent with the City's vision. Together the land use text and associated Future Land Use Map (FLUM) describe of what the City should look like and how it should function into the coming decade.

This Plan will be implemented through private and public investment in land development, as well as detailed planning, zoning and subdivision ordinances, public improvements, and public-private-partnerships.

### SMART GROWTH PRINCIPLES

Lincoln's Land Use Plan is based on a set of smart growth principles that help to create communities that are safe, affordable, walkable and attractive. As a community planning philosophy, smart growth promotes self-sustaining communities with a balance of housing, businesses, schools, parks and open spaces that are accessible by foot, bicycle, and motor vehicle.

Smart growth principles provide Lincoln with a way to promote efficient and sustainable land development and redevelopment that optimizes past infrastructure investments while planning for future growth in a comprehensive manner. This entails designating land for a full complement and mixture of uses while also addressing natural resource conservation and preservation.

The following overall principles describe how development should use land efficiently, be environmentally and economically sustainable, and reinforce the quality and character of Lincoln. These principles differ from planning practices that are more reactive to political dynamics or shifting market forces and often minimize or disregard long-term socioeconomic, environmental and community choices that often undermine a community's comprehensive vision.

Smart growth principles, applied to overall City policy, should be a catalyst for Lincoln to take advantage of opportunities from which the public will benefit because of environmental sustainability, economic efficiency and enhancement of community and civic life. The principles described below, as well as the goals and policies outlined in this chapter establish patterns for guiding Lincoln's continued development.

## LINCOLN WILL GROW IN A SMART MANNER IF:

### Makes Full and Efficient Use of Urban Services

In order to maximize investments in civic infrastructure such as sewers and streets, growth should be adjacent to existing development, or take maximum advantage of underutilized “infill” areas in the form of redevelopment to produce a connected and, financially sustainable City.

### Encourages “Human-Scaled” Design

Contemporary suburban style development, catering to automobile transportation, typically spreads out over the landscape, and lacks the walkable, human scale found in Lincoln’s original neighborhoods. While new development provides valuable services and tax revenue, typically large building setbacks, dominant front yard parking lots, wide distance between buildings, and lack of safe pedestrian access creates a far less safe and inviting environment. More compact, accessible patterns of development use land and resources more efficiently while supporting a broader range of transportation options such as walking and cycling. Well-planned larger-scale development can make a positive contribution to Lincoln’s economy while also exhibiting the level of detail and human scale of a more traditional downtown or town center. In this way, the City’s character works in harmony with its residents and its economy.

### Mixes Land Uses

Currently the areas toward the west and eastern ends of Lincoln Road incorporate a mix of commercial, civic and moderate density residential uses. Conversely, the majority of Lincoln is comprised of low density, single family homes. The concept of single-use zoning grew out of a need to separate living places from major industries and to protect the health of residents. This practice is still good policy in cases around large industrial facilities. Mixing different yet compatible uses, such as neighborhood-commercial and residential in a modern setting can create more sustainable communities. This happens by leveraging infrastructure investments, reducing environmental impacts while increasing convenience by connecting buildings and parking lots to sidewalks and multi-use trails, and increasing accessibility and safety for people of all ages and income levels.

Community plans and land development policies that allow for mixing a range of appropriate uses provide for a broader range of development opportunities. They also provide increased market flexibility allowing the development community to respond to changing trends and shifts in consumer preference.

## Creates Housing Opportunities and Choices

Lincoln has a range of housing needs from aging housing stock and a minimal amount of modern, quality rental properties to rising construction costs and competition along its unincorporated rural-urban interface. More diverse housing types and more improved and modernized housing conditions are needed to meet current and future housing needs and preferences. While Lincoln continues to see interest and growth in the single family home market, it will be important to ensure an adequate supply of land is planned and zoned to allow for a mix of medium density housing products. This type of housing will allow people of modest means or modest needs such as young adults or retirees to find their place in the community.

## Encourages Distinctive Neighborhoods with a Sense of Place

Newer residential development often occurs as single use subdivisions or in isolated pods of apartment buildings or twin homes largely caused by outdated, single use zoning and subdivision regulations. Many of these areas lack discernible identities and sense of place or character. Lincoln should promote the building of diverse and walkable neighborhoods, providing a mix of uses and housing types designed in an environmentally responsive manner to maintain strong property values and reduce impacts from severe weather.



Community workshop. October 2017

## Preserves Open Space and Vital Environmental Areas

Lincoln's environment including the Apple Creek corridor, its Park System and its surrounding undeveloped lands are its greatest natural assets. By preserving open spaces and environmentally sensitive areas, the City balances the built and natural environment and provides habitat for plants and animals, recreational opportunities, and places of natural beauty. Open spaces whether for recreation, habitat or flood control have been shown to add measurable financial value to adjacent development.

## Provides Transportation Options

Many communities have begun to realize the need to provide a wider range of transportation options. A completely auto-dependent City limits access of such groups as young people and older seniors. An increase in the City's physical size should not reduce access. Techniques that increase the ability of all residents to move freely around the community include better coordination between land use and transportation, increasing connectivity within the street network, and developing multi-modal (or complete) streets that accommodate multiple forms of transportation. This expands transportation options and increases opportunities for social interaction. Equally important, incorporating physical activity into the daily routine of residents creates a healthier and more physically fit community reducing demands on health care, improving wellness and increasing longevity.

## Achieves Community and Stakeholder Collaboration in Development Decisions

Lincoln is a great place to live, learn, work and play any time of the year. City government should stay close to its constituents through the use of tools and techniques that collect and monitor residents and business owners' needs. Issues and ideas voiced by the community cannot be considered and acted upon without the collaboration of citizens and their government. Cooperation and partnerships between neighbors, businesses, nonprofit organizations, school, developers and the City will support the implementation of this Comprehensive Plan.

## LAND USE PATTERNS

Lincoln was founded for the purpose of providing new housing for people of modest means who preferred to be surrounded by the rural countryside while being connected to the Bismarck/Mandan metropolitan area. This development occurred to the south of Lincoln Road followed by subsequent residential development to the south and north. The City is comprised primarily of single family homes organized as low density residential neighborhoods. As it has grown and evolved, a handful of businesses have located in the City along with a new City Hall/police station and elementary school.

## FUTURE NEEDS

Lincoln has experienced steady population increases over the past several decades, and this relative rate is anticipated to continue. By 2030, Lincoln is projected to grow to an approximate population of 8,388 from the 2015 population level of 3,069. As shown in Chapter 1, Lincoln Today, in Figure 1.2, there is a large segment (58% of the population between the ages of 20 - 34) who will continue to need first-time or starter housing. As these residents create and grow their households they will also need commercial goods and services, additional park and recreation and other City services. Capturing this demand within Lincoln as opposed to Bismarck represents opportunities for local business growth and expansion strengthening Lincoln's self-sufficiency and sustainability.

## LAND USE FRAMEWORK

The land use framework is grounded in the community's vision and needs as well as the broader regional planning parameters and market factors. This framework establishes the overall structure for the Land Use Plan and addresses the following:

- Establishing sufficient land for continued community growth
- Expanding housing diversity / product mix
- Establishing an identifiable, mixed use town center area
- Expand and diversify land use categories
- Expand entrepreneurial and employment-based uses including light industrial
- Increase land for parks and open space, especially north of Lincoln Road
- Strengthen multimodal transportation connectivity

The Framework land use category elements are illustrated in Figure 2.1-1 – The City of Lincoln Future Land Use Plan. The Plan is intended to serve as a guide to the Planning Commission and City Council in land use related decisions. Residents, businesses, and land owners should understand the future land use plan map is intended to direct development to certain areas where facilities and services are available and where land uses are compatible with one another.

As a decision-making tool it is important that the land use plan and map be regarded as general in nature and should be used in support of larger scale, district growth matters and re-zonings not for small scale, site-specific decisions. It is for this reason that only general land use designations are described and mapped.



FIGURE 1.9 FUTURE LAND USE PLAN

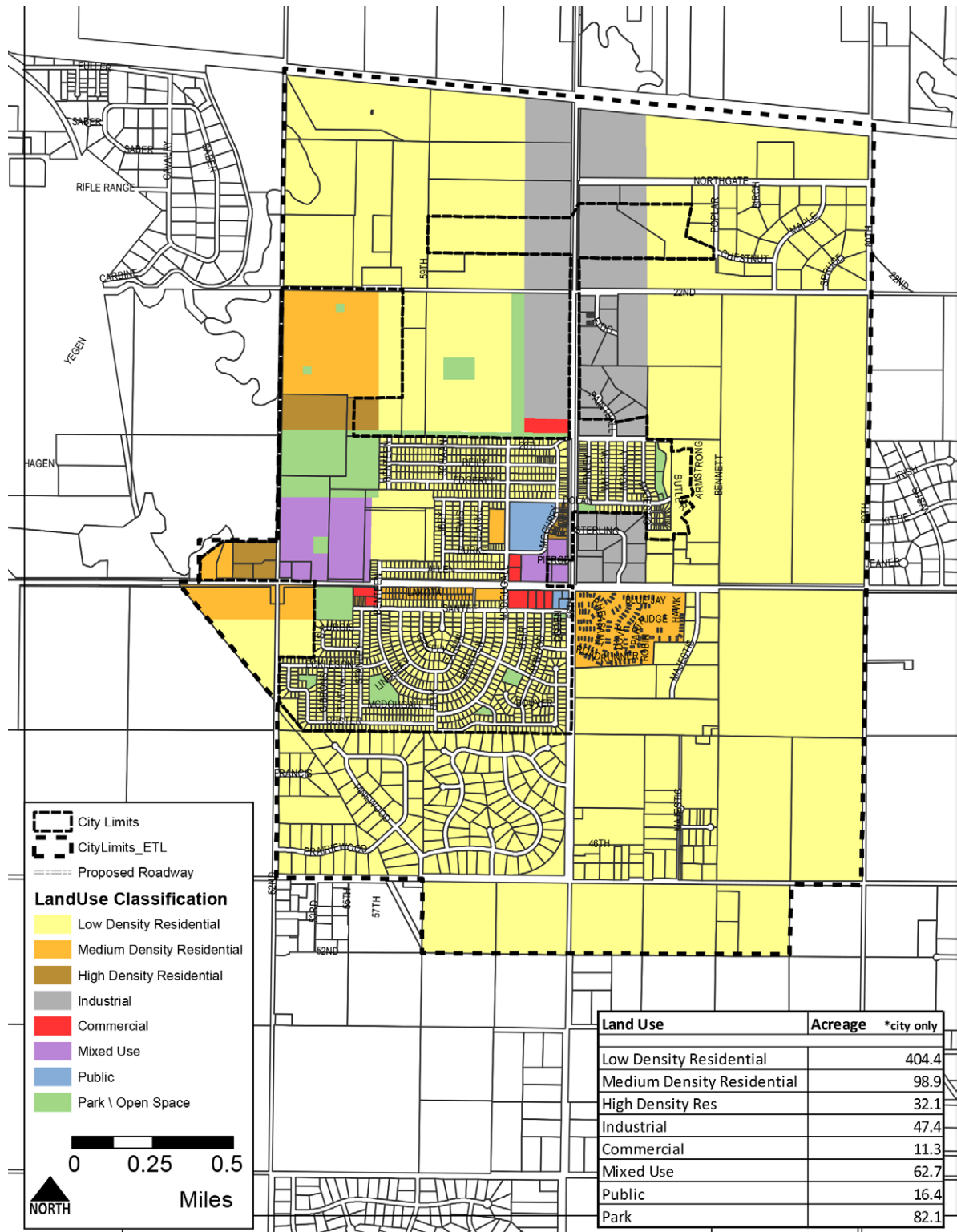
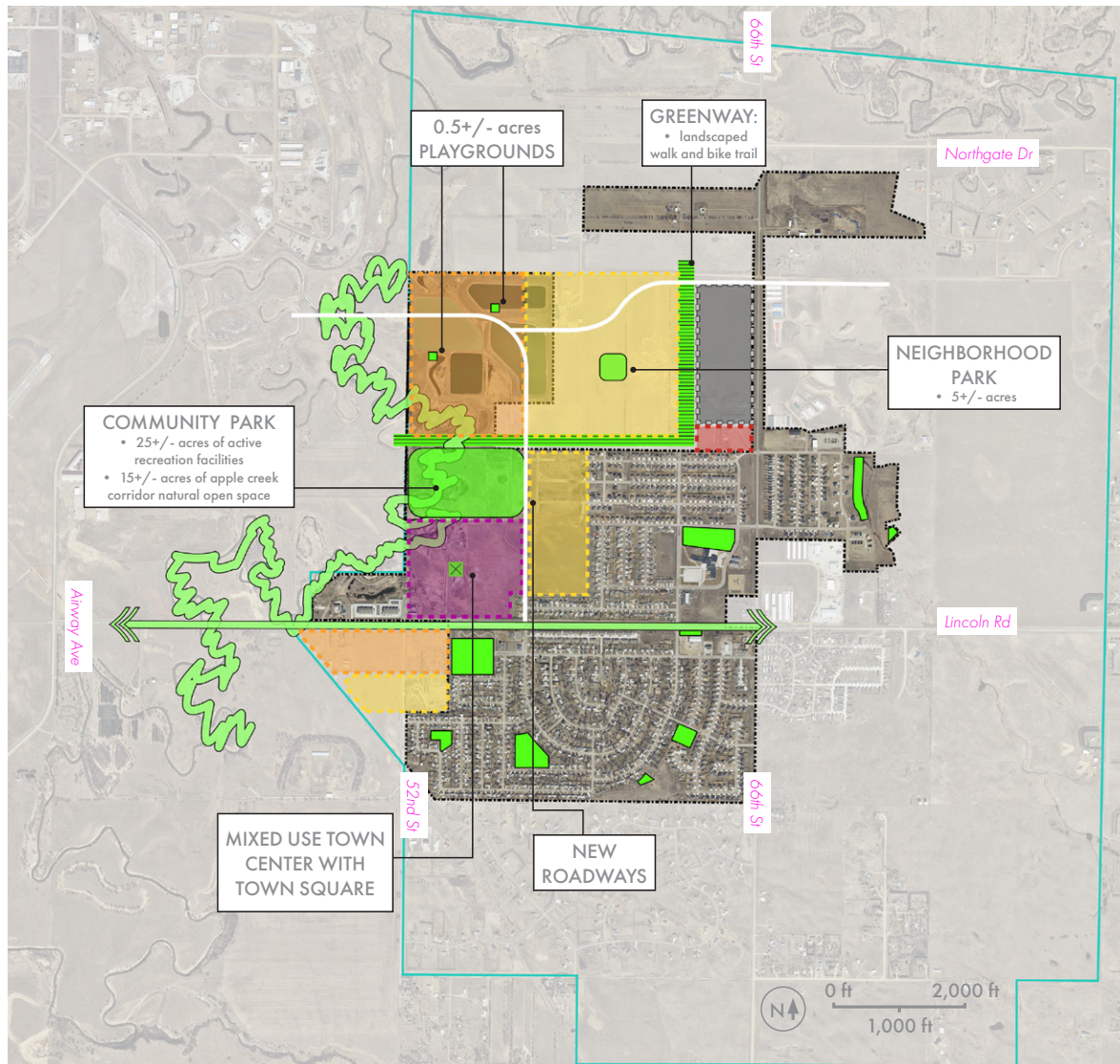


FIGURE 1.10 FUTURE GROWTH CONCEPT



## LEGEND

Low Density Residential	
Medium Density Residential	
Mixed Use	
Commercial	
Industrial	
Park + Open Space	
Extra Territory Boundary (1 mile)	
City Boundary	

## FUTURE LAND USE CATEGORIES

The Future Land Use Plan contains a continuum of categories to address the full range of land use types found in Lincoln today, as well as those planned for the future. The categories used in the plan are similar to those used in the 2012 Comprehensive Plan with the exception being that the residential categories have been more clearly defined to support a mix of densities and housing types. Each land use category is described in detail and illustrated on Figure 1.9: Future Land Use Plan. It is recognized that not every parcel of land within each designation may be buildable due to soil types, slopes and other natural constraints. It is also critically important to understand that Land Use and Zoning are not the same thing. Land use establishes the type and mix of uses and level of development intensity and or density within a given designation or category while zoning is a form of legal regulation establishing specific requirements and parameters for site and building development such building height, location, parking, etc.

### Low Density Residential

Identifies housing with densities that generally range from two and a half to seven units per acre. Areas classified as Low Density Residential will be predominately single-family detached homes on 1/2 to 1/4 acre lots with the potential for twin homes and other low density attached home types. Overall density between 2.5-7 units/acre.

### Moderate Density Residential

Identifies housing with densities that generally range from eight to nineteen units per acre. Moderate Density Residential accommodates a mix of housing types including single-family detached, small lot/small house pocket neighborhoods, twin homes (side to side or stacked), zero lot line homes, accessory dwellings such as garage apartments or granny flats, and townhomes or row houses. Overall density between 8-19 units/acre.

### Mixed High Density Residential

Identifies a mix of attached, multi-family housing at densities exceeding nineteen units per acre and a limited amount of small scale, neighborhood serving commercial use such as a coffee shop/café, corner store or convenience / filling station. Uses in this category include a mix of building types from townhomes or row houses, multi-story condominium or apartment buildings and single story, free-standing commercial buildings. Overall density 20 – 40 units/acre.

### Mixed Use

Identifies areas intended to provide a mix of commercial, office, multi-family residential, public/institutional related uses in a walkable, human scale environment. Areas may include a mix of retail and service commercial, office, lodging, public/institutional, higher density residential, park and recreation uses. Mix of uses can be integrated vertically and horizontally.

## Commercial

Identifies commercial land uses including retail, personal and professional services, and professional office employment that serve regional, community and neighborhood scale markets. These areas are located to provide convenient access for customers.

## Industrial

Identifies portions of Lincoln that contain manufacturing, processing, assembly, construction, warehousing, and similar businesses that provide wholesale goods and services. The location of these businesses are concentrated and separate from other businesses to reduce the disruption that could be caused if each business was scattered throughout the City.

## Public/Institutional

Identifies portions of Lincoln that contain uses that benefit the public. Includes all publicly-owned uses, such as schools, hospitals, City/township buildings, water towers, pumping stations, sewage treatment plants, sanitary sewer facilities as well as public utilities, i.e. power plants, electrical substations, and telephone companies. Also includes private institutional uses, i.e. hospitals, private schools, churches, cemeteries, etc.

## Park/Open Space

Identifies portions of Lincoln that contain official parks and open spaces. Parks and open spaces are used for recreation, relaxation and access to nature. Uses include active and passive parks, nature / wildlife areas, and other outdoor recreation facilities.

## FUTURE GROWTH CONCEPT

Figure 1.10 illustrates the Future Growth Concept which was developed to respond to evolving community needs and input offered by community members during the planning process. Future land uses within the northern section of Lincoln include new industrial and commercial uses adjacent to 66th St. SE. These uses are buffered by a new, landscaped greenway which would include walking and biking trails, benches, lighting and signage. Additional low and medium density residential uses served by a new neighborhood park and several new playgrounds are distributed between the new greenway and the City's western boundary. The greenway trails are proposed to continue as an off-street shared use trail running east-west to provide pedestrian and bike connections to a new community park. This large, new park is intended to include a mix of community-serving active and passive recreation facilities from sports field, playgrounds and a splash pad / pool to picnicking, trails and nature viewing. A portion of the new residential use areas include redevelopment of the existing wastewater treatment facility which won't be needed once the City completes its connection to Bismarck's wastewater treatment system. This new development area is to be served by the extension of an improved 22nd Ave. SE which is also proposed to connect to a new collector street. This new collector street is aimed at expanding community access by connecting the City across Apple Creek to Airway Ave.

Undeveloped areas between Lincoln Rd. and 28th Ave. SE are designated for continued



low density residential use and a new mixed use town center. The town center area is envisioned as including a mix of small format commercial shops, services and eateries, professional offices and multifamily residential. These uses would be located within a collection multi-use and single use buildings organized along a grid of streets with landscaped sidewalks similar to a traditional downtown. Parking would be provided along the street as well as in small, landscaped surface lots. The emphasis would be on creating an attractive accessible district where people young and old feel safe and comfortable walking, while biking and driving are also seamlessly accommodated. A new landscaped town square is proposed to serve as a multi-functional, social gathering place where people can eat lunch, visit with friends and family, hold an art fair, a weekly farmers market, stage a 4th of July parade or a community-wide holiday gathering. The town center area is intended to be served by the new collector street aimed at expanding community access and connectivity between Lincoln Rd. and Airway Ave.

With development of a town center, the undeveloped area on the western edge of Lincoln which is currently guided for commercial use is proposed as moderate and low density residential. This will help to focus the area of commercial activity while supporting current demand for residential growth.

The growth concept also illustrates extending the off-street, shared use trail along Lincoln Rd. to connect with the City of Bismarck's trail system west of the City.



Mixed use town center, new development and town square.



Example of downtown mixed use development with building infill, massing, streetscape, and town square.

## GOALS AND POLICIES

**Goal 1. Maintain an official Land Use Plan that embodies principles of sustainable, intelligent growth in identifying the most appropriate locations for development and redevelopment.**

### Policies

- Prepare and adopt a land use plan that designates land use areas and guides development to appropriate areas in order to ensure desirable land use patterns and minimize conflicts.
- Work with Bismarck and Apple Creek Township to maintain low residential densities within the joint two mile joint boundary to promote the efficient and environmentally sound application of private and public utilities and ensure long-term sustainability and resiliency.
- Coordinate community growth with Burleigh County, the City of Bismarck, and Apple Creek Township to systematically plan for the efficient expansion of services.
- Identify areas of significant natural resource benefit and protect these areas from premature or incompatible development.

**Goal 2. The City will promote controlled and orderly growth consistent with its Land Use Plan, Comprehensive Plan and Zoning Ordinance.**

### Policies

- Continue to administer an orderly annexation plan for areas that are urban or are about to become urban in character. Work cooperatively with Bismarck, Apple Creek Township and property owners to encourage orderly growth and development.
- Review all applicable ordinances and policies to ensure that they do not deter desirable, self-supporting development.

**Goal 3. Preserve and strengthen Lincoln's identity and sense of place through the use of walkable block patterns, urban design, site and building design and maintenance practices.**

### Policies

- Work to retain attractive, historic buildings within the community.
- Adhere to specific site design restrictions for properties that are environmentally sensitive or have high visibility.
- Work to improve the attractiveness of highway and roadway corridors within Lincoln, especially 66<sup>th</sup> St. SE and Lincoln Road.
- Encourage residential developments that link neighborhoods through interconnected street, sidewalk, trail and open space networks.



- Assure roadway widths are adequate for the type of development served, but not wider than necessary to assure proper scale, reduction of hard surfacing and reduced costs to the developer and the City.
- Review non-conforming uses for adherence to City policies and enforce regulations that apply to non-conforming uses and review of effectiveness.
- Adhere to standards that assure proper screening and landscaping of unattractive site uses including outdoor storage and surface parking lots.

**Goal 4. Promote redevelopment and infill when feasible to leverage existing infrastructure investments and strengthen neighborhood vitality and cohesion.**

**Policies**

- Encourage compatible infill residential redevelopment throughout the developed portions of the City, to address blight, increase housing choice and improve tax base.
- Encourage compatible mixed use and mixed-income infill redevelopment to enhance neighborhood completeness, promote economic development and strengthen sustainability and resiliency.

**Goal 5. Identify natural systems and functions prior to designating areas for development, and maintain official controls that protect or integrate natural systems into development or land use changes.**

**Policies**

- Encourage maintaining wetlands and natural drainage systems when accommodating new growth and reestablishing wetlands and natural drainage systems through redevelopment projects, when appropriate.
- Support development patterns that protect both surface and groundwater from hazardous waste, fertilizers, and pesticides.
- Require sedimentation and erosion control techniques during development and redevelopment projects and encourage innovative techniques, such as the use of rain gardens, and other low impact development and best management practices where appropriate.
- Require the management of stormwater runoff in accordance with local and state requirements, as well as drainage needs.
- Retain, enhance or restore vegetative buffers with native plant species along Apple Creek and stormwater treatment/detention ponds.
- Support the integration of clean, renewable energy technologies and energy efficiency technologies or applications in existing and new development.

[page intentionally left blank]

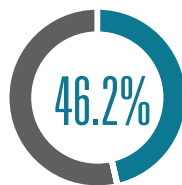
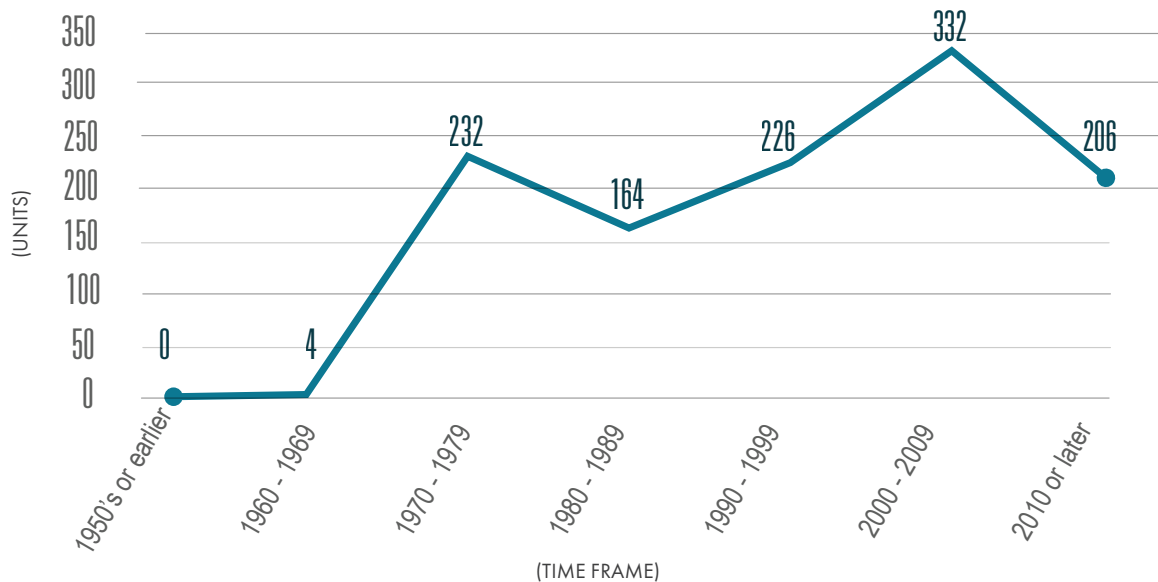


## CHAPTER 3. HOUSING

### INTRODUCTION

Housing plays a critical role in defining a person's quality of life. From a new resident or visitor's perspective, it provides a visual indicator of the community's character, including prosperity and vitality. Figure 1.11 illustrates the housing stock options Lincoln has to offer. From a City's perspective, housing is typically the largest user of land and City services and provides a significant base for local taxes. Having an understanding of current housing inventory (quantity and type) along with current and future population projections will assist Lincoln in providing ample housing to meet the needs of current and future residents.

FIGURE 1.11 HOUSING UNITS



46.2 % of the housing stock  
was built after 2000.

## EXISTING CONDITIONS

Over 90 percent of homes within Lincoln are traditional single-family style homes. There is one multi-unit apartment complex of 20 or more units. The housing in Lincoln is relatively new. The oldest homes in the community date back to the 1960's (according to the US Census) – but over 46 percent of the homes have been constructed since 2000.

Over 99% of Lincoln's homes are owner-occupied. The median home value is \$157,700. This is slightly above that of North Dakota as a whole (\$145,000).

Average household size in Lincoln is 2.86 persons which is significantly higher than other areas within the Bismarck-Mandan metropolitan area. Bismarck has an average household size of 2.21, North Dakota sees an average of 2.32, while US average household size is 2.63. This is important because as the number of persons living in a home increases, so too will the impact on services needed for these persons. This higher number is consistent with where we see the age distribution of Lincoln residents – with there being a high percentage of population in prime parenting ages, and a higher percentage of the population being under 20 years old – likely living with parents.

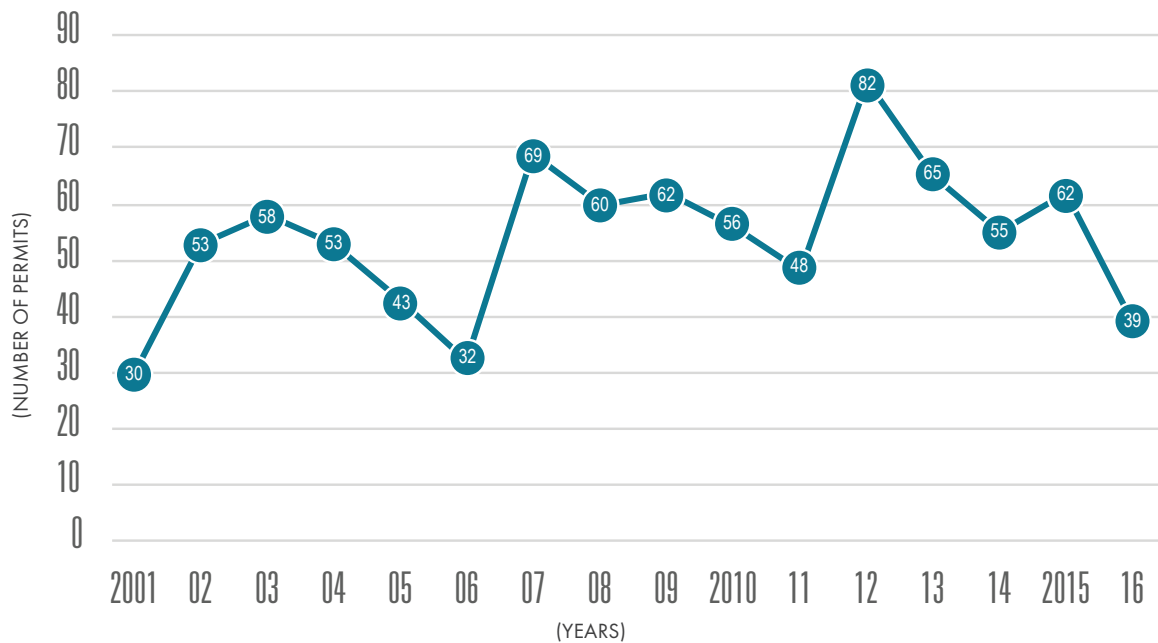


Examples of existing single family detached and attached multifamily housing in Lincoln.



New residential construction permits issued have been at or above 30 units per year since 2001 as shown in Figure 1.12. This will lead to a consistent growth trend supported by the population and household projections.

FIGURE 1.12 HOUSING PERMITS ISSUED



## FUTURE NEEDS AND DEMANDS

As described in the previous chapter, Lincoln Today, Lincoln's population is projected to grown by approximately 20% between 2020 and 2030 to 4,100 residents. Currently over half of Lincoln's population of 3,039 are below the age of 35 years of age. Consequently, there is a current and continuing need for housing to serve young adults and growing families through the coming decade. Lincoln's steady growth (867 permits since 2001) is testament to its strong desirability within the Bismarck-Mandan metropolitan area housing market.

## GOALS AND POLICIES

Outlined below are goals and policies, based on public input and discussion with the planning committee members and are aimed at guiding the City towards meeting future housing demands for residents of across multiple age and income levels.

### **Goal 1. Provide for a variety of housing types, densities, styles and price ranges.**

#### **Policies**

- Encourage the development of a range of housing types, densities, and styles at price ranges for all ages and income levels to meet current and future community needs.
- Plan new residential areas as diverse, complete neighborhoods with a mixture of housing types, densities and price points instead of isolated single housing product subdivisions.
- Support development of new, work force housing.
- Encourage resilient housing construction design, renovations, and management that maximizes lifecycle cost effective energy efficiency and minimizes exposure to severe weather risks.
- Engage the Development Community, including realtors, builders, lenders and landlords to provide attractive and affordable housing that meets the diverse needs of the community.

### **Goal 2. Strengthen and support Lincoln's existing neighborhoods.**

#### **Policies**

- Protect neighborhoods from incompatible land uses through effective land use and zoning and building codes.
- Continue to assess Lincoln's housing needs, and resources.
- Explore methods and funding options to promote the improvement of the existing housing stock, including retrofitting existing homes to better serve today's families.
- Improve transportation connections, particularly bicycle paths, bike lanes, and pedestrian facilities, between and within existing neighborhoods and other parts of the City and region.

**Goal 3. Encourage development of walkable neighborhoods that provide a range of housing types, densities and price points in order to meet the community's evolving needs.**

#### **Policies**

- Update land development codes to include provisions for the development of compact, walkable, neighborhoods with a mix of residential building types, and sizes.
- Update land development codes to require inclusion of pedestrian facilities such as sidewalks, shared use paths and or bike trails as a part of subdivision design and development.
- Update land development codes to require interconnected street and pedestrian systems and limit the use of cul-de-sacs.

**Goal 4. Achieve a consistent, high level of resilient, code compliant, quality housing stock throughout the City.**

#### **Policies**

- Implementation of additional code enforcement measures, and establish rental inspection and licensing programs.
- Expand programs for rehabilitation and/or demolition of older, blighted residential properties.



## CHAPTER 4. TRANSPORTATION

---

### TRANSPORTATION NETWORK

This chapter of the Comprehensive Plan serves to guide City officials, commissioners, staff, residents and development professionals as they review or prepare development proposals, plan capital improvement project budgets and consider future transportation system improvement needs. Transportation facilities link and, in some cases, separate land uses within a community. The City of Lincoln recognizes the growing and evolving travel needs of its residents, commuters, visitors, commercial transporters, pedestrians, and bicyclists, making trips within and across the community. The transportation section of this plan establishes transportation goals and policies in support of a multi-modal transportation network that provides a high level of safety, accessibility, and connectivity with acceptable levels of capacity and mobility to improve quality of life while accommodating future growth.

While transportation planning establishes the community's long-term access and mobility framework, it also requires continuous monitoring and fine tuning to address changes in technology, the economy and market conditions that impact the community.

### EXISTING CONDITIONS

#### Auto Traffic – Volume and Capacity Assessment

Traffic Volume data for autos were obtained from Burleigh County database for the roadway network in the City of Lincoln. The most current daily traffic volumes were obtained in 2016. Traffic volumes along county roads in Lincoln are summarized in Figure 2.4-1 and a comparison of this data with design capacities for similar roadways shows none of the roadways in Lincoln listed below are at or near capacity Table 2.4-1.

Based on typical design capacities shown in the table below, the streets identified above within the City of Lincoln are not at or near capacity.



FIGURE 1.13

FACILITY TYPE	DESIGN DAILY CAPACITY
Two lane local street	1,000
Two lane collector (with and without turn lanes)	6,000-9,000
Three lane arterial / collector	18,000
Four lane undivided arterial	27,000
Four lane divided arterial with turn lanes	40,000

FIGURE 1.14 AVERAGE DAILY TRAFFIC

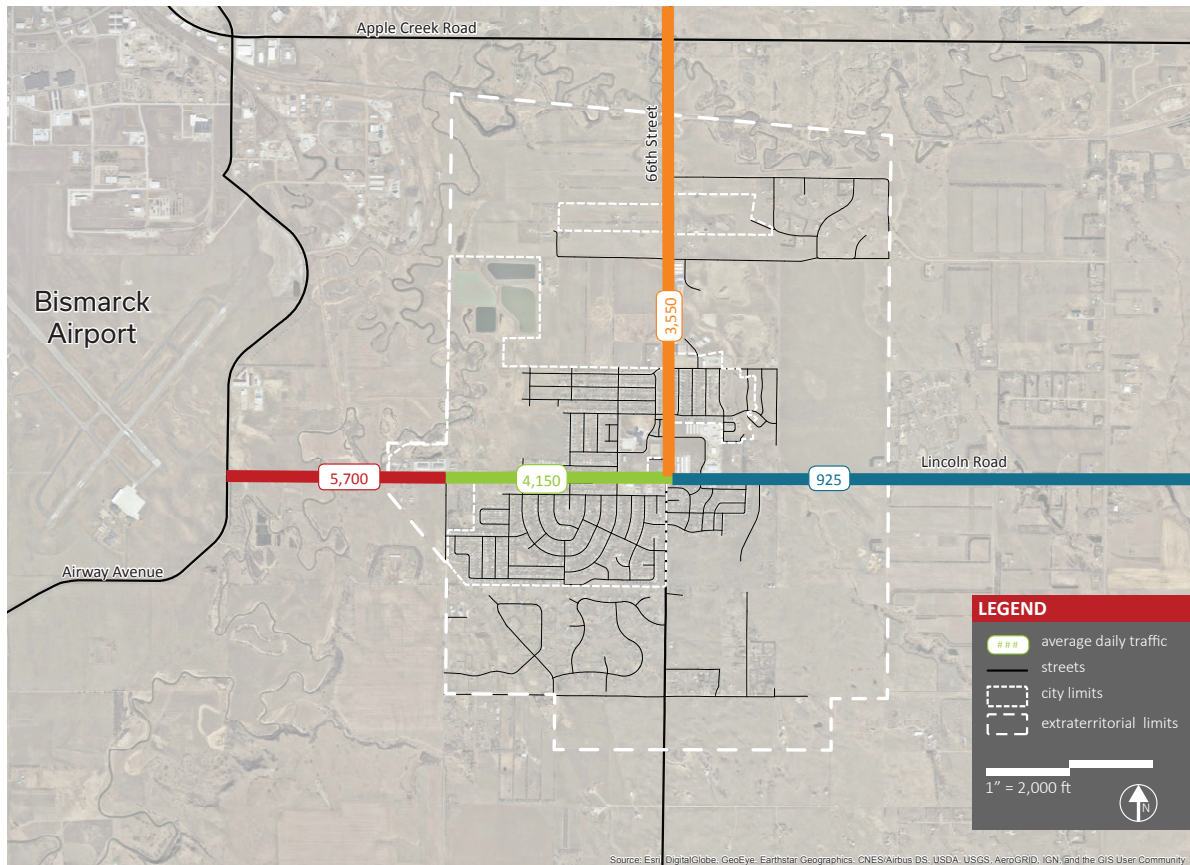
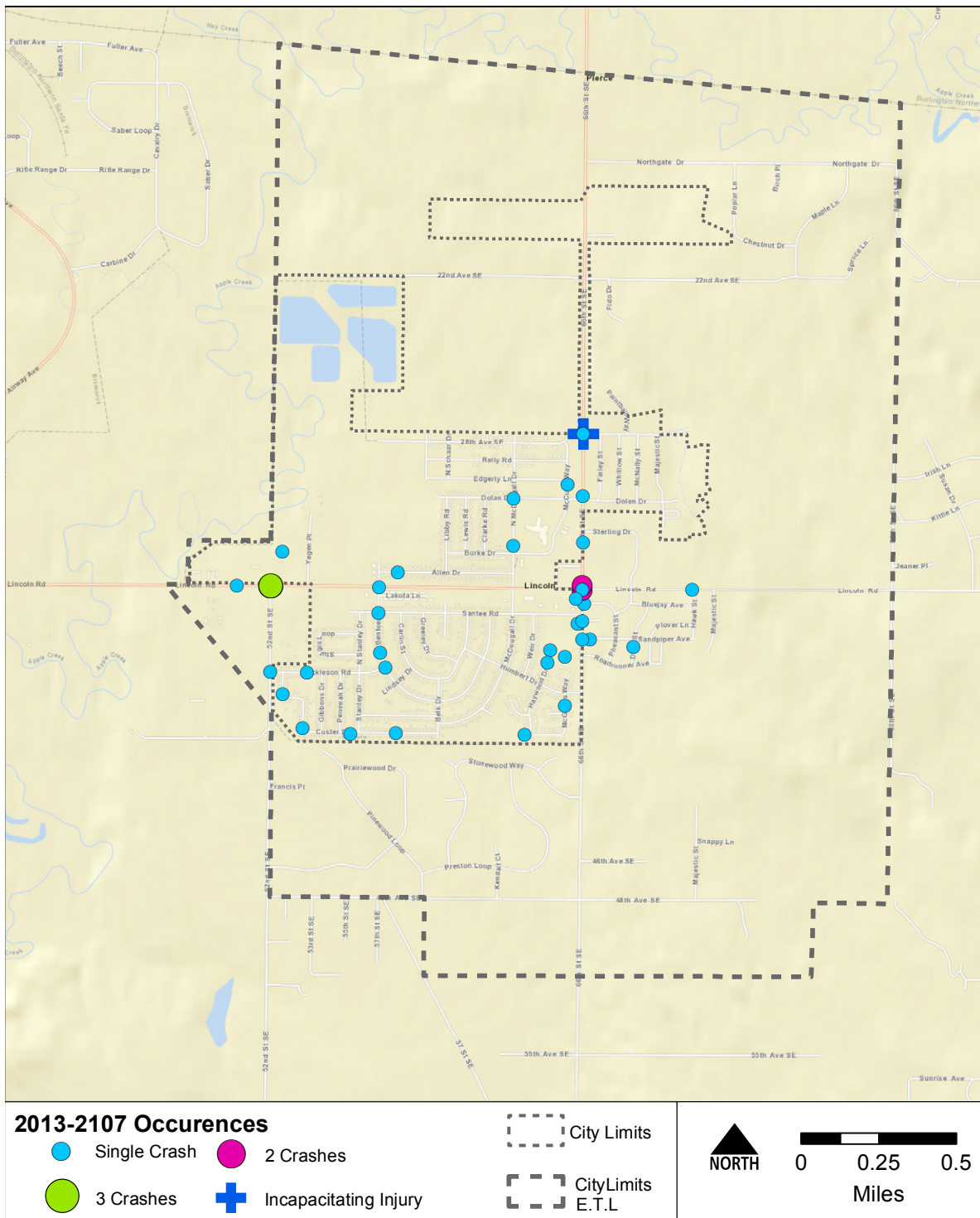


FIGURE 1.15 CRASH LOCATIONS



## SAFETY

Safety is a primary focus of transportation planning for pedestrians, cyclists and motorists alike. Aspects of pedestrian safety include such things as visibility and sight distance, especially at intersections, traffic control devices (signs & signals), physical separation between pedestrians and vehicles (including bikes), vehicle speed (speed limits), lighting, pavement materials and ADA (Americans with Disabilities Act) required treatments. Pedestrians and cyclists suffer much more serious injuries when struck by vehicles traveling over 30 mph than when struck by vehicles going more slowly. Lincoln's 15 MPH local street speed limit contributes to high level of physical safety experienced by transportation system users. While this low speed limit is beneficial it alone does not address other aspects of pedestrian safety such as the physical separation from motor vehicles provided by sidewalks, trails or buffered/protected bike lanes. Nor does walking within the street provide adequate accessibility and safety for those requiring assistance from devices such as walkers, wheel chairs or scooters. As Lincoln matures and evolves as a multi-generational community, its transportation system should continue to include facilities that offer greater mobility choice while improving pedestrian and cyclist safety and universal accessibility.

Vehicle safety is typically addressed through the review of crash data. The North Dakota Department of Transportation's crash data was used to identify crash locations and statistics for Lincoln for a period of the past three years (January 1st, 2015 to December 31st, 2017 is the available and most applicable data). The location of these 40 crashes are illustrated on Figure 2.4-2. The map shows the areas of the highest crash frequency over the most recent three years with red and orange circles. The one crash involving an injury



This design provides a mountable truck apron as well as tighter radii for autos to navigate intersections. The pedestrian crossing is set back from the apron area and the detectable warning surface is outside of the apron area.



is highlighted with an asterisk and is located at the intersection of 66th St. SE and 28th Ave. SE. according to the report, this crash involved an impaired driver. Given the unique and isolated nature of this crash it's highly unlikely the transportation facility was a factor nor are modifications warranted. The majority of crashes occur throughout the street network (blue circles) and are characterized in the report as property (primary vehicle) damage.

## STREETS FRAMEWORK

Functional classification is the typical system by which roadways are grouped according to the function they are intended to serve. Basic to this process is the recognition that individual roadways do not function independently, but rather most travel involves movement along a network of different functional types of roads. Functional classification assists in determining what role each roadway should perform prior to determining its design features, such as street widths, design speed, and intersection control. However, it is critically important to recognize that there is flexibility in the design of a street relative to its functional classification. Considering Lincoln's history of steady growth, it will be important to establish a set of street types that support the Smart Growth approach to land use planning established in this new Comprehensive Plan. To that end, this plan employs a hybrid approach to transportation planning where functional classification is considered together with land use, built form, non-motorized or active transportation facilities and visual character, i.e. community context to provide a Complete Streets methodology. This Complete Streets approach establishes a set of street types which correspond to the typical, functional classification system.

FIGURE 1.16 DESIGN EXAMPLE



Illustration from the NACTO Urban Street Design Guide depicting curb extensions, raised table pedestrian crossing, protected parking bays and other streets design elements supportive of vibrant, pedestrian oriented multi-family districts.

Communities across the country have adopted Complete Streets policies which guide the approach to design of streets that are safe and functional for all users including autos, bicyclists, pedestrians, and transit. The specific modal needs across a network vary depending upon the adjacent land uses. For example, a market or school should be accessible by transit, foot, bicycle and auto and street designs should accommodate those users. An industrial area must often accommodate larger vehicles to transport goods, thus design controls must accommodate trucks as well as other modes.

Figure 2.4-3 Design Example – Intersections for freight and pedestrians Complete Streets policies recognize the link between how a street functions and the adjacent land uses. The planning and design of streets must consider land use context, prioritizing access for all user types to land uses such as schools, recreational, commercial and employment areas.

In addition to NDDOT, the Federal Highway Administration (FHWA) recognizes several street design resources that promote livability and context sensitive solutions that may be applied in conjunction with more traditional design influences such as jurisdiction and functional classification. (Highway Functional Classification Concepts, Criteria and Procedures, 2013 Edition) As such, while considering the classification of the streets in Lincoln it is important to understand the adjacent land use context and to review options for multi-modal street design.

The Urban Street Design Guide from the National Association of City Transportation Officials (NACTO) provides guidance for communities rethinking their existing or future street network. Retrofit solutions and new street design options from the guide balance priorities and constraints to support multi-modal transportation options. Two examples from NACTO are shown illustrating the potential allocation of right-of-way. These are most applicable to the City of Lincoln in a commercial context and a residential context (Figure 2.4-4). Further, complete streets planning and design builds upon the notion that our streets serve as the outdoor rooms of our communities. As such, they constitute a primary component of our public space and it is essential that their design be approached from a holistic perspective. This perspective compels a broader view (beyond the right-of-way) encompassing adjacent land use, built form, hydrology and landscape character as well as multiple transportation modes.

## FIGURE 1.17 DESIGN EXAMPLE



Illustration from the NACTO Urban Street Design Guide depicting residential safety fixes.



## Street Types and Functional Classification in Lincoln

Lincoln's transportation system has evolved from a network of residential streets without sidewalks or trails serving single family subdivisions to a more extensive system of roads and streets serving an increasingly diverse set of land uses. Assigning dual designations and descriptions to a street system is a way of recognizing the complex role our streets and roadways play in defining community character. While functional classification is used by Federal and State departments of transportation for purposes of funding and assignment of technical features and requirements, using street types supports a more nuanced, place-based approach to fine tuning a street's specific design parameters.

### Community Connectors / Minor Arterials

Community Connectors or Minor Arterials are streets that link rural principal arterials to larger towns and other major traffic generators capable of attracting trips over similarly long distances. This type of roadway is intended to provide service for trips of moderate length (greater than 2 miles) at a lower level of mobility than principal arterials. While community connectors often have a greater focus on mobility than land access when used in suburban locations, in smaller cities like Lincoln, a greater balance between mobility and access is needed in order to more thoroughly utilize the substantial investments these types of roadways require. Community connectors (minor arterials) are of regional importance because they relieve traffic on or substitute for principal arterials where necessary. They often play the role of connecting communities separated by distance, geographic features and jurisdictional boundaries.

In Lincoln the minor arterials provide the backbone of the transportation network through and around the core of the City. Lincoln's minor arterials typically use a rural cross section with a single lane in each direction plus additional right turn lanes and side running drainage swales. The following are minor arterials in Lincoln:

- Lincoln Rd: 5,700 to 4,150 ADT (2016) 150 ft. ROW, 2 lanes with additional right turn lanes, shared use path along the north side between Benteen Dr. and 66th St. SE
- 66th St. SE: 3,500 ADT (2016) 200 ft. ROW, 2 lanes

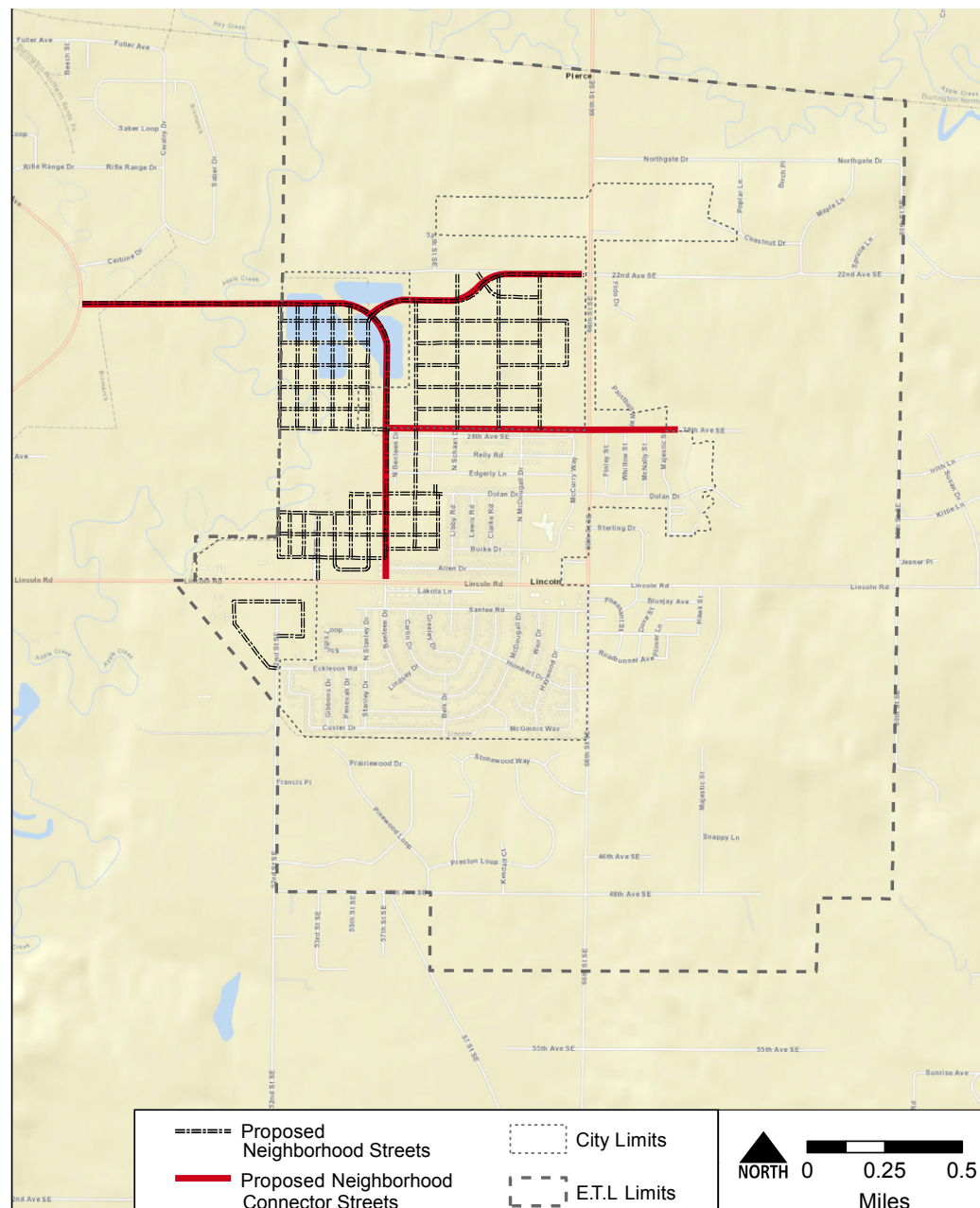
### Neighborhood Connectors or Collector Streets

Neighborhood Connectors (Collector Streets) convey traffic between neighborhoods, mixed use or special use districts as well from Neighborhood Streets to Community Connector. Neighborhood Connectors are longer in length than Neighborhood Streets, tend to have fewer direct accesses or intersections, higher speed limits and higher traffic volumes. For small cities like Lincoln, they serve as the backbone of the local transportation network. Depending on adjacent land use, Neighborhood Connectors may include on street parking, sidewalks and or multi use pathways or trails and dedicated left turn lanes. Currently Santee Rd. between Benteen Dr. and 66th functions as a Neighborhood Connector (collector).

### Neighborhood or Local Streets

Local streets provide the highest level of direct property access and typically carry lower traffic volumes at slower speeds (15 mph in Lincoln). Local streets facilitate the collection of short trips at low speeds and convey them to Collectors and Minor Arterials. In addition to providing direct property access, they interconnect residential neighborhoods, commercial and industrial areas. Local streets comprise the predominant street class in Lincoln. These streets are laid out as an interconnected radial or linear grid, without sidewalks or trails and range from 30 to 40 feet in width. On-street parking is typically allowed on Lincoln's local streets.

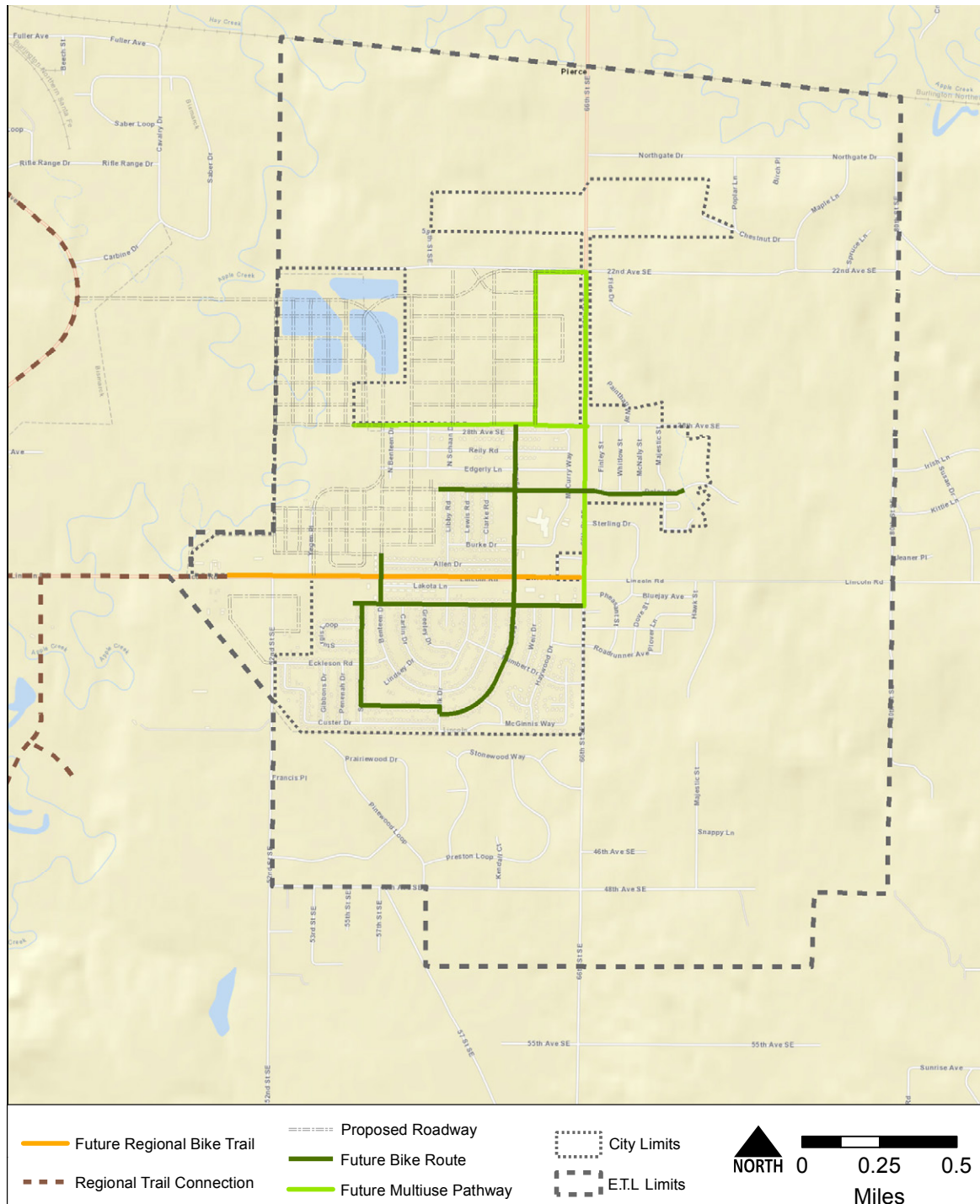
FIGURE 1.18 FUTURE THOROUGHFARES MAP



## Active Transportation

Community members expressed strong interest for expanding opportunities to safely move about the City on facilities designated for walking and biking such as sidewalks, trails and designated bike lanes. Figure 2.4-6 illustrates current and future facilities for expanding Lincoln's active transportation facilities.

FIGURE 1.19 EXISTING & FUTURE ACTIVE TRANSPORTATION FACILITIES



## Roadway Jurisdiction

Jurisdiction over Lincoln's roadway system is shared among the City and Burleigh County. Roadway jurisdiction is an important factor because it affects a number of critical organizational functions and obligations including regulatory, maintenance, construction, and financial commitments.

## Right-of-Way Preservation

Preserving land area for future roadway expansion is an important aspect of transportation planning in areas where expanding urban development abuts existing rural land uses. There are many different techniques available to protect roadway corridors for future improvements such as along the 66th St. SE corridor. The basic approaches to right-of-way preservation can be summarized as follows:

- Land acquisition (purchase of easements, title purchase, and eminent domain) – Land acquisition is an approach typically applied when specific improvements are eminent. The applicability of acquisition is linked to the availability of funding.
- Landowner agreements (development agreement, transferable development rights) – Land owner agreements are often limited in effectiveness when dealing with a large project area. By definition these agreements are applied on a parcel-by-parcel basis and are most effective when dealing with larger land holdings.
- Land use regulations (development exactions, ordinance setbacks, official mapping, and subdivision regulations) – Land use regulation techniques are facilitated through the comprehensive planning and zoning process. Certain regulations such as setbacks can be applied, while others such as official maps are typically developed for individual corridors and require a more substantial level of corridor definition.
- Access management (limiting property access) – Access management principals should be considered during all transportation planning activities. To be successful, it is important that the guidelines are applied consistently and uniformly at the time development and platting occurs.

In summary, the applicability of these right-of-way preservation options is dependent on many factors including available funding, the immediacy of development, and the timing of the need for a transportation improvement.

## Transit

Lincoln is not served by the fixed route bus service provided by Capital Area Transit. However, paratransit service is available to Lincoln residents using a call ahead scheduling process. Rides must be scheduled at least a day before the ride is needed. The Bis-Man Transit scheduler sets up the ride. Rides can be scheduled Monday through Saturday between 8:00 a.m. and 5:00 p.m., or on Sunday between 7:30 a.m. and 2:30 p.m.

## Aviation

Bismarck Municipal Airport is located approximately 2 miles from Lincoln. The facility offers regional, national and international air passenger service through several major carriers including Delta and United. North Dakota Air National Guard also operate a facility within the approximate 2,400 acre site. Development along Lincoln's western boundaries is subject to FAA height restrictions.

## Railways

A Burlington Northern Santa Fe freight rail line running between Billings, MT and Fargo, ND passes to the north of Lincoln within the Apple Creek Rd. corridor. At present Lincoln is not served by freight rail service.

## Pedestrians and Bicyclists

The City of Lincoln currently has an off-street, shared use path along the north side of Lincoln Rd. between McDougall Dr. and 66th St. SE. There are plans to extend this facility westward to the City limits, and eastwards to 66th Ave, where it is intended to connect to facilities planned by the City of Bismarck. Additional off street, shared use pathway facilities are intended for the 66th St SE corridor as a part of a planned water main service upgrade in the coming year.

## GOALS AND POLICIES

Transportation goals and policies will help guide priorities for future investment, either as a publicly-maintained local system or in partnership with regional or state transportation agencies. These transportation goals, and policies provide the City with a means to measure the performance of the transportation system over time, and as necessary, an opportunity to reassess, revise and/or supplement the desires of the community.

The goals indicate a specific policy direction and assist in organizing individual objectives and more defined policies. The policies provide more detailed action plans that are necessary to prioritize and initiate a goal and may include initiation or continuation of a program or implementation of a specific project. The following goals and policies are not ranked or presented in order of importance or need.



**Goal 1. Plan, develop and maintain a safe, accessible, interconnected multi-modal transportation system to meet existing and future needs.**

**Policies**

- Provide adequate street and intersection capacity to accommodate anticipated growth of the community and resulting forecasted multi-modal (pedestrian, bicycle and vehicular) traffic volumes.
- Establish a pedestrian network connecting residential, educational, commercial/retail, employment and recreational destinations throughout the City.
- Establish and maintain trails and on-street routes for the use of bicycles as a year-round mode of transportation.
- As the community grows, explore the expansion of public transit services and facilities in a fiscally responsible manner to ensure mobility for all residents and visitors.
- Direct the primary purpose of cul-de-sacs and dead end streets to that of accommodating future street connections.

**Goal 2. Apply a flexible, innovative, and balanced approach to creating Complete Streets solutions that are appropriate to individual contexts; that best serve the transportation needs of all people using streets and the public right-of-way; and that support the City's land-use policies.**

**Policies**

- Develop and adopt a Complete Streets Policy.
- Review and update land development ordinances and zoning codes to ensure compatibility with goals and policies of this Comprehensive Plan.
- Promote interconnected streets and patterns of development to create convenient, multi-modal travel options for residents.
- Maintain and, where possible, improve multi-modal access to existing and planned land uses to support successful business and residential developments, while also managing safe traffic operations.
- Review opportunities for retrofitting active transportation improvements enhancing access, walkability and aesthetics to primary thoroughfares in the community including:
  - Lincoln Rd.
  - Santee Dr.
  - Benteen Dr.
  - North Benteen Dr.
  - McDougall Dr.
  - North McDougall Dr.
  - Dolan Dr.
  - 66th St. SE

**Goal 3. Foster a healthy, equitable, and economically vibrant community where all residents have increased accessibility and greater mobility choices.**

**Policies**

- Develop and maintain an active transportation plan describing existing and planned, on and off-street pedestrian and bicycle facilities.
- Pursue Safe Routes to School initiatives and funding for healthy, non-motorized travel by the community's youth.
- Promote pedestrian safety and walkability through enhanced connectivity including connections between streets, trails, sidewalks, parking lots and commercial, office, industrial and civic buildings.
- Review and update zoning ordinance and land development codes to address the inclusion of bicycle parking facilities within development projects.

**Goal 4. Balance land use and related parking needs to minimize negative effects of surface parking including storm water runoff, heat island effect, light pollution and diminished community character.**

**Policies**

- Support land uses in existing commercial areas, the future town center and along primary thoroughfares with an adequate supply of on-street parking.
- Support the use of proof of parking for new development to balance parking demand with parking supply.
- Support a shared parking approach for new development and redevelopment to leverage investment and support a "park once" approach.
- Encourage accommodation of alternative fuel vehicles in public and private parking facilities.
- Review and update land development ordinances to support a more targeted and balanced approach to surface parking requirements.

**Goal 5. Implement the transportation vision through objective and definitive decision making as well as strategic funding, with the collaboration between jurisdictions (City of Lincoln, Burleigh County, and NDDOT)**

**Policies**

- Plan for and preserve future opportunities for necessary transportation system improvements, including multi-modal routes and facilities. Require adequate right-of-way dedication for new and/or expanded roadways including non-motorized facilities based on the planned function under future conditions.
- Realize necessary transportation system improvements in a cost effective and timely fashion.
- Encourage business owners, residents and community groups to be active participants in seeking funding by contacting local, state and federal decision makers in support of transportation funding.



## CHAPTER 5. ECONOMIC DEVELOPMENT

---

### INTRODUCTION

Economic development is a critical use of a community's fiscal, social, and physical resources in a long-term process aimed at preserving and improving the quality of life and livelihood of each member of the community.

Those elements necessary to support economic development include:

- Sufficient and suitable land;
- Appropriate and adequate infrastructure;
- Available and trained workforce;
- Supportive policies and regulations;
- Available financial capital.

The economy plays a central role in maintaining the vitality and quality of life within a community. A healthy economy creates living wage jobs, providing economic opportunities to all citizens. The economy also supports the tax base, providing for schools, police, fire protection, parks and other community facilities and services.

The dynamic nature of financial markets and business cycles must be acknowledged and where possible, anticipated. However, it is likely that new social, economic, or development opportunities or influences may arise that were unforeseen when policies were first formulated. Because of this, the Comprehensive Plan requires periodic review in order to respond to emerging local, regional or national economic trends or changes.

The purpose of the Economic Development chapter is to present goals and policies that support and encourage a strong, vibrant economy. While this Chapter focuses on these specific topics, it is important to recognize that the entire Comprehensive Plan can be utilized as an economic development tool.

### EXISTING CONDITIONS

In terms of economic development, Lincoln remains primarily a bedroom community with limited employment-related businesses and industries. The City sits within the Bismarck-Mandan metropolitan area where the majority of residents are employed.

Lincoln has a fairly well educated work force as evidenced by 97% of its adults having completed high school and approximately 40% holding college degrees.

Based on commuting patterns that Lincoln functions as a bedroom community to Bismarck and the Bismarck-Mandan metropolitan area. Of the 2,182 residents who work – over 1,900 are employed outside of Lincoln. The City's close proximity to Bismarck also contributes to the slow, minimal expansion of commercial and retail services.

Lincoln's median household income has risen steadily since the early 2,000's. With a 2015 reported median household income of \$66,090 Lincoln ranks above Burleigh County (\$65,254) and above the 2017 US rate of \$59,039.

Given the prevalence of working families, increasing opportunities for employment and commercial / retail services within Lincoln could allow more residents to live and work within the community, reducing commute times while increasing time available for family activities.

Additional information regarding Lincoln's demographic profile is described in the section of this plan titled Lincoln Today. A more detailed review and analysis of Lincoln's demographics should be undertaken in the coming years as new demographic data is made available through the upcoming national census.

## ECONOMIC STRENGTHS AND WEAKNESSES

Attracting and retaining businesses and industries to Lincoln requires consideration of existing strengths and weaknesses to begin planning for a more diverse economy. In time, the predominance of moderate valued, low density residential development and the over reliance on residential property taxes could become a drag / burden on Lincoln's finances. Community's with more diverse land uses, where housing, jobs and outbound and inbound commuting patterns are more balanced, are typically more self-sufficient and resilient.

### Strengths:

- Close proximity (4 ½ miles) to I-94
- Close proximity (3 ½ miles) to Bismarck Airport
- Educated workforce
- Growing workforce
- High median family income
- Strong local demand for retail goods and service
- Business-friendly City government
- Strong regional economy
- Steady household growth
- Future expansion of 66th St. SE as part of metro-wide beltline highway

### Weaknesses:

- Minimal acres of raw land designated for new commercial, office or industrial development
- Currently strained public utility systems (water and sanitary systems being upgraded)
- Small resident population relative to greater Bismarck-Mandan area.
- Limited vehicular access ( Lincoln Rd and 66th St. SE)
- Semi-isolated location, not on the way to other major destinations or attractions
- Physically separated from City of Bismarck by the Bismarck Airport
- History as a bedroom community, no past plans for land use diversification or employment growth



## ECONOMIC DEVELOPMENT PROGRAMS AND AGENCIES

There are a variety of resources available to Lincoln in terms of economic development resources – including both technical assistance, as well as potential funding assistance. These programs include:

- State of North Dakota Economic Development and Finance Division:
  - Services from Business Development to Incentive Certifications
  - North Dakota Development Fund (Loan/Equity Programs)
  - Grant Programs
  - Workforce Development
  - Innovation and Entrepreneurship
  - Main Street North Dakota Initiative
  - State of North Dakota Tax Incentive Programs:
    - Renaissance Zones
    - New/Expanding Business Income Tax Exemption
- Bismarck-Mandan Development Association

## PRINCIPLES, GOALS AND POLICIES

The following City-wide economic development principles are intended to guide economic development initiatives within the City of Lincoln:

- Encourage economic diversification to improve resiliency to economic shocks and transformations that are outside the City's control.
- Foster an atmosphere of entrepreneurship.
- Streamline the redevelopment and development approvals process.
- Encourage the development of locally owned and operated business.
- Prioritize recruitment of businesses providing more than 10 jobs per acre and pay a living-wage.
- Ensure high-speed internet is accessible throughout the City.
- Support the growth, and inclusion of the creative economy and arts and culture within Lincoln's economic development opportunities.
- Encourage the development of clean, safe, environmentally and socially responsible businesses.

**Goal 1. Foster and support development of locally and regionally owned and operated business and industry.**

**Policies:**

- Work collaboratively with existing Lincoln area industrial and business sector leaders to identify new business opportunities in Lincoln.
- Support the creation of an office / industrial district or districts for serving new employment-related development opportunities.
- Actively recruit and support new office and industrial businesses that provide living wage jobs.
- Review and update land development and zoning codes to ensure adequate screening of outdoor storage, parking and loading facilities.
- Review and update land development and zoning codes to ensure aspects of building and site design from setbacks, height, bulk, lighting and exterior materials contribute to strengthening Lincoln's quality of life and community character.

**Goal 2. Establish a compact, walkable, commercial and mixed-use town center where business can prosper and residents, area employees and visitors are to meet their daily and weekly needs.**

**Policies:**

- Work cooperatively with private land owners to assemble contiguous lands for establishing a town center.
- Explore and develop incentives for guiding commercial and mixed-use development to the town center area.
- Review and update land development and zoning codes to support the development of compact, walkable, mixed-use development.
- Manage and maintain off-street parking facilities as a shared resource. Managed as a whole, not as individual facilities—park anywhere for any business.
- Establish parking that supports Town Center residential by allowing overnight parking in designated areas including on local streets.
- Require bike parking as a part of new development and construction in the Town Center area.
- Create a town square style, landscaped public space to support a range of activities from informal socializing and lunch time concerts to the annual Lincoln Days celebration.

**Goal 3. Provide conveniently located and contextually designed neighborhood retail facilities that are accessible on foot and bicycle.**

**Policies:**

- Ensure zoning regulations allow for a modest amount of small-scale, neighborhood-oriented retail uses such as convenience stores in convenient locations.
- Expand an integrated, accessible and safe active transportation network.
- Promote compact, walkable neighborhoods that accommodate work from home lifestyles.





## CHAPTER 6. UTILITIES & COMMUNITY FACILITIES

---

### INTRODUCTION

Utilities and Community facilities serve as the framework on which the City is built and maintained. Utilities include water, sanitary sewer, and storm sewer systems. They also include electricity, natural gas, telecommunications, and solid waste disposal systems.

Community facilities provide public or semi-public uses such as government services (administration, police, fire and public works). Other community facilities include public schools, libraries, community centers, museums, hospitals, or other uses that are open to public use either non-profit or for profit.

Planning for such facilities is important because these facilities provide essential support services for the community's employees, residents, visitors and businesses. As Lincoln grows, it will be important to plan for preservation, future enhancements or expansion of these facilities to serve its population.

The need for and capacity of these essential services depends on the physical size of the community, population, and expected growth. In addition many retail and service businesses, industrial companies, as well as potential residents, look to the availability of these facilities when considering locating or expanding in a particular community.



CITY OF LINCOLN, ND, WATER TOWER



## GUIDING PRINCIPLES

- Provide high quality, cost effective utility services to the community.
- Support smart growth by prioritizing new development that takes advantage of available capacity of existing utilities and public services prior to initiating utility extensions and expansions.

## EXISTING CONDITIONS

### Water

Currently, the City is served potable water by a 12 inch water transmission main from the City of Bismarck that was installed in 2004 with an average pressure of 65 psi feeds the entire City.

Two water tower stand pipe tanks located south east of the corporate City boundary have a combined capacity of 1.1 million gallons. The eastern most 549,000 gallon water tank was installed in approximately 1985 with the second 570,000 tank being added in 2004.

The tanks were last inspected in 2012 by Pittsburgh Steele and showed minimal wear. The exteriors were visually inspected in 2016.

The City has a peak demand of over 900,000 gallons per day during the warmer months of July through September. Water restrictions have been implemented for the past three years to maintain fire flow elevations in the water tanks.

- There are 177 hydrants within City limits.
- 342 gate valves are in the City and fully operational.
- 1229 water services

### Wastewater Treatment / Sanitary Sewer

The City of Lincoln is served by a separate (no storm water) wastewater collection system and a four cell lagoon system. The collection system is constructed of PVC sewer mains and service lines to every user. Maintenance of the system is possible through 303 precast concrete manholes generally placed within the road rights of way for the City streets. Pipe sizes for the sewer mains range from 8" for most of the collection system to 15" for the major trunk lines. Currently, the entire City is able to gravity flow their wastewater to the City Lagoons located northwest of town. The system therefore does not require use of lift stations for the transmission of the wastewater to the lagoon system. A pump is required to transfer wastewater from the older ponds (Cell #1 and #2) to the newer ponds (Cells #3 and #4). The ponds are sized for 180 days storage and of sufficient surface area to allow treatment of the wastewater to take place. The ponds are discharged to Apple Creek in the spring and fall in accordance with discharge criteria established by the North Dakota State Department of Health.

## Storm Sewer

Lincoln is currently a MS4 City therefore files an annual report with the ND Department of Health. This report outlines current structures in the system which are the following:

- Zero storm sewer lift stations
- 150 manholes
- 1 silt basin located east of Lakota Lane from Santee Drive before entering the Burleigh County ditch
- 1 storm surge pond located in Millennium Park with a French drain connected to the Burleigh County drain tile in the north ditch of Lincoln Road

There are many private detention/retention ponds throughout Lincoln and no regional detention ponds at this time. Storm water enters Apple Creek which is connected to the Missouri River after it leaves Lincoln.

## Electric Power

Electricity is provided by Capital Electric. Street lights are provided by Capital Electric and then maintained by City staff.

## Natural Gas

MDU provides natural gas for the City.

## Waste Collection

Trans Trash is the current provider. Trash is collected once a week from all users in Lincoln. A contract was signed in November 2017 to replace Dakota Sanitation.

## Recycling

Curbside recycling started in December of 2017, with a reduced fare option. Trans Trash is the provider. Curbside recycling is provided twice per month.

## Fire Protection

The men and women of the Bismarck Rural Fire Department are proud to provide fire protection and other emergency services on a 24/7/365 basis to the community of Lincoln, ND. The Bismarck Rural Fire Department is comprised of 10 full-time and up to 32 part-time fire professionals who are trained in many specialty areas like fire suppression, heavy rescue, auto extrication, emergency medical services, hazardous materials, and water/ice rescue.

Station 1, located at 5800 E Main, is within five road miles of Lincoln and it is staffed at all times with no less than two personnel. The station houses two fully equipped fire engines, a quick attack unit, a rescue truck, two Wildland fire units, four water tenders, a utility vehicle, two off road fire/rescue UTV's, and a fire command vehicle.

Personnel can typically respond to calls at various locations in the City of Lincoln within approximately six minutes and thirty-five seconds and begin to provide assistance upon their arrival. The members of the Bismarck Rural Fire Department all take great pride in the protection that they provide to the citizens of the City of Lincoln.

## Public Safety

The Lincoln Police Department has 5 police officers which consist of 4 full time officers and 1 part time officer. The Department has two patrol cars, used in 12 hours shifts including days, nights, holidays, and weekends. Shifts vary between one and two officers. The double coverage in the afternoon provides extra patrol when the elementary school gets out to help ensure people are obeying traffic laws so children can walk home safely. The Lincoln Police Department participates in state funded campaigns such as Impaired Driving Enforcement, Occupant Protection Enforcement, and Underage Drinking Enforcement.

Police officers routinely participate in public education and service activities ranging from school presentations on seatbelt and bicycle helmet safety to attending gym class and playing sports with school children to serve as positive role models and build long-lasting community relationships.

## Telecommunications/Broadband

Mid Continent is the current provider

## Library

Bismarck Veterans Memorial Library provides full service public library facilities and is located to the northwest of downtown Bismarck approximately seven miles from Lincoln.

## Public Schools

Lincoln Elementary officially opened for the fall of 2013. It is located at 3320 McCurry Way and is a part of the Bismarck Public School system. Students will attend middle school and high school in Bismarck. Enrollment showed 375 students in grades K-5 during the first year of operation. An addition to the school was completed in the spring of 2016 to make room for an enrollment of 575 students. There are 28 classrooms.

## Community and Technical Colleges

Bismarck State College provides a wide variety of technical education and career training programs as well as liberal arts transfer programs. The campus is located on the western side of Bismarck approximately 9 miles from Lincoln.

United Tribes Technical College provides a wide array of academic and technical certificate / career programs from Automotive Technology and Graphic Design to Practical Nursing and Pre-engineering. Students can earn Associate of applied Science, Associate of Science and Bachelor of Science degrees. The college is located approximately 3 1/3 miles from Lincoln.

University of Mary is located 7 miles northeast of Lincoln, in Bismarck, ND. University of Mary offers values-based, professionally focused academic programs grounded in the liberal arts, servant leadership, and robust experiential learning opportunities. The University offers undergraduate, graduate and doctorate, online, and year round education options.

## Regional Medical Center

Saint Alexius Medical Center and Sanford Health offer full service medical care and emergency medical services. They are both located approximately 7 miles from Lincoln in downtown Bismarck.

## Additional Cultural and Arts Facilities and Activities

Arts and cultural facilities and programs accessible to Lincoln residents can be found in the nearby cities of Bismarck and Mandan. These include:

- Bismarck-Mandan Symphony
- Dakota West Arts Council
- North Dakota Council on the Arts
- Sleepy Hollow Theater and Arts Park
- Bismarck Art and Gallery Association
- Dakota Stage Ltd.

Live music can also be found in nearly two dozen restaurants and night clubs throughout the Bismarck-Mandan metropolitan area.

## GOALS AND POLICIES

The following Goals and corresponding policies are intended to guide the preservation, enhancement and or development of Lincoln's utility infrastructure and community facilities in the coming years:

**Goal 1. Provide residents with access to clean water, sewer collection and wastewater treatment services that meet applicable laws and regulations in a cost effective manner.**

### Policies:

- Maintain an infrastructure replacement program for the City.
- Use the City's Capital Improvements Plan for planning and budgeting of public service improvements.

FIGURE 1.20 BMP DIAGRAM



Example of Stormwater Best Management Practices (BMP's) used by the City of Philadelphia, PA.



**Goal 2. Maintain community facilities and services, which contribute to the quality of life for Lincoln residents, business and property owners.**

**Policies:**

- Perform a routine, periodic review of the effectiveness, efficiency and cost of utility services.
- Promote education of the public and enforce building codes to curb and prevent illicit connections or modifications to utility, power and communication systems.
- Work with local providers and businesses to ensure access to high-quality, reliable Broadband Internet is widely available to all businesses and residents throughout the City.

**Goal 3. Ensure residents' have access to reliable, cost effective energy, telecommunications, solid waste and recycling services.**

**Policies:**

- Perform a routine, periodic review of the effectiveness, efficiency and cost of power, and telecommunications and solid waste and recycling services.

**Goal 4. Promote community growth and redevelopment through integrated planning of clean energy, energy conservation, environmental stewardship and timely emergency response infrastructure.**

**Policies:**

- Strive to lead by example with sustainable development, particularly in the area of improved efficiency.
- Review and update land development codes to address best practices for energy conservation in site planning and development.
- Review and update land development codes to support improved emergency response.

**Goal 5. Ensure the availability of essential emergency services to protect the public health, safety and welfare.**

**Policies:**

- Ensure there are adequate emergency services of police, fire, rescue, hazardous event responses and emergency medical services.
- Invest in partnerships with regional emergency service providers and municipalities (free trainings, etc.)

**Goal 6. Respect environmentally sensitive areas and community aesthetics when extending and constructing public utilities and community facilities.**

**Policies:**

- Ensure the design of new community facilities are compatible and reflective of Lincoln's prevailing, small-town, human-scaled residential community character.
- Place overhead utilities underground when feasible.
- Establish proper buffer zones between overhead utilities, substation, and treatment facilities and residential and commercial uses.
- Recognize and integrate living systems including street trees, healthy soils, rain gardens and related stormwater management best practices into the City's community facilities and infrastructure system.



The Apple Creek corridor serves as an important hydrological feature and natural system within Lincoln.

[page intentionally left blank]





## CHAPTER 7. PARKS AND TRAILS

---

### INTRODUCTION

Park and trail systems foster a positive image of the City's commitment to providing a recreational system that helps define the community's quality of life. A well-crafted parks, trails and open space plan supports a sense of community where residents are engaged with neighbors. At its core, the plan provides a comprehensive set of goals, policies and implementation strategies for improving community health and well-being by promoting active living as a routine part of daily life.

Park, open space and trail system planning enables the community to:

- create places for active and passive recreation, gathering and socializing
- provide places that support public health and wellbeing
- protect natural resources and enhance biodiversity
- support economic development opportunities

As Lincoln's population grows and evolves, its park, recreation and trails programs and facilities will need to accommodate those changes and respond to a range of active and passive recreational needs. It is also important that the parks and trails within the system are routinely assessed, maintained and upgraded to reinforce the City's image as an attractive and vital community: a place where people want to live, work, play and invest.

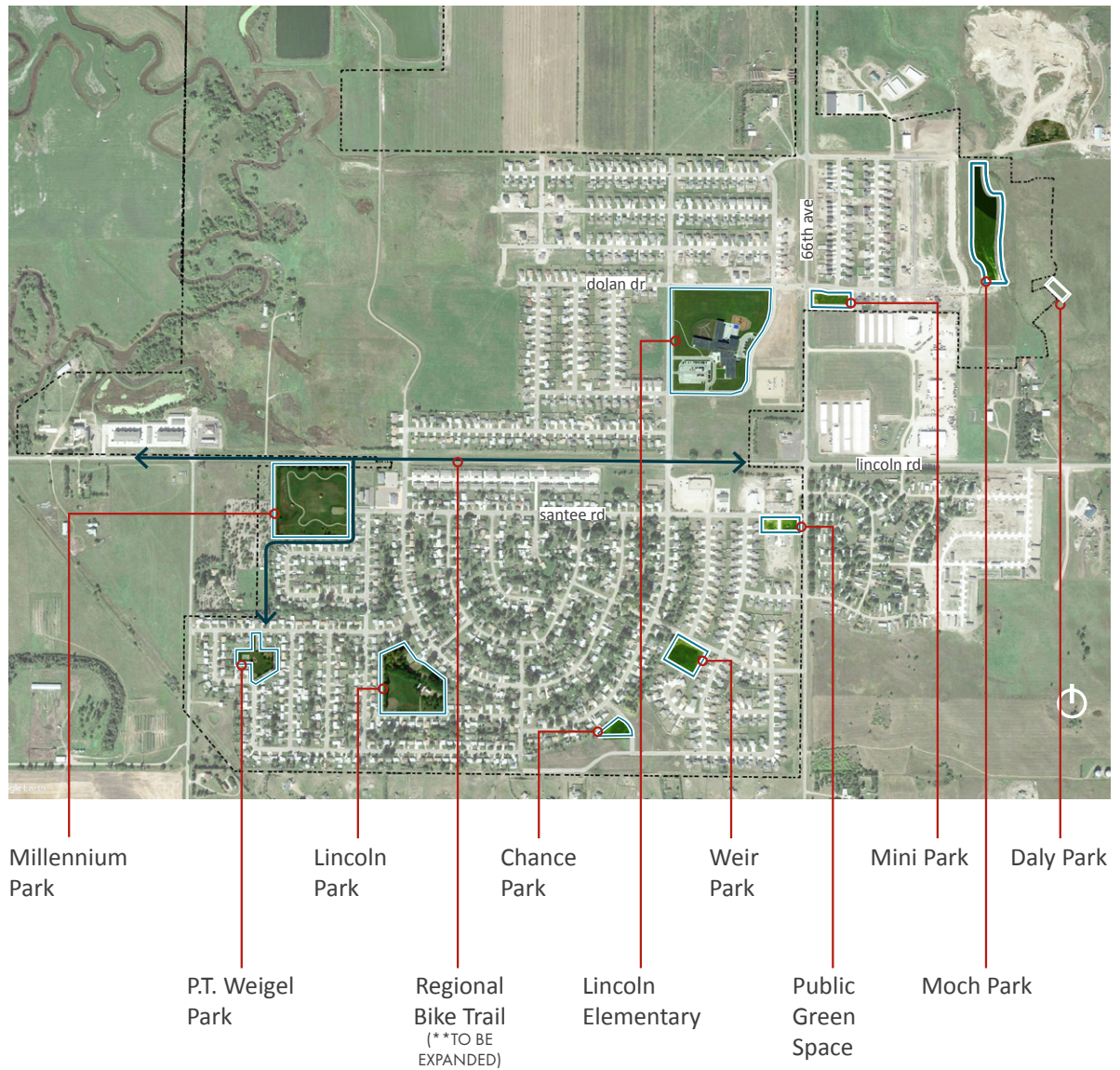
This Parks and Trails Plan has been prepared in coordination with development of a new Comprehensive Plan for the City of Lincoln. This plan's vision, goals, policies and recommendations serves to guide ongoing development of the City's parks and trails over the next decade. It will be important to continue coordinating community input and content of these plans as they are periodically reviewed and updated in the coming years.

### PARKS AND TRAILS MASTERPLAN

The City of Lincoln's park district has developed a separate Parks and Trails Masterplan for guiding the future development and maintenance of the City's Parks and Trails system. This plan is incorporated into this comprehensive plan by reference.



FIGURE 1.21 EXISTING PARKS SYSTEM



[page intentionally left blank]



## CHAPTER 8. INTERGOVERNMENTAL COOPERATION

---

### INTRODUCTION

Intergovernmental cooperation is an important aspect of municipal governance as it helps provide for the efficient and cost effective delivery of services. It also plays a significant role in promoting and controlling orderly growth within the City and adjacent units of government. This plan element establishes goals and related policies for guiding future intergovernmental activities.

### EXISTING CONDITIONS

Lincoln is located within Burleigh County, whose courthouse and jail are located within the City of Bismarck. This facility is also the home to North Dakota's Supreme Court.

Lincoln is bordered to the west by the City of Bismarck and to the north, east and south by Apple Creek Township.

#### City Council

The City of Lincoln is led by a Mayor-council form of government and its councilors are elected at large. In addition to the Mayor (non-voting unless a tie), the City Council includes four members, each serving a four year term. Members serve overlapping four year terms with 2 seats up for election every two years. The mayor's term is 4 years during the off year of City council member elections.

#### Planning and Zoning Commission

Lincoln has a Planning and Zoning Commission comprised of seven members. Six members are appointed by the Mayor with the approval of the City Council. One member is a person residing outside of the corporate limits of the City, and is appointed by the Burleigh County Board of County Commissioners. The City Engineer, City Attorney and Mayor of the City act as ex-officio members of the Commission.

#### Board of Adjustment

Lincoln's Board of Adjustment consists of five members, each to be appointed by the City Council for a term of three years. The Board of Adjustment is empowered to make interpretations and grant variances related to zoning regulations.



## Tree Board

The Tree Board consists of five citizens and residents of the City, and are appointed by the Mayor with the approval of the City Council. The Board's charge is to study, investigate, and develop and update annually a written plan for the care, preservation, trimming, planting, replanting, and removal of trees and shrubs in public ways, streets, and alleys.

## Lincoln Park District

Lincoln's Park District is managed by an elected Board of five Park Commissioners plus a liaison from the City Council. The commissioners meet monthly to conduct Park District business.

# INTERGOVERNMENTAL AGREEMENTS AND RELATIONSHIPS

Lincoln maintains several intergovernmental agreements and relationships including:

- An extraterritorial subdivision regulation for areas within Burleigh County
- Solid waste, recycling and septic regulations and services with Burleigh County
- NDOT Bismarck District
- ND Game and Fish Department and FEMA on flood related matters (City is part of the NFIP – CRS program)

# GOALS AND POLICIES

**Goal 1. Continue to work cooperatively and maintain excellent relations with all governmental units in and around the region.**

## Policies

- Frequently communicate with other government officials (staff, elected and appointed officials) both formally (on committees, etc.) and informally (telephone calls, emails, etc.).
- Coordinate with adjacent and, or relevant units of government on planning efforts (e.g., land use, transportation, utilities, etc.), regulations, and specific land use decisions.
- Where practical, share information, equipment, resources, facilities, technology, services and possibly revenue that have cross-jurisdictional use.
- Evaluate existing intergovernmental cooperation efforts on an annual basis and determine the need to maintain, improve, expand or dissolve existing agreements.



**Goal 2. Continue to cooperate and coordinate multi-modal transportation system enhancements and maintenance with Bismarck, Burleigh County and NDDOT.**

**Policies**

- Continue working towards the development of 66th St. SE as a part of the metropolitan beltway.
- Continue working with Bismarck to establish shared use pathway / trail connections.

**Goal 3. Continue to cooperate and coordinate with the City of Bismarck on public utility upgrades and expansions.**

**Policies**

- Where practical, leverage capacity and proximity to Bismarck utility systems to improve utility services in Lincoln.

**Goal 4. Continue to cooperate and coordinate with Bismarck Schools.**

**Policies**

- Maintain routine communications process with school district to facilitate timely information exchange.
- Inform the school district in current and long range planning efforts.

[page intentionally left blank]

## SECTION III. ACHIEVING THE VISION



## CHAPTER 9. ACHIEVING THE VISION

---

### IMPLEMENTATION

This element serves as an action plan for prioritizing and realizing the goals and policies described in the Comprehensive Plan. The plan is not an end in itself; rather it is the beginning of a new planning cycle. As such it is important that current tools, regulations and programs such as the zoning and subdivision ordinance be reviewed and where necessary made consistent with the goals and policies of the new Comprehensive Plan.

While the Comprehensive Plan is intended to help guide land use and related infrastructure development decisions it is not an attempt to predict the future. Rather it is an expression of the community's interests and desires for improving upon current conditions and achieving a more prosperous, equitable, healthy and sustainable future.

As change is inevitable, the Comprehensive Plan will need to be amended from time to time to appropriately reflect and support changes in land use or other primary community systems. This plan element also outlines the process for amending the Plan. As plan amendments occur, it will be important to review the Plan for consistency. Additionally, the overall Plan should be reviewed for relevance and consistency by staff and Planning Commission on an annual basis.

Elected officials, appointed commissioners and staff should refer to the Comprehensive Plan when reviewing future proposals for private, public and institutional development and redevelopment and develop specific findings of fact to support or deny a given application. As part of any significant proposal, a thorough review of the Plan is necessary with particular attention given to goals and policies. Where the impact on civic infrastructure and adjacent land uses of a proposed redevelopment or development is minimal, the evaluation may simply be a determination whether the requested action is in conformance with the Plan. Proposals with significant potential impacts will require more in depth analysis and debate in order to determine consistency, community value.

### ZONING ORDINANCE

Zoning is the primary regulatory tool used by local governments to implement planning policies. It consists of the Official Zoning Map and the supporting ordinance text.

The purpose of the Zoning Ordinance is to promote the public health, safety, comfort and general welfare of the people of Lincoln, ND. The Ordinance regulates a variety of interrelated components including the location of buildings proposed for specific uses, the height, bulk and land coverage of buildings, provides for minimum sanitation standards, off-street loading and parking, and regulates and determines the areas of yards and housing density, to a considerable degree depending on the provision of water and/or sewage treatment facilities.

Within a land use plan designation (per the Comprehensive Plan), there may be several



zoning districts that will accomplish the intent of that land use designation. For example, an area designated in the Plan for residential may be zoned any one of several zones that permits residential development. The particular zone will be based upon the type of conditions in that area and how they apply to the land use goals and policies of the Plan.

Any zoning proposal, whether on a large area basis or an individual property, must be determined to be consistent with the goals and policies of the Comprehensive Plan. Where a conflict exists between the Plan and existing zoning, the Plan directives must prevail. In cases where the Comprehensive Plan is not followed, the findings of fact for the zoning proposal should explain the reasons for deviating from the Plan and should the zoning proposal be approved, the Comprehensive Plan should be amended to reflect the change.

The Zoning Ordinance and Zoning Map are amended from time to time to reflect new goals and policies adopted by the City. The City should review its existing Zoning Ordinance and Map for inconsistencies with the adopted new Comprehensive Plan, and create a schedule for amending the zoning documents to reconcile divergences. An important first step is to compare the current zoning map with the adopted Land Use Map and reconcile discrepancies. There may be valid reasons why the two documents are not identical, but these reasons should be clear.

When amending the Comprehensive Plan is needed to accommodate a desired rezoning, the process is as follows:

- Applicant meets with planning and zoning administrator to review reasonableness of rezoning in relation to the surrounding uses as well as compliance with state law and compatibility with the comprehensive plan.
- If the rezoning is acceptable and in the best interest of the City, but is not in compliance with the comprehensive plan, the petitioner will apply for both a rezoning and a comprehensive plan amendment.
- A written application is made with a fee.
- Notice is published and sent to surrounding property owners within 300 feet of the subject property or properties at least 10 days prior to the planning meeting in accordance with state law.
- The zoning administrator prepares findings of fact and a recommendation for consideration by the Planning Commission and City Council.
- The matter is presented to the planning commission. The commission makes a recommendation to the council.
- If the commission recommends the rezoning and amendment, notice is published and sent to surrounding property owners within 300 feet of the subject property or properties at least 10 days prior to the council meeting in accordance with state law.
- The matter is presented to council as a proposed ordinance and is subject to ordinance rules, i.e. passes the first time with unanimous vote.

## Subdivision Ordinance

The other most widely used land use control mechanism is the subdivision or land division control ordinance. The purpose of the ordinance is to safeguard the best interest of City, the homeowner, the developer and future owners; encourage well planned subdivisions by the establishment of design and construction criteria; to improve land records by establishing standards for surveys and plats; and protect the environmentally sensitive areas of the City.

## Plan Maintenance

To ensure the Plan remains a dynamic and living document, The City should implement an on-going planning process that uses the plan to develop annual improvement programs. Simultaneously, the plan should be reviewed and evaluated to ensure that its goals, policies and programs continue to reflect changing community needs and attitudes.

The most important method of implementing Lincoln's new Comprehensive Plan is to use the plan as part of the day-to-day planning routine by committed elected and appointed officials, City staff members, and citizens. The Plan should be referenced in planning studies and planning staff reports and used when considering each new development, redevelopment and incentive with the intent of achieving the vision and goals set forth in the plan.

Circumstances will continue to change in the future as the City grows and evolves. To that end, Lincoln's Comprehensive Plan will need to be modified and refined to remain current. Updates and changes should be identified, carefully noted and thoroughly considered as part of an annual review process.

## Annual Plan Amendment Process

While rewrites or major updates are typically made every ten years, and updates are made five years after a rewrite, annual amendments can provide an opportunity to revisit progress on implementing the plan's action items as well as maintaining consistency with changed conditions and circumstances. A plan amendment should be prepared and distributed as an addendum to the adopted comprehensive plan. Identification of the potential plan amendments should be an on-going process by the Planning Commission and City staff throughout the year.

## Implementation Responsibility

The responsibilities for the actual initiation and monitoring of the goals and implementation action items of the comprehensive plan lie with the following groups:

### Citizens

The City's citizens should continue to be involved in the implementation and maintenance of the comprehensive plan. They are responsible for bringing their concerns and issues to City staff.

## City Council

The City Council should receive and act upon recommendations in accordance with the vision, goals, and policies of the plan. It is imperative that the City Council provide overall policy guidance and consider issues and changes when they are consistent with the stated purpose of the comprehensive plan.

## Planning and Zoning Commission

The Planning Commission should use the comprehensive plan as a tool for decision making for growth, development and redevelopment to assure the projects, proposals and policies area in accordance with the plan. On an annual basis, the Commission should submit an annual report of the activities and achievements as well as recommendations for future planning initiatives.

## City Staff

City Staff should review all development issues associated with zoning and subdivision of land for compliance with stated goals and policies and land use map. Staff should also monitor planning activities to aid in the need for revisions and updates

## ACTION ITEMS

A community's final step in the comprehensive planning process is to set priorities for strategies associated with the specific plan elements to achieve its vision and goals. Just as many distinct policies can speak to a given goal, a community can select a range of strategies or action items – consistent with its policies – to achieve any of its goals. Reaching an understanding of which should be given the highest priority is a key step a community should take to implement the Plan.

Figure 1.22 provides a summarized list of implementation action items to implement policy recommendations in various plan elements over a 1-5 year time frame. As items are well underway or completed, new ones should be identified and brought forward for implementation. Some of the recommended action items may require substantial cooperation with others, including other units of governments and or the private sector. In addition, other City department or City Council priorities may affect the completion of these key actions.

FIGURE 1.22 IMPLEMENTATION ACTION ITEMS

Plan Element	Time Frame	Primary Responsible Party or Parties
<b>Land Use</b>		
Update zoning and land development regulations to more directly reflect and serve to implement the goals and policies of the comprehensive plan.	Short	Planning and Zoning Commission, City Engineer
Annual Review of Comprehensive Plan	Medium	City Engineer
<b>Housing</b>		
Update zoning and subdivision regulations to provide for more complete neighborhoods with a mix of life-cycle housing, sidewalks and interconnected street systems.	Medium	Planning and Zoning Commission, City Engineer
Research available programs and funding sources aimed at assisting residents with costs of maintaining and or improving existing housing stock and either promote the program or if an existing program is unavailable then establish one for Lincoln.	Short	City Engineer
<b>Economic Development</b>		
Update zoning and land development regulations to provide for the creation of a mixed use town center district.	Medium	Planning and Zoning Commission, City Engineer
Update zoning and land development regulations to provide for a mix of office and light industrial development designed to positively contribute to Lincoln's community character and quality of life.	Short	Planning and Zoning Commission, City Engineer
<b>Transportation</b>		
Establish a complete streets policy for guiding detailed transportation facility design in Lincoln and update land development codes to reflect the policies identified in this Comprehensive Plan.	Long	Planning and Zoning Commission, City Engineer
Enhance and improve the multimodal and environmental functionality and visual quality of Benten Dr.	Long	City Engineer
Establish designated bike routes and corresponding facilities to make it more convenient and safe for biking to and from school.	Medium	City Engineer
Create a 5-year street maintenance program.	Short	City Engineer
<b>Utilities and Community Facilities</b>		
install 12" watermain from Bismarck	Short	City Council, Planning and Zoning Commission, City Engineer
Install Lift station to pump sewage from Lincoln to Bismarck	Long	City Council, Planning and Zoning Commission, City Engineer
Build Public Works Facility next to City Hall	Medium	City Council, Planning and Zoning Commission, City Engineer
<b>Intergovernmental Cooperation</b>		
Establish a formal, friendly annexation agreement with Apple Creek Township.	Medium	Planning and Zoning Commission, City Engineer
Update the ETA agreement from 2012 with City of Bismarck	Short	City Engineer

Time Frames: Short = 1-3 years; Medium = 3-6 years; Long = 6 -10 years





## SECTION IV. APPENDIX

[page intentionally left blank]

# COMMUNITY SURVEY SUMMARY

---

## Lincoln, ND Comprehensive Plan 2017 Community Survey Highlights



9/12/17

### Introduction

- Survey ran on line for 5 weeks
- 15 questions, 6 concerning parks and trails
- 244 total responses, approximately 8% participation rate

What three words best describe the City of Lincoln today?

Top 10 responses:

- **quiet**
- small
- **friendly**
- growth
- **safe**
- community
- family
- boring
- young
- unorganized

What three words would you like to be able to use in describing the City of Lincoln 10 years from now?

Top 10 response:

- **safe**
- **friendly**
- **quiet**
- fun
- clean
- growth
- peaceful
- beautiful

If you could change one thing about the City of Lincoln what would it be?

- more kid activities
- swimming pool
- more businesses
- add grocery store
- add retail / restaurants
- more schools
- better parks and recreation
- add sidewalks
- add fire and EMS
- add trees

What would you NOT want to change about the City of Lincoln?

- small town feel
- community
- size
- quietness
- speed limits
- family oriented
- police
- no changes
- people
- atmosphere
- pool
- park
- trees
- well kept yards
- kids' activities
- laws followed
- community

- pool
- park
- trees
- well kept yards
- kids' activities
- laws followed
- community
- nicer streets / better lighting
- speed limit obeyed
- splash pad

Agree or Disagree: There is an adequate supply of well-built and well maintained quality housing choices:

- **agree**      **175**
- disagree    11
- neutral      55

Agree or Disagree: More single family homes are needed:

- agree        69
- disagree    42
- **neutral**    **129**



Agree or Disagree: More multi-family homes are needed:

- agree 28
- **disagree 124**
- neutral 89

Agree or Disagree: Neighborhoods should include sidewalks and trails when they are built.

- **agree 145**
- disagree 61
- neutral 37

What is your most common way of traveling within the city?

- walking 46
- biking 9
- **driving 185**
- transit 2

List up to 3 specific park amenities / features you'd like to see: (top 10)

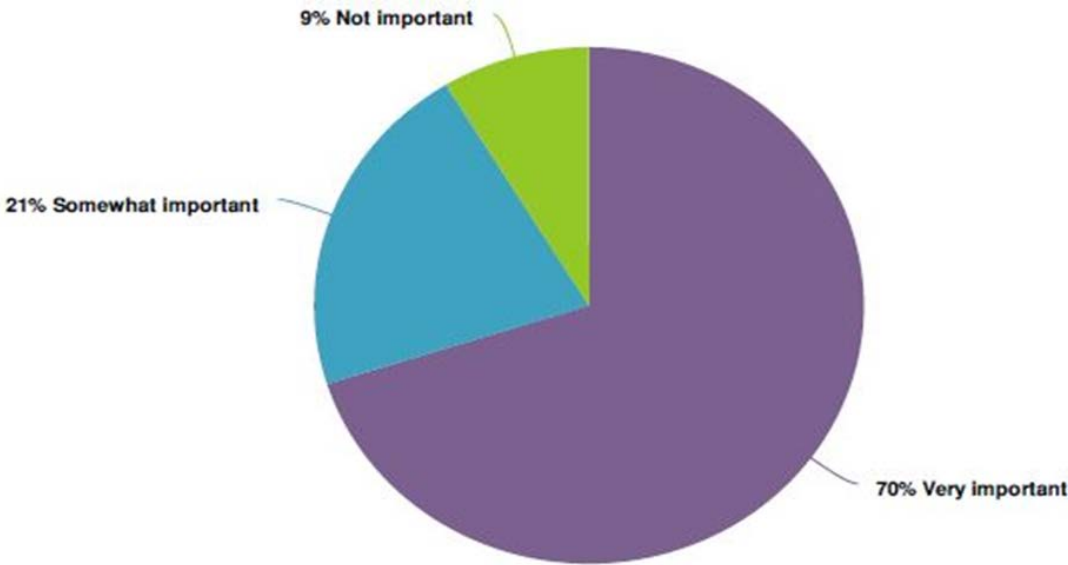
- swimming pool 100
- newer / better equipment 61
- splash pad 50
- picnic area / shelter / grill 39
- dog park 33
- no answer 30
- walking path / trail 25
- ice rink 21
- bike path / trail 18
- public restrooms 17
- toddler areas 15

Resilient communities plan for future changes and potential emergencies. What future risk do you think Lincoln is most vulnerable to?

(top 10)

- economic downturn 62
- crime 57
- drought 56
- severe weather 34
- floods 12
- fire 8
- lack of medical services 3
- wasted tax dollars 2
- all of the above 2
- slum housing 1

How important is having easy access to groceries including fresh meats, fruits and vegetables to you?



Indicate to what extent you agree or disagree with the following statements about Lincoln's parks and trails or pathways.

	Agree	Neutral	Disagree	Responses
City parks meet my and or my family's routine recreational needs Count Row %	45 18.6%	62 25.6%	135 55.8%	242
City parks are well maintained Count Row %	82 34.0%	85 35.3%	74 30.7%	241
The community is easily and safely accessible on foot Count Row %	154 63.9%	42 17.4%	45 18.7%	241
The number and types of parks and open spaces within the city is adequate Count Row %	51 21.1%	51 21.1%	140 57.9%	242
The parks are easily and safely accessible on foot Count Row %	127 52.7%	56 23.2%	58 24.1%	241
I and or my family would utilize a bicycle for traveling around the city if there were safe and convenient on-street bike facilities Count Row %	134 55.8%	64 26.7%	42 17.5%	240
<b>Totals</b> Total Responses				244

If you disagree with statements about parks, trails and pathways, tell us why? (top items)

- Expand variety, number and distribution of parks – 24
- Better, ADA accessible play equipment for wider age groups – 21
- Lack of safe facilities for kids to walk or ride bike to parks – 20
- Need for more and better trails – 18
- Improve park maintenance – 14

List 3 Things you want to see in Lincoln's parks: (most mentioned)

- Swimming pool or splash pad – 71
- New multi-age play equipment (ADA accessible) – 24
- Ice for skating and hockey - 16
- Restrooms/bathrooms – 9





# PAC MEETING SUMMARIES

## Lincoln, ND Comprehensive Plan CPAC MEETING 1. SUMMARY



July 11, 2017

5:00 p.m. Lincoln City Hall

Attendees: Gerald Wise, Kyle Hanscal, Cammie Schock, Jessica Holocomb, Becky Mozer Smith, Ben Houdek, Devon Vaira, Melissa Ahonen, Lance Hagen, and Toni Haider, Sarah Sularz, Bob Kost of SEH

The initial planning committee meeting for developing Lincoln's new comprehensive plan was conducted at the City Hall. Items discussed included:

### **I. Introductions, Roles & Responsibilities**

- Nine attending Comprehensive Plan Advisory Committee (CPAC) members introduced themselves offering information on their occupations, length of time living in Lincoln, and family or other personal background information to help familiarize each other with the planning consultants.
- Consulting team members Bob Kost, Sarah Sularz and Toni Haider of SEH introduced themselves to the committee. Bob is an urban designer with 37 years of experience including work with the Cities of Mandan, Grand Forks and Fargo. Sarah is an urban designer with 2 ½ years of experience and has worked with Bob on comprehensive plans in six Minnesota communities. Toni is a civil engineer and routinely assists the City of Lincoln on infrastructure and community growth matters.
- Consultants explained the advisory and representative roles of the committee and the expected time commitment for participating in the project activities, meetings, and reviewing interim documents. Consultants will distribute a more formal description of committee members' roles and responsibilities along with the meeting summary.
- Discussion was held regarding the need and purpose of the new comprehensive plan. The City's current plan is approaching its 10-year anniversary and much has changed in Lincoln since it was prepared. A new plan will document where the community is today and chart a course for growth and improvement through the coming decade. The new plan will be used (and is required) for applying for funding from state and federal agencies as well as for providing a more accurate picture of community conditions, goals and aspirations to prospective land developers, employers and new residents.

### **II. Work Plan and Timeline**

- The comprehensive plan will be organized into 4 chapters: Introduction and Planning Process; Background, Issues and Opportunities; Plan Elements; Implementation. Nine plan elements will be addressed ranging from land use, utilities and community facilities and

intergovernmental cooperation. The plan elements will include introductions of purpose and primary issues, and goals and policies.

- Community input will be sought through several avenues including a community questionnaire, several focus group sessions, an issues and opportunities workshop, a project web site and a community open house for review of the draft plan.
- Socioeconomic and demographic data supplied by the MPO is being used to develop a base line understanding of existing conditions in the City.
- Available GIS data supplied by the MPO is being used to prepare project maps.
- An 11 month project timeline was presented and reviewed. The timeline will be posted to the project web page.
- The timeline identifies five CPAC meetings, one every other month as well approximate dates for the workshop and community open house meetings.

### **III. Community Questionnaire**

Thirteen questions were presented and reviewed for the comprehensive plan community questionnaire. A suggestion for adding a follow-up question was made, discussed and accepted for incorporation into the survey/questionnaire.

### **IV. Next Steps**

Consultants will finalize the community questionnaire, launch the project web page (hosted on SEH web site with link on City's site), and continue to collect and analyze existing conditions which together with community input will help guide development of an updated vision statement, goals, policies and implementation action items over the coming months.

The next CPAC meeting will be held at City Hall on Tuesday, September 12<sup>th</sup>, 2017 from 5:00 to 6:00 PM.



September 12, 2017

5:00 p.m. Lincoln City Hall

Attendees: Elizabeth Flemming, Karen Daly, Becky Moszer Smith, Jessica Holcomb, Kyle Hanscal, Toni Haider and Bob Kost of SEH

The second planning committee meeting for developing Lincoln's new comprehensive plan was conducted at the City Hall. Items discussed included:

#### **I. Review of Public Input / Participation**

- Committee members and consultants discussed public comments proved during the Lincoln Days event, Community Survey and project site. Consultants provided a hand out and presented a summary of primary themes expressed by community members through the input activities.
- Consultants will post the full complement of survey responses to the project web page.
- Tuesday, October 3<sup>rd</sup> and 10<sup>th</sup> were considered for the community visioning workshop depending upon availability of space.

#### **II. Work Plan and Timeline Update**

- Consultants have been completing the compilation of existing socioeconomic data and existing conditions and are developing the introductory chapter for the comprehensive plan.
- Consultants met with Rachel Drewlow, planner for Bismarck-Mandan MPO to discuss boundary and transportation plans, issues etc., pertaining to Lincoln. No significant issues or changes are expected to effect the comprehensive plan.

#### **III. Strengths, Weakness, Opportunities and Threats (SWOT)**

Committee members engaged in a SWOT exercise and identified the following:

Strengths

- Room for growth
- Growing community
- Small town feel / atmosphere
- Safe place to live and raise a family
- Young families
- Police department
- Residents seem to like the city/place
- Elementary school
- Affordable

Weakness

- Limited number, types and locations of parks
- Proximity of Fire Dpt.
- Lack of commercial businesses and industries
- Lack of funds
- Non-Lincoln specific zip code (restricts tax revenues)
- Lincoln Rd. traffic is a barrier, cuts city in ½
- Lack of disposable income (young families)
- Lack of child-friendly activities, facilities
- Water system/supply
- City infrastructure
- Limited transportation connectivity

Opportunities

- Sound planning for future growth
- Improved regional transportation access and mobility
- More retail businesses/commercial development
- Expansion and enhancement of park and trail system
- Annexation of land for growth

Threats

- Loss of small town feel (possible outcome of excessive growth)
- Out migration of families as they age and prosper
- Aging and deterioration of older housing and infrastructure
- Outmigration of aging youth (won't return after high school or college)
- Stagnant economy, lack of business growth
- Vandalism in parks
- Slow pace of regional transportation system growth and connectivity
- Decline of emergency services and response times
- Overgrowth and fast paced or unplanned growth
- Lack of affordable activities

#### IV. Next Steps

- Consultants will translate committee and community input into draft goals and policies over the coming months
- Consultants will summarize community issues and opportunities following the October visioning, issues and opportunities workshop
- **The community workshop will be held on Tuesday, October 10<sup>th</sup> from 4:30 to 7:00 PM, at DJ's 70 Santee Rd.**



December 12, 2017

6:00 p.m. – 7:15 at DJ's Restaurant

Attendees: Cammie Schook, Kay Lacoe, Jessica Holocomb, Melissa Ahonen, Elizabeth Flemming, Toni Haider and Bob Kost of SEH

The third planning committee meeting for developing Lincoln's new comprehensive plan was conducted at the DJ's restaurant. Items discussed included:

#### **I. Review of Public Input / Participation at Community Workshop**

Committee members and consultants discussed public input provided during the October, Issues and Opportunities Workshop:

- Recruiting a new grocery store is a good idea but will need a more detailed, informed strategy including supporting data such as number of potential shoppers in the broader Lincoln area and updating traffic counts on Lincoln Rd. and 66<sup>th</sup> St.
- 5-year tax exemption could be used for recruiting a grocer and other needed / desirable business.
- Useful input was provided regarding people's values and future aspirations and this was used to develop a new vision statement for the comprehensive plan.

#### **II. Review of Future Growth and Development Concept (attached)**

- Consultants presented a graphic plan illustrating a composite of ideas expressed during the workshop as well as new ideas for redeveloping the existing wastewater treatment facility area. Once Lincoln completes its connection to Bismarck's wastewater treatment system the existing lagoons can be removed and the area can be redeveloped.
- Ideas illustrated in the plan included locating a new mixed use town center in place of the wastewater facility, extending a new collector street to the north and west to provide a connection between Lincoln Rd. and Airway Avenue and locations of residential, commercial, park and open space and industrial land uses.
- Participants expressed a preference for locating the new mixed use town center area along undeveloped land on the north side of Lincoln Rd. rather than at the existing wastewater facility. SEH remarked that may be feasible providing the private land owner

is amenable to exchanging land holdings. SEH offered to facilitate this conversation and revise the plan per committee member's comments.

### **III. Discussion of Additional Growth and Development Ideas**

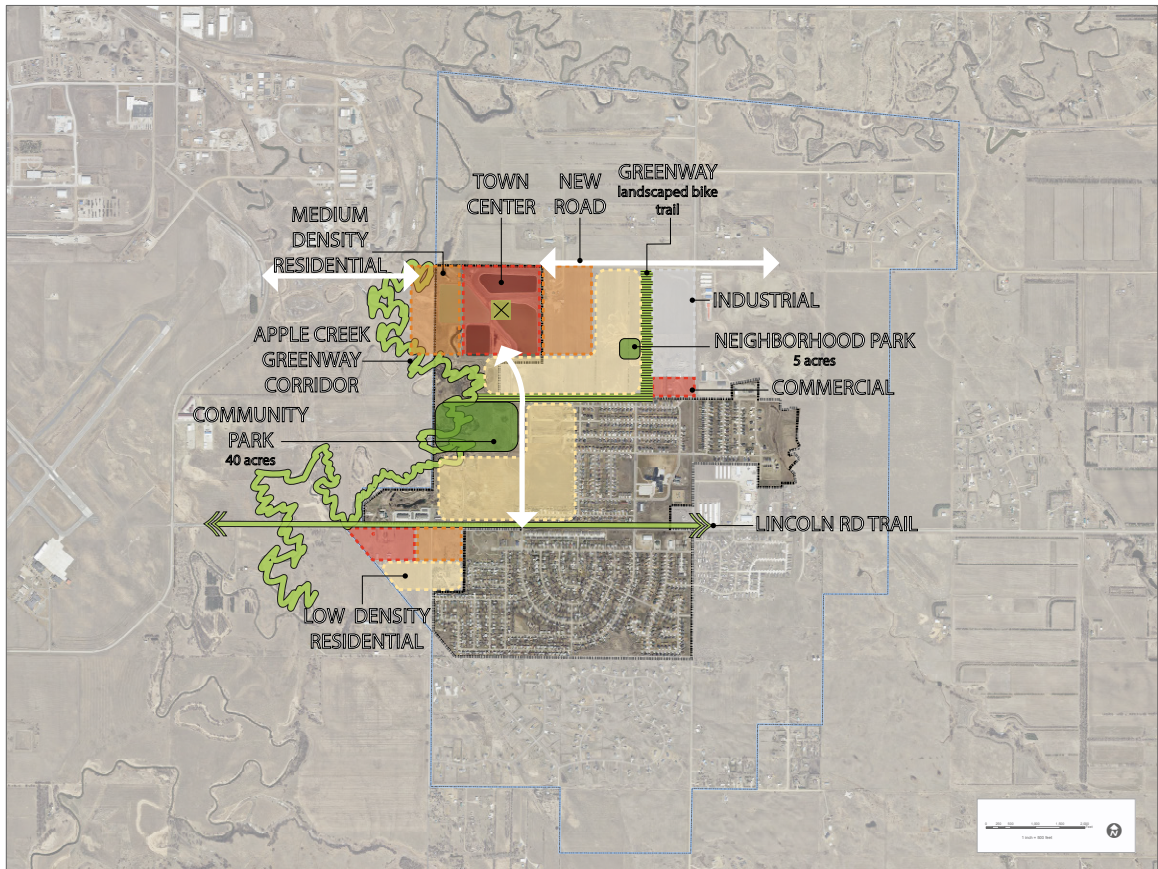
- DJ's is set up to accommodate drive up service and they may expand their business to offer morning coffee / breakfast service as well lunch and dinner drive thru service.
- The Asthma clinic is going to be expanding hours of operation from 6 days a month to 5 days a week with hours better tuned to working family's schedules as well providing pharmacy service in the coming months.
- Recognition of the contribution to the local economy being made by the elementary school as parents, teachers and staff continue to travel and work within Lincoln.
- Need to plan for additional retail, office, professional service and light industrial uses as Lincoln continues to add new housing.
- Retail will continue to be limited with limited hours as Lincoln's primary land use remains residential – "bedroom community effect."

### **IV. Draft Vision Statement Review and Discussion**

- Replace the term "people " with "residents".
- SEH introduced the principles of the "8-80" walkability concept and complete streets which recognize that if a community's transportation system is designed to meet the needs of people 8 and 80 years of age then everyone in between will be well served and that a community needs to consider walking, biking and transit when planning for transportation infrastructure not just cars and trucks.
- The new, Future Lan Use Plan will become the guide for future growth and the community and elected, appointed officials will need to implement and maintain the plan.
- Annexations were briefly discussed including the trailer park. SEH stated they would be working with the City to complete a number of these in the coming months as well as that the Comprehensive Plan would be establishing a new ETA boundary.
- Alternative energy options were discussed including allowing for active solar on new and existing buildings.

### **V. Next Steps**

- Consultants will continue to complete draft plan chapters and provide them to the committee for review.
- A fourth committee meeting will be scheduled for late January or Mid-February.





February 13, 2018

6:00 p.m. – 7:40 at City Hall

Attendees: Cammie Schock, Lance Hagen, Karen Daley, Becky Smith, Elizabeth Flemming, Ben Houdek, Devon Duewel, Toni Haider and Bob Kost of SEH

The fourth planning committee meeting for developing Lincoln's new comprehensive plan was conducted at Lincoln City Hall. Items reviewed and discussed:

#### **I. Review of Draft Plan Chapters**

- **Introduction:** no edits discussed or requested.
- **Lincoln Today:** no edits discussed or requested.
- **Land Use:** smart growth principles were presented, discussed and approved, density ranges for residential use categories were discussed, they will be adjusted upwards a small amount to provide more flexibility, and the new, mixed use category was discussed as appropriate for the proposed town center area.
  - Lincoln has a mixed use District – 9-04-12.
  - Include a goal to rezone current public land to Public. A lot of it is not.
  - Adding a goal and policy for promoting arts and culture was suggested. Creating year round uses for city spaces
  - Consultants pointed out new policies for reviewing and updating zoning and subdivision codes so they comply with the new comprehensive plan.
  - The revised growth concept was reviewed and discussed. People were generally in agreement with the concept, land acquisition and dedication for the new community park will require a combination of funds and negotiation with land developers. Committee members discussed issues of growth required to support new commercial uses, timeline, densities, etc. in order for a town center to become a reality. This plan will also be used for the basis of the future land use plan.
  - It was mentioned that the city is trying to create a city orchard across from city hall. This should be mentioned in the Parks Plan.
- **Housing:** the need for continuing to diversify Lincoln's housing stock was discussed along with the difference between work force housing and affordable housing.

- Establishing a Housing Redevelopment Authority (HRA) in the future was discussed as a way to address future issues such as care and upkeep of aging properties and ensuring an adequate supply of affordable or work force housing. HRA's are a separate legal authority (sometimes run by City Councilors acting as HRA members) that directs redevelopment projects in a City to remove blight, clean up environmental contamination, and provide for new development that enhances the community and increases the City's taxable valuation. They often take on work that the private sector isn't interested in or partner with the private sector to ensure vital community needs are addressed.
- Need funding to keep older homes up to date to keep property taxes higher. This could be a focus of a new HRA.
- **Community Facilities and Utilities:** Adding information on professional sports teams as well as citing that the Bismarck Library Book Mobile visits Lincoln once a month were suggested for inclusion in the chapter.
- **V. Next Steps**
  - Consultants will continue to complete draft plan chapters and provide them to the committee for review.
  - A fifth committee meeting will be scheduled for mid-March 12, 13 to review the draft plan along with a community open house to allow people to review the plan and offer comments.
  - The draft plan is currently scheduled to be presented to P and Z on March 27th, 2018.



## PARKS AND TRAILS MASTERPLAN

---

Contact a Lincoln Park District Board member for a copy of the 2018 Parks and Trails Masterplan.

(701) 391.7522

32 McDougall Drive

Lincoln, North Dakota 58504

- Dan Cox, President
- Brock Garaas, Recreations
- Keli Berglund, Treasurer
- Juan Thomas, Logistics
- Nic Couture, Activities

THANK YOU

April 2018



City of  
*Lincoln*  
North Dakota